

Uniting on Hawker 2-10, 12, 14, 16, 18 Market Place & 105 Gibson Street, Bowden

Historic Character Impact Assessment

DA244638 Issue C

21.03.25

1.0 Introduction

DASH Architects has been engaged by Kennet Pty Ltd to provide heritage advice for the proposed redevelopment of 2-10, 12, 14, 16, 18 Market Place and 105 Gibson Street, Bowden (the Project Site). The site is located within a Historic Area Overlay.

The professional services provided by DASH Architects on this project has extended to include advice to the project team on design considerations associated with the site's location within a Historic Area Overlay. In providing this advice, DASH Architects prepared project specific Historic Area Overlay Design Guidelines for the site, and participated in a series of workshops to review and comment on the manner the proposal responded to the relevant Overlay provisions. This Historic Character Impact Assessment has now been prepared to accompany the application to assess and summarise the proposal's response to the relevant Historic Area Overlay provisions of the Planning and Design Code.

DASH Architects was founded in 1964 and has established itself as one of South Australia's leading practices specialising in the provision of heritage architectural services.

Over the past 60 years DASH Architects has established a reputation as one of the State's leading architectural practices in the following specialist heritage fields:

- Heritage Conservation
- Heritage Assessment and Impact Assessment
- Heritage Advisory Services
- Heritage Policy Development
- Condition and Compliance Audits
- Adaptive Reuse
- Conservation Management Plans
- Expert Witnessing, and
- Professional Desktop Historical Archaeological Services.

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Our expertise extends across the full range of historic character and heritage listings to include:

- Historic Character
- Local Heritage Places
- State Heritage Places
- State Heritage Areas
- Commonwealth Heritage Places (including Defence), and
- National Heritage Places.

This Historic Character Impact Assessment has been based on the following documentation prepared by City Collective:

- Architectural Planning Report (March 2025), (total 44 pages).

Any amendments to these drawings may result in differing heritage impacts to those considered by this assessment.

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2.0 The Site

2.1 Overview

The Project Site is an amalgamation of the following titles to result in a total site area of 2,950sqm:

2-10 Market Place

- CT5731/392
- CT5731/393

12-14 Market Place

- CT5387/586

16 Market Place

- CT5785/728

18 Market Place

- CT5789/977

105 Gibson Street

- CT5785/729



Figure 1: Project Site [Source: City Collective 2024]

2.2 Policy Context

The Project Site is located within an Established Neighbourhood Zone and Historic Area Overlay. The site also accommodates a Representative Building (12-14 Market Place), which is discussed in more detail below.

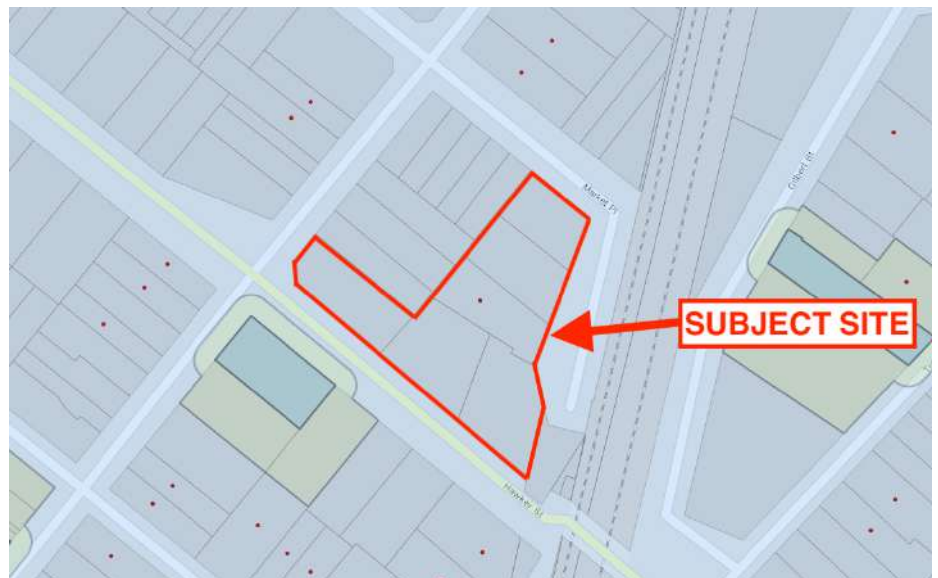


Figure 2: Map of Project Site, showing Historic Area Overlay in blue and Representative Building with red dot [Source: SAPP 2024]

The Ovingham Historic Area Statement (ChSt2) (HAS) identifies the following historic, economic and / or social themes of importance for the locality:

Attribute	Characteristic
Eras, themes and context	1850s to 1900s. 1930s to 1940s. 1970s to 1980s (SA Housing Trust).
Allotments, subdivision and built form patterns	Small narrow lots, often on strongly sloping sites. Allotment shape and size variable and angled to suit strongly sloping sites and street pattern including Albert Turnbull Reserve.
Architectural styles, detailing and built form features	Single storey, detached and attached, single and double fronted workers' cottages. Bungalows and Austerity houses. Some early SA Housing Trust stock. Typically gable and hipped roofs facing the street, with separate verandah form. Generous roof planes and eaves overhangs to bungalows. Low wide bungalow style overhang verandah or gable.
Building height	Single storey with ceiling heights at least 3m.
Materials	Bluestone, sandstone and pressed metal/corrugated walls. Chimneys; brick or painted render. Red brick walls, chimneys and piers. Render to verandah piers, chimneys and banding. Corrugated steel roofing in galvanised or paint finish. OG guttering in galvanised or paint finish. Painted timber to window frames, doors and roof trim.
Fencing	Low front fencing, typically picket fencing and low masonry walls or combination thereof.
Setting, landscaping, streetscape and public realm features	Small to some generous variable setbacks from the street. Some dwellings parallel with angled side boundaries.
Representative Buildings	Identified - refer to SA planning database

2.3 Locality

The Historic Area Overlay within which the Project Site is located is somewhat compartmented into four areas by the Adelaide to Gawler railway line and Hawker Street, one of the main entry roads into Bowden due to its rail crossing. The Project Site is located within the corner of the north-western quadrant, and is bound by the railway line and Hawker Street to its two primary frontages.

The broader locality around the Project Site comprises a somewhat diverse range of built form, with a relatively diluted historic character. While sections of nearby Gibson Street accommodate a moderate concentration of double fronted cottages, any other remaining historic character is limited to smaller pockets along Thirteenth Street. This diluted historic character is evident from the limited Representative Buildings within the immediate locality of the Project Site (Figure 3). While the below figure shows a higher concentration of Representative Buildings to the southern side of Hawker Street, these frontages are notably separated from the Project Site, and in a different quadrant of the Overlay. As a result, they have limited, if any, influence on the historic character within the environs of the Project Site.

With the exception of 12-14 Market Place, there are no other Representative Buildings on the suburban block that contains the Project Site, and only 3 others that front the Project site.



Figure 3: Map of Project Site, showing concentration of Representative Buildings within the broader locality (red dots) [Source: SAPPA 2024]

As noted, the adjacent Gawler railway line dominates the character of the locality to the eastern side of the site, and accordingly forms the primary setting and context to the proposed development along this frontage. The prevailing built form character along this section of rail corridor is two and three storey multi-unit social housing on the opposite side of the railway line, which will front the Project Site (Figure 4).



Figure 4: Two to three storey social housing to the opposite side of the Gawler railway line, fronting the site.

Other built form types that influence the built form character around the site includes:

- Single storey historic cottages, primarily concentrated along Gibson Street (Figure 5)
- Large two storey contemporary dwellings with varying side and front setbacks (Figure 6 and Figure 7)
- Contemporary single and two storey dwellings of a historically derivative style (with generally limited degrees of accuracy) (Figure 8)
- Single storey commercial development to the western side of Hawker Street, setback with carparking to the street frontage (Figure 9).

Its location in the corner of the Overlay's north-western quadrant, coupled with the one-way access to Market Place, results in the Project Site being somewhat physically isolated. While the site has some prominence, being located on one of the main entrance roads to the suburb (Hawker Street) its immediate environs cannot reasonably be said to have any concentration of historic character.



Figure 5: Single storey historic cottages, primarily concentrated along Gibson Street



Figure 6: Large two storey contemporary dwellings with varying side and front setbacks



Figure 7: Large two storey contemporary dwellings with varying side and front setbacks



Figure 8: Contemporary single and two storey dwellings of a historically derivative style (with generally limited degrees of accuracy)



Figure 9: Single storey commercial development to the western side of Hawker Street, setback with carparking to the street frontage

2.4 Historic Character of the Overlay

2.4.1 Eras themes and context

The Historic Area Statement for this Overlay identifies the following *eras, themes and context* of importance to the local area:

- 1850s – 1900s (Victorian)
- 1930s – 1940s (Interwar)
- 1970s – 1980s (SA Housing Trust)

It is notable that the Federation / Edwardian era (1900s – 1930s) is specifically excluded from these eras.

Somewhat contradictory, the HAS also identifies “bungalows” under *Architectural styles, detailing and built form features*. The bungalow style is generally regarded as being between 1916 and 1930 in South Australia¹ so falls outside of identified *eras, themes and context* of importance noted above. Notwithstanding this, the below additional analysis will also consider this architectural style.

2.4.2 Victorian Architecture 1850 - 1900

Victorian residential styles in Bowden took relatively simple forms, including single fronted, symmetrical double fronted and asymmetrical fronted houses, some with front bay projections.

Victorian cottages within the locality of the project site are commonly single storey and of a symmetrical double fronted layout, comprising four main rooms and a central corridor. Other common attributes include:

- use of bluestone to primary, and sometimes secondary facades

¹ J.N. Persse & D.M. Rose: *House Styles in Adelaide – A Pictorial History*, p47

- rendered or brick quoins
- eave height of around 3.6m
- lower front verandah, with late Victorian examples (as prevalent in the locality) being bullnosed
- hipped roofs, typically greater than 30deg.

These attributes are also reflected in the Overlay's Historic Area Statement.



Figure 10: Victorian dwelling at 115 Gibson Street within close proximity to the project site



Figure 11: Victorian dwelling at 113 Gibson Street within close proximity to the project site



Figure 12: Victorian dwelling at 111 Gibson Street within close proximity to the project site

2.4.3 Bungalows

Bungalows in South Australia were generally single storey with a rectangular layout and a wide and low gable front verandah. Bungalows predominantly featured red brick with freestone (often sandstone) front walls, sometimes with stucco render. Timber framed casement style windows were often grouped in triplets. Panelled doors took on an 'inverted' proportion with the longer panels at the base and shorter over, differing from Victorian door proportions that featured the shorter panels to the base of the door. Roofs were of a lower pitch (nom 26deg) and incorporated gables to both the main roofs and verandahs with feature timber panelled barges.

There are not many bungalows within the locality of the project site, with the example at 140 Gibson Street likely being a late example (likely late 1920s) as it displays proportions otherwise characteristic of Interwar residential development.



Figure 13: Bungalow style dwelling at 140 Gibson Street

2.5 Project Site

The individual allotments that comprise a series of detached, semi-detached and row style dwellings.

Dwellings fronting Hawker Street are single storey detached. Their provenance is difficult to readily determine but they are clearly contemporary, having likely been constructed c1990-2000. These dwellings are physically and visually separated from Hawker Street by a 1.6m high masonry wall (Figure 14), resulting in limited contribution to the built form character or activation of the overlay in this location.

The northern end of the Project Site contains five single storey c1980 Housing trust row style dwellings. These units front the internal access roadway, and are also largely concealed behind a tall fence to the street frontage (Figure 14). Like the Hawker Street properties, their lack of interface and tall boundary fence to the street results in a limited contribution to the built form character or activation of the overlay in this location.



Figure 14: Detached dwellings fronting Hawker Street (behind 1.6m masonry wall)



Figure 15: c1980s Housing Trust row style dwellings, fronting the internal access road with limited street interface

2.6 Representative Building

The remaining dwelling on the Project Site is a semi-detached cottage that has been identified in the Overlay as a Representative Building (12-14 Market Place) (Figure 16 and Figure 17). Estimating the provenance of this dwelling has been challenging, as it is largely concealed behind a large tree and displays attributes of both:

- Early Federation (c1905) – simple red brick facades, sash windows, and
- Late Federation / Bungalow (c1920) – high front gable that commonly was coupled with a lower wide gable verandah that may have been since removed.

An inspection of internal joinery (skirtings, doors, architraves) from photos provided by the client suggests a construction date of around c1900-1905, however this remains speculative, as the dwelling does display some atypical proportions.

It is noted that Council's heritage consultant, Anaglypta Architecture, suggests their date of construction to be c1900-1920. This assessment remains consistent with the above speculation.



Figure 16: Semi-detached cottage (Representative Building) most likely dating c1900-1905



Figure 17: Semi-detached cottage (Representative Building) most likely dating c1900-1905

The property was not accessed when undertaking inspections associated with this project. The dwelling appears generally to have good integrity, with noted alterations including:

- painted façade
- likely reconstructed verandah

- later flyscreens to doors and windows
- alterations to the sash windows (they appear different to each other).

Despite challenges in accurately dating 12-14 Market Place, it remains clear that it is neither typical or representative of the attributes identified in the Overlay's Historic Area Statements, namely:

- 1850s – 1900s (Victorian)
- 1930s – 1940s (Interwar)
- 1970s – 1980s (SA Housing Trust)
- Bungalow housing styles.

This assessment appears to align with that of Council, who were supportive of its proposed demolition in its advice on an earlier application for the site.

Why a Representative Building?

Representative Buildings are places that had been previously identified as Contributory Items under now defunct Council Development Plans. These Contributory Items were transitioned into the current Planning and Design Code as Representative Buildings in 2021.

Contributory Items, at least in theory, were places within a defined area (Historic Area Overlays under the current Planning and Design Code) that contributed to the *unified consistent physical form in the public realm with an identifiable historic, economic or social theme associated with an earlier era of development.*²

The processes associated with the identification of areas of historic character, and associated Contributory Items therein, had been a point of contention since the inception of the *Development Act 1993* (SA) that facilitated their creation in 1993. Whether or not this Act even facilitated their creation was also contended.

Historic Areas, often zoned Historic (Conservation) or Residential Character, were typically identified by Council's in Heritage Surveys. These surveys also included the identification of potential Local Heritage Places. The Development Act (and associated Regulations) provided a prescribed process and set criteria for the identification and listing of Local Heritage Places. These processes included owner consultation, independent reviews and natural justice provisions in the form of appeal rights.

There were no such criteria, reviews or appeal rights for the identification of historic areas or Contributory Items, despite not dissimilar development controls. As a consequence of these differing processes, the identification of Contributory Items was undertaken with less scrutiny, and regularly less rigour based on scant 'drive-by' viewing of the potential properties. In many instances, Councils were criticised for using Contributory Items as a de facto form of heritage listing that was free of any assessment criteria, public consultation or appeal rights.

² Planning SA, *Planning Bulletin – Heritage*, 2001, p16

These shortcomings regularly resulted in inconsistent, and often unjust outcomes to such an extent that the State Planning Commission had initially vehemently refused the transitioning of Contributory Items into the new Planning and Design Code. Political pressure came to bear, however, and Contributory Items were transitioned into our current Planning and Design Code as Representative Budlings.

DASH Architects has not been able to source a copy of the heritage survey that formed the basis of the identification of 12-14 Market Place Bowden as a Contributory Item (now Representative Building) to understand any associated reasoning. It has been our experience, however, that for the reasons noted above, there was rarely significant analysis, rigour or review associated with the identification of individual Contributory Items.

3.0 Proposed Development

The proposed development seeks to demolish the existing dwellings on the site and construct a two storey 30-dwelling social and affordable housing complex. The target cohort for the social housing is women aged 55 and over who are experiencing or at risk of homelessness.

Carparking is located to the rear and northern end of the site, maximising the residential frontage and activation to Market Place and Hawker Street. A landscaped pedestrian access and 'pocket park' is provided off Market Place.

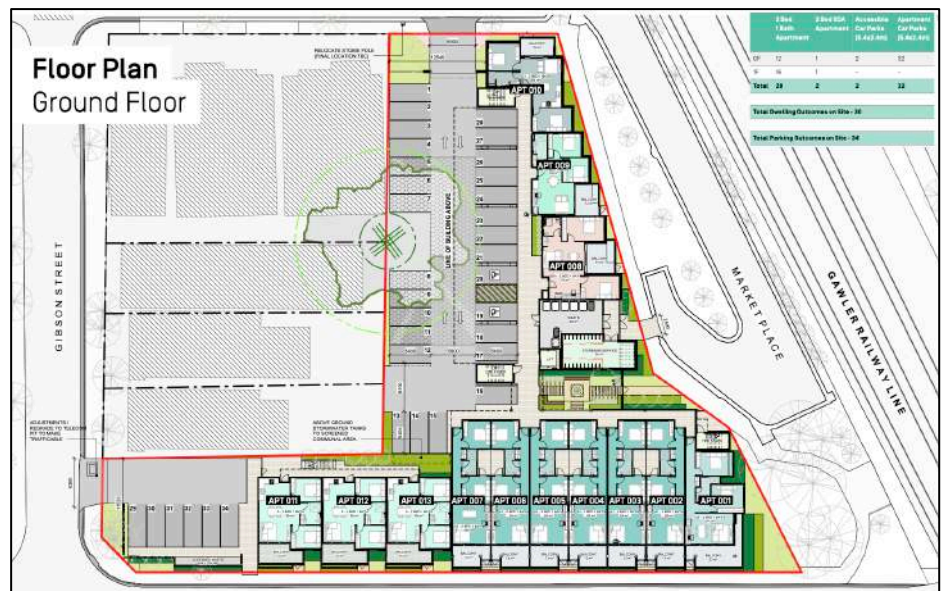


Figure 18: Ground floor layout of site [Source: City Collective 2024]



Figure 19: Arrangement of scale and massing on the site. Source: City Collective



Figure 20: Two storey apartments fronting Hawker Street. Source: City Collective

4.0 Impact Assessment

This Impact Assessment has been undertaken against the Heritage Area Overlay provisions of the Planning and Design Code. The assessments undertaken against these relevant provisions will use the following reference system:

Colour Code
Inconsistent
Partial Inconsistency
Partial Consistency
Consistent

4.1 Proposed Demolition

PO7.1: *Buildings and structures, or features thereof, that demonstrate the historic characteristics as expressed in the Historic Area Statement are not demolished, unless:*

(a) *the front elevation of the building has been substantially altered and cannot be reasonably restored in a manner consistent with the building's original style*

or

(b) *the structural integrity or safe condition of the original building is beyond reasonable repair*

PO7.2: *Partial demolition of a building where that portion to be demolished does not contribute to the historic character of the streetscape*

PO7.3: *Buildings or elements of buildings that do not conform with the values described in the Historic Area Statement may be demolished*

The proposal seeks to demolish all of the existing structures on the site.

The three detached dwellings along Hawker Street likely date c1990-2000 and are not consistent with the attributes expressed by the Historic Area Statement (HAS) for the Overlay.

While the HAS does speak to 1970s to 1980s SA Housing Trust *eras, themes and contexts*, the existing Housing Trust development on the northern side of the site has not been identified as a Representative Building.

The site also accommodates a Representative Building (12-14 Market Place). As noted in Section 2.6, this dwelling is neither typical or representative of the attributes identified in the Overlay's Historic Area Statements, namely:

- 1850s – 1900s (Victorian)
- 1930s – 1940s (Interwar)
- 1970s – 1980s (SA Housing Trust)
- Bungalow housing styles.

This assessment appears to align with that of Council, who were supportive of its proposed demolition in its advice on an earlier application for the site.

Performance Outcomes (PO) 7.1, 7.2 and 7.3 of the Overlay seek buildings or elements that *demonstrate the historic characteristics as expressed in the Historic Area Statement* to be retained. While both this assessment, and that of Council, agree the dwelling is not representative of the *eras, themes and context* expressed by the HAS, it has nonetheless been identified as a Representative Building so there remains some inconsistency with its demolition against these provisions.

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
<p>PO 7.1: Buildings and structures, or features thereof, that demonstrate the historic characteristics as expressed in the Historic Area Statement are not demolished, unless:</p> <p>(a) the front elevation of the building has been substantially altered and cannot be reasonably restored in a manner consistent with the building's original style or</p> <p>(b) the structural integrity or safe condition of the original building is beyond reasonable repair</p>	<p>While the front elevation has undergone some alterations, they are not considered to be such that the place could not be reasonably restored in a manner consistent with the building's original style. The building also appears to be generally sound.</p> <p>Given its likely that the dwelling falls outside of the dated range of <i>eras, themes and context</i> expressed by the HAS, its demolition presents only some inconsistency with this Performance Outcome.</p>	<p>Partial Inconsistency</p>
<p>PO 7.2: Partial demolition of a building where that portion to be demolished does not contribute to the historic character of the streetscape.</p>	<p>While the historic character of the streetscape is generally very low and dominated by the nearby railway line and contemporary development, the Representative Building does make a contribution to the historic character of Market Place (albeit limited and not representative of the <i>eras, themes and context</i> expressed by the HAS). As a result, its demolition presents only some inconsistency with this Performance Outcome.</p>	<p>Partial Inconsistency</p>

PO7.3: Buildings or elements of buildings that do not conform with the values described in the Historic Area Statement may be demolished.	While the dwelling does not appear to conform with the values described in the HAS, it has been identified as a Representative Building, and accordingly its demolition presents some inconsistency with this Performance Outcome.	Partial Inconsistency
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The following considerations are relevant when determining the appropriate weighting to be afforded to this inconsistency within the overall planning assessment:

- There is general concurrence that the dwelling is not representative of the *eras, themes and context* expressed in the HAS, which are very specific, and exclude the Federation Period (1900-1930) that the dwelling most likely dates from
- There is very limited historic character in the locality of 12-14 Market Place, with the dwelling surrounded by development that post dates 1970s, and the nearby railway line
- The setting of the dwelling to Market Place is that if the railway line, not the remainder of the Overlay. The character of this context is dominated by the railway line itself, and the two and three storey social housing opposite.

These considerations are consistent with Council's heritage advisors' assessment that noted:

It is however relevant to consider the extent to which there is a consistent and historic streetscape in the specific locality. To this end, other than the semidetached structure in question, with the gradual demolition of buildings along Market Place prior to the implementation of the current Planning and Design Code, there are no other examples of early 20th century construction within the whole block bounded by Market Place, the railway tracks, Hawker Street and Gibson Street. Furthermore, across the railway, for the width of the subject site, through to Telford Street is similarly devoid of historic reference points.

Demolition of the identified Representative Building within this context therefore becomes a less radical proposition.

Finally, the Desired Outcome for development within the Historic Area Overlay states:

DO1: Historic themes and characteristics are reinforced through conservation and contextually responsive development, design and adaptive reuse that responds to existing coherent patterns of land division, site configuration, streetscapes, building siting and built scale, form and features as exhibited in the Historic Area and expressed in the Historic Area Statement

Noting that Desired Outcomes are not assessment provisions, it nonetheless seeks design to respond to the existing locality features *as exhibited in the Historic Area and expressed in the Historic Area Statement*. For the reasons outlined above, the Market Place streetscape, and 12-14 Market Place itself, are not considered to exhibit such attributes. It is within this context that the weighting of any partial inconsistency against the demolition provisions of the Overlay need be considered.

Both this assessment and that of the Council's heritage advisor generally concur on the demolition of 12-14 Market Place.

4.2 Proposed Development

DASH Architects' professional services for this project extended to include advice to the project team on design considerations associated with the site's location within a Historic Area Overlay. This included:

- The provision of site and project specific Historic Area Overlay Design Guidelines
- Participation in a series of workshops to review and comment on the manner the proposal responded to the relevant Overlay provisions.

The outcome of this process has been integrated into City Collective's Architectural Planning Report, and includes:

- The Design Vision for the project, that speaks to the history and context of the site, and provides a contextual analysis of the locality and Overlays broader historic character
- A policy-by-policy written response to the relevant provisions of the Overlay, demonstrating both an understanding and recognition of the relevant Performance Outcomes
- The establishment of Key Design Frameworks, informed by the Overlay provisions, and Historic Area Overlay Design Guidelines prepared by DASH
- A detailed study of the materials used on Representative Buildings within the broader locality, that have heavily informed the proposed design response
- Streetscape analysis of the proposal to the surrounding context
- Massing and interface studies.

The level of engagement by the project team in the design considerations informed by the Historic Area Overlay is uncommon, and they should be commended accordingly.

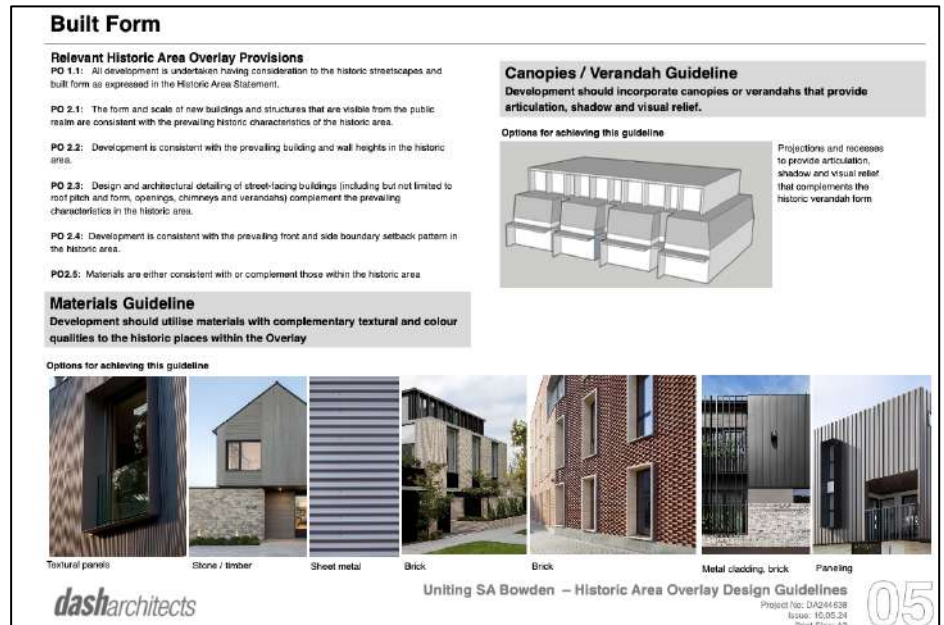


Figure 21: Extracts from the Historic Area Overlay Design Guidelines prepared by DASH for this project

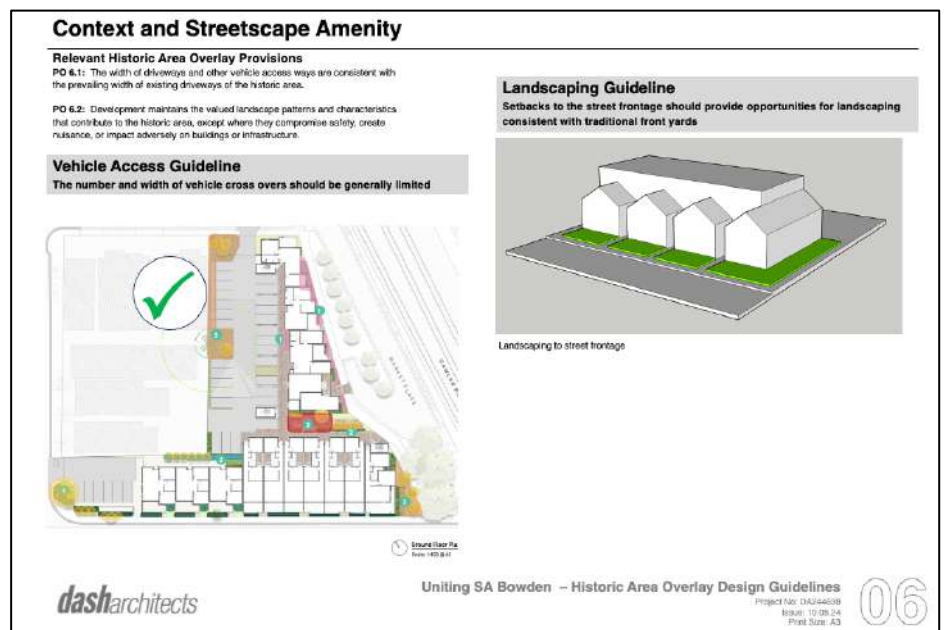


Figure 22: Extracts from the Historic Area Overlay Design Guidelines prepared by DASH for this project

This Impact Assessment will consider the proposed development systematically against the various 'character attributes' identified in the Historic Area Overlay.

4.2.1 Height

PO2.2 *Development is consistent with the prevailing building and wall heights in the historic area.*

The appropriateness (or otherwise) of development scale is informed by a variety of factors, including:

- The Technical Numerical Variation (TNV) of the Zone
- The prevailing scale of the Historic Area and Locality
- The prevailing historic character of the site's locality
- The impact of scale on the attributes expressed in the HAS
- The design response to scale.

The Technical Numerical Variation (TNV) of the Zone

Consideration of the proposal against the TNV and Zone provisions is a planning matter, so this Impact Assessment defers to Future Urban's planning report accordingly.

Prevailing Scale of the Historic Area and Locality

As noted, Locality analysis above (Section 2.3), the setting and context of the eastern side of the site is that of the rail corridor, where the two and three storey social housing development opposite establishes a prevailing scale of development. The prevailing scale of development that interfaces the Project Site along Market Place and Gibson Street is predominant two storeys, that transitions down to single storey with distance from the site. This prevailing scale around the site has been illustrated in Figure 23 below. It shows:

- A two and three storey prevailing scale to the rail line setting and context
- A two storey prevailing scale to the interface with the remainder of the land adjoining the site
- A single storey prevailing scale to the interface of properties across Hawker Street and Gibson Street.



Figure 23: Prevailing scale of development around the, and proposed for the Project Site

The Prevailing Historic Character of the Site's Locality

As noted in the Locality analysis above (Section 2.3), there is very limited prevailing historic character within the proximity of the Project Site. With the exception of the Representative Building on the Subject Site, which does not represent the *eras, themes and context* identified in the HAS.

There are only two other Representative Buildings adjacent the Project Site: 56 Trembath Street and 118A-118B Gibson Street.

56 Trembath Street is separated from the site by Hawker Street, and fronts the rail corridor, presenting only a side façade only to the proposed development. These attributes result in it contributing little to the prevailing historic character of the site's locality.

118A-118B Gibson Street is located diagonally opposite the western end site on the corner of Gibson and Hawker Streets. It is at this western end that the two storey apartments are proposed.

The Impact of Scale on the Attributes Expressed in the HAS

The site is also located in the corner of one of the Overlay's quadrants. Its primary setting and context is to the rail corridor and Hawker Street, both of which have limited, if any, prevailing historic character in the proximity of the site.

The site is buffered from the remainder of the Overlay by two storey development that fronts Market Place and Gibson Street, which will effectively screen most views of the proposal from areas of the Overlay where concentrations of historic character are higher.

As a result, any views of the proposed development will be generally restricted to locations of limited, if any historic character. As a result, there will be limited impact to the attributes expressed in the HAS arising from the scale of the proposed development.

Design Response to Scale

The project team has given considerable attention to physically and visually mitigating the scale of the proposed development, including:

- Providing an articulated built form to visually break up the overall scale of the proposal
- Incorporating a mansard architectural language for the upper floor of the Market Place building to reduce their visual prominence through integration into a 'roofscape' within the locality
- Incorporating an architectural expression that emphasises the lower storeys of the proposed buildings
- Use of balcony and verandah elements, that provides both visual relief to the built form
- Integration of visual queues that draw reference to and alignment with key features exhibited by historic places within the Overlay, including eave heights and front verandahs
- Aligning the key heights of the proposal with the scale of surrounding buildings.

These design measures have resulted in a built form that is highly articulated and provides a contextual design response to the prevailing scale of the historic area. The bulk and scale of the two storey social apartments has been substantially mitigated through these techniques, and is generally consistent with the surrounding context and setting of the site.



Figure 24: setbacks and mansard architectural expression to the upper storey of the Market Place apartments. Source: City Collective



Figure 25: Views of proposal from Market Place, showing a visual emphasis to the lower levels to mitigate the bulk and scale of the proposal

The design team's response to Performance Outcome 2.2 notes:

Heights and setbacks are in alignment with adjacent two storey residential developments to the West and North.

Hawker Street streetscape has similar setbacks to current brick fence, but with greater level of vertical setbacks, increased void to solid ratio, and increased capacity for landscaping at street edge.



Figure 26: Hawker Street interface of the two storey apartments aligning with the scale of existing development

The Historic Area Statement reference to building heights of *single storey with ceiling heights at least 3m* does not reflect the prevailing context and character of the Project Site. The eastern portion of the site is primarily set to the rail corridor that has very limited, if any historic character. The prevailing scale of development in this locality is two to three storeys.

The western portion of the site is located immediately adjacent existing two storey development, which transitions down to single storey development across the roadways.

In addition to this, the design team has implemented a range of measures to visually mitigate the scale of the two storey structures, and provide a meaningful transition in scale from them to interfacing built form.

While the proposed development is of a height that is greater than that referenced in the HAS, there is nonetheless a general consistency with the design response to height and scale to the prevailing building and wall heights of the locality.

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO2.2 Development is consistent with the prevailing building and wall heights in the historic area.	<p>While the proposed development is of a scale that is greater than that referenced in the HAS, there is nonetheless a consistency with the design response to the height and scale of prevailing development.</p> <p>In addition, the scale of development proposed will not have an adverse impact of the historic character of the locality.</p>	Partial Consistency

In summary, the proposed development has **partial consistency** with the relevant height and scale provisions of the Historic Area Overlay.

4.2.2 Setbacks

PO2.4: *Development is consistent with the prevailing front and side boundary setback pattern in the historic area.*

Setbacks within the Overlay vary greatly, with some places set to the street boundary while others incorporate front yards or carparking to their frontage. This variance is reflected in the HAS which notes:

*Small to some generous variable setbacks from the street.
Some dwellings parallel with angled side boundaries.*

The current development on the site provides very limited street interface, with all but one dwelling presenting a tall fence or boundary wall to the street frontage.

The Historic Area Overlay Design Guidelines prepared by DASH Architect provided the following recommendations in response to PO2.4:

Streetscape Rhythm Guideline

Development should be articulated to create a 'rhythm' within the streetscape that is compatible with single storey residential forms within the locality.

The proposed development has responded to these prevailing setback patterns by:

- Establishing a readily legible rhythm in the façade that is consistent with width and side setbacks prevalent within the historic character within the Overlay
- Providing a staggered setback to the Market Place frontage that again is consistent the prevailing historic character
- Incorporating balconies to the Hawker and Market Place frontages, that draw reference from the verandah forms and setbacks of historic dwellings within the Overlay
- Providing landscaping to the street interface to emphasis setback
- Emphasise building articulation through contrasting material use.

The design team's response to Performance Outcome 2.4 notes:

Heights and setbacks are in alignment with adjacent two storey residential developments to the West and North.

Proportionality of vertical masses reduce the appearance of long flat elevations, especially the stepped facade of the Railway interface, which has specific reference to the existing housing trust buildings on site.

Proposed setbacks draw specific reference from, and establish a consistency with, the *prevailing front and side boundary setback pattern in the historic area.*

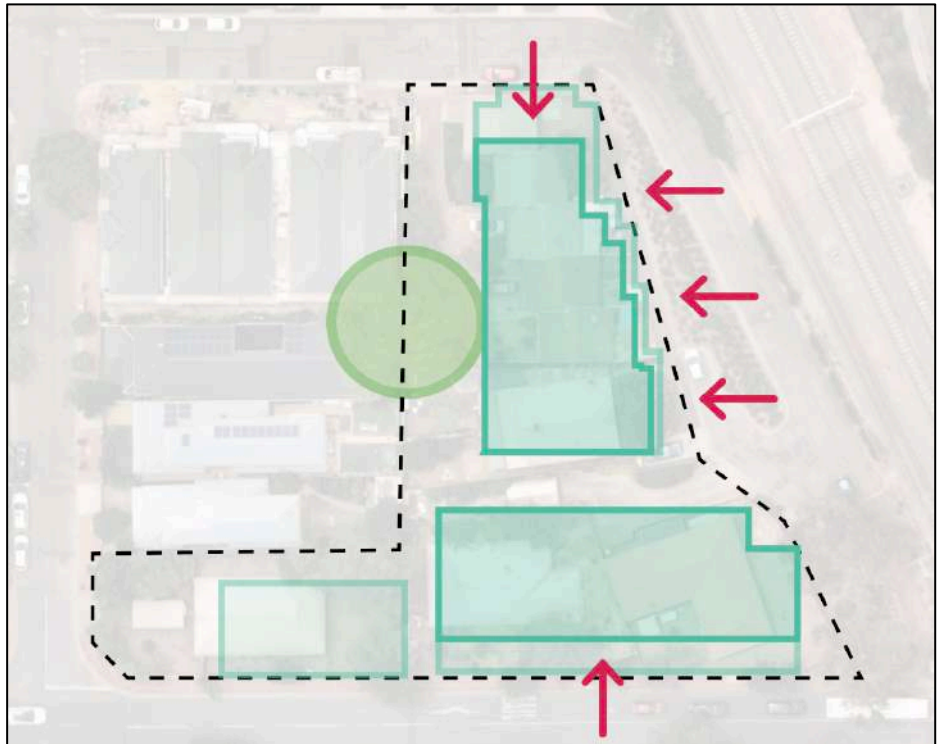


Figure 27: Setback moves integrated by the design team



Figure 28: Hawker Street rhythm, setbacks and interface for two storey apartments



Figure 29: Hawker Street rhythm, setbacks and interface for two storey apartments

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO2.4 Development is consistent with the prevailing front and side boundary setback pattern in the historic area.	Setback patterns within the locality vary, as referenced by the HAS. The design articulates the built form to reflect the rhythm and spacing of buildings within the Overlay, while also incorporating front setbacks that are consistent with those prevailing in the historic area and immediate site context.	Consistent

In summary, the proposed development is **consistent** with the relevant setback provisions of the Historic Area Overlay.

4.2.3 Design and Architectural Detailing

PO2.3: *Design and architectural detailing of street-facing buildings (including but not limited to roof pitch and form, openings, chimneys and verandahs) complement the prevailing characteristics in the historic area.*

The Desired Outcome for the Historic Area Overlay *contextually responsive development* to the features expressed in the Historic Area Statements. The design and architectural detailing of a proposal is central to achieving this outcome.

While the overall parameters of the project are a product of the client's brief, its design and architectural detailing have evolved through extensive work by the design team informed by a series of workshops with DASH Architects. These workshops focused on the key character attributes expressed by the HAS, and Performance Outcomes 2.3, namely:

Roof Pitch

The HAS makes the following reference to prevailing roof forms:

Typically gable and hipped roofs facing the street, with separate verandah form. Generous roof planes and eaves overhangs to bungalows.

Low wide bungalow style overhang verandah or gable.

The design has responded to these attributes by:

- Creating a sloped mansard roof form for the upper floor of the Market Place apartments, to integrate with the prevailing roofscape of the locality
- Integrating overhangs or balconies to replicate shadow and visual relief arising from eave overhangs.

Openings

Buildings within the overlay exhibit a high solid to void with generally vertically proportioned openings. These features have been replicated in the proposed design.

Verandahs

As noted in the above extract (roof pitch), the HAS also makes reference to the important character contribution of verandahs in the Overlay. The proposal makes extensive use of such features, that serve to:

- Establish key height alignments with the prevailing character
- Provide shadow, depth and visual relief to the facades
- Provide a finer architectural graining in detailing (e.g. balustrades)
- Provide shelter, amenity and solar protection (as was their traditional purpose).



Figure 30: Complementary solid to void and proportion of openings to the prevailing historic character



Figure 31: Complementary verandah forms to the prevailing historic character



Figure 32: Complementary roof pitches to the prevailing historic character

The design team's response to Performance Outcome 2.3 notes:

The Two Storey apartment component on Hawker St, incorporates a contemporary interpretation of traditional gable end forms

Balconies are expressed, and proportionally respond to traditional verandah forms

Parapet roof forms, which are uncommon to the locality, have been minimised, with mansard style forms used on upper levels to introduce the appearance of sloped roof forms

The project architects should be commended for their efforts in integrating design and architectural detailing responses to the prevailing historic character of the locality in the manner that they have. The result is a sophisticated yet not overly cluttered architectural expression that is absent from many recent surrounding developments. These measures demonstrate a clear *contextual design response* to the locality and broader Overlay, providing an outcome that *complements the prevailing characteristics of the historic area*.

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO2.3 Design and architectural detailing of street-facing buildings (including but not limited to roof pitch and form, openings, chimneys and verandahs) complement the prevailing characteristics in the historic area.	The proposal incorporates a range of design and architectural detailing techniques including roof form, solid to void, proportion of windows, and use of verandahs to complement the prevailing characteristics in the historic area.	Consistent

In summary, the proposed development is **consistent** with the relevant design and architectural detailing provisions of the Historic Area Overlay.

4.2.4 Materials and Colours

PO2.5: *Materials are either consistent with or complement those within the historic area.*

The Historic Area Statements for the Overlay note the following material characteristics of importance to the local area:

Bluestone, sandstone and pressed metal/corrugated walls. Chimneys; brick or painted render.

Red brick walls, chimneys and piers.

Render to verandah piers, chimneys and banding.

Corrugated steel roofing in galvanised or paint finish. OG guttering in galvanised or paint finish.

Painted timber to window frames, doors and roof trim

The design team undertook considerable analysis of the materiality of the locality. This work is summarised in the Architectural Planning Report, which notes:

Our material palettes have been developed in line with the heritage advice provided, and kept to simple and robust choices.

Generally, brickwork and lighter coloured textural panels have been used to articulate the two lower levels, and the darker coloured corrugated sheet has been used to denote the recessive upper level elements

Timber has been used in select areas to provide a textural break along façades, especially at junctions between building masses

This palette takes cues from typical colour schemes found in the trust housing currently on site, and throughout the locality, as a reference to the history of the site, as well as the colour qualities of the stonework found on local character examples.

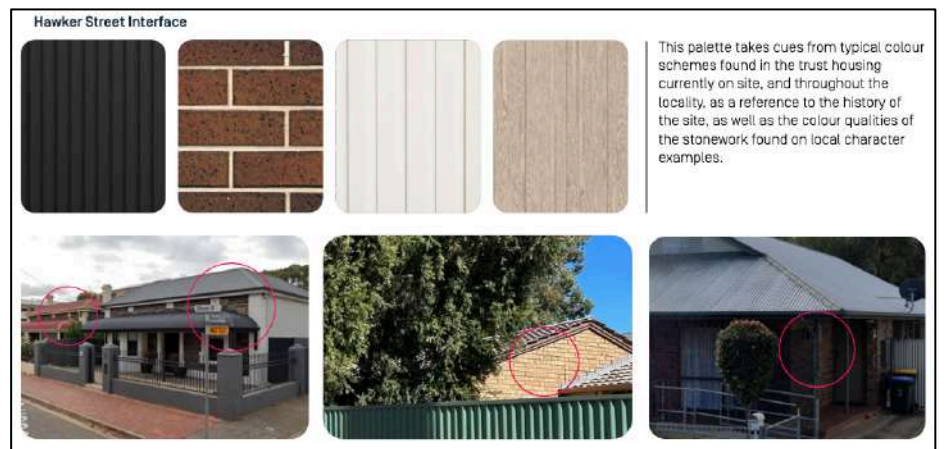


Figure 33: Material analysis summarised in the Architectural Planning Report.

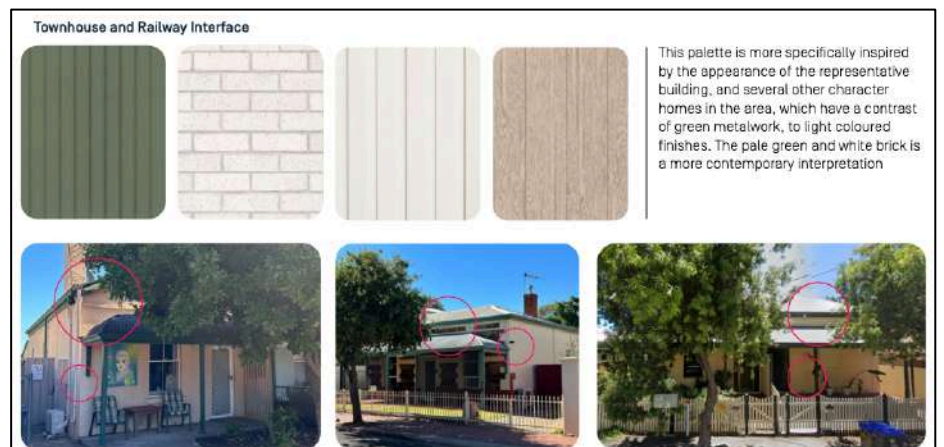


Figure 34: Material analysis summarised in the Architectural Planning Report.

This analysis has paid dividends to the design response to the materiality of the historic area. Design measures have included:

- Integration of a colour palette that draws reference from the surrounding character, including browns, greens and off-whites
- The combination of painted and natural finishes
- The extensive use of textual materials, such as masonry and weatherboard
- The clever use of colour and texture to articulate and manage the visual mass and scale of the proposal.



Figure 35: Use of colour and materiality on Market Place apartment building



Figure 36: Use of colour and materiality on Hawker Street apartment building

The proposed materials and colour palette proposed has been developed from a detailed analysis of the locality, and the attributes expressed in the HAS. Their use in the proposal creates contrast and textural qualities that are both consistent with and complementary to those within the historic area.

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO2.5 Materials are either consistent with or complement those within the historic area.	The proposed materials and colour palette proposed has been developed from a detailed analysis of the locality, and the attributes expressed in the HAS. Their use in the proposal creates contrast and textural qualities that are both consistent with and complementary to those within the historic area.	Consistent

In summary, the proposed development is **consistent** with the relevant design and materiality provisions of the Historic Area Overlay.

4.2.5 Landscaping

PO6.2 *Development maintains the valued landscape patterns and characteristics that contribute to the historic area, except where they compromise safety, create nuisance, or impact adversely on buildings or infrastructure*

The HAS makes no specific mention of landscaping characteristics of importance to the local area. Notwithstanding this, private landscaping does contribute to the broader character of the Overlay, albeit the extent varies from site to site with the varying setbacks. For this reason, DASH Architects' Historic Area Overlay Design Guidelines for the project provided the following recommendation in response to PO6.2:

Landscaping Guideline

Setbacks to the street frontage should provide opportunities for landscaping consistent with traditional front yard

The design team has followed this recommendation, providing landscaping opportunities to all street frontages, even when setbacks are minimal.



Figure 37: Proposed landscaping plan.

The design team's response to Performance Outcome 6.2 notes:

Generally, landscaped areas have been provided at street edge conditions in front of balustrades to private open space, to soften street edge, and provide additional opportunities for natural screening and privacy

The proposed landscaping achieves this outcome, maintaining the pattern of domestic landscaping to front yards, even for accommodation with minimal front setback (unlike existing near sites).

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO6.2 Development maintains the valued landscape patterns and characteristics that contribute to the historic area, except where they compromise safety, create nuisance, or impact adversely on buildings or infrastructure.	While the HAS make no reference to landscape patterns of importance, the proposal nonetheless provides planting to all frontages of the site, maintaining the tradition of front gardens in the historic area, even to those locations of minimal setback.	Consistent

In summary, the proposed development is **consistent** with the relevant landscaping provisions of the Historic Area Overlay.

4.2.6 Overall Design Response

PO1.1: *All development is undertaken having consideration to the historic streetscapes and built form as expressed in the Historic Area Statement*

Extensive work has been undertaken to inform the design response to the *historic streetscapes and built form as expressed in the Historic Area Statement*, including:

- The preparation of project specific Historic Area Overlay Design Guidelines for use by the project team to understand the policy intent and requirements for this locality
- Extensive locality analysis by the design team, as summarised in City Collective's Architectural Planning Report
- A series of design workshops between the project team specifically targeting the requirements of the Historic Area Overlay, and the attributes expresses in the Historic Area Statement

The thoroughness of this process has been an exemplar for other projects to follow, and has resulted in a proposal that has given detailed *consideration to the historic streetscapes and built form as expressed in the Historic Area Statement*.

PERFORMANCE OUTCOME	SUMMARY ASSESSMENT	CONSISTENCY
PO1.1 All development is undertaken having consideration to the historic streetscapes and built form as expressed in the Historic Area Statement	Extensive analysis, workshoping and the preparation of project specific design guidelines has resulted in a proposal that has been developed with specific regard to the historic streetscapes and built form as expressed in the Historic Area Statement.	Consistent

5.0 Summary

The Impact Assessment against the relevant provisions of the Historic Area Overlay is summarised in the table below.

PERFORMANCE OUTCOME	CONSISTENCY
PO1.1 All development is undertaken having consideration to the historic streetscapes and built form as expressed in the Historic Area Statement	Consistent
PO2.2 Development is consistent with the prevailing building and wall heights in the historic area.	Partial Consistency
PO2.3 Design and architectural detailing of street-facing buildings (including but not limited to roof pitch and form, openings, chimneys and verandahs) complement the prevailing characteristics in the historic area.	Consistent
PO2.4 Development is consistent with the prevailing front and side boundary setback pattern in the historic area.	Consistent
PO2.5 Materials are either consistent with or complement those within the historic area.	Consistent
PO6.2 Development maintains the valued landscape patterns and characteristics that contribute to the historic area, except where they compromise safety, create nuisance, or impact adversely on buildings or infrastructure.	Consistent
PO 7.1: Buildings and structures, or features thereof, that demonstrate the historic characteristics as expressed in the Historic Area Statement are not demolished, unless: <ul style="list-style-type: none"> (a) the front elevation of the building has been substantially altered and cannot be reasonably restored in a manner consistent with the building's original style or (b) the structural integrity or safe condition of the original building is beyond reasonable repair 	Partial Inconsistency
PO 7.2: Partial demolition of a building where that portion to be demolished does not contribute to the historic character of the streetscape.	Partial Inconsistency
PO7.3: Buildings or elements of buildings that do not conform with the values described in the Historic Area Statement may be demolished.	Partial Inconsistency

This assessment has found the proposed development to be **consistent** with the relevant provision of the Historic Area Overlay, with the exception of the following:

Height

The proposal was assessed to have only **partial consistency** with the relevant height provisions of the Overlay (PO2.2). This finding was based on the quantitative scale of the proposal being greater than that commonly found within the Overlay, or reference by the HAS. Notwithstanding, this assessment found there to be reasonable grounds within the Overlay provisions to support a scale of development of the nature proposed due to:

- The context and setting of the site
- The scale and character or prevailing development on the site
- The general lack of historic character in the proximity of the proposed development
- The general lack of prominence of the proposal from areas within the Overlay of higher historic character
- The design response to the scale of the proposal, that visually mitigates the additional height.

Demolition of a Representative Building

The proposed demolition of the Representative Building on the Project Site was assessed as being **partially inconsistent** with the relevant demolition provisions of the Overlay (PO7.1, 7.2, 7.3). This inconsistency was only considered partial, however, as:

- the dwelling proposed for demolition is not representative of the *eras, themes and context* expressed in the HAS, which are very specific, and exclude the Federation Period (1900-1930) that the dwelling most likely dates from
- there is very limited historic character in the locality of 12-14 Market Place, with the dwelling surrounded by development that post dates 1970s, and the nearby railway line
- the setting of the dwelling, to Market Place, is that if the railway line, not the remainder of the Overlay. The character of this context is dominated by the railway line itself, and the two and three storey social housing opposite.

This analysis is consistent with that undertaken by Council's heritage advisor that noted *demolition of the identified Representative Building within this context therefore becomes a less radical proposition.*

While noting that Desired Outcomes are not assessment provisions, DO1 nonetheless seeks design to respond to the existing locality features *as exhibited in the Historic Area and expressed in the Historic Area Statement.* For the reasons outlined in the assessment, the Market Place streetscape, and 12-14 Market Place itself, was not considered to exhibit such attributes. It is within this context that the weighting of the partial inconsistency against the demolition provisions of the Overlay need be considered.