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# Heritage Conservation Area Review

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Bathurst Regional Council

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2018

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## Executive summary

The Bathurst Housing Strategy 2036 has been adopted by Bathurst Regional Council and will administer housing growth and needs for the region. The importance of protecting, reviewing and revising Heritage Conservation Areas (HCA) is an important factor for future housing growth. The aim of this study is to assess the current Bathurst and Bathurst West HCA and ascertain if there is any need to adjust the boundaries of the HCA.

The study area reviewed the Bathurst HCA and West Bathurst HCA, and the urban fringe around those HCAs. The study area has been devised from a combination of the Housing Strategy 2036, various heritage studies and general observations. Whilst there are several other HCA's outside Bathurst city, these are not included in this investigation.

The preliminary research for this study identified some social and physical history for the study area. The building elements and material selection of dwellings are a clear reflection of style and trend, wealth, construction body and even international affairs. Physical and social histories are both substantial indicators in analysing and determining the significance of an area within the history of Bathurst.

The process of investigation began with a desktop analysis, reviewing all planning constraints and opportunities. Several site visits were then undertaken with Council's Heritage Advisor and Heritage Planner. The site visits assisted with formalising the boundary of the investigation areas and refining research.

It is acknowledged that aesthetically unattractive areas may not be supported by the public as high amenity value, but their historical and social significance enables people to read the stories of the landscape. Several of the investigation areas may be considered to have low amenity value, but the subdivision layout and use of materials is arguably of more heritage significance.

The Bathurst District Historical Society was approached to research each investigation area. The Historical Society provided some excellent resources and comments for further inquiry. The outcomes and recommendations from the study include increase the HCA boundary to protect and enhance existing development. The report also recommends the preparation of detailed design guidelines for suitable future urban development.



# 1. Introduction

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The city of Bathurst incorporates two existing Heritage Conservation Areas (HCAs) the Bathurst Heritage Conversation Area and West Bathurst Conservation Area. There are specific design guidelines and planning controls to protect, enhance and improve upon each HCA.

Council recently adopted the Bathurst 2036 Housing Strategy. The Housing Strategy identified five precincts, the majority outside of the existing HCAs, as areas where urban renewal might be appropriate to increase the density of housing within proximity to the centre of Bathurst. The Housing Strategy recommended that Council investigate the heritage significance of these areas, amongst a range of issues, to determine their suitability or otherwise for urban renewal.

This report seeks to:

1. Review the boundaries of the Bathurst and West Bathurst Heritage Conservation Area.
2. Identify buildings or areas that should be listed as heritage items or included within the existing Heritage Conservation Area boundary or a new Heritage Conservation Area.
3. Prepare a statement of significance for areas and/or sites recommended for listing or inclusion in a Heritage Conservation Area.
4. Review the five precincts identified in the Bathurst 2036 Housing Strategy to determine:
  - a. The significance of the existing building stock;
  - b. Whether all or part of each precinct is suitable for renewal in terms of the significance of that building stock; and
  - c. Prepare desired future character statements for each precinct where urban renewal is supported.

The five precincts for review are separated into the following subheadings and a summary is below:

- A. Stanley Street
- B. West Bathurst
- C. Munition Cottages
- D. Gormans Hill
- E. Lower Havannah Street

## 2. Background and related studies

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### 2.1 Bathurst Heritage Conservation Area Review 2007

The Bathurst Heritage Conservation Area Review 2007 focussed on the listings and potential listing of individual heritage items as well as making recommendations to the overall HCA boundaries. The Review provided Council and property owners directions for appropriate heritage management.

The Review investigated the existing HCA boundaries and recommended changes that have resulted in the implementation of the current boundaries to which Council's planning controls responds. The changes included the increase in some areas and reduction in other areas. This review recommended the disconnection of the Bathurst HCA from the Kelso HCA as two separate and distinct areas of heritage significance.

The Review recommended the listing of eight additional properties to have State Heritage significance. The deletion of one Local Heritage Item where demolition resulted in diminution of significance.

Overall, the Review was an excellent document that responded to the social expectations and planning controls at that time and was largely implemented by Council.

### 2.2 Bathurst 2040 Community Strategic Plan

The Bathurst 2040 Community Strategic Plan (CSP) Objective 1 *Our sense of place and identity* deals specifically with the region's heritage. The strategies under Objective 1 are:

- 1.1 *Respect, protect and promote the Region's Aboriginal Heritage Assets*
- 1.2 *Protect, enhance and promote the region's European Heritage assets and character*
- 1.3 *Enhance the cultural vitality of the region*
- 1.4 *Protect and improve the regions landscapes, views, vistas and open space*
- 1.5 *Promote good design in the built environment.*

This report supports the objectives of the CSP.

### 2.3 Bathurst Housing Strategy 2036

The Bathurst Housing Strategy 2036 has identified five areas that fringe the HCAs as locations that should be investigated for possible urban renewal. The urban renewal may come in the form of redevelopment, demolition and infill development, whilst retaining existing subdivision patterns.

The heritage value of these areas must be determined to ensure significant properties or areas of value are not lost to urban renewal. The outcome of this report will inform the future rezoning or otherwise of these localities.

### 2.4 Bathurst Region Heritage Plan 2017-2020

The Bathurst Region Heritage Plan 2017-2020 provides the framework of Council's Heritage management program.

The achievements to date of the Bathurst Region Heritage Plan 2017-2020 include providing heritage services inclusive of heritage advice, heritage incentives and heritage protections as core practices.

The HCA review falls within Strategic Priority 2 *A community that manages the future*. Actions 2.2.1 and 2.2.2 relate specifically to the regular review of heritage conservation areas, heritage provisions and urban design provisions. This report aims to satisfy this strategic priority and inform Council's future planning controls and heritage studies.

## 2.5 Bathurst Conservation Area Management Strategy

The principle objective of the Bathurst Conservation Area Management Strategy, (BCAMS), is to provide clear and concise information on the overall value of every building and street within the Bathurst Heritage Conservation Area.

The streetscape rating for buildings is determined as “*Significant in a regional context*”, where a building generally has to be in a streetscape of a similar period of architecture and detailing, and possibly built by the same builder. “*Significant in a local context*” is given to buildings that are contributory to the streetscape but are not surrounded by similar architecture. “*Not significant*” is architecture that is out of context with neighbouring architecture and is unsympathetic to the streetscape. The streetscape rating also takes into account the known history of the building.

The classification of the buildings is relevant to assist with determining age and streetscape contribution of buildings at an individual level and as a collective.

The methodology used for the assessment of the existing HCA has been adopted for the assessment of all adjoining lands assessed by this report and the five precincts recommended for investigation by the Bathurst 2036 Housing Strategy.

### 3. Heritage Listing

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There are four different levels of heritage listing, World, National, State/Territory and Local. At the highest level are places on the World Heritage List like Kakadu National Park and the Sydney Opera House. National listing has been established by the Commonwealth Government and lists places of outstanding heritage significance to Australia. The NSW State Heritage Register lists the States most significance heritage places and objects. The Bathurst Regional Local Environmental Plan (LEP) 2014 lists the Bathurst region's most significant places and objects (heritage items) or areas (heritage conservation areas).

The Bathurst Regional LEP 2014 currently lists 342 heritage items and 11 HCAs. The provisions of the LEP provide statutory protection to these items and areas in terms of the need for approval under the Environmental Planning and Assessment Act 1979 (as amended) for changes to items or buildings within the HCAs.

A HCA is an area with a specific boundary identified to have heritage significance. A HCA is more than a collection of individual heritage items. A Heritage Conservation area is by definition<sup>1</sup> a place where there is widespread community recognition that the area has heritage values that distinguish it from its surroundings. It is an area of historical origins and relationships between the various elements creating a sense of place that is worth keeping.

This report reviews two of the Heritage Conservation Areas under the Bathurst Regional LEP 2014:

- Bathurst Heritage Conservation Area; and
- West Bathurst Heritage Conservation Area.

It should be noted that the last review of the Bathurst Heritage HCA was in 2007 with its boundaries extended at that time (refer Section 2.1 above).

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<sup>1</sup> Doc: Conservation areas. HO and Dept of Urban affairs 1996 p3.

## 4. Methodology of study

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The review of the boundaries of the Bathurst HCA and West Bathurst HCA has included a review of all adjoining lands as well as a focus on the five investigation areas identified by the Bathurst 2036 Housing Strategy.

Council sort background history from the Bathurst District Historical Society. This response is provided in Appendix 1.

A desktop analysis of all lands was undertaken followed by several site visits by Council's planning staff and the Heritage Advisor. The desktop analysis included a review of current planning controls and restrictions that applied to the land. The site visits recorded and analysed specific material use, design elements, subdivision patterns and other features that created uniformity.

The methodology sought to determine:

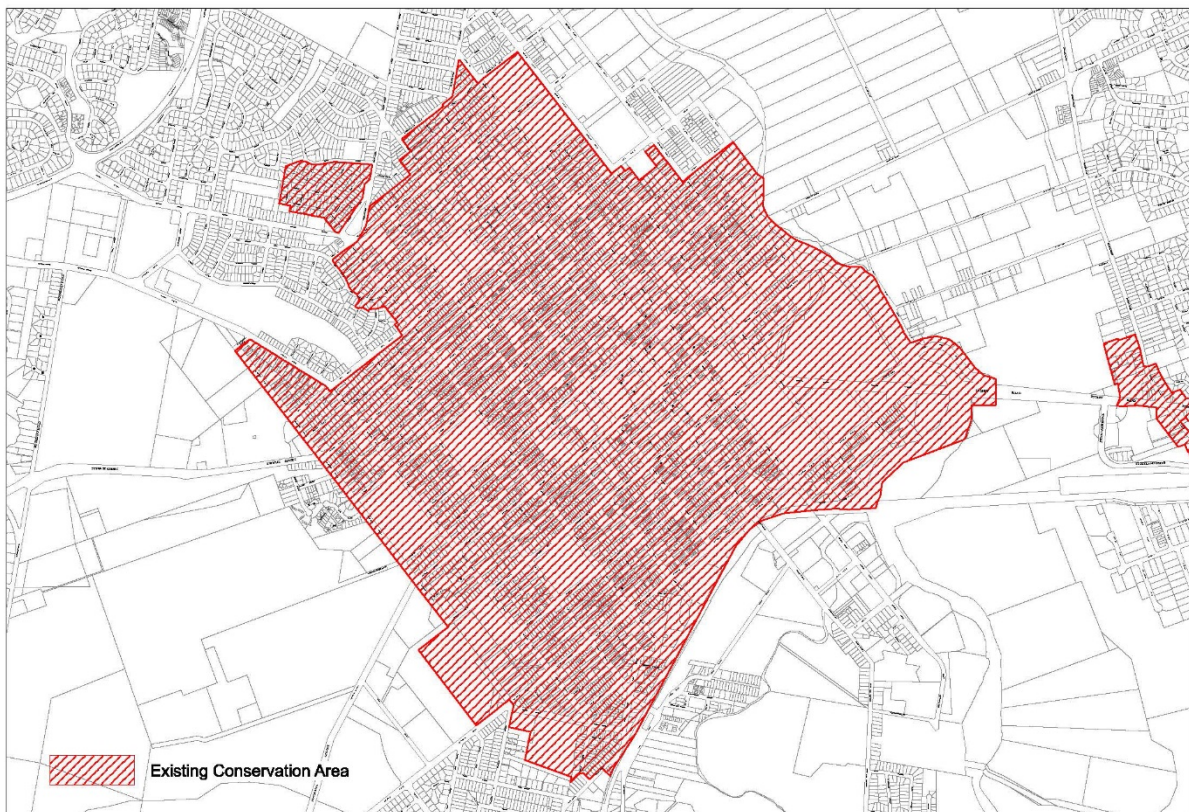
1. The value of the building stock adjoining the current boundaries of the Bathurst and West Bathurst HCA;
2. The value of the building stock in the five investigation areas identified by the Bathurst 2036 Housing Strategy;
3. An analysis of the five investigation areas in terms of their current character including:
  - a. Building materials, textures, colours;
  - b. Building design elements, scale and rhythm (repetition);
  - c. Subdivision pattern; and
  - d. Any other features that established uniformity and character of each investigation area, e.g. fences and landscaping.

The research, review and recommendations are outlined in the subsequent sections of this report.

## 5. Existing HCA Boundaries

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Map 1 shows the existing boundaries of the Bathurst and West Bathurst HCA shaded in red. The Bathurst HCA is marked as C1 and the West Bathurst HCA is marked as C11. The Bathurst HCA includes the original core of the City of Bathurst including most of the city's buildings from the Colonial, Victorian and Federation periods to more modern buildings up until the 1850's. The West Bathurst HCA includes the Duration Cottages from 1940's.



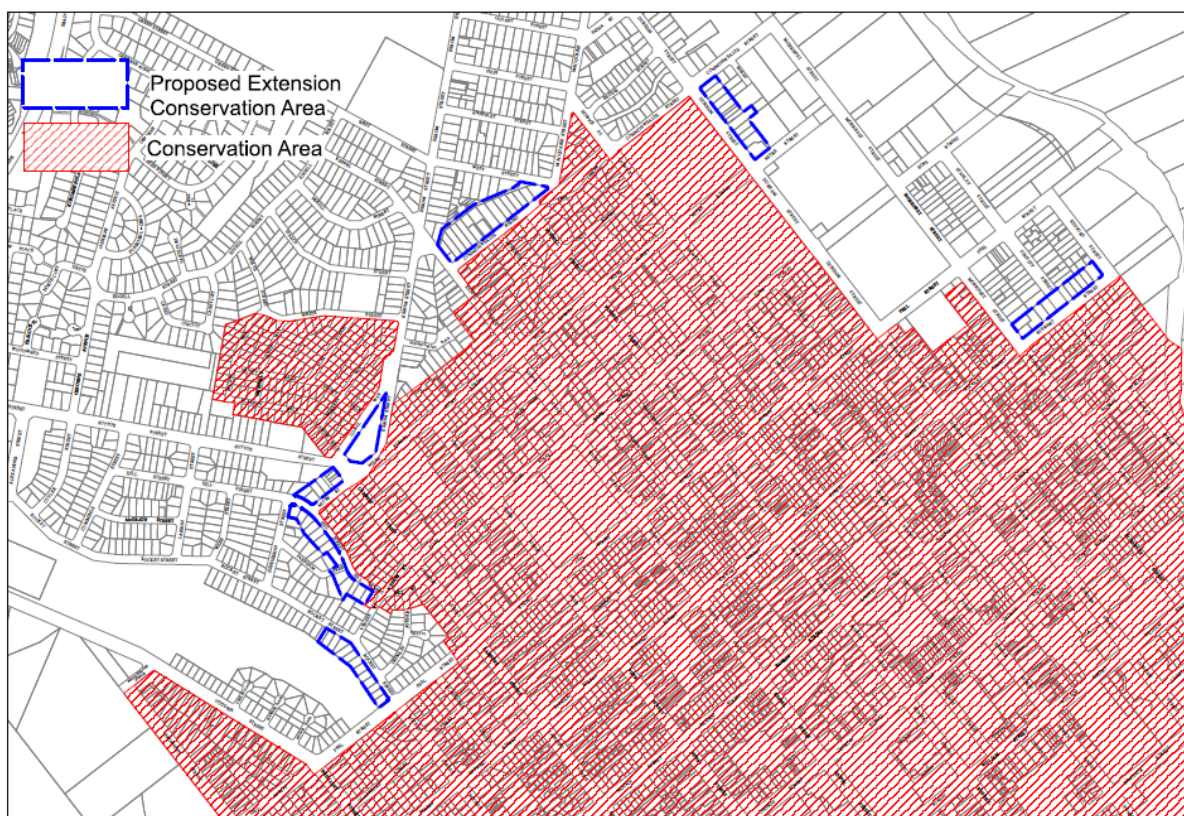
*Map 1: Existing Heritage Conservation Area boundaries*

This report has assessed all lands adjoining the existing HCAs to determine if the existing boundaries should be altered. In addition, the report looks at five specific investigation areas identified by the Bathurst 2036 Housing Strategy for possible urban renewal. This report assesses the significance of the building stock in these areas to determine if any building or areas should be afforded protected under the Bathurst Regional LEP 2014.

This report does not recommend a reduction in the current boundaries of the Bathurst or West Bathurst HCA.

The report also identifies several locations adjacent to the existing HCA that do not take into account the opposite side of the road. In these areas it is proposed to extend the HCA boundary to the rear boundary of these properties to ensure that the potential for new development on the opposite side of the road to impact the HCA is minimised and managed and the streetscape amenity can be maintained. These proposed extensions to the HCA's are shown in Map No. 1a and will see the existing Bathurst and West Bathurst HCA's joined into one larger HCA.





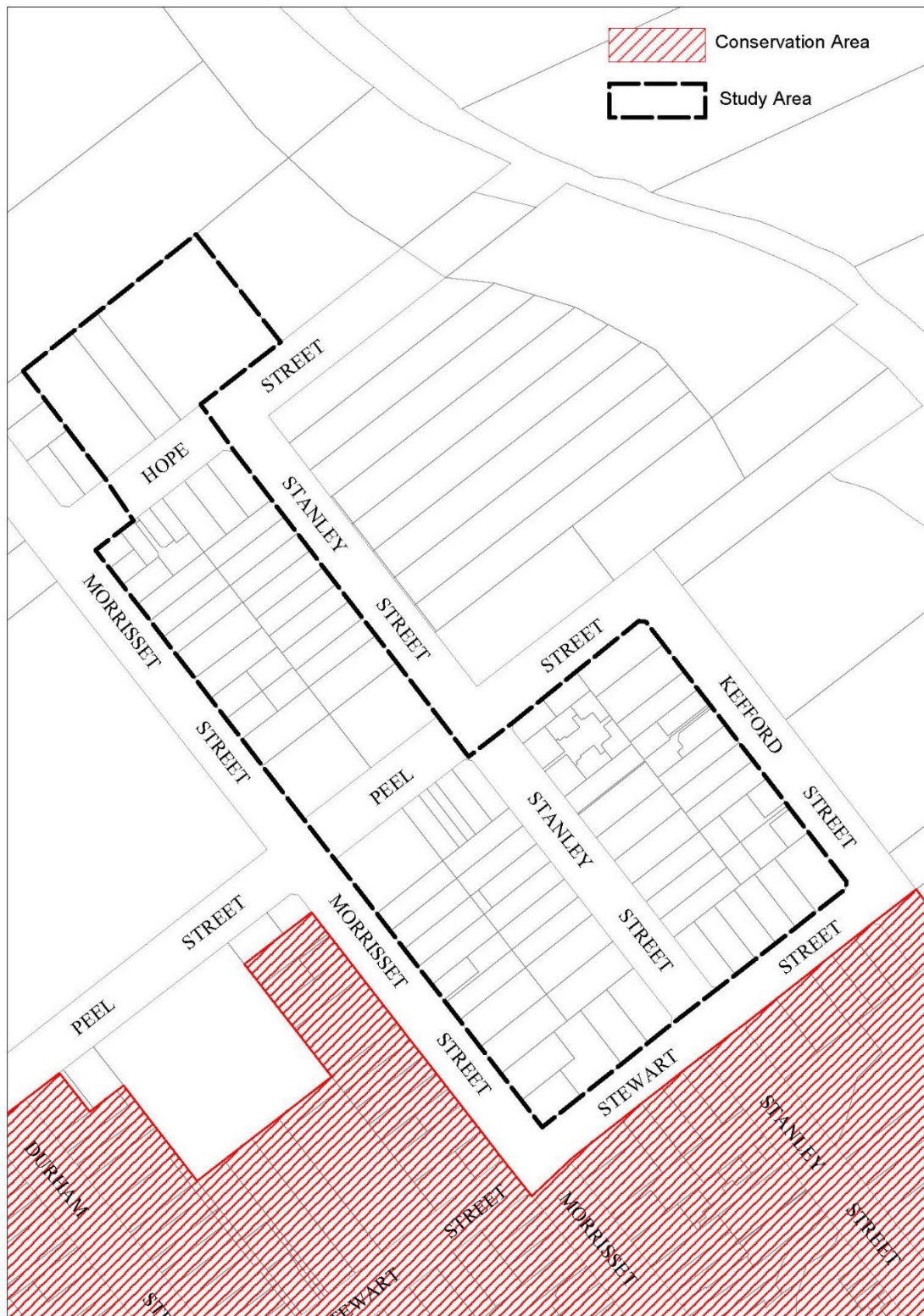
*Map 1a: Proposed extension*

Additional changes to the boundaries of the existing HCA's have been identified in some of the Housing Strategy investigation areas and these are detailed in Section 6 below.

## 6. Bathurst 2036 Housing Strategy Investigation Areas

### 6.1 Stanley Street

The Stanley Street precinct is just south of the Macquarie River and is predominately residential housing, with two new seniors living developments located on Stanley Street. The Stanley Street study area is on the edge of the existing Bathurst HCA boundary.



Map 2: Stanley Street study area



### 6.1.1 History and relevant planning controls

Town of Bathurst 1860 Parish Map shows the locality as being made up of large allotments, likely used for agriculture. The grid layout was present and Stanley Street and Morrisset Street were identified. The cottage at 73 Morrisset Street was known to be an agricultural Mid-Victorian cottage. This cottage has been unsympathetically altered and has been subsequently demolished.

The early settlement in 1860 was granted to landowners J. Burnside, J. Page, M Balcum, J Vaughn, M. Ryan, F. Mahon, R. Gainsborg, K. Griffiths.

Council records indicate the area was largely subdivided in 1950 and 1951 for residential use. The roads were identified prior to subdivision but likely only formalised for residential development. Council records and rates books indicate substantial residential development in mid-1950, and the age of the majority of the existing housing stock reflects this.

There are three small dwellings that are clearly from a time before the 1950's housing boom and relate to the prior agricultural history of the area. These are identified as 23, 29 and 31 Hope Street. All three dwellings are Mid-Victorian 1860-1875 and represent a reasonable example of this period. 29 Hope Street is included in the State Heritage Inventory Database (1080707). The Statement of Significance is:

*An early cottage, larger & more elaborate than usual in Bathurst. The scalloped valance detail & window shutters are fragile features which are often lost as these early buildings are altered over time.*

The Bathurst Regional LEP 2014 applies and zones the land as R1 General Residential with the exception of an area of Hope Street which is zoned RU4 Primary Production Small Lots. The RU4 Primary Production Small Lots Zone also encompasses the sewer treatment buffer. Parts of the area are identified as flood protected by the Morrisset Levee from the Macquarie River.

### 6.1.2 Physical description

The area is low-lying alluvial land near the Macquarie River. The urban area is characterised by a grid system that evolved from the layout of the original Bathurst city.

The area is defined by the 1950's era construction boom. The majority of dwellings are single storey with consistent front and side setbacks. There is a mixture of brick cottages with tiled roofs, weatherboard cottages with corrugated iron roofing and fibro. The area is not dominated by garages, with predominately all garages or carports located behind the building line. There is no substantial or consistent vegetation to contribute to the streetscape character, other than along parts of Morrisset Street.

Site visits throughout this area did not reveal any significant buildings, or streetscape other than those properties (23, and 29 Hope Street) identified above. In addition, 69 Stanley Street was identified as an exemplar example of the 1950's building stock in this locality. Information from the Historical Society did not reveal any significant social history in relation in to this precinct.

The area is already experiencing renewal in the form of two new seniors living developments and a child care centre on Stanley Street.

### 6.1.3 Recommended Heritage Listings

The following properties are recommended to be considered for listing as Local Heritage Items. Their rural setting within the urban fringe of the Bathurst CBD is important in explaining history and providing a transition of land use.

#### 23 Hope Street

Statement of Significance:

A Mid-Victorian cottage. It has had additions later, as shown by detail on the side façade.

*Modest mid-Victorian rendered masonry cottage set close to the road and revealing an historical association with farming. Simple symmetrical façade with straight gables roof, verandah across the front, picket balustrade and possibly 4 original rooms and additions to the rear. Original chimney but cut short. Contributes to streetscape.*



#### 29 Hope Street

Statement of Significance

A Mid-Victorian dwelling likely to be owned by someone of wealth. Some of the trees in the garden may also be of similar age of the building. The shutters are likely original and overall the house is in relatively good condition.

*Mid-Victorian rendered masonry residence set close to the road and revealing an historical association with farming. Asymmetrical façade may indicate alterations over time. Considerable original fabric remaining including timber windows with multiple panes, corbelled chimneys and shutters. Hipped iron clad roof with enclosed verandah to right hand side. Additions to the rear. Contributes to streetscape. History may be revealing of significant past owners.*



## 69 Stanley Street

### Statement of Significance

The house is a good example of the 1950 construction boom. This dwelling is a 1950's building and has been left in original condition demonstrating good brickwork, finer detail in the brickwork and a small allocation of colour.

*Good archetypal brick veneer double fronted cottage from the 1950s in stretcher bond brick face work. Large windows addressing the street. Porch and entry located in the L shape, hipped terracotta tiled roof. Wrought iron railing to porch. A very good example of this style of house. Contributes to the streetscape.*



31 Hope Street was originally considered for listing as a Heritage Item, but further inspection and investigation revealed the building is in poor condition with very limited original fabric left.

### 6.1.4 Recommended changes to Heritage Conservation Area boundary

There are no changes recommended to the existing boundary of the HCA within this precinct.

The precinct reflects the urban growth of the city in the 1950's. Modern architecture can be welcomed in this area, provided it is considerate of scale, articulation and materials.

### 6.1.5 Suitability for urban renewal

Subject to the protection of the properties listed above, long term urban renewal of these lands can be supported in terms of the lower significance of the remainder of the housing stock. Further urban design investigations should be undertaken to guide redevelopment and ensure compatible and sympathetic new development. In order to manage change in building stock these investigations should give consideration to the following existing characteristics of the precinct:

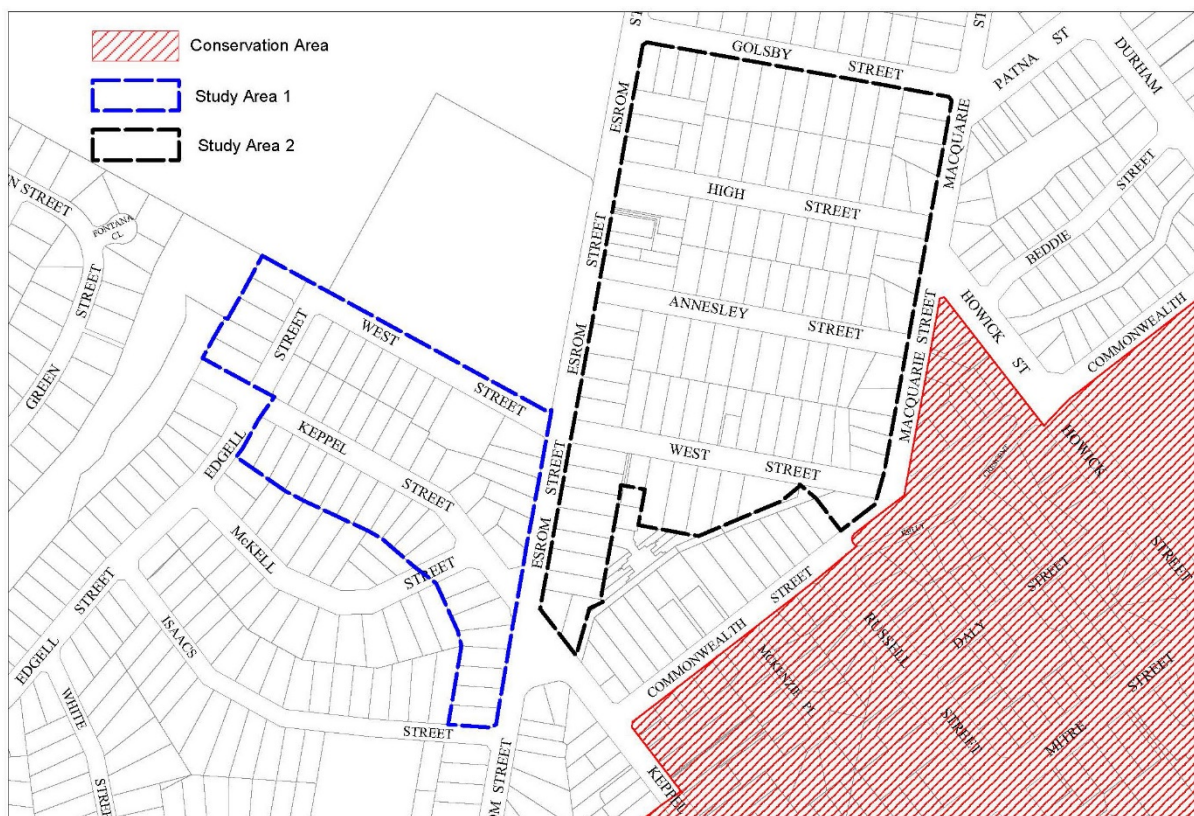
- Rendered or painted brick.
- Minimal front fencing that incorporates different materials.
- Garages and car ports located behind the building line. Single car access arrangements are encouraged.
- Hipped roofs.
- Tiled roofs.



- Proper articulation and stepping for single and two storey development.

## 6.2 West Bathurst

This precinct encompasses quite a large area of the West Bathurst locality. The existing HCA boundary is on the eastern side of Commonwealth Street. There is also a separate HCA within the vicinity of this study area, being the West Bathurst HCA. The West Bathurst HCA comprises approximately 100 cottages constructed in 1942-43 for workers in support of the war effort. The cottages are named 'Duration Cottages' and are of a modest design mostly incorporating FC sheet and weatherboard cladding with a mix of concrete tiles or sheet corrugated iron roofs. The boundaries of the West Bathurst HCA were reviewed and identified as remaining appropriate in terms of encompassing the Duration Cottages. No expansion of the boundaries of the West Bathurst HCA is recommended.



Map 3: West Bathurst investigation area

The precinct as a whole has two very different and distinct areas of building stock and character. The precinct has been divided into two sub-areas:

### Sub-area 1:

Land generally to the west of Esrom Street; incorporating West Street, Edgell Street and Keppel Street.

### Sub-area 2:

Land generally to the east of Esrom Street; incorporating Golsby Street, High Street, Annesley Street and West Street.



The precinct is made up of dwelling houses in a grid-like subdivision layout. Council records indicate that the area underwent major residential development during the 1950's. Social and historical value adds significance to the area adjoining nearby lands including:

- Prospero at 61 Commonwealth, built in 1860;
- The Grange in Daly Street;
- Chifley Memorial Estate (part of the Bathurst HCA);
- Elm Cottage on the corner of Keppel and Mitre Streets; and
- Good examples of Art Deco and Arts and Crafts Styles.

### 6.2.1 History and relevant planning controls

Council building records show the area comprising Golsby, High, Annesley and West Streets (Area 1) was substantially developed during the early 1950's. The land was identified for residential use within the city of Bathurst on Parish of Bathurst Map 1933, but appears to not have been developed until the 1950's.

It's likely that the growth of this area triggered continual expansion to the west. The western area of Keppel Street, Edgell Street and West Street (Sub-area 1) was subdivided for residential housing in 1959. This period of brick veneer homes with feature hipped roofs and low profile colours is very prevalent.

There is a mixture of R1 General Residential and R2 Low Density Residential. Parts of the area are incorporated within the Sewer Treatment Plant Buffer that places restrictions on the density of new development. Esrom Street and Macquarie Street are high traffic streets.

### 6.2.2 Physical Description

#### Sub-area 1: Land generally to the west of Esrom Street

Sub-area 1 has quite a different style of housing and character. The area was privately developed and known as 'Bellevue Estate'. Prior to the residential development of the area, it was farming land.



*Image: Keppel Street*

The houses on the high side of Keppel Street are elevated and maximise views available. Whilst the houses contain a two storey component, they have understated bulk and scale contributing to an appropriate form. The two storey component is formed by a garage with a patio above. It presents a discreet and understated two storey dwelling that has been appropriately designed for the site and the natural topography.

The residential houses are characterised as double and triple fronted, with red brick with red roof tiles, elevated above a single car garage, and contain a front porch surrounded by a steel frame. The 1950-60s architecture is consistent throughout the area contributing to a cohesive streetscape. The gutters and porch balustrade are a variation of colours that both introduce individuality in the streetscape and unify the area as a whole. Some houses introduce weatherboard cladding in the roof space. There is cohesiveness in window treatment within a set of three windows, fixed pane centre and double hung each side, and commonly painted white throughout.

The generous front setbacks off the street are between 8.5 to 9m giving the area a spacious feel. The small red brick fencing and establishment of vegetation contributes to the character.

No buildings, on an individual level, are identified to be of significance for a local heritage listing, but collectively represent a very good example of 1950's/60's architecture worthy of ongoing protection.

#### Sub-area 2 Land generally to the east of Esrom Street

Sub-area 2 includes the grid pattern from Rosehill Street to West Street. The area is steep rising five metres from Durham Street to Keppel Street. The streets are fairly wide, although narrower than street widths in the Bathurst CBD, and buildings address the street appropriately.

The housing stock is a mix of weatherboard painted cottages and fibro sheet dwellings. The inconsistency of materials occurs often enough to create a compatible built form between the material types. The fibro dwellings are generally rectangular with simple porch extensions, set on framed floors with face brick below floor level. They are raised on the block and setback to provide a suitable form, bulk and scale. The fibro dwellings contain varied coloured roofs and a brick chimney that has a central presence to the house. The houses are simple and small but are complemented by large allotments.

The area has some substantial vegetation throughout, complemented by minimal front fencing and roughly 8m front setbacks. Side fencing is setback behind the house or barely visible from the streetscape. This gives the area a quiet and spacious feel that should be retained. There are both city and agricultural views that are not necessarily maximised.

The housing style and location of garages, either behind the house or underneath the house, responds very well to the topography of the land. When the housing was built, there was very little cut and fill or reshaping of the land prior to subdivision. The area generally enjoys good views.

### 6.2.3 Recommended Heritage Listings

#### Sub-area 1: Land generally to the west of Esrom Street, incorporating West Street, Edgell Street and Keppel Street

No individual buildings are recommended for heritage listed in this sub-area. The dwellings in upper Keppel Street collectively represent a very good example of 1950/1960's architecture and are worthy of retention should urban renewal proceed in this sub-area.

#### Sub-area 2: 7-17 West Street

No individual buildings are recommended for heritage listing in this sub area. There are a set of five dwellings on West Street that are notable (being 7-17 West Street). This set of dwellings present simple but elevated houses tied together with brick chimneys, gable roofs, no front fencing and small front porches. Each dwelling has a different coloured roof that connects the set as a collective, within the streetscape. It also provides colour and variation for individuality. See image below.



Image: 7-17 West Street

This set of houses above was for public housing and therefore would have been architecturally designed. Whilst the five houses on their own are not particularly impressive, as a collective they demonstrate a consistent built form and represent special urban character. The collective of the houses creates character and a reflection of social housing at the time. The loss of any of the houses within the set would be detriment to the streetscape and historic connection. These houses represent the best collective set of housing in this sub-area and are therefore worthy of retention as a reminder of the past should urban renewal proceed in this sub-area.

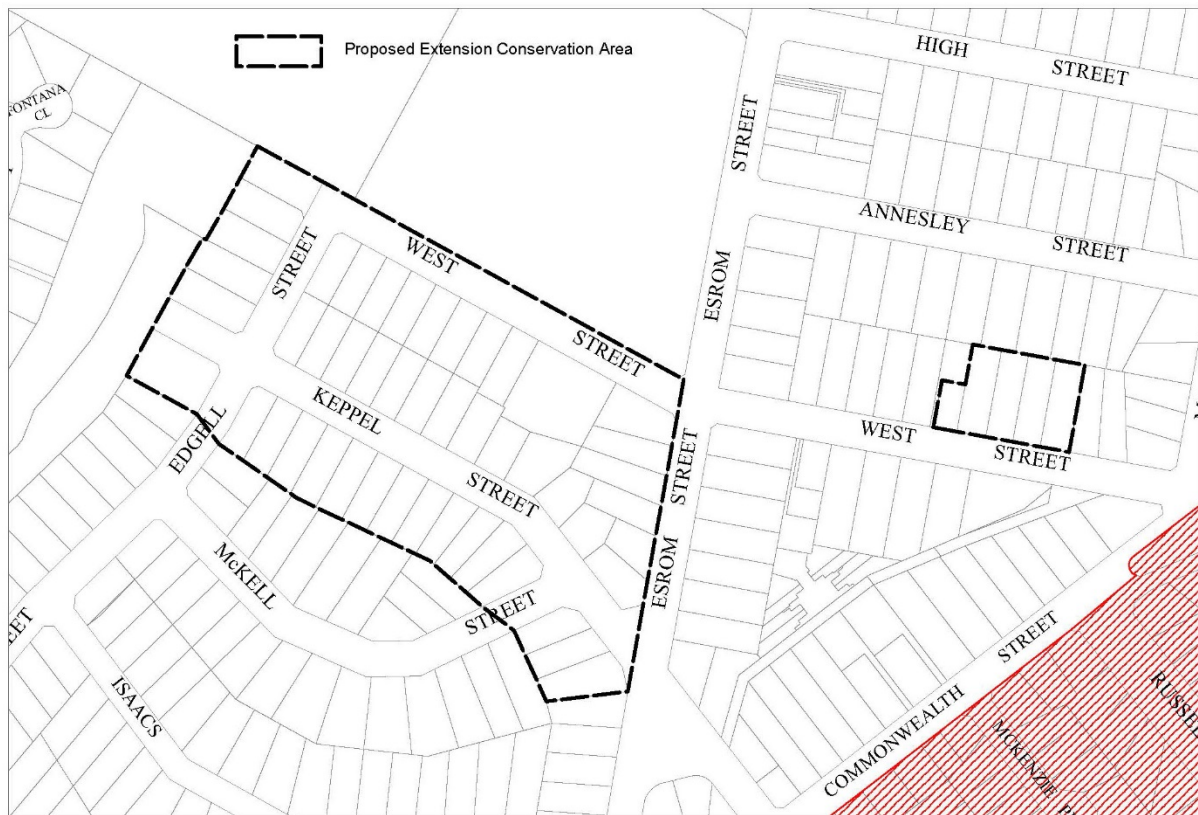
#### Statement of Significance:

*A collection of simple dwellings constructed in the 1950s-60s that sit well back on their blocks elevated to maximise their aspect. Simple rectangular form predominates in timber framed construction, hipped or gable roofs are corrugated iron clad, front entry porch and rectangular or square windows. Garages are behind the building line and simple minimal front landscape. The houses were developed by the former NSW Housing Commission to introduce affordable housing in the suburbs.*

### 6.2.4 Recommended changes to the HCA boundaries

The Bathurst Heritage Conservation Area boundary is recommended to be extended to include Keppel Street, upper West Street and Esrom Street. See map and Statement of Significance below. This is the majority of the upper sub-area two. This area is considered to have valuable fabric, siting and views. There are no individual items of notable significance,

but the area as a whole is a reflection of 1960's architecture and wealth, and the recovery from WW2. The area is characterised by buildings that do not have significance on their own, but as a collective, represent fabric, age and integrity. It is also proposed to extend the Bathurst HCA to encompass the dwellings at 7-17 West Street as outlined earlier.



Map 4: Proposed expansion to HCA boundary

Statement of Significance of Keppel Street, upper West Street and Esrom Street area:

*An excellent example of houses from the c. 1960s, this group of red textured brick veneer, triple fronted houses with terracotta tiled roof, are elevated on a sloping landscape with framed floors. All display generous windows and a central front porch. Small variations in details between the houses, but a strong streetscape presence is retained.*

### 6.2.5 Suitability for urban renewal

Other than the localities identified above as recommended for inclusion in the Bathurst HCA, long term urban renewal of the remainder of this precinct can be supported in terms of the lower significance of the remainder of the housing stock. Importantly, new housing should respond to and be designed to relate to the topography of the land. Cut and fill for new housing should be discouraged.

The surrounds of this precinct are worthy of specific building design guidelines to ensure future development will be compatible and sympathetic to the existing housing stock and its setting. The design guidelines should be incorporated into a Development Control Plan for implementation through planning.



Future urban design investigations should be undertaken to guide redevelopment in order to manage change in the building stock. These investigations should give consideration to the following existing characteristics of the precinct:

- Sub-area 1: Land generally to the west of Esrom Street, incorporating West Street, Edgell Street and Keppel Street
  - Small brick fencing. Side fencing limited to 1m, and setback behind the dwelling line.
  - Mix of brick and weatherboard.
  - Mixture of colours.
  - Setbacks must complement the existing building line
  - Single car driveways only.
  - Garages are cut into the ground, if on the high side, and the roof space utilised as the porch. Garages do not dominate the streetscape.
  - Brick Chimneys.
  - Roof tiles.
  - New dwellings or additions are to be positioned higher if dwelling is on the high side of the street, consistent with character of the area.
  - Dwellings on the lower side of the street are encouraged to remain single storey.
  - Framed floors are required; slabs should not be permitted except for any ground floor garage.
  - Building should be designed to respond to the topography of the land including natural ground level, raised floors, porches above garages that are cut into ground are to be considered to incorporate the slope of the land.
  - Mix of gable and hipped roofs.
- Sub-area 2: Land generally to the east of Esrom Street
  - Minimal or no front fencing is encouraged. Side fencing is to be limited to 1m, and setback behind the dwelling line.
  - Garages are behind the building line; the area is characterised by single car garages barely visible from the streetscape and this should be continued for any new development.
  - Mix of brick and FC sheet.
  - Mixture of colours.
  - New setbacks must complement the existing building line.
  - Single car driveway only. Garages and carports do not dominate and are off the streetscape and behind the dwelling.
  - Brick Chimneys should be retained and encouraged on new dwellings.
  - Roof cladding is to be iron roofing.
  - Mix of gable and hipped roofs.

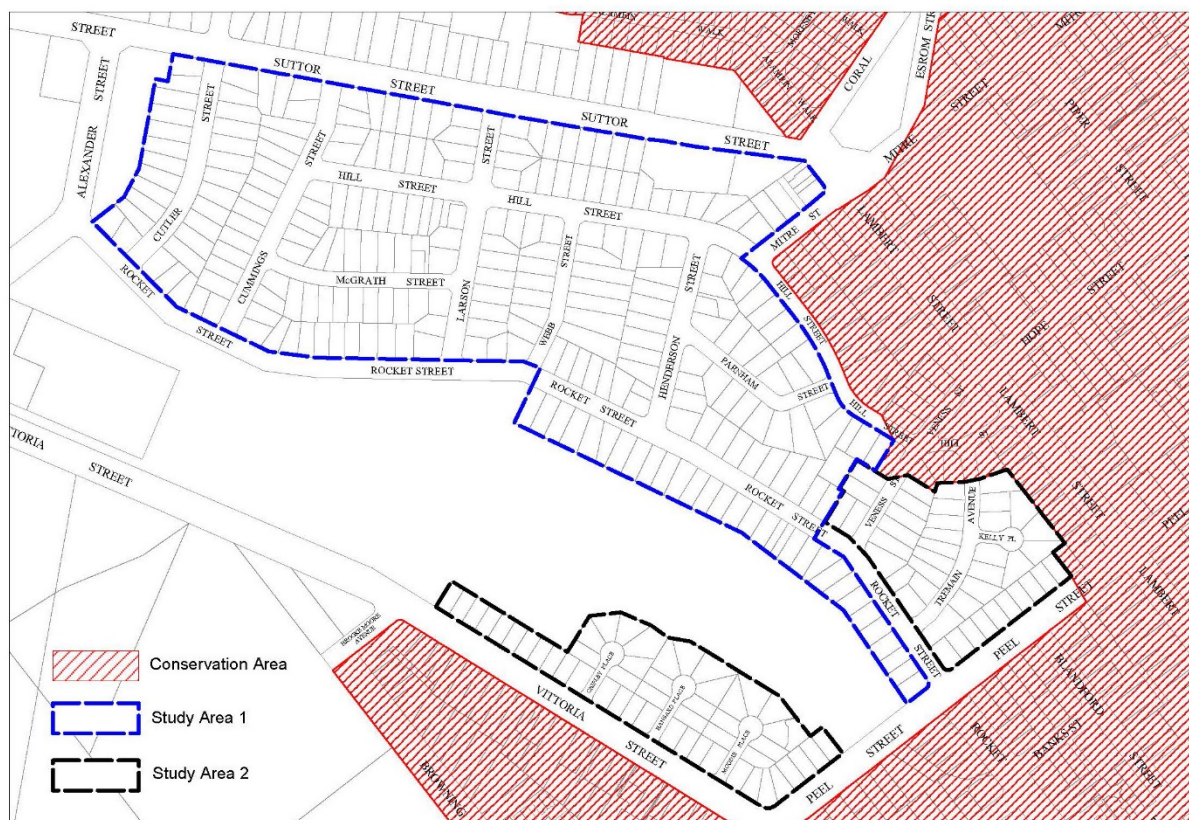
### 6.3 Rocket Street precinct

The Rocket Street precinct is located between the Mitchell Highway and Suttor Street, west of Peel Street. The precinct is on the edge of the existing Bathurst and West Bathurst HCAs. Based on the information received from the Bathurst District Historical Society, the Munition cottages are located in this precinct (see area 2) on the map below. These cottages have social significance and are dealt within in Section 6.4 below. The residual of the precinct (Area 1 of the map) is investigated in this section.

The Rocket Street Precinct is a mix of building materials, colours, shapes and sizes. There is little uniformity of the dwellings style and character. There is a mix of weatherboard, imitation weatherboard, FC sheet and brick. The brick dwellings are also a mix of modern and aged, and varying in colours.

The lack of uniformity in this area results in poor urban character and therefore is not recommended protection under a HCA. The area is within close proximity to vast open space and shops and therefore considered suitable for urban renewal.

Whilst no specific characteristics have been identified for this locality building design guidelines should be prepared to guide any future redevelopment. Again, future urban renewal should be encouraged to respond to the natural topography of the locality to maximise available views. Cut and fill should be discouraged.

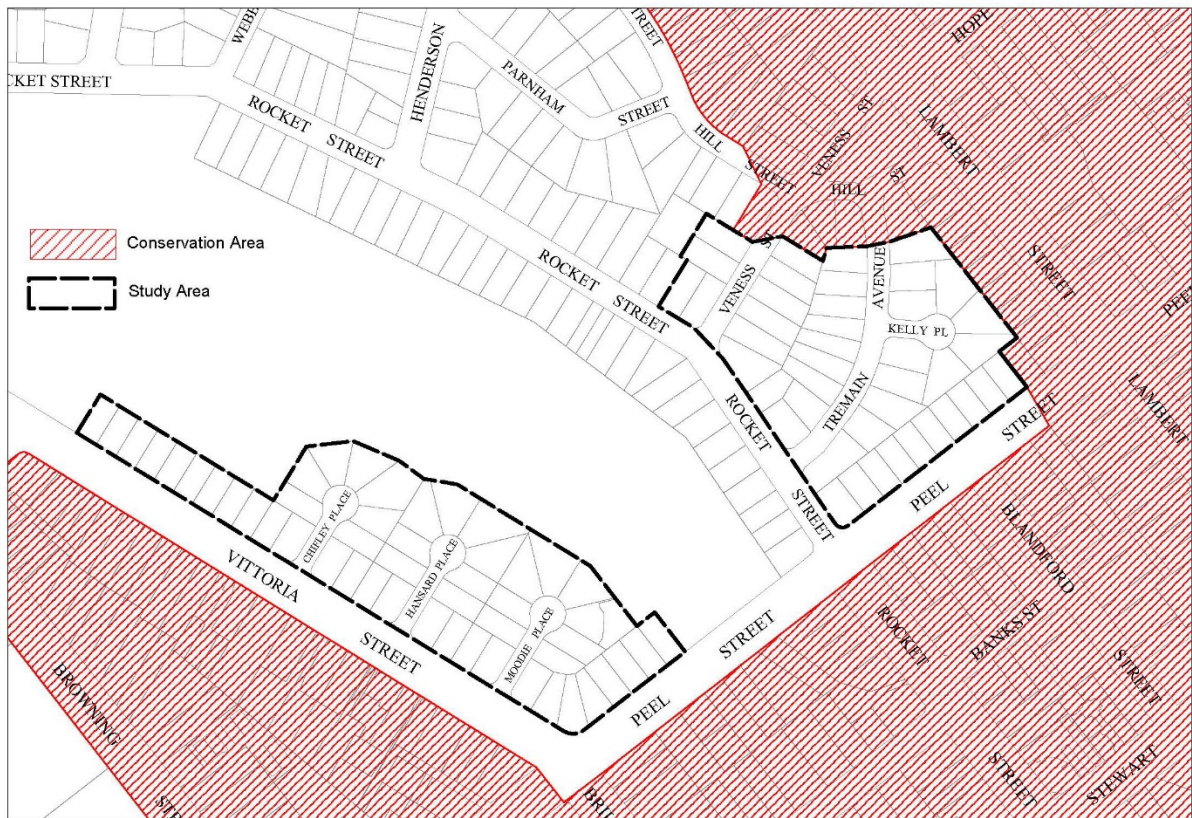


Map 5: Area 1 is Rocket Street Precinct and Area 2 is Munition Cottages precinct.

## 6.4 Munition cottages

The Munition Cottages Precinct (area 2 in Map above) is separated by Hector Park. The area is zoned R1 General Residential under the Bathurst Regional LEP 2014.





Map 6: Munition Cottages investigation area

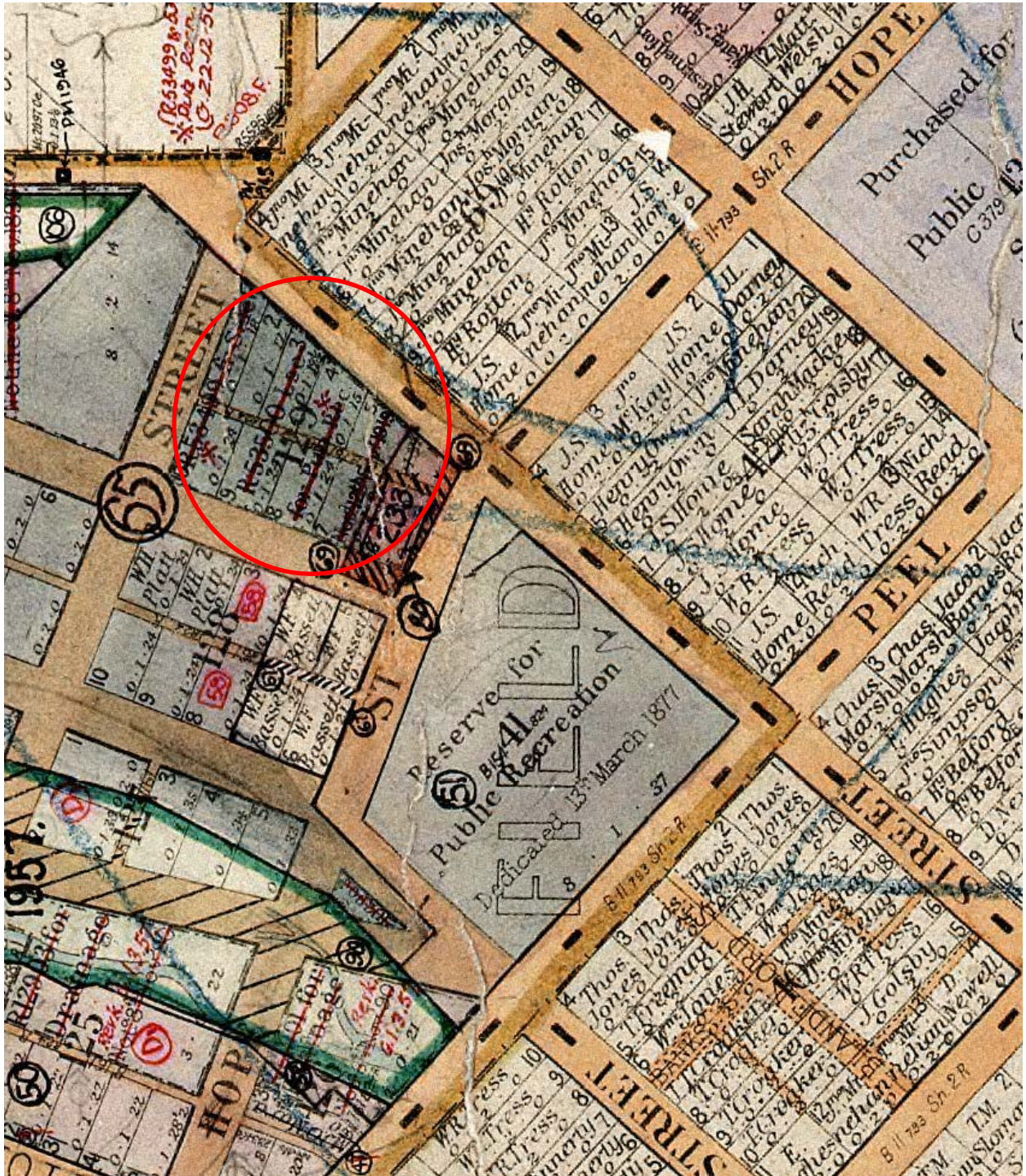
#### 6.4.1 History and relevant planning controls

The Munition Cottages were constructed between 1942 and 1943 in support of the war effort. The Munitions Factory was at 369 Stewart Street and was constructed in January 1941, approved by the former Department of the Interior. A “Gaol” flat site was transferred from the Bathurst City Council to the Commonwealth Government. The land identified for the Munition Cottages was on Crown Land and under Bathurst City Council control. The location of the cottages is significant because it was in close proximity to the Munition Factory.

Prior to the construction of the cottages, the area encompassing Tremain Ave, Kelly Place and Veness Street was land originally identified as a Reserve for Public Recreation, according to Parish Map 1939, see below.

The area encompassing the three cul-du-sacs off Vittoria Street was land identified as separate allotments but marked as appropriated and vest in the Housing Commission.





Parish Map of Bathurst, County of Bathurst Map 1939







Mr JB Chifley (Member of Parliament) was involved in the project and made a particular point of making housing available for single men<sup>2</sup>. It is important to acknowledge the walkability of the munition cottages to the factory.

It was understood the street names were after politicians at the time, with each name representing the following:

Moodie	Mayor of Bathurst
Chifley	Member of Parliament and Prime Minister of Australia 1945-49. Strongly involved in providing affordable housing and employment for low-income people.
Hansard	Alderman of Bathurst and supported work for low income people and post-war reconstruction.
Tremain	The Tremain Mill, originally the Victoria Mill, was established on the corner of Havannah and Keppel Streets in 1859. Tremain Mill was known to be on par with the best mills operating in NSW at the time. Tremain Mill closed in the 1980s, representing over 150 years of flour milling in the area.
Kelly	Honourable Gus Kelly, Member for Bathurst. Kelly was known to take deep interest in social improvement. \Mr. Kelly was a MLA at the time and Minister for Health in 1944. Kelly Street is the smallest cul-du-sac with the most impressive views of the development.
Veness	It is likely this street was named after Daniel F Veness, Bathurst City's longest serving Town Clerk. Daniel served from 1891 to 1929, with a number of the Veness family involved in local government. Veness is also recorded as being involved with other areas of the community, such as the Patriotic Fund, established in August 1914, for WW1.



*Image: Munition Factory 369 Stewart Street.*

Interviews for jobs were conducted in 1941 and 1942 by the Lithgow munitions people. Men who “returned from military camps” were given priority for jobs.

The Factory closed in June 1946. At its peak it employed 1,800 people and was an important feature of the community. The Munition Factory also had a strong social presence in Bathurst. In 1941, the Munition Factory staff and employees donated part of their wages for the children of St Joseph's Orphanage in William Street.

#### 6.4.2 Physical Description

This precinct is made up of single storey dwellings, on relatively small allotments, incorporating cul-du-sacs and curved streets. The dwellings are fibro clad with brick

<sup>2</sup> Lithgow Mercury Wednesday July 1941.

chimneys, contain no front fences and have excellent city views. The brick chimneys play an important role in connecting the cottages with a central design detail. The dwellings have a simple plan, with single return, and several incorporate a small front porch. Those dwellings left in the most original state have three pane casement windows. See image below.



*Image: A munition cottage in fairly original state, Moodie Place*



*Image: Munition Cottages on Moodie Place.*

The houses have been strategically located to curve and relate to the street direction. This gives the houses a curved setback compatible with the streets. A garden suburb approach had been incorporated into the subdivision design.

There are some issues which may undermine the integrity or intactness of the Munition Cottages. These include:

- Proximity of classified road, Mid-Western Highway generating noise, traffic and potential redevelopment;
- Fibro cement sheet is not considered a sustainable material given lack of heating properties; (although fibrous sheet with insulation behind may provide a good alternative)
- Some cottages have introduced storm shutters that create a sense of security, or threat of crime which has a negative impact on the character.

#### **6.4.3 Recommended Heritage Listings**

The Munitions factory is already listed as a Heritage Item (I311) on the Bathurst Regional LEP 2014. No individual cottages are recommended for listing.

#### **6.4.4 Recommended changes to Heritage Conservation Area boundary**

The site visits undertaken revealed that the area contains many surviving elements associated with the Munition Cottages. It was found that all munition cottages are remaining, and very few cottages have been substantially altered. Alteration has generally occurred in the form of aluminium window replacements or recladding with imitation weatherboard. Overall, the area is very much intact and in original condition, with some minor neglect to some dwellings. It is clear the dwellings are well constructed and designed by a government architect.

Given the social and physical history of this area, it is recommended that the whole area be included as a HCA. The loss of any of the collection of houses may have the potential to diminish the significance of the collection and their streetscape. The Munition Cottages explain a significant event in Australian and Bathurst's history.

#### 6.4.5 Desired Future Character Statement

The following Statement of Significance has been prepared for the Munition Cottages

*The Munition Cottages were developed to support the war effort providing accommodation for workers. The two subdivisions consisted of 106 allotments for the development of workers cottages.*

*The houses are generous in size for the period; usually double fronted with large windows and central 'front door' off a porch addressing the street. Light weight cladding, corrugated iron roof and face brick chimneys were common. But small details changed between houses to promote a personal identity such as window types; casement and double hung, mirror reversing plans and having front facing gables instead of the roof hip.*

*The houses are set back well from the street on undulating land leading many to have raised entry, and vistas, some with a connecting view to the government Crown land that they were originally part of.*

*The lots mostly involved Cul-de-sac land sub-division which was new to Bathurst at the time; as cul-de-sacs have only one entrance this would encourage close neighbourhood culture.*

*They provide an excellent example of housing stock constructed to meet the housing aspirations of a wartime workforce. They have special social significance for their association with Ben Chifley and for the period of growth and investment that was brought to Bathurst and the region during the war, by the establishment of new industries and new employment opportunities outside of the agricultural industry.*

The following image represents the typical features of a Munition cottage and could be used as Interpretation Signage.

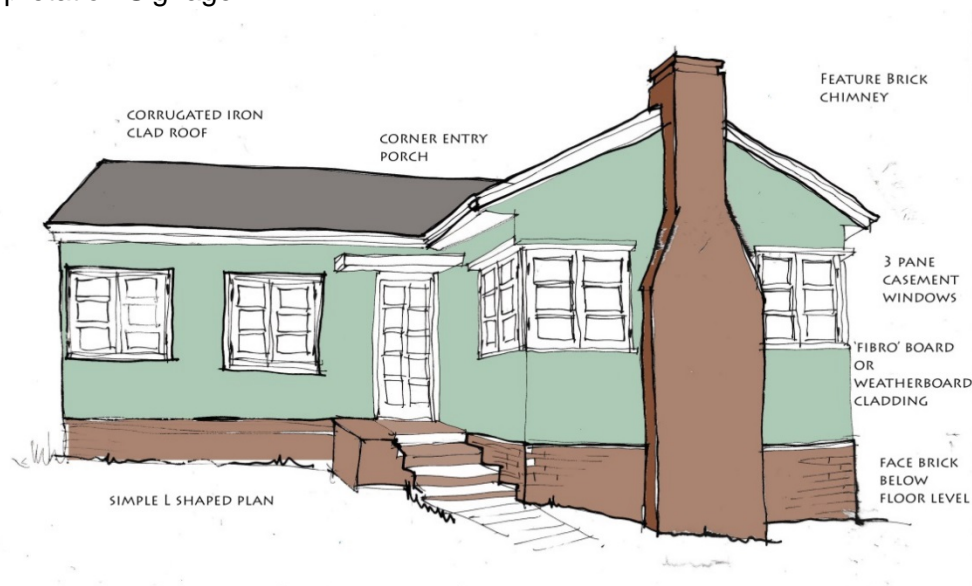


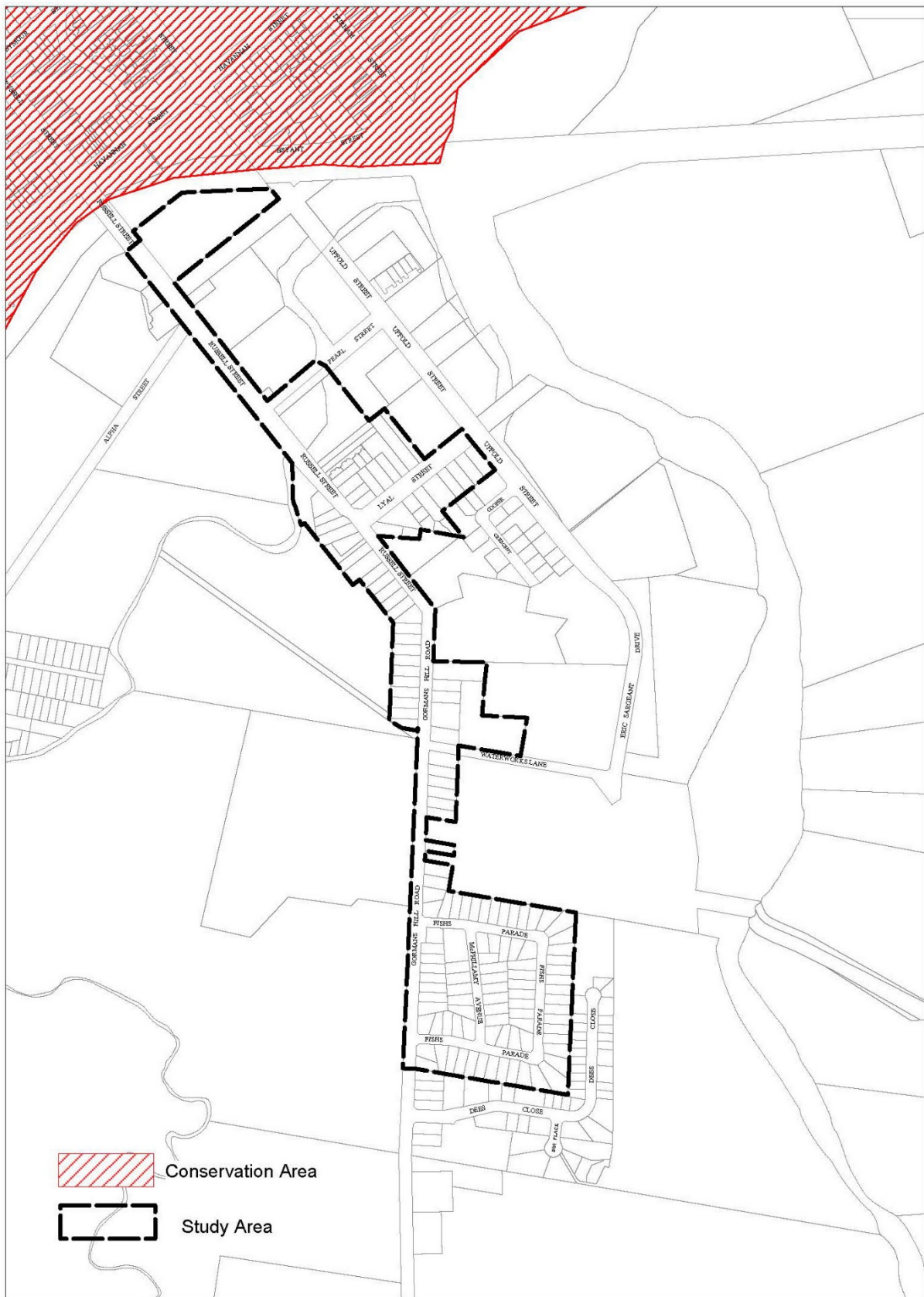
Image: Features of Munition Cottages, drawn by Barbara Hickson



## 6.5 Gormans Hill

Gormans Hill is south-east of the Bathurst CBD. Gormans Hill contains a mix of modern and Victorian architecture. Gormans Hill is not currently covered by any Heritage Conservation Area, see Map 6 below. It has a predominately residential use but contains a few commercial uses.

This area is not recommended for urban renewal. However, it is recommended that Council draft specific development controls for this precinct to guide any future change to these cottages or proposal for infill development (similar to existing DCP provisions for the Duration Cottages). This will ensure that new urban infill development will be sympathetic to the existing character of the precinct.

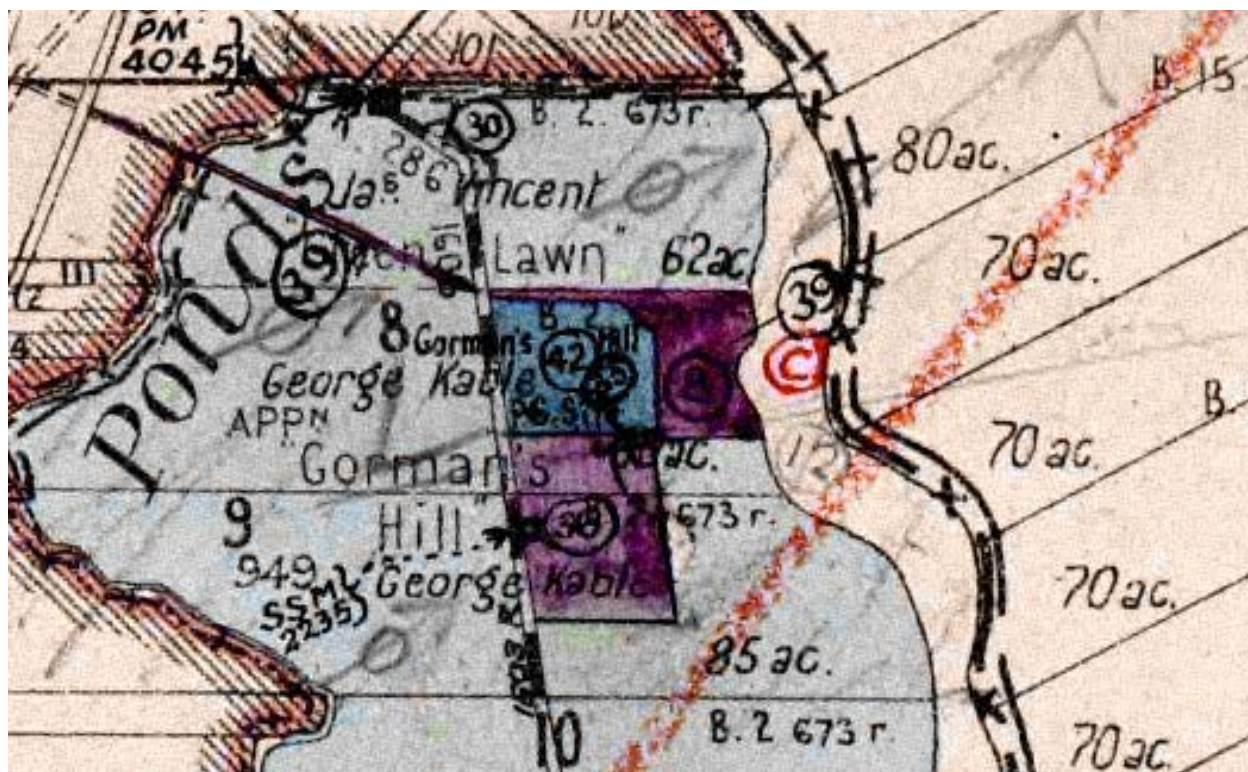


Map 7: Gormans Hill investigation area

### 6.5.1 History

Gormans Hill takes its name from the hill within the area that accommodates the listed property of Gormans Hill. The first road into Bathurst (Cox's Road) came this way so it is a very early district of Bathurst, that was re-settled again after WWII.

The area in 1933 was farming land with allotments ranging from 67-103 acres. The 1933 Parish Map identifies a portion of land as being reserved for residential purposes, surrounding the Water Supply plant. This area is identified as McPhilliamy Avenue, Fishs Parade and Dees Close.



*Parish of Bathurst, County of Bathurst Map 28 April 1933*

The area was subdivided in 1952, under the Municipality of the Shire of Abercrombie. The area was predominately developed by public housing corporations, which still own a significant portion of the area.

The Bathurst District Historical Society identified relevant social and historical value that adds significance to the area including:

- Gas works
- Water works
- Dairy in Lyal Street
- Cables Inn
- Macquarie Care Villas
- Glenray House

The northern portion of the Gormans Hill locality contains a number of industrial uses that may impact upon the remaining residential area. The land is also identified to be flood protected from Queen Charlottes Creek.



### 6.5.2 Physical Description

There are a number of physical elements in Gormans Hill that date from 1940s-1950s that give the area a distinct character. There are pockets of much older and substantial buildings including an 1860's Victorian building currently known as St Vincents Hospital, and a 1935 residential building known as Gormans Hill Inn. Mackillop College, established 1967, is also within this locality.

Fishs Parade and McPhillamy Avenue are characterised by single storey, (fibro-omit) dwellings. The dwellings are generally fibro clad with a brick base and brick chimney. The dwellings contain a mix of gable and hipped roofs. There is a spread of different colours amongst the roofs and houses are mostly light beige or cream. The consistency of the dwelling material and style give uniformity to the area. Overall, the dwellings appear to be kept in original condition with little work being undertaken. The area represents well-planned streets that provided social housing in a low-density environment throughout.

All dwellings are generously setback from the street and where required, appropriately curve around street corners. There are no front fences and side fencing is small and setback presenting a spacious and welcoming streetscape. The allotments are generous, ranging from 600m<sup>2</sup>-890m<sup>2</sup>. There is little substantial vegetation on the streetscapes.



*Image: McPhillamy Avenue*

The area has one small pocket park, Gormans Hill Park, and adjoins the sporting facilities of Proctor Park. Land to the south, east and further west is agricultural land. Whilst vegetation is present, there is little to suggest consistency throughout the streets.

There are currently two Heritage Items identified in the Bathurst Regional LEP 2014. 48 Lyal Street (Item No.146) is a Local Item being a pair of Late Victorian Residences. 2 Dees Close is a Local Item (I143) being a two storey Victorian Gothic residence associated with Thomas

Gorman, once of Evan's original party and Supt. of the road gang to Bathurst. The residence was once a former in.

### 6.5.3 Recommended Heritage Listings

Only one additional dwelling was identified to be considered for a Local Heritage listing, being 12 Gormans Hill Road. The dwelling is a Federation period house in good condition. The dwelling is setback from other dwellings and the established building line, giving it substantial presence in the streetscape.

#### 12 Gormans Hill Road

##### Statement of Significance

A Federation period building in excellent condition. The house is setback from the street within an appropriate garden setting. The quality and attention to detail on the house suggests ownership would have been valuable.

*Excellent example of an early Federation House set well back from the road. House is in face brick and hipped tiled roof and gable addressing the street, with exposed rafters at eaves. Box framed window under gable with decorative barge board above and awning over window. Bay or box windows at front and side are timber casement with multiple small panes at top of sash. Excellent original front door and side light panelled and glazed.*

*Well detailed verandah with intricate timber fretwork between timber posts, half height, set on tapered brick pillars and rendered balustrade between.*

*Chimneys corbelled and decorated with bands of render.*

*Property completed with good garden setting behind an appropriate style and period of front fence, with capped brick piers and wrought iron infill.*



It is also recommended that the former Bathurst Gasworks works site be considered for State listing of the Bathurst Regional LEP 2014.



The Bathurst Regional Heritage Study 2007 had recommended the listing of the former Gasworks site. Council resolved not to proceed with its listing. A draft Conservation Management Plan prepared for the former Gasworks site identifies its heritage significance at both a local and state level. Listing of the site on the LEP is therefore recommended. The draft Conservation Management Plan includes a Statement of Significance for the Gas Works site.

#### **6.5.4 Recommended changes to Heritage Conservation Area boundary**

The investigation into the Gormans Hill area did not reveal a necessity to extend the boundaries of the existing HCA. Whilst Gormans Hill has important social and built form history to Bathurst but conservation is not warranted. However future development should be guided to be sympathetic to the established character of the area.

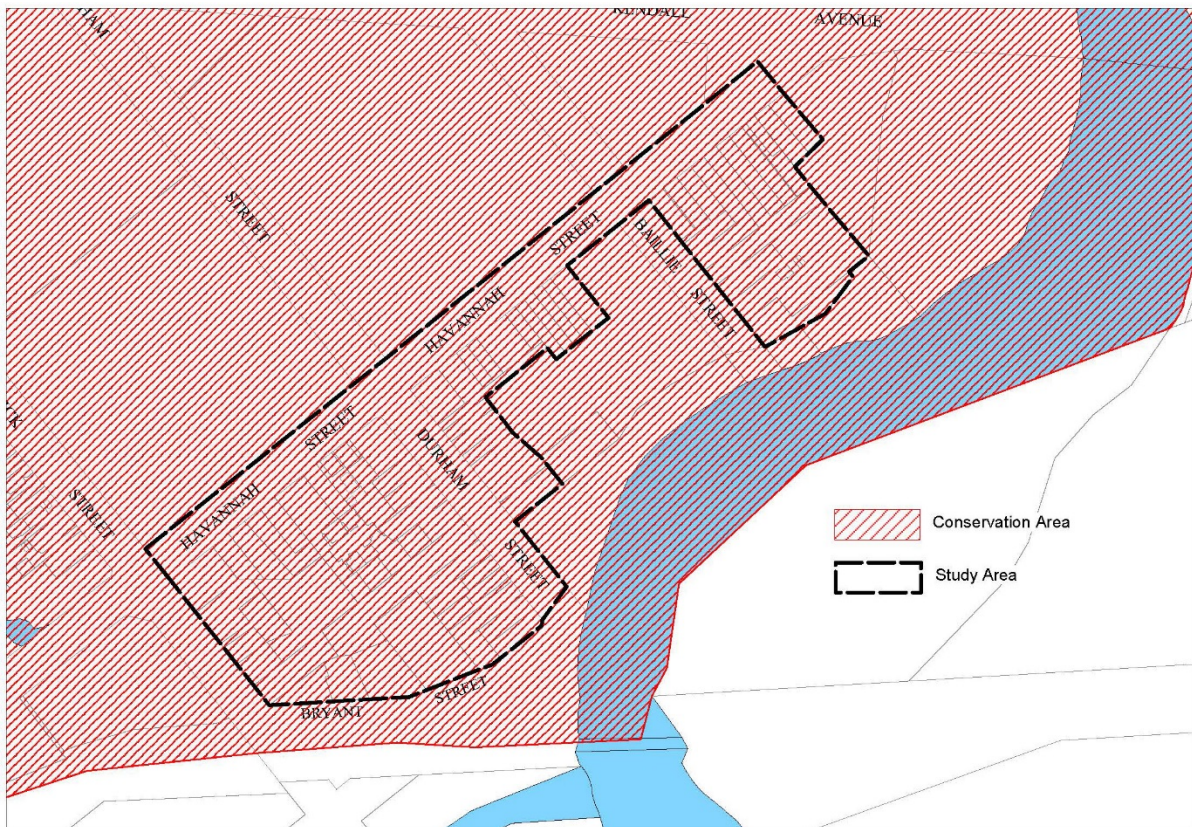
#### **6.5.5 Suitability for urban renewal**

Long term urban renewal of this precinct can be supported in term of the lower significance of the precincts housing stock. In order to manage compatible change in building stock, the following existing characteristics of the precinct should be explored:

- Simple floor plans with double or triple front return and front porch;
- Front fences should not be permitted, side fences should be permitted only behind the building line.
- Development on corners is to continue and complement the existing setback and curve around the bend of the corner.
- Front setbacks are to be consistent, curved setbacks are required for lots that bend around corners.
- Two storey additions or new buildings are to be stepped, giving a sense of articulation and sympathy to adjoining single storey buildings.
- Brick chimney's, preferably in red brick, should be retained.
- A mixture of fibrous cement sheet and brick is encouraged.
- Garages should be setback behind the building line and contain single car driveways.

### **6.6 Lower Havannah Street**

The precinct of Lower Havannah Street includes the area from Kendall Avenue to Howick Street, including Baillie Street, Durham Street and Bryant Street.



Map 8: Lower Havannah Street investigation area

The precinct is currently within the Bathurst Heritage Conservation Area, pursuant to Bathurst Regional LEP 2014. The area has a mix of allotment sizes but all dwellings are single storey. The area contains some light industrial uses in the eastern end and a three storey unit development off Bailee Street.

The area is zoned R1 General Residential and is flood protected by an existing levee.

### 6.6.1 History and relevant planning controls

The area was established by the late 1800's. A substantial portion of this area is a collection of Mid and Late Victorian cottages.

Sites identified by the Bathurst District Historical Society that have social and historical value includes:

- Cottages in Lower Havannah Street;
- Site of Dewar Brickworks;
- Site of an agricultural experimental farm; and
- Site of Denison Bridge Foundry.

The 1940 Parish Map shows this area to be large allotments, likely still used for farming. Ownership was by J. Turnbull, R. Machattie, J. Barns, W. Morgan, W. Golsby, M Declout, E. Austin and J. Hayes. This ownership was still shown on the 1972 Parish Map.

The National Advocate reported in 1938 that Havannah Street was tarred with bitumen as a result of increased traffic to and from Mount Panorama. It is likely that the improved infrastructure may have generated an increase in residential development, particularly in the Durham and Bryant Street area.



### 6.6.2 Physical Description

The area is made up of small scale residential single storey cottages. There is a mix of attached and detached cottages. The building stock is modest in scale, with corrugated roofing and low verandah roofing. Front fencing is characterised by short brick piers with minimal infill which complements the small housing form. Housing is generally painted or rendered brickwork.

More modern housing on Bryant Street and Durham Street incorporates cheaper materials including brick veneer and imitation weatherboard. This housing is reflective of 1950's architecture. This housing has much lower roof pitches and introduces some inconsistent fencing types and heights.

A 1980's three storey unit block is located off Baillie Street as shown in the image below. Given the low lying nature of the land this unit block is generally not visible.



Image: 5 Baillie Street

The building stock collectively contributes to the conservation area in terms of consistency, scale, style and other features. The consistent built form is complimented by vast open space to the east and north, and rural land to the east. The open space, being Alan Morse Park and Bathurst Sportsground provide an important open character to the residential area. Land to the north also incorporates the Main Western Railway which also has an influencing character on the locality.

### 6.6.3 Recommended Heritage Listings

It is recommended that the long stretch of early Victorian dwellings facing Havannah Street should be considered for heritage listing, see image below. The dwellings present a consistent built form and are a good representation of the Mid-Victorian architecture. The dwellings look over Alan Morse Park and have good visibility from several vantage points.



Image: 52-60 Havannah Street

#### Statement of Significance:

*A terrace of mid-Victorian single storey masonry houses, modest but well unified and a very good representation of the period. Long iron clad hipped roof over all, with simple separately supported straight iron roof on non-original pipe posts across the front façade. Many original chimneys retained.*

*Each house is relatively symmetrical with central door and single window each side in basic 'golden proportion' shape and double hung function. many original windows remaining.*

*Properties completed with small front garden settings behind appropriate style brick fence with pillars at ends and gates and triangular masonry mid way with rail over and wrought iron gates.*

#### 6.6.4 Recommended changes to Heritage Conservation Area boundary

The existing HCA boundary is considered to adequately enhance the existing building stock and preserve the urban character. Maintaining the existing HCA boundaries will still allow for appropriate introduction of new buildings that are compatible and complementary.

#### 6.6.5 Suitability for urban renewal

Within this area, there are some vacant allotments that demonstrate potential for increased density development. Whilst this area contains significant building stock, it is able to accommodate change and allow for increased height and densities. The precinct has vast adjoining open space and is in close proximity to public recreation facilities and the CBD. If development is managed appropriately, increasing residential density and built form in this area will create a positive outcome. Determining a future character statement has the potential to add value and benefit the heritage assets.

This locality sits low in the land and is well suited to taller building heights as evidenced by the almost invisibility of the existing 3 storey unit block.

It is therefore recommended that consideration be given to increase the maximum height of buildings in this precinct from 9m to 12m. This will also allow for an increase in density. It is acknowledged that this change should not be implemented until Council reviews its Floodplain Management Plan in relation to the appropriateness of increasing residential densities on flood protected lands.

Desired future character statement recommended for this precinct is:

*The area represents Mid-Victorian attached dwellings in good condition. New buildings should be integrated appropriately in terms of scale, materials and detailing.*

*Siting, bulk and scale of buildings that are two or three storey and adjoining single storey is crucial for appropriate and sympathetic development. Increased height development needs to demonstrate articulation and stepped roof heights. Development is to respond to context in terms of scale, form and detailing. Painted or rendered brick with corrugated iron roofing is encouraged. Minimal fencing incorporating a mix of materials is appropriate. Dominance of garages is not permitted. Development is to maximise views with respect to adjoining buildings.*



## 6.7 Summary of Investigation Areas

This report reviews the boundaries of the Bathurst and West Bathurst HCAs. A review has been undertaken of all adjoining lands to determine whether or not the boundaries of the HCA should be expanded. The report also examines the building stock in five key precincts identified by the Bathurst 2036 Housing Strategy as areas that should be investigated for urban renewal. These precincts adjoin the existing HCAs and have been investigated to determine:

- The significance of their current building stock;
- Whether new buildings/lands should be listed as heritage items or included within a HCA;
- The suitability of each precinct for urban renewal in terms of the significance of the existing building stock.

Generally these investigation areas have contained building stock from the 1940's, 50's and 60's. Much of this building stock, whilst not invaluable, does not currently hold a high level of heritage significance. The Bathurst City's key precincts of 1940's, 50's and 60's building stock considered to be the highest social and physical value include:

- The Chifley estate (already within the Bathurst HCA);
- The Duration Cottages (already within the West Bathurst HCA); and
- The Munition Cottages – recommended by this report to be included in the Bathurst HCA.

If other less significant 1940's, 50's and 60's building stock is ultimately lost to the city as a result of urban renewal then these three locations will become more highly valued as the city's best examples of this period of architecture. It is therefore recommended that Council review its development controls for all three locations to ensure adequate provisions are in place to manage any future change in these localities. It is also important for Council to prepare appropriate literature to advise owners of why this building stock is valuable to the city's heritage and provide advice on how to maintain these buildings and manage any change (e.g. additions) to them.

There are several locations adjacent to the existing HCA that do not take into account the opposite side of the road. This could result in non-contributory development occurring adjacent to the HCA which may have an impact on the existing HCA. In these areas it is proposed to extend the HCA boundary to the rear boundary of these properties to ensure that the impact to the HCA is minimised and the streetscape maintained (refer to Map No. 1a).

## 7 Summary

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The Heritage Conservation Area Review makes the following recommendations for consideration by Council:

1. Maintain all existing Heritage Conservation Area boundaries.
2. Increase the Heritage Conservation Area boundary to ensure it accounts for properties on the opposite side of the road to manage non-contributory development. See Map No. 1a for the proposed extension.
3. Increase the Heritage Conservation Area boundary to include the Munition Cottages, West Bathurst (Keppel Street, upper West Street and Edgell Street). See Map 2 for proposed extension areas.
4. Subject to the review of the Bathurst Floodplain Management Plan, increase the maximum height of building permissible to 12m for the Lower Havannah Street precinct. The increased maximum height of buildings would only apply to Howick, Bryant, Durham, and Baillie Streets. The increased height would not be suitable on Havannah Street.
5. Prepare detailed design guidelines to guide the future development of those areas identified as being suitable for future urban renewal.
6. List the following properties as heritage items on the Bathurst Regional LEP 2014 to be of local heritage significance, being
  - 7-17 West Street, West Bathurst;
  - 52-60 Havannah Street, Bathurst;
  - 12 Gormans Hill Road, Gormans Hill;
  - 23 and 29 Hope Street, Bathurst;
  - 69 Stanley Street, Bathurst; and
7. List the following property as a heritage item on the Bathurst Regional LEP 2014 of State Significance:
  - Former Gasworks site.