

Heritage Referral Assessment

DA 10.2019.161.1



10 May 2019

Lot A DP 376877 and Lot 2 DP 1214341
Bangalow Heritage Conservation Area
Byron Shire LEP 2014

Prepared by
CLARENCE HERITAGE
For Byron Shire Council.

Officer:	Rob Van Iersel, Byron Shire Council
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Reference	DA 10.2019.161.1
Proposal	Development under SEPP (Affordable Rental Housing) 2009 for 17 medium density residential units and 14 car parking spaces.
Plans:	The Collective; Plans, SEE and supporting documentation Feb 2019, SOHI by Urbis. Feb 2019.
Property	23 and 59 Lismore Rd, Bangalow, NSW.
Photos	Deborah Wray

1. Introduction

This application has been lodged under the provisions of SEPP (Affordable Rental Housing) 2009. The SEPP includes a critical requirement for Council to consider whether the design of the development is compatible with the character of the local area.

16A Character of local area

A consent authority must not consent to development to which this Division applies unless it has taken into consideration whether the design of the development is compatible with the character of the local area.

This report has reviewed the SEE and Statement of Heritage Impact (SOHI) submitted with the application, and considers the potential impacts of the proposal on the heritage significance of the Bangalow Conservation Area which underpins this character.



Extract from NSW Planning Portal showing subject site within Bangalow Heritage Conservation Area and heritage items in the vicinity of the site. Accessed 30/04/19.

2. Heritage Status and policies

The site is located within the Bangalow Heritage Conservation Area under Byron Shire LEP 2014. The Conservation Area has assessed historic, aesthetic and social significance and the summary statement of significance is as follows:

“A rare, largely intact, early twentieth century village built in a picturesque setting of green hills and sub tropical vegetation, with a main street of high quality public and commercial buildings grouped on both sides and an unusually steep sloping street.

The village area has a high concentration of quality dwellings, public buildings, streets, back lanes, street trees and landscaping which taken together illustrate an identifiable pattern of domestic, industrial and commercial settlement in Bangalow by pioneering settlers and a pattern of development of civic infrastructure.”

Extract SHI Inventory 1260056.

Physical Description

“The area of Bangalow township identified on the attached diagram is characterised by substantial single and two storey commercial and residential buildings set amongst rich subtropical vegetation. The predominant building materials are locally-produced weatherboards and red brick. The buildings feature an eclectic mix of late nineteenth and early twentieth century styles with characterful features including gables and parapets, steep gable roof pitches, tall brick chimneys and fireplaces, mixed fenestration styles, traditional building layouts, various architectural period styles (both private and public), setbacks from the street, boundary fences, public landscaping (various local and exotic species and styles of planting) and driveway constructions, all consistent with the period 1890 – 1940”.

Assessment Criteria

Criteria a) Shows evidence of early settlement of Bangalow by pioneers, including a pattern of settlement characteristic of new settlers in a largely undisturbed landscape which came to be known as The Big Scrub, and whose European settlers depended on a now locally defunct mode of transport.

Criteria b) Is associated with a group of early settlers and civic officials of Bangalow and the Shire, including police, Shire Councillors, Court officials, teachers, doctors and nurses, as well as business and tradespersons.

Criteria c) Bangalow is a picturesque township in a green valley setting. The main street, which is the focus of the town, is unusually steep with verandahed premises on both sides. The top end is dominated by the large Roman Catholic Church on the hill and at the other end the picturesque Anglican Church at the end of Byron Street closes the vista.

Criteria d) Shows evidence of priorities of early settlement (food and shelter, law, health, public order, recreation), as well as features of early domestic and civic design.

Criteria f) Provides evidence of a domestic way of life now defunct. Dwellings are of various styles and standards, indicative of social status, and these pre-date by several decades current domestic architecture. Lot sizes as a group indicate a lifestyle in which value was placed on the ability to be self-supporting (space to maintain vegetable patches and/or market gardens, and domestic animals such as milch cows and fowls, which are now a rare feature of urban settlement).

Criteria g) Is notable for its location, the centre of the township, its size and the fact that the group is identified with a particular period of settlement.

Integrity / Intactness: The quality and cohesion of the built environment in this area is variable, but the group still retains a character (such as in traditional plot sizes and setbacks, gabling styles, building materials such as corrugated sheet metal, horizontal weatherboards, timber framed window joinery and low fences, as well as brick and stone construction, setbacks on all four sides of new or existing buildings and extensions, and scale and bulk), identifiable with early settlement of Bangalow.

1260056 Byron Shire Heritage Inventory

Heritage significance is a key element of the character of the area. It is important to consider the significance of the Conservation Area context not only in relation to existing heritage items but also in relation to vacant land and non-listed buildings and views and vistas. The Byron Shire DCP 2014 sets out detailed provisions which require new development to be sympathetic to the significance and setting of the Bangalow heritage conservation area.

3. Site Observations

A site inspection was carried out on 9 May 2019. The site comprises a sloping vacant lot of 2330m² situated with access from Lismore Rd. Most of the site area and proposed development lies to the rear of the developed frontage along the Lismore Rd. The site also has a streetscape view to Thomas /Charlotte Street separated by a strip of agricultural land.

Lismore Rd in this location forms the southern gateway of the town entry to Bangalow. The streetscape is composed of a group of predominantly historic, single storey, traditional hipped and gabled roofed dwellings on traditional sized lots, punctuated by the historic former Temperance Hall.



The buildings are all set back from the street with landscaped grounds and low fences. The road reserve contains a formal footpath edged by grass verge, kerb and guttering.



At the top of the hill, the group is anchored by the George Reading building (heritage item).



Blanch's house (heritage item) anchors the southern end of the group.



This pattern is interrupted by the gap in the built frontage, and by the non-contributory Telstra Exchange buildings.



On the western side of the road, established landscaping and a wide grassed verge adjoining the railway line provides a soft landscaped edge to the main road.



To the rear of the site, the land lies in proximity to Thomas and Charlotte Streets, a relatively recent subdivision which includes relocated timber dwellings and new infill development including several two storey homes.



The built character of the new subdivision has utilised the timber and iron material palette, and features gabled roofs of traditional pitch, and joinery details which are consistent with the built character of the Bangalow village setting.



15 Thomas Street, a historic timber dwelling which was relocated from Byron Bay adjoins the northern side of the site.



View from subject site towards the dwelling at 15 Thomas Street which comprises the relocated historic dwelling to the front and a new pavilion to rear.



Two adjoining dwellings on 25 Lismore Rd of traditional form and materials adjoin the southern side of the site.



4. Review of Proposal

Proposed buildings

Three x two storey buildings are proposed, comprising the following:

- 5 x studios (S1-S5) 32m² internally
- 4 x 1 bed Dwellings (R1-R4) 52m² internally
- 8 x 2 bed dwellings (T1-T8) two storey terrace building 93m² internally

Height and Bulk

The Studio and Row House buildings are smaller in footprint than the traditional dwellings in the surrounding streetscapes. Given their proposed siting with a 35m or greater setback from Lismore Rd and the slope of the site, the visual impact of these two storey buildings is likely to have little or no impact upon to the town entry. The buildings are set behind the proposed terrace building which has its primary orientation towards Thomas Street /Charlotte Street.

The proposed two storey terrace building (T1-T8) is larger in bulk than most buildings in the surrounding Conservation Area precinct. It has a frontage of 32m which contrasts with the scale and bulk and frontage of the adjoining single dwellings on either side of the land at 15 Thomas Street and 25 Lismore Rd.

Two storey terraced buildings are a noted built element of the historic commercial main street precinct, but are not representative of the residential areas within the Bangalow Conservation Area, which are characterised by predominantly single, or one and half, storey buildings stepping down the hill and some two storey dwellings.

Two storey development is not out of character in the Charlotte Street residential area, opposite the site which forms part of the character of the surrounding locality. This subdivision is composed of predominantly two storey detached dwellings, although much of this is located outside the boundary of the Heritage Conservation Area.

The ridge height of the proposed terrace building is not substantially higher than the ridge height of the dwelling at 15 Thomas Street, due to the lower level of the subject site. However a building of two storey height with a frontage of 32m, is a departure from the character of the locality, particularly in terms of its relationship to the size of adjoining dwellings.

Roof form and pitch

Pitched roofs of approximately 30 degrees, with eaves to gable ends, are in keeping with local traditional and new infill buildings, and reflect the built character of the heritage conservation area.

Materials

Weatherboard style materials, combined with red brick are proposed as a noted material elements of the heritage conservation area. The proposed weatherboard cladding and verandah elements will integrate well with the timber cottages in this precinct.

Windows

White/light framed windows are characteristic of the locality. Vertically proportioned openings to lower floors relate well to the style of the building but are not highly visible, setback under the verandahs.

Fences

A flat topped picket fence is proposed which is sympathetic to the heritage streetscape character of Lismore Rd. Currently there is a non-contributory security wire fence to Lismore Rd and the picket fence will sit on the front boundary and improve this streetscape view. Side boundary fencing includes an existing retaining wall and additional timber fencing and landscaping which is an important element of the Conservation Area.

Materials and Colours

Cladding Dulux '*Antique White*' or '*China White*'

Selected fired clay red bricks.

Aluminium Window Frames- Vivid White

Hardwood timber selected walls and fences allowed to silver

Corrugated steel roofing - Shale Grey

The proposed external finishes are considered acceptable for new infill development within this site context and not are likely to have an adverse impact on the aesthetic significance of the Conservation Area.

5. Heritage Assessment

Criterion a) Historical significance:

Criteria a) Shows evidence of early settlement of Bangalow by pioneers, including a pattern of settlement characteristic of new settlers in a largely undisturbed landscape which came to be known as The Big Scrub, and whose European settlers depended on a now locally defunct mode of transport.

Comment- The subject site does not form part of the traditional pattern of settlement along Lismore Rd, being an irregularly shaped rear portion of a former Telstra site. The proposal will not alter a traditional grid layout by amalgamation of lots or narrow subdivision of the frontage. There are no built or known archaeological elements of historical significance on the subject lot and no changes are proposed to the existing lot boundaries. The proposal will not alter an element of historical significance. It is considered that the proposal would not have an adverse impact upon Historical Significance.

Criterion b) Historical (Social /Associative) Significance

Is associated with a group of early settlers and civic officials of Bangalow and the Shire, including police, Shire Councillors, Court officials, teachers, doctors and nurses, as well as business and tradespersons.

Comment- Little readily available information is available in relation to the existing site and no further research was undertaken through the submitted SOHI. The land may have formed part of the land holding associated with George Reading, a notable local identity, who was closely connected with the dairy industry, a director of the Norco Dairy Co-operative and resided in the dwelling at 27 Lismore Rd and owned the building at the top of the group, both heritage items. A search of land titles would need to be carried out to research whether there is such a connection.

Criterion c) Aesthetic significance

Bangalow is a picturesque township in a green valley setting. The main street, which is the focus of the town, is unusually steep with verandahed premises on both sides. The top end is dominated by the large Roman Catholic Church on the hill and at the other end the picturesque Anglican Church at the end of Byron Street closes the vista.

Comment- *"An item having (aesthetic) value is significant because it demonstrates positive visual or sensory appeal, landmark qualities of creative or technical excellence." (Ref 5)*

The proposed development is not likely to have any potential adverse impacts upon the aesthetic values, views or setting of the main town entry views and vistas of the Conservation Area as viewed from Lismore Rd.

With regard to the streetscape view of the development from Thomas Street, the proposed Terrace building is a departure from the regular pattern of development in the Conservation Area, particularly when compared to the scale of neighbouring buildings, and is likely to have a potential impact upon the aesthetic significance and setting of this part of the Conservation Area.

Criterion d) Social Significance

Shows evidence of priorities of early settlement (food and shelter, law, health, public order, recreation), as well as features of early domestic and civic design.

Comment-Whilst previously used for a public purpose, the subject site is not considered to meet this criteria.

Criterion f) Representativeness

Provides evidence of a domestic way of life now defunct. Dwellings are of various styles and standards, indicative of social status, and these pre-date by several decades current domestic architecture. Lot sizes as a group indicate a lifestyle in which value was placed on the ability to be self-supporting (space to maintain vegetable patches and/or market gardens, and domestic animals such as milch cows and fowls, which are now a rare feature of urban settlement).

Comment- The subject site is not considered to meet this criteria.

Criteria g) Rarity

Is notable for its location, the centre of the township, its size and the fact that the group is identified with a particular period of settlement.

Comment- The subject site comprises a non-regular allotment and former Telstra site which sits to the rear of the established pattern of historic development along Lismore Rd and contains no built items of historic interest within the precinct.

Integrity/Intactness

The quality and cohesion of the built environment in this area is variable, but the group still retains a character (such as in traditional plot sizes and setbacks, gabling styles, building materials such as corrugated sheet metal, horizontal weatherboards, timber framed window joinery and low fences, as well as brick and stone construction, setbacks on all four sides of new or existing buildings and extensions, and scale and bulk), identifiable with early settlement of Bangalow.

Comment- The site is located within a precinct which demonstrates these values.

6. Summary

The SOHI by Urbis and the SEE by Kollektive have been carefully considered, which outlines the design rationale for the proposal. This vacant site in close proximity to the town centre offers an opportunity for sympathetic infill residential development, and the topography of the site will effectively minimise the visual impact of two storey height of the development when viewed from the major town entry.

As outlined in point 4.2, the main issue from a heritage perspective, is the potential impact of the proposed Terrace building on the aesthetic values of the Conservation Area as viewed from Thomas Street, and its visual relationship to the adjoining development.

Whilst two storey terraces are a noted built element of the historic commercial main street precinct, they are not representative of the residential areas within the Bangalow Conservation Area. Division of this proposed building into smaller elements, and/or incorporation of a single storey element at each end, is suggested, to make it more harmonious to the built character of the area.

Otherwise, the design, roof forms material palette and landscaping aspects are considered to have been thoughtfully addressed with regard to the site and setting of the Bangalow Heritage Conservation Area and the remaining buildings are not considered likely to have an adverse impact upon the assessed significance of the Bangalow Heritage Conservation Area.

References

1. *Australia ICOMOS The Burra Charter - Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 2013*
 2. Byron Shire Local Environmental Plan 2014.
 3. Byron Shire Development Control Plan 2014.
 4. Byron Shire Council, Byron Community Based Heritage Study Co-ordinators Report 2007
 5. Department of Environment and Heritage State Heritage Inventory- Heritage Item -SHI 1260056 data sheet. Bangalow Conservation Area.
 6. Department of Environment and Heritage State Heritage Inventory- Heritage Item -SHI 1260085 data sheet. George Reading Building.
 7. Department of Environment and Heritage State Heritage Inventory- Heritage Item -SHI 1260086 data sheet. Blanch's House. (home of George Reading)
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CLARENCE HERITAGE

Deborah Wray

B.A Hons, M.P.I.A. M.ICOMOS

Heritage Advisor

PO Box 1759, GRAFTON, NSW 2460

E. clarenceheritage@gmail.com

M 0427 425558

P 02 66 444 000

ABN 49 678 627 689
