
Council Meeting

11/11/2020

Item No	8.9
Subject	Proposed Heritage Conservation Areas - Feedback from Community Consultation
Report by	Louise Thom, Heritage Advisor
File	SF19/7385

Summary

The Bayside Heritage Study 2019 recommended creation of six heritage conservation areas (HCA). Feedback on the proposal was sought from all landowners in the six areas. Over 580 letters were sent out and 220 submissions were received, including a petition. Support was received for the Bardwell Valley and Banksia HCA, whereas the majority of submissions were against the Kogarah and Mascot HCA. There were two submissions regarding Brighton Le Sands HCA, one for and one against. Submissions regarding Bexley HCA were mixed with owners of uncharacteristic dwellings against the HCA and owners of contributory items expressing support.

Due to the negative feedback from the communities of Moorefield Estate, Kogarah and Aloha and Forster Streets, Mascot, this report recommends that these HCAs not proceed. The majority of Bardwell Valley owners have indicated their support. There were only two responses from Brighton Le Sands, and the concerns raised can be accommodated whilst retaining the HCA. Bexley and Banksia are recommended to proceed after the boundaries have been revised to address issues raised by the community.

Officer Recommendation

- 1 That the proposed Heritage Conservation Areas of Moorefield Estate, Kogarah and Aloha and Forster Streets, Mascot not proceed, and that Moorefield be the subject of a community-based history and archive project only.
 - 2 That the proposed Heritage Conservation Area of Lansdowne and Hamilton Streets, Bardwell Valley be included in the first amendment to Bayside Local Environmental Plan 2020.
 - 3 That the boundary of the proposed Brighton Parade, Brighton Le Sands Heritage Conservation Area be amended to include only 9-35 Brighton Parade, and be included in the first amendment to Bayside Local Environmental Plan 2020.
 - 4 That the boundary of the proposed Heritage Conservation Area of Banksia be revised to include only Victorian Houses built c1885-6 for the Mercantile Building Land and Investment Co. at 4-26 Gibbes Street; 5-19 Gibbes Street; 23-25 Gibbes Street; 1-39 Farr Street and 18-28 Farr Street and the amended HCA be included in the first amendment to the Bayside Local Environmental Plan 2020.
 - 5 That the boundary of the proposed Heritage Conservation Area of Ocean View Estate, Bexley be revised to exclude large groups of uncharacteristic properties and be included in the first amendment to Bayside Local Environmental Plan 2020.
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- 6 That Council establish a Local Heritage Grants Fund of \$30,000 for the 2020/21 financial year targeted at property owners within the newly created HCA and owners of other locally heritage listed properties.

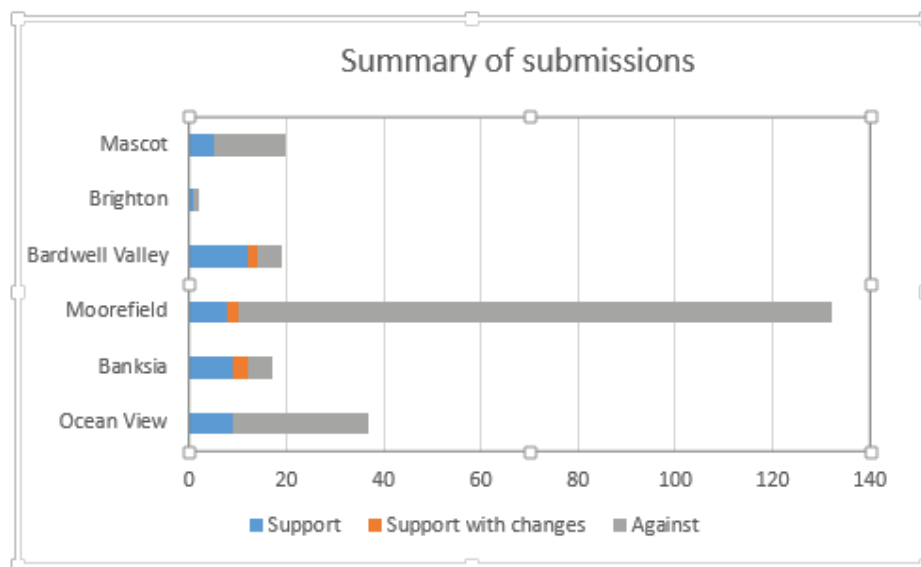
Background

At a General Manager's Briefing on 2 October 2019, a presentation was made to Councillors regarding the proposal for six new Heritage Conservation Areas (HCA) and it was agreed to seek community feedback on the proposal. On 9 October 2019, approximately 580 letters were sent to all land owners within the six proposed areas. Each landowner received a notification letter, answers to Frequently Asked Questions and a map of the proposed HCA with buildings designated according to whether they were contributory, neutral or uncharacteristic, or existing heritage items. A total of 220 submissions were received and 66 telephone enquiries were answered.

The total number of submissions received in relation to each proposed HCA were:

Streets	Suburb	No of submissions
Aloha and Forster Streets	Mascot	20
Brighton Parade	Brighton Le Sands	2
Lansdowne and Hamilton Streets	Bardwell Valley	17
Moorefield Estate	Kogarah	130
Farr and Gibbes Streets	Banksia	14
Ocean View	Bexley	37

The submission statistics are summarised below:



In summary, 20% of submissions were in support of the introduction of an HCA and 80% were against. The relatively high number of submissions received in relation to Moorefield

Estate may be related to the fact that a flyer was distributed throughout Moorefield during the exhibition period informing people that they should vote no to the HCA. A large proportion of Moorefield submissions were made using a pro-forma attached to the flyer.

A petition was received from some residents in Forster and Aloha Streets stating their opposition to the proposed Mascot HCA.

Where the submissions were supportive of the HCA the heritage character, streetscape, unique qualities and architectural period housing were often cited as things to be preserved. Submissions also expressed disappointment at the loss of period homes in their street and the intrusion of unsympathetic buildings.

Content of Submissions by Proposed HCA

Mascot

One third of submissions were in support of the Aloha and Forster Streets HCA proposal with two thirds against and one petition against. The respondents to this proposal often expressed concern that they did not fully understand the implications of the HCA, with many requesting a public meeting. The most common issue raised was the lack of development opportunity and the perceived loss of property value.

This was the only HCA where no previous community consultation had taken place, unlike the HCA proposals in the western area of Bayside, which were exhibited in a discussion paper in 2015. In hindsight the Mascot HCA proposal could therefore have been better explained to alleviate confusion. It is recommended this HCA not proceed due to the concerns raised in community submissions.

Brighton Le Sands

There were only two submissions in response to the proposed Brighton Parade HCA, one for and against. The reason given in the submission against the HCA proposal was that their property was uncharacteristic. As they are located at the end of the street it is reasonable to remove them from the HCA boundary. The boundary should also be adjusted to remove the other uncharacteristic houses at this end of the street by changing the boundary to the intact streetscape of brick Federation Bungalows from 9 to 35 Brighton Parade.

Bardwell Valley

Lansdowne and Hamilton Streets were noted by many of the submissions to be unique for the groups of similar or identical period homes. A common theme expressed in submissions was the sense of loss each time a house is knocked down, with the perceived result being the whole community loses a piece of shared history and identity. The submissions not in favour expressed a dissatisfaction with older houses, as being "past their use-by date" and a perception that their property would lose value if the area became a HCA.

Kogarah

The Moorefield Estate received the largest number of submissions, the majority of which were against the HCA proposal. The most common issue raised was the perception that the

HCA would decrease the market value of properties in the Moorefield Estate. Another common issue was that most property owners did not see the value in their home as a 1950s or 1960s house, with many responses stating that they were not old enough to be heritage listed.

There was concern that there would be limited development potential for contributory buildings as the houses are too small. Submissions stated that the houses were in need of major work, with many containing asbestos. There were some submissions in support including from original owners who expressed a strong connection to the place and welcomed the HCA as they did not want the area to change.

Although it is recommended that the Moorefield Estate HCA not proceed due to community concern it is recommended that the unique qualities of the area be commemorated before the suburb takes on too much further change. The Fibro Moderne project is an example of how the historic and unique architectural and planning qualities of the place could be celebrated. This project undertaken by Rockdale Council in 2014 produced a guide book, a history and an archival record. Moorefield has a strong sense of community and there are many long term residents who may be interested in being involved in such a project.

Banksia

The submissions were generally supportive subject to changes being made. One submission stated they didn't believe Tabrett should be included as it is not part of Jacksons Row. Another property in Tabrett Street stated they have had a two storey addition approved, which will alter the character of the group along Tabrett Street.

Other submissions stated that properties located at 43 and 45 Farr Street and 31 Gibbes Street are not architecturally similar to the other houses and should be deleted from the HCA. The rows of identical houses in Farr and Gibbes Street were recommended as a HCA for the historic significance and architectural period of the houses built circa 1885-6 by the Mercantile Mutual Building Land and Investment Company. Submissions made it clear that the proposed HCA should be restricted to these houses only.

Bexley

The submissions in response to the proposed Ocean View Estate were clearly either supportive or against the proposed HCA. Those in support tend to live in original historic contributory houses located in the more intact streets. Those against generally live in uncharacteristic houses in streets that are no longer historically intact. The boundaries of the HCA should to be amended to remove the large groups of uncharacteristic properties in Caledonian Street, Watkin Street and Beaconsfield Street.

Development Parameters in a HCA

Buildings within HCAs are identified as contributory, neutral or uncharacteristic.

- **Contributory buildings** generally originate from the significant era of development of the HCA and display the key characteristics of the area through their architectural style and typology, scale, form, features and materials.

- **Neutral buildings** usually originate from the original era of development but have been much altered, although the alterations can usually be reversed. Contemporary buildings can also be neutral.
- **Uncharacteristic buildings** are usually buildings from a later era that are inconsistent with the scale and form of the HCA.

The table in Attachment 1 to this report outlines a general approach to development in an HCA based upon draft guidelines prepared by the heritage consultants working on the Bayside Heritage Strategy. Bayside Development Control Plan can be amended to provide better guidance for property owners.

Attachment 2 to this report provides photographs of examples of work carried in HCAs as examples of what can be achieved.

Incentives – Local Heritage Grant Fund Models

One of the ways owners can benefit from being in a HCA or from owning a local heritage item is if Council has a Local Heritage Grants Scheme.

Many local councils have a grants program to assist owners of heritage items or contributory items in heritage conservation areas with small projects. Funds are commonly given out for the following:

- Removal of paintwork to reveal original sandstone or brickwork;
- Repointing of brickwork;
- Restorative work to windows;
- Reconstruction of original elements;
- External painting of traditional colour schemes;
- Repair of tessellated floor tiles; and
- Reinstatement of traditional fencing.

For example the City of Canada Bay operates a Local Heritage Grants Program to encourage conservation work. Dollar for dollar grants are available of up to \$3,000 to owners of heritage items and up to \$2,000 to owners of contributory buildings in conservation areas. For the 2019-2020 financial year the City of Canada Bay offered a total of \$33,000 in funding.

Georges River Council also has a small grants program for heritage properties. Owners of heritage listed buildings are eligible for financial assistance for specific restoration or conservation works on their property. Georges River Council funds up to a maximum of 50% of the cost of a project (grants range from \$100 to a maximum of \$10,000). They also offer a Heritage Publication Grants program which supports the publication of works promoting the history, heritage and development of the Georges River area.

It is recommended that Bayside Council introduce a small grants fund, similar to that of the City of Canada Bay, targeted at those owners in newly created HCAs. Funds would need to be allocated from General Revenue if Council wishes to proceed with such a program.

Next Steps to Progress a Proposed HCA

To create HCA so that it is included in the heritage schedule of Bayside Local Environmental Plan, it is necessary to prepare a Planning Proposal. The Planning Proposal follows a statutory process during, which the HCA would be placed on public exhibition and the community would have the opportunity to once again make submissions.

An amendment to Bayside Development Control Plan (DCP) with controls and guidelines for each HCA would be exhibited at the same time so that it is clear what owners can and can't do in an HCA. The community would also be invited to make submissions regarding the draft DCP.

Financial Implications

- | | | |
|--------------------------------------|-------------------------------------|--|
| Not applicable | <input type="checkbox"/> | |
| Included in existing approved budget | <input type="checkbox"/> | |
| Additional funds required | <input checked="" type="checkbox"/> | It is recommended \$30,000 be budgeted for the 2020-2021 financial year to establish a Local Heritage Grants Fund. |
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Community Engagement

Feedback was invited from property owners between 9 October and 3 November 2019. 580 letters with supporting information were sent to all owners of properties within the six proposed heritage conservation areas. A special 'Have Your Say' page was created which was visited 436 times with 85 visitors making an online submission. A total of 220 submissions were received including one petition.

Attachments

- 1 Heritage Conservation Areas - Feedback on Community Consultation [↓](#)
- 2 Summary of development scenarios within a HCA [↓](#)

Attachment 1

Examples of additions to heritage buildings/contributory buildings in HCA

Ashfield by Sam Crawford Architects: Bouwman House a 1914 Federation Style house in the Conservation Area of Haberfield, similar to Lansdowne and Hamilton Street. Approved by Ashfield Council. Photographer: Brett Boardman.

2018 NSW Australian Institute of Architects – Shortlist

2018 Houses Awards – Shortlist



Front



Rear addition



Rear



Rear elevation

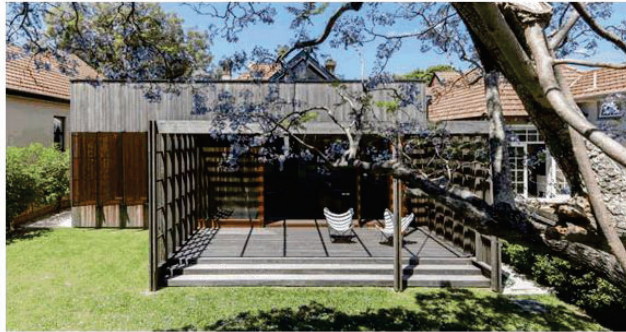


Rear courtyard

Sung Dobson House, Cremorne by Sam Crawford Architects



Front



Rear



View from interior

Mackenzie Pronk Architects, house renovation on Cooks River – Building type similar to Ocean View Estate

Contributory building restored with contemporary addition. Photos thanks to Neil Mackenzie



Before restoration



After Restoration



Side view



Rear

Mackenzie Pronk Architects, house renovation Marrickville – Victorian house – Similar to Ocean View Estate. Photos thanks to Neil Mackenzie



Front



Rear

Alexandria Terrace by Archispectrum Similar to Gibbes and Farr Streets. Photos thanks to Martin Bedachi



Front



Rear

Drummoyne by Modum Design and Construction



Front



Interior



Rear

Table: Summary of development scenarios within a HCA

Type of development	Whether development would be permissible according to category*				
	Heritage Item	Contributory	Neutral	Uncharacteristic	Not in HCA & Not Heritage Item
Demolition	No	No	Yes, conditional	Yes	Yes
Rear additions, single storey	Yes	Yes	Yes	Yes, conditional	Yes
Rear additions, double storey	Possible if located at rear and not visible	Possible if located at rear and not visible	Possible if located at rear and not visible	Only if the additions do not have further impact	Yes
Parking structures at the rear	Yes	Yes	Yes	Yes	Yes
Parking structures in front of building	No	No	No	No	Yes
Parking space in street front zone	No	Yes but limited to certain locations. Not possible in Banksia or intact streetscapes	Yes	Yes	Yes
Reinstatement of original features	Yes	Yes	Yes	Yes if possible	Yes
Interior alterations	Yes	Yes	Yes	Yes	Yes
New bathrooms and kitchens	Yes	Yes	Yes	Yes	Yes
Solar Panels	Yes but must not be visible outside property	Yes if not visible from the street	Yes if not visible from the street	Yes if not visible from the street	Yes
Air conditioning and antennae etc.	Yes if located in discrete location	Yes, preferred location at the rear	Yes, preferred location at the rear	Yes, preferred location at the rear	Yes
Alterations to original front façade	No	No	Yes to reinstate original fabric	Yes	Yes

Type of development	Whether development would be permissible according to category*				
	Heritage Item	Contributory	Neutral	Uncharacteristic	Not in HCA & Not Heritage Item
Enclosing original verandas	No	No	Yes	Yes	Yes
New Fences	Yes if traditional	Yes, unless there is an original fence in good condition	Yes	Yes	Yes
Sheds in the rear yard	Yes if does not impact historic garden	Yes	Yes	Yes	Yes
Attics – Dormer windows and skylights	Only if building type traditionally has dormers	Yes located in rear roof plane	Yes located in rear roof plane	Yes located in rear roof plane	Yes
New buildings	Infill is to be sympathetic with the historic character of the HCA and its setbacks, scale and built form characteristics				Yes

* Development will also be subject to the other controls of the Bayside LEP.