

Heritage Advisory Committee

Minutes

5 July 2017

Advisory Committee Terms of Reference

Aims and Objectives

The Heritage Advisory Committee is to provide heritage advice on:

- * *City-owned heritage assets*
- * *Strategic and statutory planning instruments*
- * *Promotion and education of heritage*
- * *Enhancement of economic development and tourism opportunities*
- * *Matters raised by the general community*

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Heritage Advisory Group

Minutes 5 July 2017

1. Open Meeting

The meeting was opened at 4.00pm

2. Attendances & Apologies

Committee Members:

Member Name	Representing	Attendance
Councillor Brendan Kelly (Presiding)	City of Bunbury	Present
Councillor Wendy Giles	City of Bunbury	Apology
Mr Bernhard Bischoff	Community	Present
Mr Morris Johnston	Community	Present
Mr Richard Sargeant	Community	Present
Mr Peter Suckling	Community	Present
Ms Megan Lawless	Community	Present
Mr Kent Lyon	Community	Disclosure of Interest
Mr Raymond Parks	Community	Present

Support Staff:

Member Name	Representing	Attendance
Ms Annabel Wills (Heritage Advisor)	City of Bunbury	Apology
Mr Thor Farnworth (Manager Sustainability, Planning and Development)	City of Bunbury	Present
Ms Lacey Brown (Strategic Planning Officer, Heritage / Committee Support)	City of Bunbury	Present
Ms Cassandra Uren (Executive Assistant)	City of Bunbury	Present

3. Public Question Time

N/A

4. Confirmation of Minutes

The minutes of the Heritage Advisory Committee meeting held 14 June 2017 have been circulated.

Recommendation

The minutes of the Heritage Advisory Committee Meeting held on 14 June 2017, are confirmed as a true and accurate record.

Outcome of Meeting

The recommendation (as printed) was moved Mr Johnston, seconded Mr Parks.

The presiding member put the motion to the vote and it was adopted to become the Heritage Advisory Committee's decision on the matter.

Committee Decision:

The minutes of the Heritage Advisory Committee Meeting held on 14 June 2017, are confirmed as a true and accurate record.

CARRIED

7 votes "for" / Nil votes "against"

5. Disclosures of Interest

IMPORTANT: Committee members to complete a "Disclosure of Interest" form for each item on the agenda in which they wish to disclose a financial/proximity/impartiality interest. They should give the form to the Presiding Member before the meeting commences. After the meeting, the form is to be forwarded to the Administration & Property Services Section for inclusion in the Corporate Financial Disclosures Register.

As previously noted, Kent Lyon has disclosed a financial interest in #32 Austral Parade.

6. Reports and Recommendations

6.1 Demolition of Single House at SL2, #32 Austral Parade, East Bunbury

File Ref:	5/2017/105/1
Applicant/Proponent:	J & L Reading
Responsible Officer:	Lacey Brown, Strategic Planning Officer (Heritage)
Manager:	Thor Farnworth, Manager Sustainability, Planning and Development
Executive:	Sarah Upton, Acting Director Planning and Development Services
Attachments:	Appendix 1 – Site Plan and Photograph Appendix 2 – Structural Engineer’s Report Appendix 3 – Heritage Impact Statement Appendix 4 – Future Proposal

Summary

The City of Bunbury has received an application for the demolition of a heritage listed single house at SL2, #32 Austral Parade, East Bunbury. The house is outside of the Stirling Street Heritage Area and is listed individually (**Appendix 1**).

After assessment of the Structural Engineer’s report and Heritage Impact Statement, the proposed demolition is recommended for approval.

Executive Recommendation

That the Heritage Advisory Committee recommend:

1. Approval for the demolition of a single house at SL2, #32 Austral Parade, subject to the following conditions:
 - (a) All development shall be in accordance with the approved development plans (attached) which form part of this development approval.
 - (b) This development approval will expire if the approved development has not substantially commenced within two (2) years from the date of issue of the approval, or, within any extended period of time for which the local government has granted prior written consent.
 - (c) Before the demolition, an archival record must be submitted to the satisfaction of the City of Bunbury and in accordance with the State Heritage Council Guidelines, Guide to Preparing an Archival Record, 2012.
2. Include in the applicable advice notes that the future proposal of a single house will require a development application that is to be sympathetic/responsive to the heritage values of the existing house and properties in Buswell Street.
3. Advise the applicant and landowner of Council’s decision.

Note: The approval will also be subject to a range of building, health and engineering conditions associated with the demolition approval.

Strategic Relevance

Key Priority Area No. 1 Community and culture
Objective No. 1.5 Celebrate and recognise the richness of our arts, culture and heritage.

Key Priority Area No.3 Natural and built environment
Objective No.3.4 Facilitate urban design, diversity of land uses and enabling infrastructure.

Background

A summary table of details relating to the subject site is as follows:

Property Address:	SL2, #32 Austral Parade
Zoning:	Residential (R40/80)
Existing Land Use:	Residential
Lot Area:	1071m ²
Heritage:	Included on the Heritage List as per TPS7

Austral Parade is one of the earliest residential streets in Bunbury and was also one of the major traffic routes in and out of Bunbury. It was formerly called White Road as it was made from crushed limestone. House, #32 Austral Parade was built c. 1910. The exact date of construction is not known as no entry for this lot could be found in the available Municipality of Bunbury Rate Books prior to 1951. In 1951, the landmark residence is reputed to be and occupied by A G and E M Baxter. At the time it was #2 Austral Parade. The house has impressive internal features such as high ceilings, polished jarrah floors and a grand hallway entrance.

The site plan and photograph accompanying the application for development approval are **attached** at (Appendix 1).

Legislative Compliance

The following statutory planning instruments of the State Planning Framework and Local Planning Framework are applicable to the assessment of this application for development approval:

- *Planning and Development Act 2005 (as amended);*
- *Planning and Development (Local Planning Schemes) Regulations 2015;*
- City of Bunbury Town Planning Scheme No.7 (TPS7);
- Local Planning Policy: Development Application Process for Heritage Places;
- Local Planning Policy: Assessment of Cultural Heritage Significance; and
- Local Planning Policy: Heritage Conservation and Development Policy for Heritage Places.

Officer Comments

Assessment for Registration on State Register of Heritage Places

The place was subject to preliminary assessment by the Heritage Council of Western Australia in 2003 to ascertain whether there should be further investigation for entry in the Register of Heritage Places. The Register Committee resolved that the place did not warrant further assessment for consideration for entry.

However, it was also stated that although the place may not be considered to be of State significance, the Register Committee believes that the place may have local significance and its decision has no bearing on the status of the place in relation to the City of Bunbury Municipal Inventory of Heritage Places.

Municipal Heritage Inventory

The subject property is included in the Municipal Heritage Inventory (MHI) and Heritage List. All proposals for demolition of a place on the Heritage List require development approval and referral to the Heritage Advisory Committee.

The MHI contains a statement of significance for the place as, “a single storey brick and tile house has cultural heritage significance for the following reasons: the place is a fine intact example of the Federation Queen Anne style of architecture; the place has landmark qualities and contributes significantly to the streetscape and the community’s sense of place.”

The management category is ‘considerable significance’ in the MHI.

Local Planning Policies

Local Planning Policy: Development Application Process for Heritage Places

The application proposes demolition that is not consistent with the management category of ‘considerable significance’ so is referred to the Heritage Advisory Committee for comments to assist in the decision-making process.

Local Planning Policy: Assessment of Cultural Heritage Significance

The level of heritage significance of the place has been assessed as ‘considerable significance’.

Local Planning Policy: Heritage Conservation and Development Policy for Heritage Places

Key considerations for assessment are:

1. *Matters set out in section 6.5 and 6.6 of the State Planning Policy 3.5 – Historic Heritage Conservation*

The SPP states that local governments should also have regard to the structural condition of the place, and whether the place is reasonable capable of conservation. Demolition of a local heritage place should be avoided wherever possible, although there will be circumstances where demolition is justified.

Demolition approval should not be expected simply because redevelopment is a more attractive economic proposition, or because a building has been neglected. Consideration of a demolition proposal should be based upon the significance of the building or place; the feasibility of restoring or adapting it, or incorporating it into new development; the extent to which the community would benefit from the proposed redevelopment; and any local planning policies relating to the demolition of heritage places.

2. *Design guidelines – archival record as per Heritage Council guide.*
3. Structural condition of a place and whether a place is reasonably capable of conservation.

The structural engineer and heritage professional have concluded that the structural integrity of the building has failed, to the point where it cannot be rectified without removal of the majority of its significant fabric and prohibitive costs for a single house.

Level of significance assigned to the place in accordance with the City of Bunbury Local Planning Policy – Assessment of Cultural Heritage Significance.

The level of ‘considerable significance’ is very important to the heritage of the locality and is recognised as having a high degree of integrity/authenticity. Conservation of the place is highly desirable and any alterations or extensions should reinforce the significance of the place.

Structural Engineer’s Report

The report by WML Consulting Engineers (2015) (**Appendix 2**) documents the structural issues with the house in that the sub-floor zone will need to be returned to a suitable level of structural integrity before the superstructure masonry can be repaired.

A number of options were considered that require specialist experience that few building contractors undertake this type of work in WA.

Options:

- Leave the sub-floor masonry in position and attempt to confine the walls by placing concrete to each side, thus sandwiching the loose material. This option provides very little stiffness to the wall and ongoing movement is likely. Not recommended.
- Remove short lengths of sub-floor masonry and rebuild locally before removing and replacing the next section. This is a slow and labour intensive process and therefore costly, but it does provide a completely reinstated wall.
- Other proprietary methods by specialist builders. There is likely to be repair systems licenced to specialist building contractors. Once again this will be a costly undertaking.
- In addition to the reinstatement of the wall and footings below level there are other works that will need to be undertaken:
 - (a) rebuild all the masonry piers supporting the floor bearers;
 - (b) damp proofing to all masonry walls;
 - (c) crack repair to walls and replastering. Most walls will be affected both internally and externally;
 - (d) replacement of corroding and inadequate lintels. This will require removal and reconstruction of the walls above the lintels;
 - (e) replacement of ceilings and cornices. Heritage requirements may determine the materials to be used for reinstatement;
 - (f) reinstatement of items disturbed as a consequence of the works. This may include floor boards, architraves, skirting boards, verandah structure etc;
 - (g) redecoration.

Heritage Impact Statement

The concluding comments of the Heritage Impact Statement (Kent Lyon, 2017)(**Appendix 3**) state that the unfortunate structural state of Private Dwelling #32 Austral Parade has created an

untenable situation for the current owners of the place. In the course of trying to repair ceilings it was discovered that the roof structure required supports however this did not resolve larger sub-structure issues identified in the Structural Report. This will require further structural and heritage conservation investigations, documentation and costs estimates. However, based on the current cost estimates from the report it would require a substantial cost with a virtual reconstruction of good portions of the original building fabric which is not only unstable but also is suffering from severe rising damp and salt attack due to a series of issues.

The current setting of the place has diminished its contribution to the streetscape and is irreversible based on decisions for subdivision and approvals that created a 'shoe horned' development directly abutting #32 Austral Parade.

The current owners are of the opinion the only course of action is to demolish the place and build a new house that would better suit the remaining size of the site in a scale and materiality to compliment the cottages adjacent in Buswell Street.

Comments from the Heritage Advisor

The Heritage Advisor provided comment that the preferred outcome is retention of this significant house, however, acknowledged that the condition of the house is very poor and that the owners had made considerable attempt to repair the structural issues.

The Heritage Advisor's recommendation on the development application is:

1. Refer the demolition to the State Heritage Office;
2. That as a last resort demolition of the house is supported requiring a detailed archival record to be completed to the satisfaction of the City of Bunbury prior to demolition; and
3. The replacement building / house is to be designed and approved by the City of Bunbury prior to the issuing of a demolition licence.

The State Heritage Officer acknowledged the preliminary assessment that was conducted in 2003 and that there was no interest in relation to the Register of Heritage Places and that it was a local consideration only. Given that the property is included on the Heritage List, an application for development approval will be required for any future build.

Future proposal

The applicant has provided some preliminary concept plans on future proposals for the subject site (**Appendix 4**) which include:

- (a) Creation of an additional lot through subdivision (resulting in 600m² and 471m² lots);
- (b) Selling the 471m² lot that would front Buswell Street;
- (c) Building a new house on the corner of Austral Parade and Buswell Street that would be responsive to the character of the existing house and houses on Buswell Street.

Conclusion

The development that has occurred adjoining the subject site is considered to have detrimental impacts on the heritage significance in that the landmark qualities no longer contribute significantly to the streetscape and the community's sense of place.

As noted in the Heritage impact Statement, there have been several modifications to the place which include replacement of doors and windows throughout which don't relate to the original building in material and style; internal room changes; extension of kitchen; ensuite created within original rooms; some verandahs that have been filled in; a lean to carport facing Austral Parade and a garage added to the southern portion of the place off Buswell Street. These changes haven't been in keeping with the original character, scale and/or materiality of the place and have diminished the authenticity and aesthetic value.

The structural engineer and heritage professional have concluded that the structural integrity of the building has failed, to the point where it cannot be rectified without removal of the majority of its significant fabric and prohibitive costs for a single house.

The future proposal is consistent with the intent of the zoning and character of Buswell Street.

Therefore, it is recommended that the proposed demolition be supported with the condition of an archival record of the place prior to commencement of the development and an advice note that approval to build a new dwelling will be required as the property will remain on the heritage list.

Analysis of Financial and Budget Implications

This application for development approval relates to private property, and therefore, the effect of the recommendation has no direct budgetary or financial implications for the City of Bunbury.

If the applicant is aggrieved by Council's decision they may apply for a review of the decision through SAT which may result in legal costs to the City of Bunbury.

Community Consultation

The application is also referred to the Heritage Advisory Committee as required by the LPP for proposed demolition of a heritage place.

Councillor/Officer Consultation

The application for development approval has been referred to the City of Bunbury's Development Coordination Unit (DCU) for professional advice and technical assessment prior to the finalisation of this report.

Consultation with the applicant

The applicant was advised of the need to consult with the Heritage Advisory Committee and of the draft recommendation.

Delegation of Authority

This development application is referred to the Heritage Advisory Committee for a recommendation to assist with the decision making process as required by Local Planning Policy: Development Application Process for Heritage Places.

Outcome of Meeting

General discussion took place in relation to this item. The Strategic Planning Officer provided a brief overview of the statement of significance as recorded in the Municipal Heritage Inventory and that it did not accurately reflect the current setting or the intrusive extensions that have occurred over time.

There was some concern expressed regarding the accuracy of the costings provided for the house to be retained and restored, and what the impact of the loss of the house would have on the streetscape. The Committee also voiced an uncertainty regarding the providence of the builder and architect and previous owner status (Baxter residence). The Committee agreed that they would prefer for the house to be retained as recommended by the Heritage Advisor.

The following motion was moved by Mr Suckling and seconded by Mr Sargeant and was carried unanimously as follows:

Committee Recommendation:

That the Heritage Advisory Committee does not support the demolition of a single house at SL2, #32 Austral Parade for the following reasons:

1. The Committee was not convinced that the costings provided were accurate for the house to be retained and restored;
2. Uncertainty of Providence regarding builder, architect and status of the owner;
3. The impact the loss of the house would have on the streetscape;
4. The Committee's preferred outcome was the retention of the house, as also recommended by the Heritage Advisor.

CARRIED

7 votes "for" / Nil votes "against"

7. Urgent Business

Nil

8. Confidential Items (Pursuant to Section 5.23 of the Local Government Act 1995)

Nil

9. Questions from Members

Nil

10. Date of Next Meeting

4pm, Wednesday, 9 August 2017. .

11. Close Meeting

The Presiding Member closed the meeting at 5.15pm.