
From: Damian Dawson [REDACTED]
Sent: Friday, 10 January 2020 11:38 AM
To: Sewart, Jeffery (DPTI)
Cc: DPTI:Planning Reform Submissions; Michelle Gibbs [REDACTED]
Subject: Phase 2 - Supplementary submission - Robe Council - Robe Historic Area Statement and heritage comments (17-060)
Attachments: 200107 Heritage Adviser DPI Code Review and Recommendations.pdf

Hello Jeffery,

When Council submitted their comments in relation to the draft Code it was noted that feedback on the Heritage and Character elements would be provided at a later date, once Council's Heritage Advisor had a chance to review.

Please find attached the comments from the advisor and in particular recommended changes to the Robe Historic Area Statement.

Happy to discuss if required.

Regards,

Damian

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7th January 2020

Damien Dawson
Planning Chambers

Dear Damian,

As requested, I have reviewed the PDI Code for DC Robe.

It is a requirement of Section 66 (3) (a) of the PDI Act that “policies and rules in the Planning and Design Code for development in a zone, subzone or overlay should be clear and straightforward.” In its current form the code does not achieve this objective.

The following changes are recommended to ensure that the PDI Code for Robe is clear and straightforward. My draft comments are attached with recommended alterations highlighted in red.

Historic Overlay Assessment Provisions

DO 1

Reinforce historic themes and characteristics through conservation and contextually responsive development, design and adaptive reuse that responds to existing coherent patterns in streetscapes and built form as expressed in the Historic Area Statement.

This Assessment Provision does not properly describe appropriate outcomes for Robe.

While the Historic Overlay Area in Robe does contain some coherent historic streetscapes – like Smillie Street and Royal Circus – parts of the overlay area consist of quite widely separated heritage places. This reflects the sparse open village character of the historic township. ‘Existing patterns in streetscape and built form’ is not an appropriate concept or objective - the **existing** pattern is determined mostly by subsequent infill, much of which fails to represent historic themes or characteristics.

To achieve the intent of this Development Outcome it is important that new development responds to the identified **historic** themes and patterns rather than to the **existing** character.

The wording should be:

Reinforce historic themes and characteristics through conservation and contextually responsive development, design and adaptive reuse that responds to the coherent **historic** patterns in streetscapes and built form as expressed in the Historic Area Statement.

PO 1.2

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

This outcome similarly requires new development to be consistent with the 'prevailing building and wall heights' in the historic area. The prevailing heights may not reflect the heights of the historic buildings. This also assumes that the historic character and prevailing heights of historic building are consistent in all localities in the heritage overlay. The Robe Heritage Overlay includes a variety of historic patterns of development, built form and building heights, very different in Smillie Street to the residential streets.

The wording should be:

PO 1.2 Development is consistent with the prevailing building and wall heights *of the key elements of identified historic character in this locality* within the historic area.

PO 1.3

Design and architectural detailing of street facing buildings complement the prevailing characteristics in the historic area.

This outcome can also be interpreted as relating to existing character instead of the historic character: 'The prevailing characteristics in the heritage areas' in Robe do not always reflect historic themes or characteristics.

The wording should be:

PD 1.3 Design and architectural detailing of street facing buildings complement the prevailing characteristics *of the key elements of identified historic character in this locality* in the historic area.

PO 1.4

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

The wording should be:

PO 1.4 Development is consistent with the prevailing front and side boundary setback pattern *key elements of identified historic character in this locality* in the historic area.

PO 1.5

Materials are either consistent with or complement those within the historic area.

The wording should be:

Materials are either consistent with or complement those of the *key elements of identified historic character in this locality* within the historic area.

PO 3.2

Ancillary development, including carports, outbuildings and garages, is located behind the building line of the principal building(s).

This outcome allows sheds, garages or carports to be setback level with the building facades where they could dominate the streetscape. This outcome would have a serious detrimental

impact on the character and pattern of development in the Historic Overlay Area in Robe.
The wording should be:

PO 3.2 Ancillary development, including carports, outbuildings and garages, is located behind the building line of the principal building(s) **and does not dominate the building or its streetscape setting.**

PO 3.3

Advertising and advertising hoardings are located and designed to complement the building, be unobtrusive, not conceal or obstruct significant architectural elements and detailing, or dominate the building or its setting.

The wording should be:

PO 3.3 Advertising and advertising hoardings are located and designed to complement the building, be unobtrusive, not conceal or obstruct significant architectural elements and detailing, **protrude above roof or verandah lines** or dominate the building or its setting.

PO 3.4

Front fencing and gates are consistent with the traditional period, style and form of the associated built form.

Side fences forward of the building line are also critical in Robe Historic Overlay Areas. High side fence between front gardens can have a severe adverse impact on the setting of historic buildings and the streetscape.

The outcome wording should be:

PO 3.4 Front fencing, **side fencing forward of the building line** and gates are consistent with the traditional period, style and form of the associated built form.

PO 4.1

Land division creates allotments that are capable of accommodating buildings of a bulk and scale that reflect existing buildings and setbacks in the historic area.

This outcome does not prevent land division which intrudes into the setbacks and setting (space around) those places that complement the prevailing historic values and character of the locality.

PO 4.1 Land division creates allotments that **maintain a curtilage around and views of the key buildings of identified historic character** and are capable of accommodating buildings of a bulk and scale that reflect existing **setbacks and which will not dominate the key buildings of historic character** in the area.

PO 5.1

The width of driveways and other vehicle access ways are consistent with the prevalent width of existing driveways of the historic area.

The wording should be:

PO 5.1 The width of driveways and other vehicle access ways are consistent with **that of the** existing driveways **that reflect the streetscape pattern of those places that complement the prevailing historic values and character of the locality.**

PO 5.2

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 existing buildings or infrastructure.

This outcome can be interpreted as only applying to the maintenance of existing landscape patterns. It should also encompass new landscapes.

The wording should be:

PO 5.2 Development maintains *and reflects* the *identified* landscape patterns and characteristics that contribute to the historic area...

PO 6.1

Buildings and structures 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, economically restored in a manner consistent with the building's original style; or
- (b) the building façade does not contribute to the historic character of the streetscape; or
- (c) the structural integrity or condition of the building is beyond economic repair.

For most heritage buildings in Robe, like the Customs House, the whole of the external form, including the side walls, roofs and chimneys is contributes to the streetscape and expresses the historic themes and characteristics.

This performance outcome entrenches the concept of facadism, grafting a thin heritage veneer onto the face of a new building. Facadism would have a severe and irreversible adverse outcome on the valued historic character of Robe. Facadism should not be encouraged or entrenched in the Planning Code.

Clauses (a) and (b) above should be deleted. They should be replaced with:

(a) The portion to be demolished, destroyed, removed or concealed does not demonstrate the key characterists expressed in the Historic Area Statement.

Historic Areas affecting Robe Council Area

The draft statement does not capture the unique and distinctive historic character of Robe. The statement should be amended as follows:

Robe Historic Area Statement (Ro1)

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve the ***discernable historic character worthy of retention.***

The redevelopment of existing places, through refurbishment or adaptive reuse **of existing places**, will maintain, and where possible enhance or reinforce, ~~this unified, consistent~~ **the identified historic** streetscape character.

New development will be ~~generally limited to the replacement of places~~ **development** that either does not contribute towards ~~this unified, consistent~~ **the identified** historic streetscape character, or **new development will be sited** ~~towards the rear of sites~~ **behind buildings that do contribute to the identified historic streetscape character**, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.

Eras and themes	<p><i>Robe is a unique 19th Century shipping port, communication and administration township that serviced the pastoral development of the South East. Most of the buildings that made up the historic township, remain with original or adaptive reuse.</i></p> <p><i>The surviving townscape and traditional stone buildings from the 19th and early decades of the 20th Century are the key elements of historic importance to Robe.</i></p>
Allotments and subdivision patterns	<p><i>The topography shapes the setting of the Robe and the land division pattern.</i></p> <p><i>Royal Circus is a low knoll. It is a commemorative landmark and a distinct road feature. There is a legible connection between Royal Circus, the Sea Wall / jetty abutment, the Customs House and the Post and Telegraph Office.</i></p> <p><i>Main Road, Victoria Street and Mundy Streets form the main line of road to the port and the main street. The traditional street grid pattern extends either side of Victoria Street, to the coastal fore-dune and across the ridge to the south which overlooks and forms the backdrop to the township.</i></p> <p><i>Most of the original large square allotments have been sub-divided but the pattern of historic buildings remains legible.</i></p>
Architectural features	<p><i>Traditional stone commercial buildings with shopfronts, parapets and verandas form the historic town centre.</i></p> <p><i>The variety rather than the consistency of traditional building forms is a distinctive characteristic of Robe.</i></p> <p><i>There are many small worker's cottages, often with low walls, hipped roofs spanning one or two rooms, casement windows and limewashed or natural stone walls. These are set in open space on large allotments, close to the street but with generous side setbacks. Ormerod Cottages is the only example of row cottages.</i></p> <p><i>Historic community buildings – the Primary School, Churches and the Institute – are on prominent sites and remain as strong, simple dominant landmarks.</i></p> <p><i>Historic government buildings – the Post and Telegraph Office, Customs House and Court House dominate Royal Circus.</i></p>

	<p><i>There are three large formal houses on large allotments with established Victorian trees, gardens and outbuildings representing the wealth generated by pastoralism and trade in the 19th Century.</i></p> <p><i>Historic stone outbuildings visible from the public streets contribute to the valued character of Robe.</i></p> <p><i>Massive stone chimneys are a characteristic feature of the historic buildings.</i></p> <p><i>Roof pitches are between 25-35 degrees. Roofs have a high degree of articulation and small spans, providing a distinctive roof-scape across Robe to Guichen Bay.</i></p> <p><i>The older historic buildings have casement windows. Later historic buildings have double hung timber sash windows.</i></p>
Building height	<p><i>Two storey historic buildings are restricted to a small section of Smillie Street, and the hotels. Their built form combines double and single story elements, and verandahs, articulating their bulk and scale. Adjacent buildings vary one from the other, creating a varied rather than a consistent skyline.</i></p> <p><i>Other historic buildings are single story, generally with small span hipped roofs.</i></p> <p><i>Building floor levels are close to, step with or are built in to the slope of the land.</i></p>
Materials	<p><i>Walls are of local stone, limestone, rendered and bagged masonry with natural or limewash finish.</i></p> <p><i>Painted timber weatherboard and painted timber joinery, trims, verandahs, barges and fascias are a key feature.</i></p> <p><i>Roofing is of natural galvanised and painted corrugated iron. Some examples of slate and traditional flat metal roof tiles remain. Modular crib walling is not used.</i></p>
Fencing	<p><i>Street boundary walls, fences and hedges are a consistent and distinctive feature of the Historic Area.</i></p> <p><i>Materials include local stone, hardwood palings and pickets, hardwood and woven wire, brush with round hardwood posts and hedges not exceeding 1.2m in height.</i></p>
Setting and public realm features	<p><i>Views and vistas at the entrance to the Robe along Main Road past Lake Fellmongery and Lake Charra, views of the foreshore area adjacent Town Beach and the streetscapes of historic buildings of Smillie Street and Mundy Terrace are key features.</i></p> <p><i>Views across the area illustrate the importance of native vegetation and the distinct roof forms of historic buildings.</i></p> <p><i>Historic buildings are square to and often close to street alignments – particularly on Smillie Street where there are few spaces between buildings.</i></p> <p><i>Carports, sheds or garages are at the rear of buildings and are not a streetscape feature of the Heritage Area. Driveways and crossovers are single width.</i></p>

Streets, verges and reserves in the public realm are characterized by Lakestone kerbs, limestone cuttings, landmark trees including Norfolk Island Pines and native vegetation.

Important public open spaces that frame the historic township are at Lannum Reserve, the Institute / Town Beach Foreshore, Royal Circus and the southern edge of Lake Butler. Each has a distinct landscape structure, planting character and historic quality.

Vehicle parking is located behind buildings and is screened from view from the street.

Driveway materials are neutral in colour and pattern and have natural finishes.

Building services such as roof access ladders, water tanks, hot water systems, airconditioners and associated ductwork, aerials, satellite receivers, and solar panels are not visible from the public realm.

State and Local Heritage Places Overlays

The spatial overlay maps 'capture' not only the State and local heritage places but also adjoining properties. Demolition control applies in the spatial overlay. It is not clear whether this capture now means that demolition control also applies to the buildings next door to any local heritage place, surely an unintended consequence.

The Guide to the Code state that:

Demolition controls will apply in the Historic Area Overlay, with any proposal to demolish a building/structure to be assessed using a single set of criteria including:

- the building's historic characteristics and the ability to reasonably, economically restore it
- the contribution the building makes to the historic character of the streetscape
- the structural integrity/condition and the ability to economically restore it.

The Draft Assessment Provisions that follow do not deliver on the stated intention of providing a consistent process for assessment of proposed demolition.

They do not provide a clear methodology to assess a building's historic characteristics, its contribution to the streetscape, its legible connection to the historic development of the area, its contribution to the discernable historic character, the determination of reasonable economic repair, and whether this assessment be made using independent expert advice.

Extent of Listing Tables

The existing Table Ro/4 lists of local heritage places contains essential information about the extent of the local heritage listing. It should be maintained in the PDI Code.

Local and State Places Assessment Provisions

There are no Deemed to Satisfy criteria. The replication of the text “DTS None are applicable” for each performance outcome is redundant and should be deleted.

DO 1 should be amended as follows:

Development maintains the heritage and cultural values, the setting and the fabric of the heritage place through conservation, continuous protective maintenance, preservation of the fabric, restoration, reconstruction or adaptive re-use.

The definition of the terms **conservation, maintenance, preservation, restoration, reconstruction and adaptive re-use** should be included in Part 8 Administrative Provisions / Definitions.

Ancillary Development

Add a performance objective for solar rooftop and A/C as follows:

PO 3.4 Ancillary development including rooftop solar panels, airconditioning compressors and trunking and satellite dishes is not visible, or is inobtrusive and does not intrude on views of the principal facades or from the public realm.

Conservation Works

Amend PO 7.1 as follows:

PO 7.1 Conservation works to the exterior of the place and interior parts or features of heritage value may include maintenance, preservation, restoration or reconstruction. Original materials should be matched using tradition work methods.

Procedural Matters for State Heritage Places

Class of Development Activity

(f) Delete the reference to solar panels visible from a street. State heritage places in rural settings are not in a traditional streetscape setting. All solar panels on a State heritage place should be referred for heritage advice

Amend to state:

(f) solar panels;

(h) Delete the reference to fencing visible from a street. State heritage places in rural settings are not in a traditional streetscape setting. All fencing for State heritage places should be referred for heritage advice.

Purpose of Referral

The purpose of referral for State Heritage Places should be amended to read:

To provide expert heritage advice to the applicant and expert assessment and direction to the relevant authority on the impact of development on the State Heritage Place.

Administrative Provisions

Terms relating to the heritage overlays should be added to Part 8 Administrative Provisions / Definitions as follows:

Conservation means all the processes of looking after a heritage *place* so as to retain its heritage values.

Maintenance means the continuous protective care of a heritage *place*, its fabric and its *setting*. Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

Preservation means maintaining the fabric and setting of a heritage *place* in its existing state and retarding deterioration.

Restoration means returning a heritage *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state. It is distinguished from *restoration* by the introduction of new material. Reconstruction is appropriate where a heritage place is incomplete through damage or alteration.

Adaptive reuse means changing a heritage *place* to suit the existing *use* or a proposed use provided the changes have minimal impact on its heritage values.

If you have any queries please do not hesitate to contact me on [REDACTED].

Yours sincerely,



Richard Woods

