



**HERITAGE REFERENCE COMMITTEE
TO BE HELD ON THURSDAY, 27 APRIL 2023 AT 12:00 PM
LEVEL 3 ANTE ROOM / ZOOM**

A G E N D A

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WELCOME BY CHAIRPERSON COUNCILLOR WHEATLEY

APOLOGIES

DECLARATIONS OF INTEREST

NOTING OF MINUTES

Minutes of Heritage Reference Committee

File: CY00413/11
Meeting held 16 February 2023
GB.1 to GB.3 and C.1

GENERAL BUSINESS

- | | | |
|------|---|-----------|
| GB.1 | Community issue: Mimicry in development | 2 |
| | File: CY00413/11 | |
| GB.2 | Updates on heritage assessments and listings in progress | 13 |
| | File: CY00413/11 | |
| GB.3 | Completed heritage home grants presentation | 15 |
| | File: S11080 | |

OTHER BUSINESS

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COMMUNITY ISSUE: MIMICRY IN DEVELOPMENT

BACKGROUND:

A community concern about mimicry in new development has been raised. The circumstance has been raised about a non-historic building mimicking a neighbouring historic building in a conservation area. This matter is referred to Heritage Reference Committee to discuss development controls for development in conservation areas and in the vicinity.

Members are invited to discuss whether updates to the development control plan (DCP) are warranted to prevent mimicry. The relevant extracts of the DCP are attached with key provisions highlighted.

The DCP already contains aims to prevent mimicry, permit contemporary design and materials, as well as recommendations for new development to have regard for or reflect historic patterns. These controls need to guide different types of development for a variety of sites and circumstances. This includes the reverse issue to mimicry, where obtrusive new built form does not respect nearby historic building and streetscape patterns. Further controls to prevent mimicry could encourage this outcome that arguably has a greater negative impact. Mimicry or matching details is also appropriate in some circumstances, such as for repairing a historic building.

The Burra Charter principle is that “New work should be readily identifiable as such but must respect and have minimal impact on the cultural significance of the place”. Historical legibility of the different construction periods is important. This can often be achieved in the small design details that are likely too fine grain for development controls. This Burra Charter principle can also cause confusion. Some interpretations, to justify extreme differentiation, can degrade historic areas.

Council’s development controls seek to balance the needs for differentiation of new work, as well as respect for the old. Each development proposal is then assessed by Council’s heritage specialists to review the details and determine the appropriate level of regard for historic features in the individual site circumstances.

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RECOMMENDATION

The Heritage Reference Committee receive and note this report and provide any comments on development controls for mimicry in conservation areas and in the vicinity.

Claudine Loffi
Heritage Specialist Planner

Antony Fabbro
Manager Urban & Heritage Planning

Attachments: A1 Heritage Development Control Plan extracts 2023/111460

Heritage Items and Heritage Conservation Areas

Introduction

19A Subdivision and Site Consolidation	19D Development within HCAs: New Buildings
19A.1 Subdivision and Site Consolidation for New Development within an HCA	19D.1 Local Character and Streetscape
19A.2 Subdivision and Site Consolidation of a Heritage Item	19D.2 Building Setbacks
19B Demolition	19D.3 Gardens and Landscaping
19B.1 Demolition within HCAs	19D.4 Building Design
19B.2 Demolition related to a Heritage Item	19D.5 Secondary Dwelling within HCAs
19C Development within HCAs: Alterations and Additions	19E Heritage Items
Introduction	Introduction
19C.1 Local Character and Streetscape	19E.1 Building Design
19C.2 Building Setbacks	19E.2 Adaptive Reuse
19C.3 Gardens and Landscaping	19E.3 Setbacks
19C.4 Access and Parking	19E.4 Gardens and Landscaping
19C.5 Building Design	19E.5 Access and Parking
19C.6 Roof Forms and Structures Attached to Roofs	19E.6 Outbuilding and Garden Structures (excluding garages and car ports)
19C.7 Outbuilding and Garden Structures (excluding garages and car ports)	19E.7 Fencing
19C.8 Fencing	19F Development in the Vicinity of Heritage Items or Heritage Conservation Areas (HCAs)
	Introduction
	19F.1 Local Character and Streetscape
	19F.2 Building Setbacks
	19F.3 Gardens and Landscaping
	19F.4 Fencing

INTRODUCTION

Part 19 applies to any development associated with a Heritage Item or within a Heritage Conservation Area (HCA) identified on the KLEP Heritage Map. The controls in this Part are additional to those in Section A and C, and relevant Parts of Section B in this DCP.

The heritage controls in this Part of the Ku-ring-gai DCP aim to:

- i) retain, conserve and enhance the Heritage Items, HCAs and their associated settings;
- ii) ensure the heritage significance, streetscape and landscape character of HCAs are maintained;
- iii) ensure alterations and additions to Heritage Items and within HCAs respect those buildings and do not compromise the significance and character of the individual Heritage Items or the HCAs;
- iv) ensure new development in the vicinity of Heritage Items and HCAs respects the heritage context and is sympathetic in terms of form, scale, character, bulk, orientation, setback, colours and textures and does not mimic or adversely affect the significance of Heritage Items or HCAs and their settings.

This Part applies to any development that is:

- i) a Heritage Item listed under Schedule 5 Environmental Heritage within KLEP;
- ii) in a Heritage Conservation Area (HCA) identified in KLEP;
- iii) in the vicinity of a Heritage Item or HCA identified in KLEP.

For any development within the above categories, a pre-DA meeting is recommended prior to the lodgment of a Development Application.

Where there is inconsistency between the controls in Part 19 and controls in other parts of this DCP, the controls in Part 19 prevail. This part provides guidance to meet the objectives in the KLEP.

The application process allows a merit-based assessment to occur in relation to development affecting heritage items and heritage conservation areas. In the instance of a conservation area, this merit assessment will include the identification of an item, building or group of building's contribution to the wider conservation area. The grading of buildings is no longer pre-determined using any form of mapping or listing system.

Supporting Heritage Documentation

For any works within the above categories, a Heritage Impact Statement (HIS) is required. A Conservation Management Plan (CMP) may be required for works to a Heritage Item or significant works within an HCA. Heritage impact statements and CMPs are to be completed by an appropriately qualified and experienced heritage consultant.

Applicants are advised to refer to:

- i) Council's Heritage Inventory Sheets for Heritage Items and HCAs.

Objectives

- 1 To ensure that sites, buildings and landscape features that contribute to the significance of an HCA are retained.
- 2 To conserve and enhance the character and significant elements of the HCA.
- 3 To ensure that additions or changes to contributory properties within HCAs respect their original, built form, architectural style and character.
- 4 To ensure the visual impact of new work is minimised through appropriate design, detail, proportion, scale and massing.

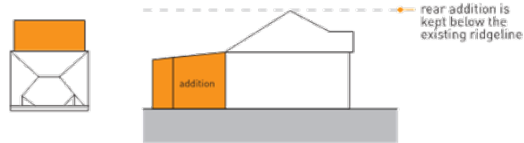
19C.1 LOCAL CHARACTER AND STREETScape

Controls

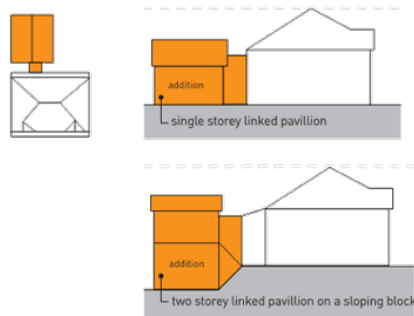
Built form

- 1 Alterations and additions within an HCA are to respect the heritage significance and predominant architectural character of the HCA by having similar massing, style, form, proportions and arrangement of parts to the building itself, and to other contributory properties in the streetscape.
- 2 Where an HCA is characterised by single-storey development:
 - i) the single-storey character of the streetscape is to be retained;
 - ii) first-floor additions to contributory properties will generally not be permitted;
 - iii) attic rooms to extensions behind the main roof of the house may be allowed, subject to an assessment of the impact on the original building and buildings in the vicinity;
 - iv) additions to be kept at or below the existing roof ridge height. Refer to Figure 19C.1-1.

i) Skillion or lean-to



ii) Linked pavilion



iii) Integrated wing

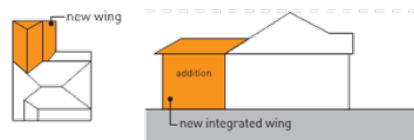


Figure 19C.1-1: Possible forms for rear additions to single storey buildings.

19C.4 ACCESS AND PARKING (continued)

Objectives

- 6 To allow for on-site car parking where possible while retaining the character of the property, the streetscape and significance of the HCA.
- 7 To ensure that new garages and carports do not have any adverse visual impact on the immediate streetscape and historic patterns in the HCA.
- 8 To minimise the visual impact of new car parking by locating garages and carports at the side or rear of properties, where possible.
- 9 To ensure that car parking structures do not challenge the mass or bulk or mimic the architectural detailing of original buildings and the wider streetscape.
- 10 To retain and conserve original and early coach houses, stables and motor garage as they contribute to the setting of the house.

Controls

Battle-axe Driveways

- 9 Battle-axe Driveways including battle-axe handles are to be constructed of materials such as bitumen, gravel, stone flagging or concrete wheel strips and incorporate provisions for landscaping.

New Garages and Carports

- 10 Where it is physically possible, new car parking is to be consistent with the historic placement of parking structures on the site.
- 11 Garages and carports are not permitted forward of the building line and are to be located at least 1m minimum behind the existing front building line, preferably to the rear of the main building.
- 12 New carport and structures must pay regard to existing and original features of dwellings, such as windows, doors, string coursing.
- 13 Only in exceptional circumstances and where a dwelling has a side setback of less than 3m, a hard stand area forward of the building line formed of suitable materials may be considered appropriate.
- 14 New double garage doors are to be divided by a central mullion or constructed as two doors separated by a pier.
- 15 New double garages must be located behind the rear building line to avoid being a visually dominant element within the streetscape.
- 16 Original existing building fabric, including verandahs and balconies, are not to be altered to provide a carparking structure or hard stand area.

Original Coach Houses, Stables and Garages

- 17 Where original and early garages, coach houses and stables survive, they should be retained and conserved.
- 18 Original garage doors, usually boarded timber, are to be retained and conserved, where possible. Where replacement doors are proposed to original or early garage structures, they are to be similar in colour, materials and detail of the original.

HERITAGE ITEMS AND
HERITAGE CONSERVATION
AREAS

19C.5 BUILDING DESIGN

Objectives

- 1 To retain significant materials and details within HCAs.
- 2 To ensure that the materials and colours of new work enhances the identified character of the HCA.
- 3 To ensure that the selection of materials and colours for new work is based on an understanding of the materials, finishes and colours predominant within the HCA.
- 4 To encourage the removal of paint from originally unpainted surfaces.
- 5 To encourage the recovery of the original character of contributory properties when undergoing additions and alterations

Controls

Materials, Colours and Details

- 1 Development applications for alterations and additions within an HCA require a materials board and details of the colour scheme and finishes to be submitted.
- 2 Significant unpainted brickwork, sandstone and blockwork is not to be rendered, coated or painted.
- 3 The removal of later layers of paint from original face brickwork and stonework is encouraged. Chemical stripping of paint from face brickwork is encouraged.
- 4 Natural and recessive colour schemes are encouraged for rendered and painted finishes, especially on sites rated as neutral or uncharacteristic.
- 5 Significant materials and finishes such as decorative timber features, tiles, shingles, relief work, mouldings, incised designs in render, ashlar markings, tuckpointing and rough-cast stucco, are to be retained and repaired.
- 6 Significant materials, finishes and details are to be retained and repaired using traditional techniques where possible.
- 7 Contemporary materials are permitted for new work where the detailing, proportions, texture and colour range blend with the existing character of the HCA.

Repairs, Maintenance and Restoration

- 8 The repair and maintenance of contributory properties is encouraged.
- 9 The reconstruction of altered, missing or removed original features, details and elements is supported where evidence exists of the earliest state of the fabric.
- 10 In repairing the fabric of external surfaces, matching materials are to be used. Sourcing old and salvaged building materials for like-for-like matching of existing materials is preferred to the use of modern equivalents.
- 11 The removal of intrusive later additions is encouraged.

Note: Refer to KLEP Clause 5.10.

Note: Refer to SEPP (Exempt and Complying Development Codes).

19D.1 LOCAL CHARACTER AND STREETSCAPE

Objectives

- 1 To promote high-quality new design that complements the streetscape character and heritage significance of the HCA.
- 2 To ensure that new development retains the identified historic and aesthetic character of the HCA in which it is situated.

Controls

Built Form

- 1 Scale and massing of any new buildings is to be integrated into the established character of the HCA and respect the scale, form and character of adjacent or nearby development. They are to be incorporate design elements such as the roof forms, facade and parapet heights, door, window and verandah proportions of contributory properties in the HCA, particularly neighbouring buildings from the same key development period.
- 2 The design and character of any new buildings are to be informed by the:
 - i) date and style of contributory properties;
 - ii) scale and form of contributory properties;
 - iii) street and subdivision patterns of the HCA;
 - iv) setbacks of neighbouring contributory properties;
 - v) materials, building techniques and details used in the HCA; and
 - vi) views, vistas and skylines in the HCA.
- 3 Façades are to be modulated to break down the scale of new development.
- 4 The height of new buildings is not to be higher than contributory properties.
- 5 New roofs visible from the street are reflect the size, shape, pitch, eaves and ridge heights, and bulk of contributory properties and roofs. They are to respect the complexity and patterns of predominant roof shapes and skylines of the HCA.
- 6 New buildings may be contemporary in design, however, their scale, form and detail is not to detract from the scale, form, unity, cohesion and predominant character of streetscape elements around it.
- 7 Where an HCA is characterised by single-storey development, single-storey development on infill sites is preferred. New two-storey houses will only be permitted where the upper floor is designed within the roof and where the new building is in keeping with the height, mass and proportions of contributory properties in the vicinity.

HERITAGE ITEMS AND
HERITAGE CONSERVATION
AREAS

19D.4 BUILDING DESIGN

Objectives

- 1 To ensure new development respects the character of, and minimises the visual impact upon, the HCA and its streetscapes.

Controls

Materials, Colour and Details

- 1 Materials and details used for new buildings are to be similar to, or compatible with, the original buildings in the HCA
- 2 Development applications are to provide a material board and details of the colour scheme and finishes.
- 3 Contemporary materials are permitted where the detailing, proportions, texture and colour range blend with the existing character of the HCA.
- 4 New buildings are to incorporate architectural language such as massing, proportions, detailing, coursing lines, materials and finishes, which are sympathetic to and complement the predominant character of the HCA.
- 5 Colour schemes are not to detract from colour schemes in the streetscape and not to be in visual contrast with the colours of the contributory properties in the HCA. Recessive colours and traditional materials are preferred.

Objectives

- 1 *To ensure the significant external features of a Heritage Item and its setting are retained and new development is sympathetic in terms of bulk, form, style, character, scale, and materials.*
- 2 *To encourage the reinstatement of missing elements, where known, and the removal of later unsympathetic changes.*
- 3 *To ensure that the materials, finishes, and colours of new work enhances the identified significance of the Heritage Item*
- 4 *To ensure the significant internal spaces and features of a Heritage Items are identified, retained and conserved.*
- 5 *Encourage the re-instatement of missing elements, where known, and the removal of later unsympathetic changes.*

19E.1 BUILDING DESIGN

Controls

Alterations and Additions – External

- 1 All works to a Heritage Item are to comply with the controls in this section regardless of whether the property is located in an HCA or not.
- 2 Development applications for works to a Heritage Item require a materials board and details of the colour scheme and finishes to be submitted.
- 3 New work to Heritage Items may be identifiable as new; however, works are to respect and have minimal impact on the property heritage significance.
- 4 All significant built features of a Heritage Item are to be retained and conserved.
- 5 Original materials, finishes and details are to be retained and their repair using traditional techniques in encouraged.
- 6 Alterations and additions are to respect the scale, form, height, location, materials and colours of the Heritage Item.
- 7 Alterations and additions are to be located at the rear or side of the building to maintain the integrity of the prominent elevations and streetscape contribution.
- 8 Extensions, alterations and additions are not to visually dominate or compete with the original scale of the existing buildings to which they are added.
- 9 The re-instatement of missing elements and details, where known, and the removal of past unsympathetic changes, is encouraged.

Alterations and Additions - Internal

- 10 Major internal alterations resulting in the loss of significant interior details, finishes, built fabric, room layout and original floor plan are unlikely to be supported unless it can be demonstrate that there is no adverse impact on heritage significance.
- 11 All significant interior spaces and fabric of Heritage Items are to be retained and conserved.
- 12 Original materials, finishes and details are to be retained and their repair using traditional techniques in encouraged.
- 13 The re-instatement of missing elements and details, where known, and the removal of past unsympathetic changes, is encouraged.

Note: Refer to SEPP (Exempt and Complying Development Codes).

Note: Refer to KLEP Clause 5.10

Views

- 14 New development on the site of a Heritage Item is to demonstrate that it will not reduce or impair important views to and from the Heritage Item from the public domain.

Objectives

- 1 To consider the impact on the historic curtilage and setting of the Heritage Item or HCA and related heritage features such as views, streetscape context, historical subdivisions, garden settings, alienated trees and other landscape features.
- 2 To retain the significance of Heritage Items or HCAs in their settings.
- 3 To ensure that the scale of new development does not dominate, detract from or compete with Heritage Items or HCAs in the vicinity.
- 4 To ensure that new development respects and conserves the significance of any nearby Heritage Items or HCA and their settings.
- 5 To ensure that new development does not visually dominate the adjoining or nearby Heritage Item or HCA.
- 6 To ensure that the scale of new development in the vicinity of the HCA is in harmony with the streetscape and does not dominate, detract from or compete with the Heritage Item or HCA.

19F.1 LOCAL CHARACTER AND STREETScape

Controls

General

- 1 All development in the vicinity of a Heritage Item or HCA is to include a Heritage Impact Statement (HIS). The HIS is to address the effect of the proposed development on a Heritage Item or HCA and demonstrate that the proposed works will not adversely impact upon significance, including any related heritage features within the identified curtilage and setting.

Built form

- 2 Development on sites that either directly adjoin or are in the vicinity of a Heritage Item or an HCA is to have regard to:
 - i) the form of the existing building or buildings including height, roofline, setbacks and building alignment;
 - ii) dominant architectural language such as horizontal lines and vertical segmentation;
 - iii) proportions including door and window openings, bays, floor-to-ceiling heights and coursing levels;
 - iv) materials and colours;
 - v) siting and orientation;
 - vi) setting and context;
 - vii) streetscape patterns.

Retail/Mixed Use Setting

- 3 New development adjacent to or in the vicinity of a Heritage Item or HCA within a retail/mixed use setting such as an existing row of two-storey shops, are to:
 - i) retain the existing characteristics of the street including the setback, height and rhythm of facades, and is to be sympathetic to the materials and detailing of the earlier facades.
 - ii) retain a pedestrian building scale at the street level and to set back any levels that are higher than the adjacent Heritage Item or HCA.



Figure 19F.1-1:
The infill building reinforces the street's rhythm of facades by re-interpreting the existing architectural lines such as parapet height, window openings, awnings and vertical segmentation to reflect existing building widths.

UPDATES ON HERITAGE ASSESSMENTS AND LISTINGS IN PROGRESS

BACKGROUND:

This report is for the information of the committee members on strategic heritage projects underway for noting or comment:

1. St Ives Showground Precinct Conservation Management Plan;
2. Modern heritage study;
3. Pymble Town Hall (former Church and Presbytery) Conservation Management Plan;
4. IHO heritage assessment pending; and
5. Exhibited listings: 64 St Johns Avenue, Gordon; 64 Rosebery Road, Killara; 10 Park Crescent, Pymble.

COMMENTS:

The main listing assessments underway include:

1. St Ives Showground Precinct – Council commissioned PTW Architects and subconsultants to prepare a Conservation Management Plan (CMP) to understand the heritage significance of this precinct, recommend appropriate listing and guide changes. The consultant team is progressing the first draft and has outlined some initial findings to Council staff, who will provide feedback to the consultants.
2. Modern heritage study – Council commissioned Robertson & Hindmarsh to complete the first stage of this study to investigate the significant post-war architecture in our Council area worthy of listing; a prioritised project in Council's Heritage Strategy. The study is being completed in stages by location. The first stage is for Wahroonga and Turramurra with a shortlist expected of approximately 15 sites.
3. Town Hall site at 1186-1188 Pacific Highway, Pymble – Council is preparing the brief to commission a CMP for this former church and presbytery to guide its future conservation and development.
4. IHO assessment – Council's request for the Minister for Heritage to make an interim heritage order (IHO) for a potential heritage item, submitted in March 2023, is

under consideration by The Hon Penny Sharpe, MLC. HRC previously recommended this request based on Council's preliminary heritage assessment. If an IHO is made, Council will notify the owners and commission a full heritage assessment of the place. The address is omitted here as a confidential matter until determined by the Minister.

5. Exhibited listings – For three sites following interim heritage orders and subsequent heritage assessment, Council is in the final stages for completing these heritage listings. The sites are at 64 St Johns Avenue, Gordon; 64 Rosebery Road, Killara; 10 Park Crescent, Pymble. For these listings, the public has been consulted, community submissions considered and the listings approved by Council following public exhibition.

RECOMMENDATION

That the Committee receive, note and provide comments on these updates.

Claudine Loffi
Heritage Specialist Planner

COMPLETED HERITAGE HOME GRANTS PRESENTATION

BACKGROUND:

A presentation of 'before and after' illustrations of completed conservation works, partly funded by the grants program, was previously referred to the Committee. The Committee comments were taken into account in the attached update.

COMMENTS:

The 'before and after' presentation has been updated with four further completed grants from the 2022 program, and some other edits.

The presentation includes completed projects over the past few years which can be appreciated visually using the available records, plus some information on the grant process. The intent is to celebrate and inspire positive conservation works for heritage buildings in Kuring-gai. It is also to assist the community to consider future grant applications.

Full addresses are omitted for the privacy of the owners.

RECOMMENDATION

That the Committee receive, note and comment on the presentation.

Claudine Loffi
Heritage Specialist Planner

Antony Fabbro
Manager Urban & Heritage Planning

Attachments: A1 Heritage Home Grants before and after presentation April 2023
update

2023/127057



How heritage home grants work

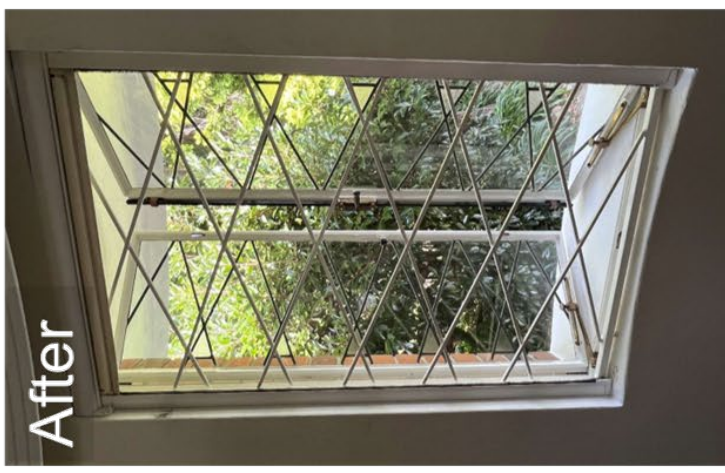
- Council awards grants to owners on application, once each year
- Grant are for \$1-5k for conservation of listed buildings
- Heritage items and contributory buildings in conservation areas are eligible
- Grant is for maximum of half cost of conservation works
- For works to be commenced and completed in the next financial year
- Grants are prioritised for works with greatest conservation benefit
- Commonly roof, verandah, wall, window and fence repair or restoration
- Repainting timberwork with sympathetic or original colour schemes
- Restoration of lost original features
- Not for routine maintenance or modern additions
- Maximum of one grant every 5 years per property



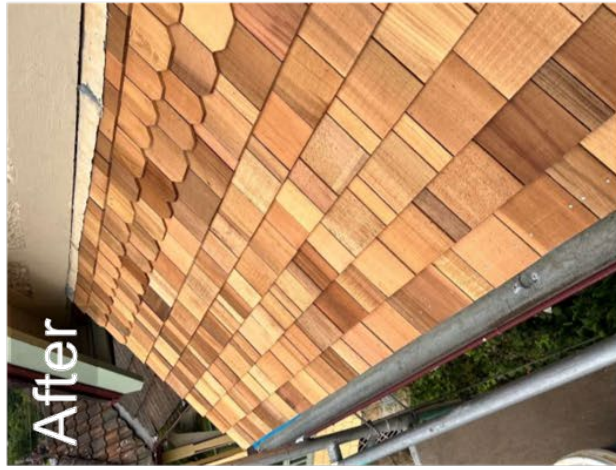
Steel window restoration – Killara – 2022 grant



Brass hardware restoration – Killara – 2022 grant



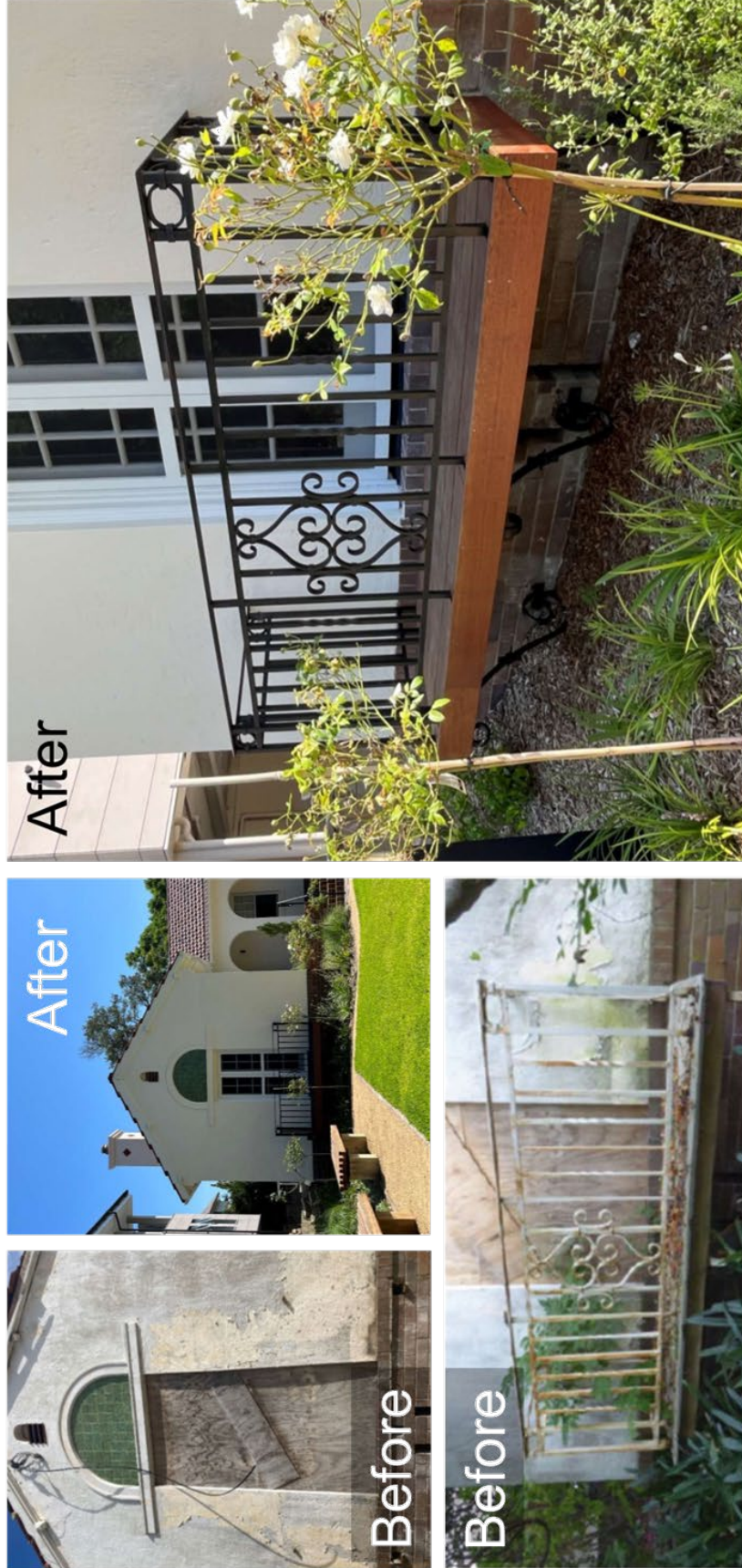
Awning restoration – Warrawee – 2022 grant



Eaves restoration – Warrawee – 2022 grant



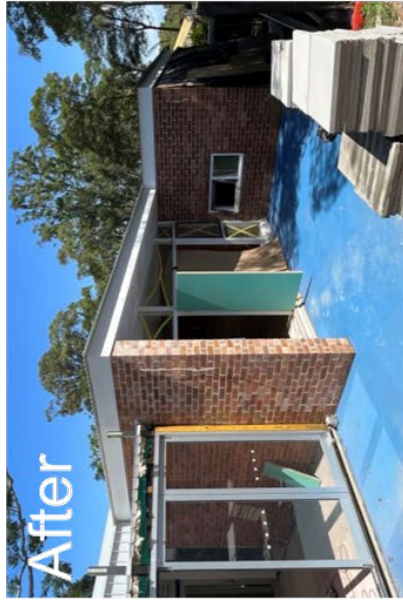
Balcony restoration – Gordon – 2022 grant



Roof cladding and edge profile – Warrawee – 2022 grant



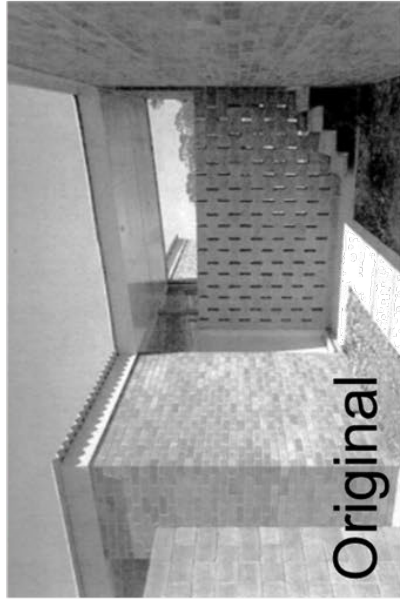
Before



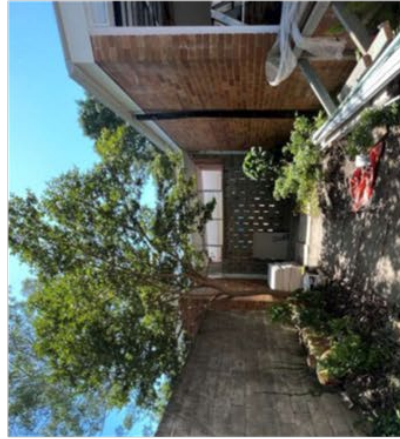
After



After



Original



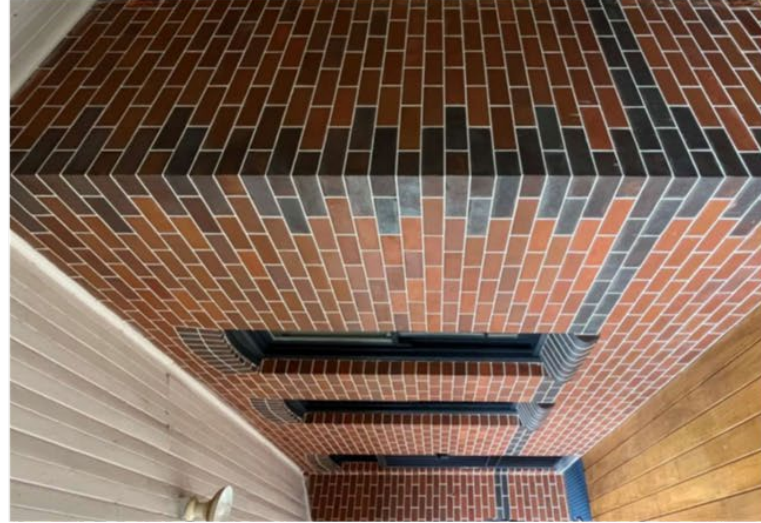
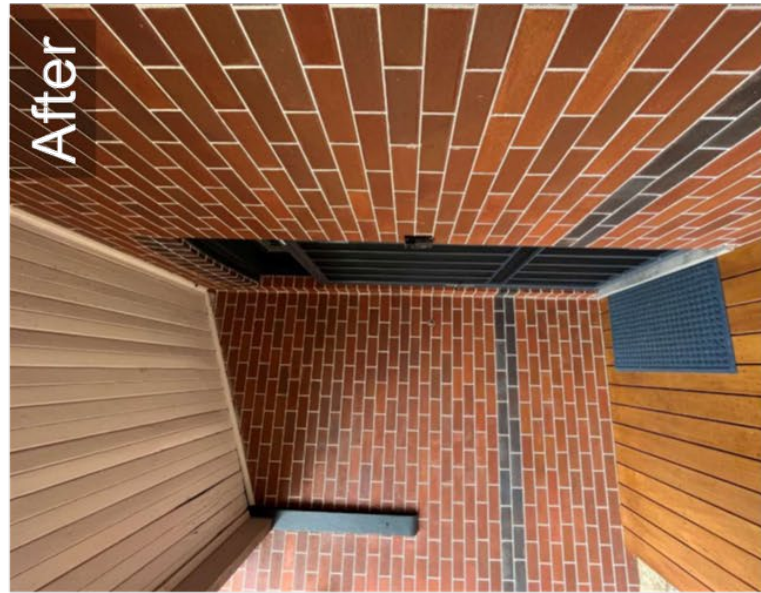
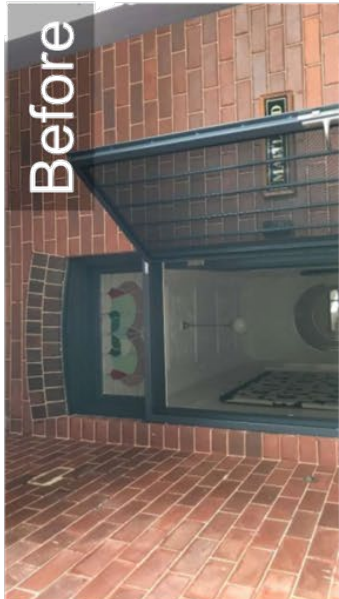
Roof flashing repair– Killara – 2021 grant



Brick repair and tuck pointing – Lindfield – 2022 grant



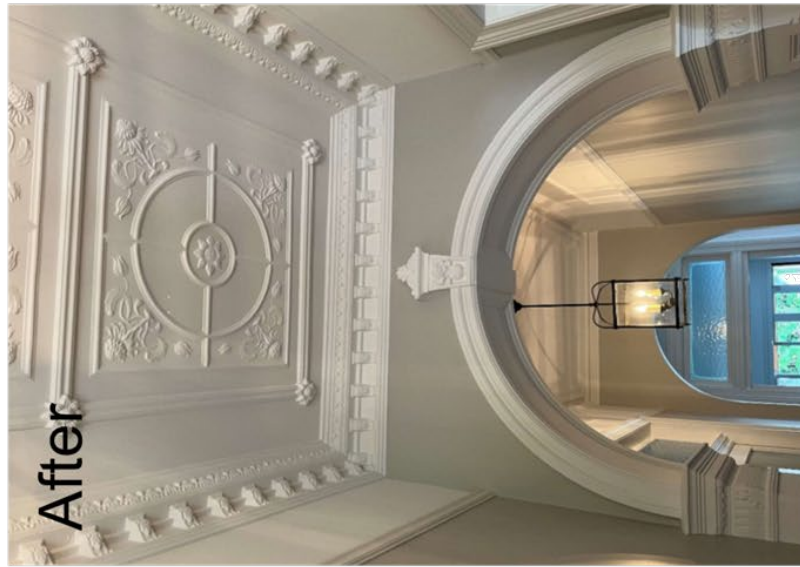
Brick tuck pointing – Lindfield – 2022 grant



Timber repainting – Wahroonga – 2022 grant



Plaster repair and repaint – Roseville – 2022 grant



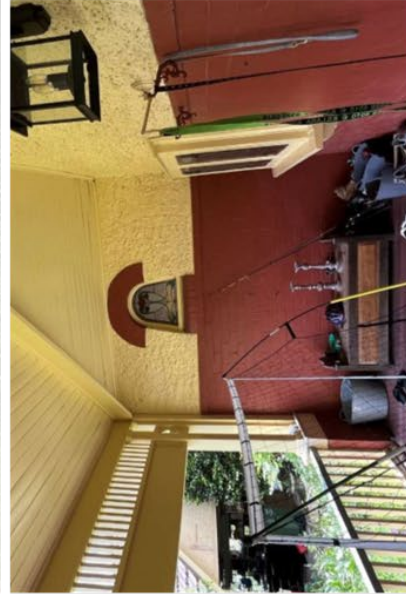
After

Before

Roof tiling and timber painting – Warrawee – 2021 grant



Verandah repainting – Gordon – 2021 grant



Balustrade repair – Roseville – 2021 grant



Brick mortar repair – Lindfield – 2021 grant



Verandah and path tile repair – Lindfield – 2021 grant



Repainting timber – Roseville – 2021 grant



Roof repair and cleaning – Warrawee – 2020 grant



How to receive a grant

- **Mid March – mid May:** grant applications invited online for 2 months
- To apply, owners complete the form on Council's website by closing date
- **Quotes and details** of works need to be submitted with the application
- **June-July:** Heritage Reference Committee and Council approve grants
- Grants are offered to owners as a maximum sum in a letter with conditions
- Owners return signed letter to accept offered grant including conditions
- Owners apply for any necessary approval and submit further requested details
- By following **May:** Works completed and owners notify Council
- Council reimburses grant to owner following inspection and review of receipts
- More information: www.krg.nsw.gov.au/Planning-and-development/Heritage/Heritage-home-grants