

# **CITY OF SUBIACO**

## **PLANNING POLICY 3.7**

### **KERSHAW STREET HERITAGE AREA**

**ADOPTION DATE: 26 NOVEMBER 2013**

**REVIEW DATE: 27 MARCH 2018**

**23 FEBRUARY 2021 (Renumbered)**

**AUTHORITY: TOWN PLANNING SCHEME NO.4**

**PLANNING AND DEVELOPMENT (LOCAL PLANNING SCHEMES) REGULATIONS 2015**

#### **STATUTORY BACKGROUND**

This Policy is made under clauses 4 and 9 of Schedule 2 of the Planning and Development (Local Planning Schemes) Regulations 2015.

The Kershaw Street Heritage Area (“the Policy Area”) was declared as a Conservation Area under Clause 59 of Town Planning Scheme No.4. As of 19 October 2015 Conservation Areas are referred to as Heritage Areas in accordance with the Planning and Development (Local Planning Schemes) Regulations 2015.

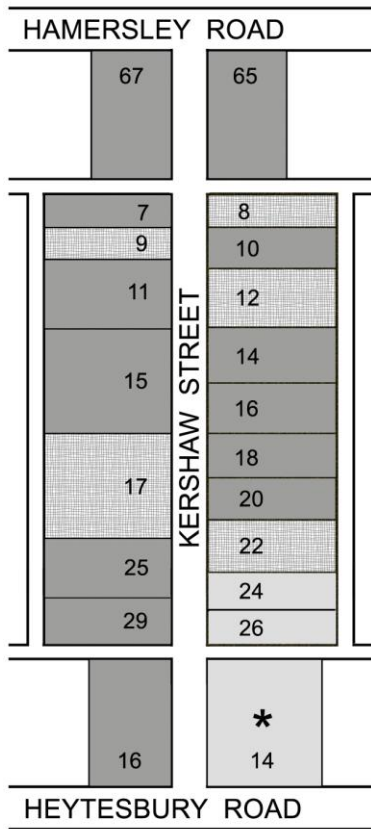
Schedule 2, Part 3, clause 9 of the Planning and Development (Local Planning Schemes) Regulations 2015 requires the local government to adopt a planning policy for each heritage area.

#### **Purpose**

- (i) To identify key issues specific to the Kershaw Street Heritage Area.
- (ii) To ensure that new development does not reduce the heritage values and character of the Heritage Area or the contributory value of individual places within the Heritage Area.

#### **Application of the Policy**

The boundary of the Heritage Area is shown at Figure 1. This Planning Policy applies to all places and buildings located within the Heritage Area.



## LEVELS OF CONTRIBUTION



### Considerable

- 65 Hamersley Road (Lots 159-160)
- 67 Hamersley Road (Lots 125 & 293)
- 16 Heytesbury Road (Lots 144-145)
- 7 Kershaw Street (Lot 50)
- 10 Kershaw Street (Lots 167 & 301)
- 11 Kershaw Street (Lots 155-156)
- 14 Kershaw Street (Lots 170, 304 & 305)
- 15 Kershaw Street (Lots 152-154)
- 16 Kershaw Street (Lot 172 & 306)
- 18 Kershaw Street (Lot 1)
- 20 Kershaw Street (Lot 2)
- 25 Kershaw Street (Lots 147 & 299)
- 29 Kershaw Street (Lots 146 & 300)



### Some

- 8 Kershaw Street (Lot 166)
- 9 Kershaw Street (Lot 157)
- 12 Kershaw Street (Lot 302 & 303)
- 17 Kershaw Street (Lots 149-151)
- 22 Kershaw Street (Lot 7)



### None

- 14 Heytesbury Road (Lots 179, 181, 307 & 308)
- 24 Kershaw Street (Lot 6)
- 26 Kershaw Street (Lot 5)

\* Note: 14 Heytesbury Road does not contribute to the significance of the Conservation Area. This place does, however, have important historical associations.

Figure 1: Heritage Area

## **POLICY**

### **Objectives**

- (i) To conserve existing buildings identified as making a considerable or some contribution to the cultural heritage significance and character of the Heritage Area.
- (ii) To encourage innovative new building developments, and alterations and additions to existing buildings, that are in harmony with, and maintain the integrity of, the Heritage Area's cultural heritage significance, its established character and visual amenity.
- (iii) To conserve the cultural significance of the Heritage Area, which is significant for the reasons explained in the *Assessment of the Kershaw Street Heritage Area*, dated September 2012.

### **1. Statement of Significance**

The Kershaw Street Heritage Area is of cultural heritage significance within the City of Subiaco for the following reasons:

- As an aesthetically pleasing streetscape with a strong heritage character, featuring a narrow avenue of mature street trees, which frame views of the largely intact Federation and early Inter-War vials.
- For its retention of many good, representative examples of Federation Queen Anne villas (which collectively illustrate a gradual evolution in architectural detailing between 1904 and c.1918).
- For the cohesive streetscape created by a limited palette of materials and styles.
- As a representative collection of houses that illustrate the scale and standard of housing considered appropriate for the families of professional men, such as merchants, bankers and civil servants in the early twentieth century.
- For the evidence it provides about the manner in which the residences of senior professional men and business owners existed side by side with the smaller residences of more junior employees in early twentieth century Subiaco.
- For its association with the subdivision of this area by James Chesters, an investor from Melbourne, in 1892. In this context it also represents the status of Western Australia as a place of opportunity during the gold rush era of the late nineteenth century – attracting significant investment from the eastern states.
- For its association with the efforts of James Chesters as a local land agent and property developer, following his move to Western Australia in 1905.
- For its association with Joseph (Joe) Totterdell, who was responsible for the construction of many Subiaco houses (including some in Kershaw Street), and who, for a brief period (1916-17), lived at 25 Kershaw Street (one of his development properties).

## 2. Key Features/Elements

This Planning Policy is specifically concerned with the component parts of the Kershaw Street Heritage Area that directly contribute to the public, streetscape views (including the setting, building envelopes, external fabric and detailing). Key features/elements within the Kershaw Street Heritage Area include:

- Mature Camphor laurel and Queensland box street trees;
- Narrow grassed verges;
- Varied block widths, ranging between approximately 10-20m;
- Consistent block depths in the order of 32-33m, backed by narrow access lanes.
- Generally consistent front setbacks;
- Single storey houses;
- Predominant Federation Queen Anne detailing (ranging from complex to restrained, depending of the size and date of the dwelling);
- Complex roof forms, with a combination of hips and gables enlivened with varied detailing, including louvered gablets and tall chimneys;
- Terracotta tile or grey corrugated metal roof cladding;
- Front gables with 'half-timbered' and rough cast rendered detailing (with some traditional variations such as the moulded detailing to 8 Kershaw Street);
- Asymmetrical facades;
- A breakdown of the apparent bulk of the main façade through the varied use of design elements such as projecting wings, shallow projecting window bays and stepped, return or straight verandahs;
- A predominance of red face brick for the main facades, with restrained decorative detailing including tuck-pointing to the main façade(s) and rendered finishes to gable ends, string courses, window sills and selected panels;
- Varied timber detailing to verandahs, ranging from restrained to ornate depending on the size and style of the place;
- Narrow, vertical proportions to the timber framed windows;
- Raked window hoods set on timber brackets (particularly over the windows to projecting wings);
- Panelled entry doors set under front verandahs.
- Timber framed sidelights and highlights to the main entrance doors, typically with leadlight panels.

## 3. Levels of Contribution

The *Assessment of the Kershaw Street Heritage Area* (September 2012) determined the level of contribution of each dwelling to the overall significance of the Heritage Area (Figure 1).

All places that were assessed as making a considerable or some contribution are considered to be contributory places for the purpose of this Planning Policy.

*Note: Contributory places are those that make a positive contribution to the cultural heritage significance and heritage character of the Heritage Area.*

*In the context of this Policy, the significant fabric of a Contributory place means those parts that contribute to the heritage significance and heritage character of the place within its streetscape setting (i.e. as visible from the public realm). In addition to building fabric, this can include landscape elements and fencing.*

*Places that have been assessed as being of Considerable Significance have generally retained clear evidence of their traditional external detailing/character and/or have important historical associations. Places that have been assessed as being of Some Significance have undergone more substantial external alterations over time, but their underlying character still remains consistent with the heritage streetscape. Places of Some Significance also retain sufficient evidence to provide a basis for future restoration, if and when the opportunity arises.*

*The majority of these places contribute to the Kershaw Street Heritage Area because of their age, design characteristics and their moderate to high level of authenticity. Individually, they are not necessarily items of particular heritage significance, but they do possess collective significance within their streetscape context. Loss of, or significant alteration to, the facades of the contributory dwellings would erode the heritage significance and character of the area as a whole.*

Many of the houses in Kershaw Street have been upgraded over recent years with a combination of additions, alterations and conservation works. To date, this has had a relatively minor impact on the aesthetic values of the traditional streetscape, with the exception of the modern house at 24 Kershaw Street, the major, mid-twentieth century alterations to 26 Kershaw Street and 14 Heytesbury Road, and the varied treatment of modern front fences.

<b>Levels of Contribution</b>		
The Heritage Assessment of Kershaw Street, Subiaco determined the level of contribution of each building to the overall significance of the Heritage Area (Figure 1)		
<b>Considerable Contribution</b>	<b>Some Contribution</b>	<b>Little/No Contribution</b>
65 Hamersley Road (Lots 159 & 160) 67 Hamersley Road (Lots 125 & 293) 16 Heytesbury Road (Lots 144 & 145) 7 Kershaw Street (Lot 50) 10 Kershaw Street (Lots 167 & 301) 11 Kershaw Street (Lots 155 & 156) 14 Kershaw Street (Lots 170, 304 & 305) 15 Kershaw Street (Lots 152 – 154) 16 Kershaw Street (Lots 172 & 306) 18 Kershaw Street (Lot 1) 20 Kershaw Street (Lot 2) 25 Kershaw Street (Lots 147 &	8 Kershaw Street (Lot 166) 9 Kershaw Street (Lot 157) 12 Kershaw Street (Lots 302 & 303) 17 Kershaw Street (Lots 149 – 151) 22 Kershaw Street (Lot 7)	14 Heytesbury Road (Lots 179, 181, 307 & 308) 24 Kershaw Street (Lot 6) 26 Kershaw Street (Lot 5)  <i>Note – 14 Heytesbury Road does not contribute to the significance of the heritage area. This place does, however, have important historical associations.</i>

299)		
29 Kershaw Street (Lots 146 & 300)		

#### 4. Conservation Principles

- Ensure that the key features/elements of the Kershaw Street Heritage Area are retained and enhanced.
- When undertaking repairs or alterations to a Contributory place, change as little of the significant fabric as possible. Where conservation works are necessary, match the traditional techniques, materials and finishes as far as practical.
- Ensure that conservation and refurbishment of significant fabric retains the character acquired through the natural aging of well-maintained fabric, inclusive of the signs of normal wear and tear.
- Ensure that new building fabric is discernable at close inspection, and does not obscure an understanding of the original scale and design of the place.

In general, it is recommended that conservation works be undertaken in accordance with *The Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter, 1999)*.<sup>1</sup> The Burra Charter defines key terms, including maintenance, repair, restoration, and reconstruction.

#### 5. Key Development Constraints

In terms of heritage outcomes, the key constraints that may result in conflict between conservation and development include:

- The modest size of some of the allotments (which constrains opportunities for single storey additions).
- The narrow width of the rear lanes (which constrains opportunities for rear carports and garages).
- The relatively small back yards (these areas are highly valued for private outdoor use, which creates a degree of complexity when balancing conservation outcomes with expectations for increased modern living areas, services and amenity).

Two specific areas of potential conflict identified for the Heritage Area are under-cover off-street parking and second storey additions. Where these are clearly visible from the street they have the potential to significantly alter its character, by impacting on the scale of the buildings, the prominence of the complex single storey roofs, the prominence and authenticity of the original front facades, and general streetscape views. Some of the smaller properties, in particular, are not capable of being extended as large houses, without some degree of tension between owners' expectations, neighbours' amenity and conservation outcomes.

Innovative solutions should be investigated, as necessary, to achieve reasonable development without adversely impacting on heritage values. In accordance with Schedule 2, Part 3, clause 12 of the Planning and Development (Local Planning Schemes) Regulations 2015, this may include the use of discretion by the Council to apply variations to standards for the purpose of achieving a positive heritage outcome.

Development constraints, such as small lot sizes or limited opportunities for under-cover off-street

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<sup>1</sup> A copy of the *The Burra Charter, 1999*, can be downloaded from the Australia ICOMOS website at <http://australia.icomos.org/>.

parking, will not, however, be accepted as a justification for variation of the heritage guidelines, if such variation is to the detriment of the heritage significance or traditional streetscape character of the Heritage Area.

## **6. Development Principles**

In accordance with Policy No. 3.4 *Development Guidelines for Residential Heritage Areas*.

In addition to the application of the Development Guidelines for Residential Heritage Areas, interpretation will also be required for the following place:

- 14 Heytesbury Road, Subiaco

Key aspects of the history of this place relate to its development as a family home known as 'Donington' by John Flinders Pilgrim (c.1912); its adaptation as the Perth headquarters, meeting rooms and chapel of the Ancient Rosicrucian Order of Aquarians (c.1936 to 1946); its use as the headquarters of a Free Christian Fellowship known as "The Seekers" (c.1947 to 1952); its use as the Perth home of the Hungarian Order of the Poor Sisters of Notre Dame of Kalocsa (c.1953 to mid-1980s); and its use as a lodging house since that time.

In the event of any future development of this site, heritage interpretation should be implemented to the satisfaction of the City of Subiaco.

## **7. Development Applications**

Normal maintenance and internal alterations can be undertaken without development approval, provided the works do not adversely affect the significant fabric of the place.

For information regarding other works that do not require development approval in a heritage area refer to Local Planning Policy 7.7 Development approval exemptions.

Local Planning Policy 7.2 Refunding and waiving planning and building fees outlines Council policy to waive fees for development applications which may otherwise be exempt under Schedule 2, Part 7 of the Planning and Development (Local Planning Schemes) Regulations.

The information required by the City of Subiaco to accompany a Development Application is set out in Schedule 2, Part 8 of the Planning and Development (Local Planning Schemes) Regulations 2015.

Property owners intending to make alterations and additions to their properties are urged to consult with the Heritage Officer at the City of Subiaco at the earliest stage of the design process.