

## HERITAGE ASSESSMENT



### **Nos. 14-16 Victoria Street, Kogarah**

May 2019

## Table of contents

<b>1.0</b>	<b>Introduction.....</b>	<b>3</b>
1.1	Context of the report .....	3
1.2	Background and heritage listing status .....	3
1.3	Methodology and objectives.....	4
1.4	Authorship & limitations.....	4
1.5	Site Identification .....	5
<b>2.0</b>	<b>Historical Overview .....</b>	<b>6</b>
2.1	Background development of the area .....	6
2.2	Construction of the buildings.....	8
2.3	Development of the buildings.....	9
2.4	The current context .....	12
<b>3.0</b>	<b>Description of the site.....</b>	<b>13</b>
3.1	The site context.....	13
3.2	Nos. 14 and 16 Victoria Street.....	19
3.3	Summary analysis.....	33
<b>4.0</b>	<b>Assessment of Significance.....</b>	<b>35</b>
4.1	Assessed significance.....	35
4.2	Comparative analysis.....	35
4.3	Evaluation criteria.....	40
4.4	Summary assessment.....	43
<b>5.0</b>	<b>Heritage management.....</b>	<b>44</b>
5.1	Council requirements and issues arising from the R4 zoning of the area .....	44
5.2	Owner's requirements.....	45
5.3	Conservation philosophy and best practice .....	45
<b>6.0</b>	<b>Conclusion and recommendations.....</b>	<b>47</b>

## 1.0 Introduction

### 1.1 Context of the report

This report has been prepared on behalf of the owners of Nos. 14 and 16 Victoria Street, Kogarah, to assess the cultural significance of the two existing dwellings at Nos. 14 and 16 Victoria Street Kogarah (the site) in light of R4 rezoning by Georges River Council and recent proposed developments in the area.

### 1.2 Background and heritage listing status

Nos. 14 and 16 Victoria Street Kogarah are located on the southern side of Victoria Street, west of the junction with Stanley Street and close to Kogarah Railway Station and Town Centre.

Victoria Street is a relatively wide dual carriageway with grassed verges, parking and street trees along both sides of the street. St George Girls' High School and a playing field and car park occupy the northern side of the street. The southern side of the street is currently characterised by one and two storey dwellings generally dating from the late 19<sup>th</sup> to late 20<sup>th</sup> centuries. The area has been recently rezoned and Development Applications for the redevelopment of sites in Victoria and Stanley Streets have been submitted to Georges River Council.

The subject buildings are two, two storey late Victorian style terraces with high parapets concealing the main skillion roof and open verandahs and balconies facing the street. The buildings are located relatively close to the street frontages which have timber picket fences.

Nos. 14 and 16 Victoria Street have not been listed on the State Heritage Register or classified by the National Trust of Australia (NSW). Nos. 14 and 16, "Beatrice" and "Lillyville", terraces and garden, however, have been listed as local heritage items under Schedule 5 of the Kogarah Local Environmental Plan (LEP) 2012 (I111). St Georges Girls' High School and the house and garden at No. 2 Victoria Street have also been listed as local items (I112 and I110 respectively).

In light of R4 rezoning of the area by Georges River Council and the submission of a number of Development Applications in the immediate context of the site, concerns have been raised regarding the potential impacts on the buildings. Particularly on the use and amenity but also the loss of the early subdivision and development pattern, character and low scale along the streetscape and impact on the historic and aesthetic context and significance of the buildings.

At a Council meeting held on the 18<sup>th</sup> December 2017 it was acknowledged that preliminary advice had been sought from Council's Heritage Advisor who advised the following:

*While 14-16 Victoria Street can still be considered to be relatively rare within the Georges River Council area, there are at least two other comparable examples which are listed in Schedule 5 of Kogarah LEP. Based on the above, 14-16 Victoria Street could potentially be removed from Schedule 5 if it can be demonstrated that future planning policies would probably diminish the setting of the place.*

The advice from the Heritage Advisor formed the following resolution of Council which was outlined in a letter from Council to the owners of No. 14 Victoria Street, dated 4<sup>th</sup> January 2018:

*That Council endorse a detailed review be undertaken (at the applicant/owners costs) with respect to consideration of the heritage listing of Nos 14-16 Victoria Street, Kogarah, and should it be identified that the properties do not have heritage value that a Planning Proposal be prepared (at the applicant's cost) to Kogarah LEP 2012 to remove the heritage listing from the properties.*

As noted in the letter, the owners of No. 14 Victoria Street also met with Georges River Council's Manager of Strategic Planning to discuss and determine the best course of action and possibility of delisting the items due to the anticipated redevelopment of the area.

In a letter dated 4<sup>th</sup> June 2018 to the owner of No. 16 Victoria Street in response concerns of relating to financial hardship, Georges River Council reiterated that both Nos. 14 and 16 Victoria Street could potentially be removed from Schedule 5 (heritage schedule) *"if it could be demonstrated that the future planning policies would probably diminish the setting of the place"*. Further, it was noted that:

*"...Council was aware that 11-13 storey developments have been proposed along Victoria St on both sides of the 14-16 Victoria St. It is noted that these proposal have the potential to diminish the setting of your property."*

A Development Application relating to Nos. 18-24A Victoria Street (DA2017/0597) remains undetermined, however, a DA relating to Nos. 2-24 Stanley Street (DA2018/0178) was approved by Council on the 9<sup>th</sup> April 2019. All of these houses have now been demolished.

### 1.3 Methodology and objectives

The report has been prepared in accordance with the guidelines for Heritage Assessments as outlined in the guideline documents contained in the NSW Heritage Manual administered by the NSW Office of Environment and Heritage.

The assessment is based on an inspection of the property and analysis of the context and area. The historical outline and comparative analysis is based on material sourced from the Kogarah Local Studies Library, NSW Land Registry Service and Land and Property Information, Sydney Water Archives, Trove also the property owners. Reference has also been made to the NSW Heritage Database and the following documents:

- *Statement of Environmental Effects, Demolition of existing structures and construction of a residential flat building over basement parking and associated landscape and drainage works 18-24A Victoria Street Kogarah North NSW 2217* by Planning Ingenuity (November 2017);
- *Statement of Heritage Impact Proposed Residential Flat Building Lots A & B DP 398263, Lots 70 & 71 Section B in DP 1397, Lot B in DP 383744, 18-24A Victoria Street, Kogarah*, by Mark Wasson; and
- *Resident submission against 18-24A Victoria Street Kogarah Development Application DA 2017/0597*, by Noeline Ross (January 2018).

The main objective of this report is to assess cultural significance of the sites and includes a comparative analysis of similar buildings in the area and review of the planned and current proposed works in the area and potential impacts on the assessed significance.

### 1.4 Authorship & limitations

This report has been prepared by Luisa Alessi of Perumal Murphy Alessi, Heritage Consultants.

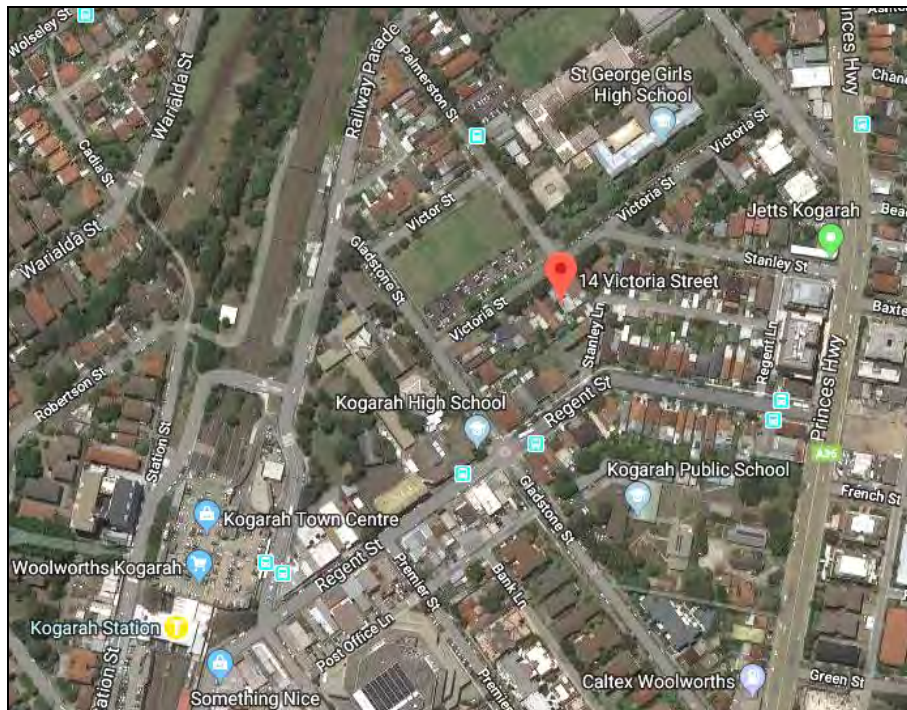
All contemporary photographs included in this report, unless otherwise stated, were taken in April 2018 and May 2019. The exterior and interior of both dwellings have been inspected.

The historical overview concentrates on the European history and aims to provide an understanding of the development of the site and buildings.

## 1.5 Site Identification

Nos. 14 and 16 Victoria Street are located on the southern side of Victoria Street in the block between Gladstone Street to the south west and Stanley Street to the north west. The site is also located to the north east of Kogarah Railway Station and Kogarah Town Centre.

The real property description is Lot 73 Section B DP 1397 (No. 14) and Lot 72 Section B DP 1397 (No. 16).



**Figure 1.1** Location plan.

(Source: Google Maps)



## 2.0 Historical Overview

### 2.1 Background development of the area

Prior to European settlement the Biddegall/Bidjigal/Bedegal people of the Eora Nation were the original inhabitants and custodians of all land and water in the Georges River region. The area was swampy and the name “Kogarah” was derived from the Aboriginal word for “a place of rushes”, “coggera” or “cogerah”. The present spelling was officially adopted when the Illawarra Railway line was opened in 1884. Kogarah Council was incorporated in the following year in 1885.<sup>1</sup>

The earliest Europeans to occupy the area were timber-getters. Land grants occurred from 1808 and as the forests were cleared, market gardens and orchards were established. Development was slow, some early subdivisions of the large grants occurred in the 1840s, however, it was the opening of the railway that provided a catalyst for development and opened up the area to residential subdivision and development.<sup>2</sup>

The site is part of 1200 acres (Portion 142 of the Parish) originally granted to James Chandler in October 1931.<sup>3</sup> Chandler had been granted land in 1822 and overall acquired most of what is now Rockdale and Kogarah. He named his estate “Bexley” after his birthplace in Kent, England. However, Chandler did not retain ownership for long and in 1836 sold the estate to Charles Thompson and several farms were established on subdivided portions from this time.<sup>4</sup>

The subdivision of the Bexley Estate continued into the 1870s when acreage blocks of 1 to 2 acres were offered for sale. Large areas, however, remained vacant and in 1884 over 115 acres were consolidated by the Enterprise Land and Building Company Limited. The Company subdivided and created the Kogarah Township Estate in the same year (1884) and advertised the auction sale of the allotments on the ground on Saturday 25 October 1884 (**Figure 2.1**).<sup>5</sup>

The Kogarah Township Estate subdivision was generally bounded by Gray and Emma Streets, Rocky Point and Harrow Roads, Warialda Street and Railway Parade and comprised of Sections A through to H which also addressed a number of cross streets, including Victoria Street.<sup>6</sup> Kogarah Public School and a Church site addressing Rocky Point Road are also located in the subdivision.<sup>7</sup>

In 1886 a large proportion of the lots were transferred from the Enterprise Land and Building Company Limited to the Australian Mutual Investment and Building Company Limited who continued to sell the allotments from this time.<sup>8</sup>

The subject sites were officially transferred on the 4<sup>th</sup> April 1892. The sites, Lot 72 (No. 16) and Lot 73 (No. 14) of Section B of the subdivision each with 20 feet frontage to Victoria Street (**Figure 2.2**) were transferred to Priscilla Rhodes, wife of Robert Rhodes, a bricklayer of Kogarah.<sup>9</sup> Rhodes took out a mortgage on the site in the following year,<sup>10</sup> however, appears to have constructed the two dwellings, Nos. 14 and 16 Victoria Street sometime prior.

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<sup>1</sup> Georges River Council website.

<sup>2</sup> Rockdale City Council website.

<sup>3</sup> Land and Property Information, Certificate of Title, Volume 1713 Folio 132.

<sup>4</sup> Rockdale City Council website.

<sup>5</sup> Land and Property Information, DP 115, DP 1397 & Certificate of Title, Volume 712 Folio 247 & Kogarah Local Studies Library Kogarah Township plan..

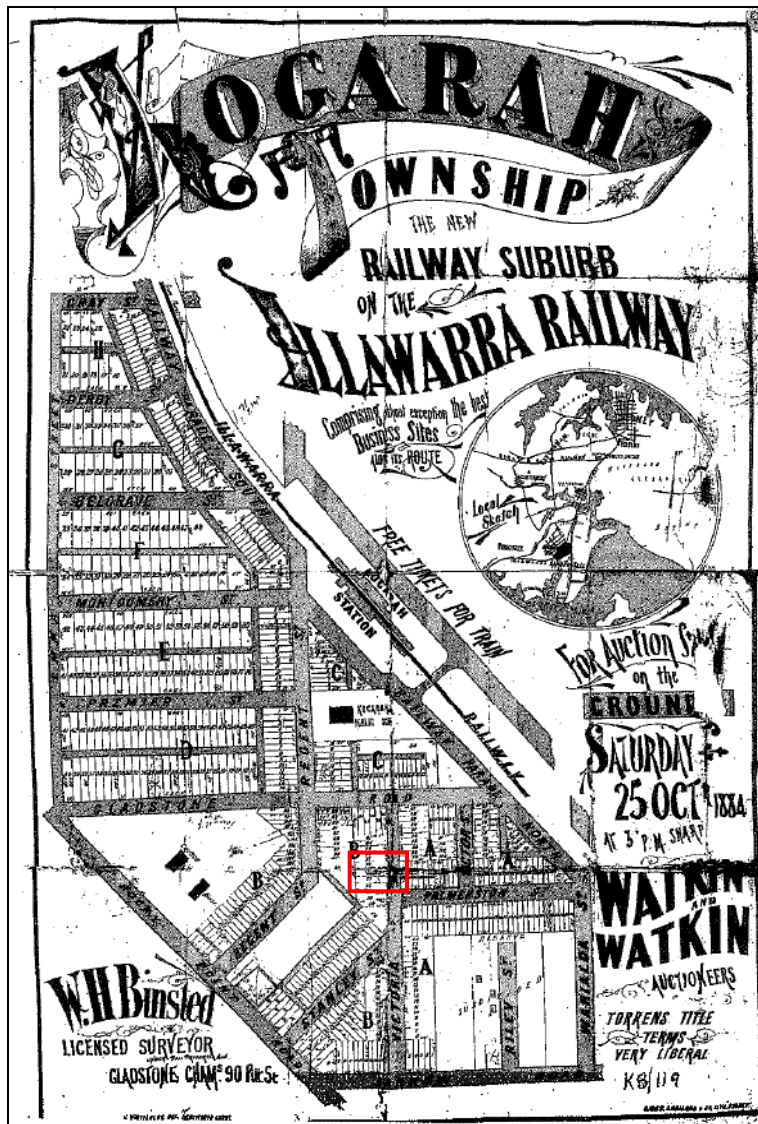
<sup>6</sup> Land and Property Information, DP 1397.

<sup>7</sup> Land and Property Information, DP 1397.

<sup>8</sup> Land and Property Information, Certificate of Title, Volume 792 Folio 119.

<sup>9</sup> Land and Property Information, Certificate of Title, Volume 1032 Folio 80 & Volume 1056 Folio 172.

<sup>10</sup> Land and Property Information, Certificate of Title, Volume 1056 Folio 172.



**Figure 2.1** Part of the 1884 Kogarah Township subdivision.

(Source: Land and Property Information, DP 1397)



**Figure 2.2** the subject sites are Lots 72 and 73 of Section B.

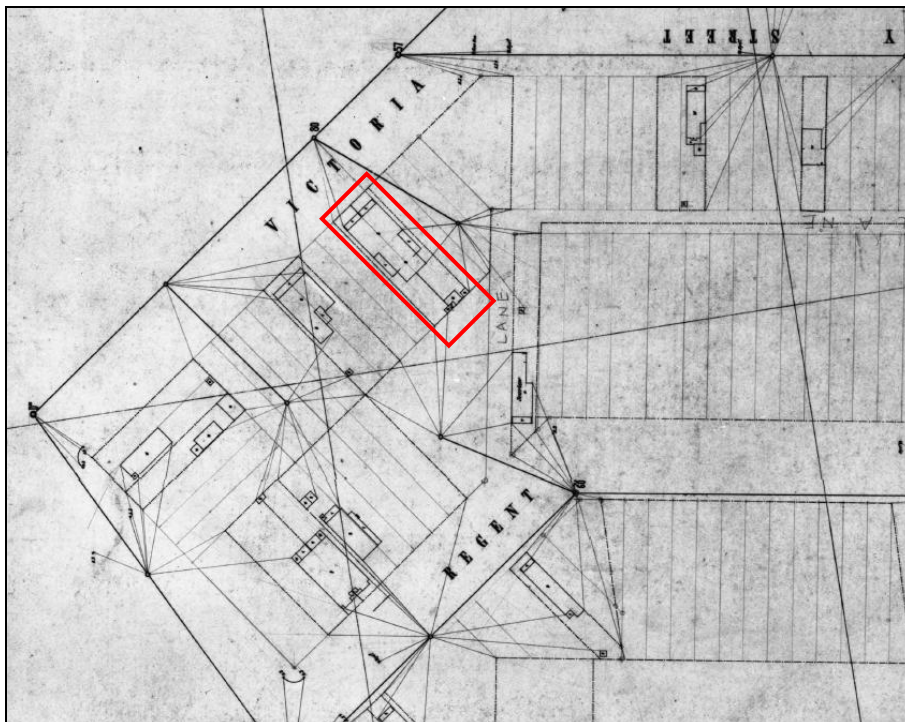
(Source: Land and Property Information, DP 1397)

## 2.2 Construction of the buildings

Kogarah rates books note Robert Rhodes as the owner of Lots 72 and 73 of Section B in 1886. At this time both lots are noted as “Land”. It would appear that he constructed both dwellings on the two lots around this time (c. 1886-1887). The following, 1887-88 assessment records “House” on both lots with the note “unoccupied”. This is more or less confirmed by the *Sands Directory* which lists occupants. Robert Rhodes, contractor, is first listed in the *Sands* in Victoria Street in 1889 and in 1890 is the only occupant listed on the eastern (alternatively noted as the southern) side of the street. In 1892, the year the two lots were officially transferred, he is one of three listings in the street.

A Sydney Water plan based on a survey which was undertaken in 1900 (**Figures 2.3-2.4**) confirms that the two dwellings were constructed on the two lots by this time. The footprint of the two attached buildings over the two lots is clear. The houses are annotated as being constructed in brick and are mirrored about the shared boundary with main and rear wings setback from the two side boundaries. The buildings are also setback from the Victoria Street frontage. Open front verandahs are indicated. Rear (side) verandahs are also indicated at the junction of the front and rear wings of both dwellings. Brick and lightweight outbuildings and sheds are also shown on the rear boundary and particularly on the site of No. 16. The plan also indicates that another house had also been constructed in the block over two allotments by this time. The 1900 and 1901 *Sands* listings confirms that three occupants lived on the southern side of this section of street; William T Gray, George Spence and Robert Rhodes. The latter two are assumed to have occupied Nos. 14 and 16 respectively.

In 1901 both properties were transferred to Matilda Cashmore, a widow of Surry Hills. Spence and Rhodes continue to be listed in the *Sands* until 1904 when Jesse Payne and Joseph Gough appear to take their place. Ownership of the two properties was officially transferred in July 1906. Lot 73 Section B (No. 14) was transferred to Beatrice Julia Payne, wife of Jesse Payne and Lot 72 Section B (No. 16) was transferred to Lilly Gough, wife of Joseph Gough.<sup>11</sup> It would appear that the name of both dwellings, “Beatrice” and “Lillyville” were derived from these two early owner/ occupants.

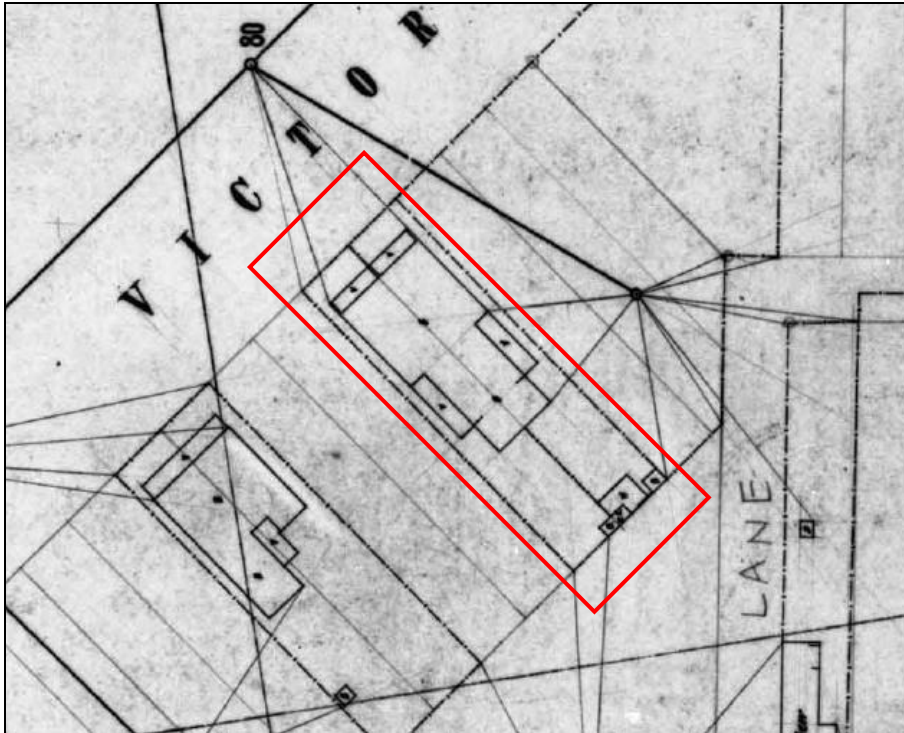


**Figure 2.3** Sydney Water Plan prepared from a survey undertaken in 1900.

(Source: Sydney Water Archives, PWDS1544 – S1616)

<sup>11</sup> Land and Property Information, Certificate of Title, Volume 1056 Folio 172.



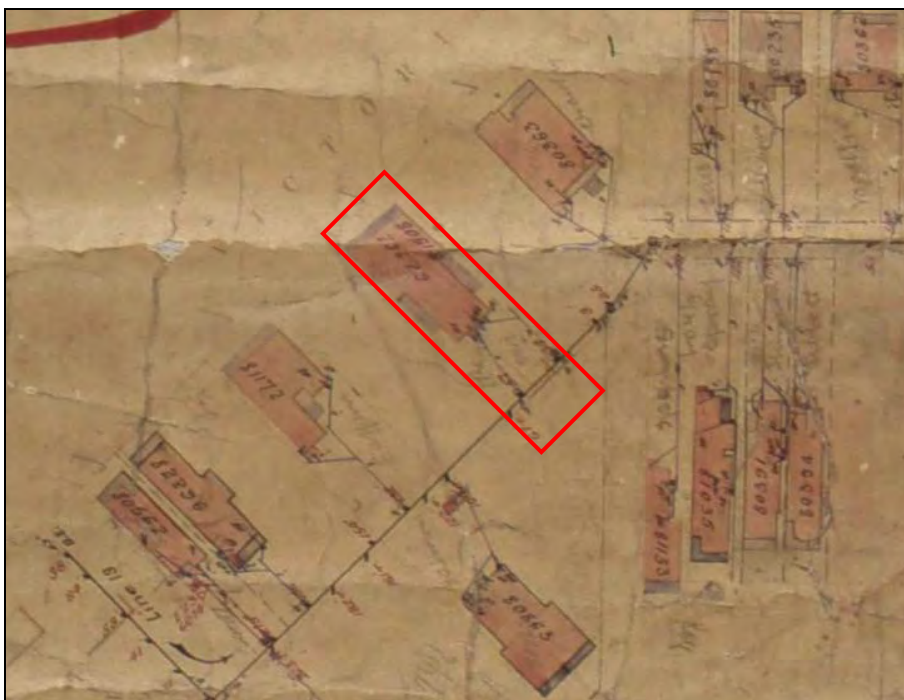


**Figure 2.4** Detail of the c. 1900 Sydney Water plan.

(Source: Sydney Water Archives, PWDS 1544 – S916)

## 2.3 Development of the buildings

Undated Sydney Water plans prepared over the early 1900 plan show some changes and development of this section of Victoria Street and some minor changes to the Nos. 14 and 16. A plan assumed to date from the c. 1920-1930s (**Figure 2.5**) indicates some changes to the rear of Nos. 14 and 16. The building retains the same footprint and verandahs, however, the rear outbuildings appear to have been removed and service lines extended to the rear of the dwellings. Small structures (or annex, assume WC) has also been added to the rear of both. The plan also shows that a number of the neighbouring sites remained vacant.



**Figure 2.5** Subsequent Sydney Water plan.

(Source: Sydney Water Archives, Blackwattle 1960(1))

An aerial photograph dated 1943 (**Figure 2.6**) shows what is assumed to be the original roof form and additions and rear outbuildings and sheds. A skillion roof, extending from the central party wall is clear over the main, two storey wing of the building with similar skillion roof form over the rear wings. The additions to the rear wings are also evident. The rear of No. 16 appears to have been enlarged by this time. The aerial also shows that most of the sites along this section of the street had been developed by this time and that a number of street trees also lined Victoria Street. Two vacant sites, however, remained to the rear of subject site and on the corner of Victoria and Stanley Streets.

What are assumed to be subsequent overlays of the early Sydney Water plan (**Figures 2.7 and 2.8**) shows no further changes to the subject buildings, however, indicate changes to the surrounding sites including development and redevelopment (assume late 20<sup>th</sup> century) of the corner site.

Land titles indicate that the Gough family retained ownership of No. 16 until 1979 when the property was transferred.<sup>12</sup> Ownership of No. 14 was transferred in 1946, 1983, 1987 and has since been transferred to the current owners.<sup>13</sup> The Kogarah rates books from the 1930s and 1940s and 1965 confirm the change of ownership and also indicate that the buildings were initially Nos. 26 and 28 Victoria Street and the current numbering was in place by 1965.

Council archives have no record of any applications or works to No. 16. In 1996, a Development Application was submitted by the owners of No. 14 for the addition of an in-ground swimming pool which was approved by Council in April 1996. It would appear that landscaping and rear deck were also added from this time.<sup>14</sup>



**Figure 2.6** 1943 aerial showing the roof form of the buildings and confirming some changes to the rear.

(Source: SIX Maps)

<sup>12</sup> Land and Property Information, Certificate of Title, Volume 1713 Folio 131.

<sup>13</sup> Land and Property Information, Certificate of Title, Volume 1713 Folio 132.

<sup>14</sup> Georges River Council, BA 124/96.





**Figure 2.7** Subsequent Sydney Water plan showing the ongoing development of the area.

(Source: Sydney Water Archives, Blackwattle 1960(2))



**Figure 2.8** Subsequent Sydney Water plan indicating redevelopment of the corner site.

(Source: Sydney Water Archives, Blackwattle 1960(1))

A recent aerial (**Figure 2.9**) and inspection of the site confirms that the pool has been added and some other internal modifications and extension of the rear (side) verandah have also been undertaken at the rear of No. 14. Some additions and changes to the rear of of No. 16 are also clear. The rear wing has been extended out toward the side, north eastern boundary and rear annex also appears to have been altered or enlarges. The site also retains a rear shed.

The recent aerial also confirms a number of changes in the area including the removal of dwellings on the opposite side of the street to form a playing field and School car parking area. Also the irregular triangular shaped site at the rear of the subject sites also appears to have been developed. Street and garden trees have also matured.



**Figure 2.9** Recent aerial

(Source: SIX Maps)

## 2.4 The current context

Dwellings to the immediate north east of Nos. 14 and 16 Victoria Street are the subject of a current Development Application submitted to Georges River Council proposing the demolition of the Nos. 18-24A and construction of a twelve storey, 76 unit residential flat building over three levels of basement car parking with landscaping and drainage works on the consolidated sites. A three level podium has been proposed in an attempt to align with the height and siting of the listed items.

This follows other proposed developments in the local area. An application has been submitted to Council for the demolition of five dwellings at Nos. 2-10 Stanley Street and the construction of a ten storey building with 87 apartments. Around the corner from the site, Nos. 14-24 Stanley Street are also proposed to be replaced by another multi-storey residential complex with 100 apartments. Other sites in Regent Street are also currently under consideration.<sup>15</sup>

<sup>15</sup> St George & Sutherland Shire Leader (*The Leader*), "New Neighbours for school", by Jim Gainsford, 16 December, 2017.  
Perumal Murphy Alessi, Heritage Consultants • PM-18005



## 3.0 Description of the site

### 3.1 The site context

The site is located on the southern side of Victoria Street in the block between Gladstone Road and Stanley Street. Victoria Street is a relatively wide dual carriageway with grassed verges, parking and mature street trees and plantings along the street.

The built context in this section of the street is currently characterised by a mix of one and two storey, low scale dwellings predominantly dating from the early 20<sup>th</sup> century. Most of the dwellings have undergone some modifications, alterations and additions, particular at the rear, however, the buildings and sites retain a strong sense of the early subdivision pattern and narrow frontage with some lot amalgamations also evident. The dwellings face an open, sealed car parking area and School playing field. Kogarah High School is located to the south west along Gladstone Street are also located to the south west and the St George Girls' High School occupies a large site along the north eastern side of Victoria Street. A construction site extending along the southern side of Stanley Street, to the north east of the site, and both existing and other construction sites for residential flat buildings in Regent Street and along the Princes Highway now also form the backdrop to these buildings.

To the immediate west of the site, No. 12 is a long narrow, face brick Inter-war style single storey dwelling with hipped roof clad in terracotta tiles. The building has an infilled front verandah and is sited relatively close to the street frontage which has a low, timber picket fence. No. 10 is a similar, narrow and long face brick Inter-war style dwelling also with infilled front verandah with hipped roof and gabled main roof with simple timber details to the street facing gable end. The building is also sited relatively close to the street frontage which also has a low timber picket fence and hedge.

In contrast, No. 8 is a single storey painted brick with rendered corner quoins late Victorian style, double fronted cottage with hipped main roof clad in terracotta tiles. The building, which is evident on the c. 1900 Sydney Water plan (**Figure 2.3**) has been constructed over two of the original allotments and has a wide open front verandah with bullnosed corrugated steel roof supported on iron posts extending across the front of the building. The building is also sited relatively close to the street frontage which has some modern steel palisade fencing and plantings.

Further west, No. 6 is also a narrow fronted, single storey face brick Inter-war dwelling with infilled verandah with main hipped roof clad in tiles. The building is setback from the street frontage which has a low modern iron fence. A flat roofed carport and hardstand have been added to the front setback. No. 4 is a single storey face and common brick Federation period dwelling with prominent street facing gable with timber and roughcast details to the gable end. The building also has an open verandah with square bay and skillion roof and is sited close to the street frontage which has a modern steel palisade fence. The building also occupies a wider site and a driveway and flat roofed carport are located along the north western boundary.

No. 2 Victoria Street is one and two storey Federation timber weatherboard dwelling with steep pitched gabled and hipped roof sections clad in corrugated steel. The building is also sited relatively close to the street frontage which has a low timber and mesh fence with garden beds located between. The building, which has been listed as a local heritage item, has undergone some modifications, including additions to the rear, however, retains its narrow frontage and open front verandah and street facing gable and Federation period timber details.

The building in turn is neighboured by a high fence and garage at the rear of a, a single storey face brick and modified Federation period dwelling on the southern corner of Gladstone and Victoria Street (No. 16 Gladstone Street).

To the east of Nos. 14 and 16, Nos. 18 and 20 Victoria Street are a pair of painted and face brick narrow, single storey detached Inter-war period dwellings with front projecting bays and gabled roofs clad in terracotta tiles.

No. 22 is a double frontage, face brick Interwar period dwelling with gabled and hipped main roof clad in terracotta tiles. The building is neighboured by a late 20<sup>th</sup> century two storey, face brick duplex also with pitched roof clad in tiles (nos. 24 and 24A). Nos. 18-24A are the subject of Development Application proposing the demolition of these dwellings and construction of a new residential flat building with basement car park on the combined sites which is currently being considered by Council.



**Figure 3.1** Victoria Street is a relatively wide dual carriageway with grassed verges, car parking and street trees and plantings along both sides of the street.



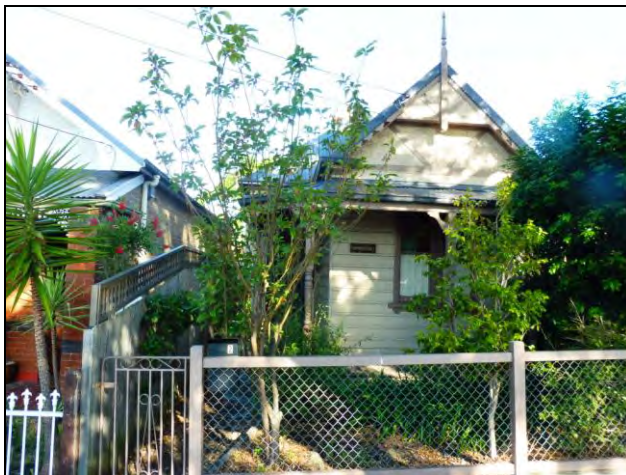
**Figure 3.2** Kogarah High School buildings are located opposite the south western end of the street.



**Figure 3.3** No. 16 Gladstone Street on the southern corner of Gladstone and Victoria Streets.



**Figure 3.4** Nos. 2 and 4 Victoria Streets.



**Figure 3.5** No. 2 is a single storey timber weatherboard Federation period dwelling that has been listed as an item.



**Figure 3.6** No. 4 Victoria Street.



**Figure 3.7** No. 6 Victoria Street.





**Figure 3.8** No. 8 Victoria Street which has been constructed over two of the original allotments.



**Figure 3.9** Nos. 10 and 12 Victoria Street are also narrow, single storey Inter-war period dwellings.



**Figure 3.10** Nos. 18 and 20 Victoria Street are also two narrow, single storey Inter-war dwellings. Nos. 18-24A are part of a current DA which proposes to demolish the buildings and construct a new multi-storey residential flat building with basement on the consolidated sites.



**Figure 3.11** No. 22 Victoria Street.





**Figure 3.12** Nos. 24 and 24A Victoria Street.



**Figure 3.13** A School car park and playing field are located opposite the dwellings in this section of Victoria Street.



**Figure 3.14** The St George Girls' High School occupies a large site along the north eastern side of Victoria Street. The site has also been listed as a local heritage item.



**Figure 3.15** View looking back along Victoria Street front the junction with Stanley Street.



**Figure 3.16** View looking along Stanley Street from the junction with Victoria Street. Note the larger scale residential buildings which are indicative of the the proposed developments in the immediate area.



**Figure 3.17** Nos. 2-24 Stanley Street, to the north east of the site, have now been demolished to make way for a multi-storey residential flat building.



**Figure 3.18** Nos. 2-24 Stanley Street from Stanley Lane and existing context and backdrop.



**Figure 3.19** The rear of No. 14-16 and neighbouring dwellings along Victoria Street from Stanley Lane and adjacent to the site of the approved new development in Stanley Street.





**Figure 3.20** Existing residential flat building (Nos. 54-56 Regent Street) located to the south of the site.

### 3.2 Nos. 14 and 16 Victoria Street

Nos. 14 and 16 Victoria Street are a pair of two storey late Victorian style painted brick terraces with projecting end and central party walls with rendered details and high parapets wall and chimneys which conceal the main roof. The front, flat parapet has recessed panels and a profiled, rendered cornice. The parapeted end walls/ facades of both terraces are stepped and are topped by two chimneys each with corbelled brick capping and pots. The end and central party walls have blind arches and frame open verandahs and timber balconies which have cast iron lace valances and balustrade and skillion roof clad in corrugated steel. The verandahs have painted concrete slab floors. The front facades also have timber framed, arched headed double hung windows with rendered sills and details and timber and glass panelled doors with toplights on the ground floor and a single wide opening with timber framed French doors with side and toplights on the first floor.

No. 14 retains rendered label mouldings and twisted column mullions to the ground floor openings, however, the first floor cast iron lace valance has been removed. The labels moulds and twisted column detail to the ground floor openings of No. 16 have been removed, however, the verandah and balcony retain all cast iron lace details.

The buildings are setback from the street frontages which have timber picket fences that enclose a small front garden area with low shrubs and plantings. A simple path with concrete edging extends from the street frontage along the shared boundary to the front verandah and building entry.



**Figure 3.21** Nos. 14 and 16 Victoria Street.

The main wing has a skillion roof clad in steel. Single storey wings also with skillion roof clad in metal sheeting extend from the rear of the main wing of the building. The rear of No. 16 has been extended to the northern side boundary. A path extends along the northern side of the dwelling to a single door accessing the side addition. A wall with high gate extends from the southern facade of No. 14 which retains the front setback from the southern side boundary.

Internally both Nos. 14 and 16 have timber floors, rendered walls and high decorative plaster and plasterboard ceilings. The front, main rooms retain profiled plaster cornices and ceiling roses also timber joinery and fireplace surrounds. The halls retain plaster arch and decorative bracket details. The interior retains typical layout with two rooms on the ground and first floor of the main wing with service areas generally located in the single storey, rear wing. The rear wings of both have been typically modified with covered verandahs added to the rear wings of both dwellings. A timber stair extends from the main corridor of both dwellings and extends up the central cross wall to a landing between the two first floor bedrooms which also retain early details and finishes. The front bedrooms access the balcony facing Victoria Street.



**Figure 3.22** Nos. 14 and 16 are a pair of Victorian style dwellings with two storey parapeted main wing and projecting end and central party walls which retain original details and frame open verandah and balconies.



**Figure 3.23** The buildings are setback from the street frontages which have timber picket fences. The front main wings are also setback from the side boundaries. Single storey wings extend from the rear of the main two storey wing. The wing at the rear of No. 16 has been extended out to the northern site boundary.





**Figure 3.24** No. 14 (at left) is also setback from the side boundary.



**Figure 3.25** The front façades retain their early form details including the high parapet, projecting central party and end walls and associated details, also open front verandahs and balconies, pattern of openings with timber framed windows and doors and most of cast iron lace elements.



**Figure 3.26** No. 14 Victoria Street.







**Figure 3.27** Detail of the front façade details of No. 16 which retains the overall form and details, however, the rendered mouldings have been removed from the ground floor façade and a small window has also been added to the blind arch of the the northern end wall on the first floor.



**Figure 3.28** Detail of the front façade of No. 14 which retains rendered mouldings on the ground floor façade, however, the first floor cast iron valance is missing.

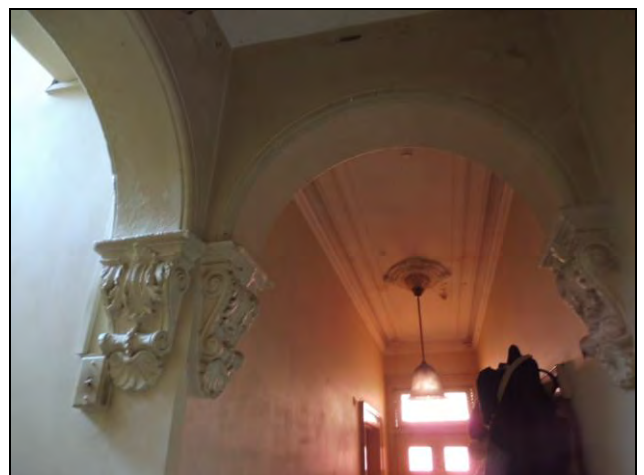


**No. 14 Victoria Street – interior and rear**

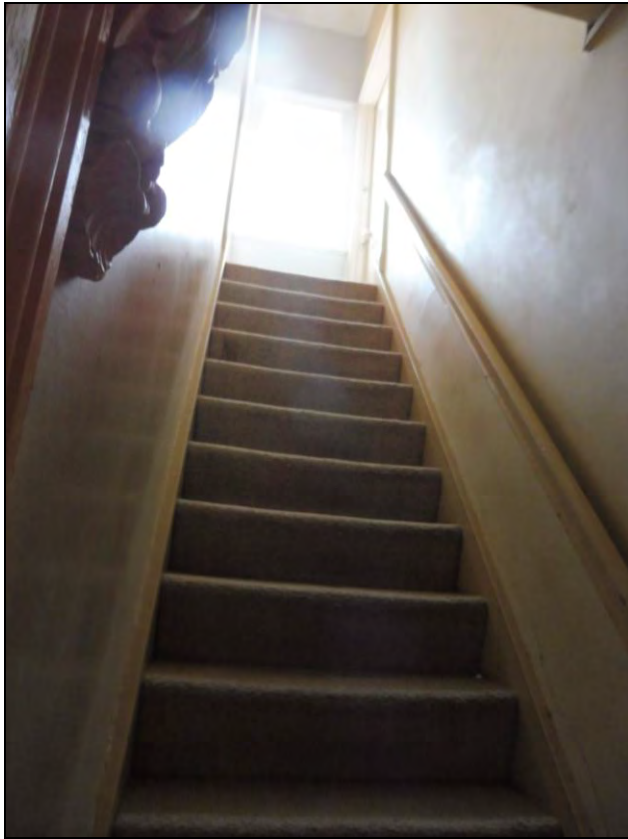
**Figure 3.29** The interior of No. 14 retains typical layout with two rooms on the ground and first floor accessed by a side corridor running along the central party wall.



**Figure 3.30** The hallway has a high ceiling with decorative plaster cornice and ceiling rose and arch with decorative plaster brackets.







**Figure 3.31** A stair extends from the side hall up the central cross walls between the two ground and first floor rooms.



**Figure 3.32** The ground floor living room which retains fireplace, high decorative plaster ceiling and timber joinery.





**Figure 3.33** A single door accesses the single storey rear wing which has lower plaster and plasterboard ceiling. The rear wing also retains a fireplace, however, has generally been modified.



**Figure 3.34** The rear wing has services areas which have typically been modified.





**Figure 3.35** A timber deck and lightweight roof have been added to the rear setback of No. 14. The openings have also been modified with new timber framed windows and doors added.



**Figure 3.36** The deck and lightweight infill added to the rear setback.





**Figure 3.37** The single storey rear wing is also constructed of painted brick. The chimney and small addition remain, however, the openings and roof have been modified.



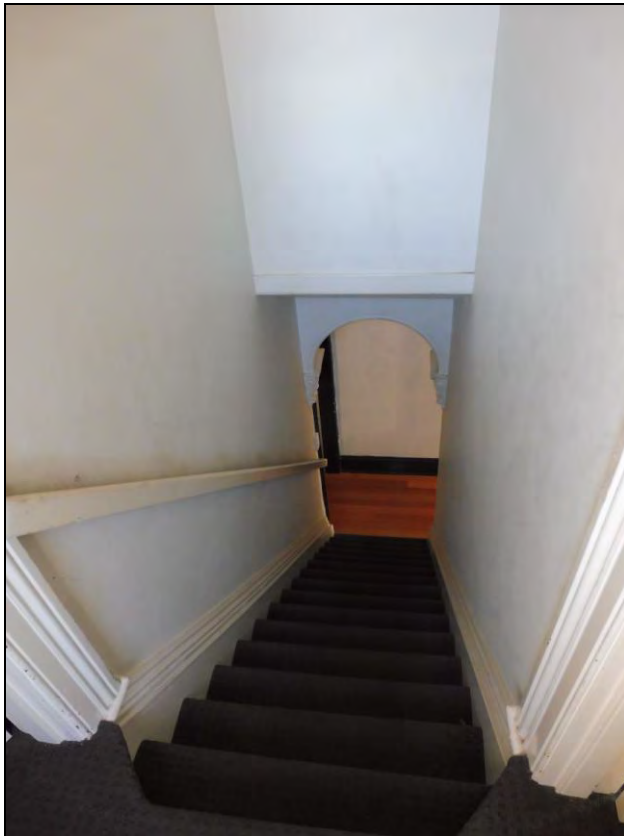
**Figure 3.38** An in-ground swimming pool, fence, landscaping and plantings have been added to the rear yard of No. 14.





**No. 16 Victoria Street – interior and rear**

**Figure 3.39** The interior of No. 16 also retains typical layout with two rooms on the ground and first floor accessed by a side corridor running along the central party wall. The hallway also has a high ceiling with decorative plaster cornice and ceiling rose and arch with decorative plaster brackets and new timber flooring.



**Figure 3.40** A narrow and steep stair also extends perpendicular to the ground floor hall to access the two rooms on the first floor.



**Figure 3.41** The front bedroom retains a fireplace and early timber joinery and high plaster ceiling.



**Figure 3.42** The front bedroom also retains French doors which access the balcony facing Victoria Street.



**Figure 3.43** The rear first floor bedroom.



**Figure 3.44** The ground floor hall also has blind arches on the central party wall and leads into the main living room.



**Figure 3.45** The main living room ceiling and floor have been renewed, however, retains the fireplace and early timber joinery.







**Figure 3.46** A large opening has been made to access the rear wing.



**Figure 3.47** The rear wing has generally been modified and has a modern kitchen, bathroom and laundry.



**Figure 3.48** The bathroom which has been typically modified.



**Figure 3.49** The rear setback has also been infilled with roof added over the timber deck.



**Figure 3.50** The rear of the building. A timber deck and roof have been added, however, the early brick annex remains.



**Figure 3.51** The rear yard and shed constructed on the rear boundary.

### 3.3 Summary analysis

The site is part of the Kogarah Township Estate subdivision of 1884 that provided narrow, residential sized allotments in close proximity to a commercial centre located about the newly opened Kogarah Railway Station.

The land was acquired by two land investment companies who appear to have sold the lots over the next 10-20 years.

Kogarah Rates Books indicate that Nos. 14 and 16 Victoria Street were constructed in c. 1886-87 by a local bricklayer, Robert Rhodes. The lots along this section of the street each had a relatively narrow, 20 feet frontage which may be why Rhodes chose to build the attached dwellings which were popular in the wider context during this period.

By 1900 the buildings were two of three dwellings that occupied the section of the street between Gladstone and Stanley Streets. A house, now No. 8 Victoria Street appears to have been constructed over two of the subdivision allotments in c. 1890.

Rhodes appears to have constructed No. 14 as a speculative development and occupied No. 16 up until 1904, before they were both sold separately. Both dwellings have been owned and occupied by various owners and tenants since that time.

The Sydney Water plan prepared from a survey undertaken in 1900 shows the two attached brick dwellings constructed to a central party wall extending along the shared boundary. The front, main wing and rear wings of each building are clear and setback from the side boundaries. The buildings are sited relatively close to the street frontage with verandahs facing the street. A verandah is also indicated at the junction of two wings of the buildings. Outbuildings and sheds were shown along the rear site boundary.

Subsequent Sydney Water plans show some minor changes to the subject buildings including the extension of the service lines from the rear boundaries to small (assumed bathroom/ WC) annex additions at the end of the rear wings of the buildings. Although undated, the series of plans also show the staged development of the area and indicate the later preference to build single detached dwellings on the narrow sites.

The 1943 aerial photograph confirms the building form and shows the skillion roofs over the main two storey wing and rear single storey wing. The roofs over the main wings fall from the central party wall to the side parapeted walls which are each topped by two chimneys. The aerial shows that by this time some changes and additions had been constructed to the rear of the subject buildings, particularly No. 16. The larger rear wing is evident and larger outbuildings were located along the rear boundary of both properties. The aerial also confirms that most of the immediate context had been developed with the exception of two irregularly shaped sites.

Inspection of the properties confirm that minor changes have been undertaken to the front of the dwellings. The front fencing has been typically modified with the front "garden" setback. However, the path and open front verandahs remain. No. 14 retains original decorative details, however, one cast iron lace valance is missing from the front façade. The decorative mouldings over the ground floor openings on the front façade of No. 16 have been removed and other minor modifications have been undertaken, however, the lace details remain.

Some typical internal modifications have been undertaken to both Nos. 14 and 16, mainly to the rear wings and include replacement of the timber floor and provision of contemporary service areas. The timber floor in No. 16 and some early ceilings have been renewed in the front wing. New windows and doors have also been added to the rear wing and an in-ground pool and deck and lightweight infill were also added to the rear of No. 14 in the late 1990s early 2000s.



The rear setback of No. 16 has also been infilled and extended out to incorporate the brick annex at the rear.

The buildings appear in sound and good condition and retain the painted brick walls and rendered details on the front façade also high parapets and metal roof claddings and chimneys. No major works or repairs have been recently undertaken due to the uncertainty and anticipated changes in the area due to the R4 rezoning.

It is clear that the area has traditionally responded to change and developments in the local and wider area. The original 1884 subdivision was in response to the establishment of the Illawarra railway line and land sales corresponded with the opening of the Kogarah Railway Station. Since that time the area has continued to grow and develop. Victoria Street was developed from the late 19<sup>th</sup> and over the early decades of the 20<sup>th</sup> century. The nearby Schools were also established and have continued to grow. Some demolition and redevelopment in the late 20<sup>th</sup> century has also occurred.

The rezoning of the area has also brought about some change in the area.

Dwellings to the immediate north east of Nos. 14 and 16 Victoria Street have been sold and are the subject of a current Development Application submitted to Georges River Council proposing the demolition of the Nos. 18-24A and construction of a twelve storey residential flat building over three levels of basement car parking with landscaping and drainage works on the consolidated sites.

A Development Application for the redevelopment of Nos. 2-24 Stanley Street has been approved and all of the dwellings have now been demolished and will be replaced by a multi-storey residential development.

## 4.0 Assessment of Significance

### 4.1 Assessed significance

Nos. 14 and 16 Victoria Street, “Beatrice” and “Lillyville”, terraces and garden have been listed as local heritage items under Schedule 5 of the Kogarah Local Environmental Plan (LEP) 2012 (I111).

The Statement of Significance for, *Terrace and Garden, Beatrice and Lillyville*<sup>16</sup> is as follows:

*Relatively rare within the Kogarah LGA, 14-16 Victoria Street is a pair of two-storey late Victorian period terraces which are representative of the Victorian Italianate style. Integrity has been somewhat compromised by unsympathetic alterations (particularly No. 16) but they are still able to be conserved. These terraces make a positive contribution to the streetscape and provide evidence of the development of the Kogarah Township Estate and the historic building stock of Kogarah.*

The listing notes that despite some changes to the buildings they make a positive contribution to the streetscape and area.

Under the assessment criteria it is also noted that together with contemporary dwellings in the locality, the buildings provide evidence of the evolution of the residential development in Kogarah Township Estate from the late 19<sup>th</sup> century.

Whilst the buildings were noted for their Victorian Italianate stylistic qualities that were noted as being rare in the area, they were also noted at being “*representative examples of substantially intact late 19<sup>th</sup> century terraces displaying fine Victorian Italianate stylistic qualities*”.<sup>17</sup>

The recommended management only refers to the reinstatement of elements on the front façade of No. 16 (which appears to have been undertaken) and fencing.

### 4.2 Comparative analysis

A review of the Kogarah, now part of the Georges River Council area indicates that there are other “*relatively rare representative examples of the late 19<sup>th</sup> century storey terrace houses displaying quality Victorian Italianate stylistic influence*” in the area that have also been listed as items.

Nos. 22-28 Montgomery Street, Kogarah, the “Leah Buildings” are an intact group of two storey Victorian residences constructed in c. 1888 (**Figures 4.1 - 4.2**).<sup>18</sup> The buildings are recognised as an ornate, Victorian Italianate row, however, also feature high parapets and cast iron details facing the street. No. 28 differs from the group and has a parapeted main roof with open front verandah and balcony and similar details and form as the Victoria Street terraces.

A group of four Victorian terraces are also located at Nos. 2-8 Premier Street, Kogarah (**Figures 4.3 - 4.4**). Constructed in c. 1889<sup>19</sup> the buildings have a gabled main roof form, however, similarly have projecting party walls with rendered details, rendered mouldings on the front façade, arched and regular shaped openings and open verandahs and balconies with cast iron lace details visible and located close to the street frontage.

<sup>16</sup> NSW Heritage Inventory, Database No. 18700128.

<sup>17</sup> NSW Heritage Inventory, Database No. 18700128.

<sup>18</sup> NSW Heritage Inventory, Database No. 1870590.

<sup>19</sup> NSW Heritage Inventory, Database No. 1870094.

Nos. 6-8 Victor Street, Kogarah, (Lindhurst Gallery, **Figure 4.5**)<sup>20</sup> are a pair of Victorian Italianate, two storey terraces with shared hipped roof clad in terracotta tiles. The buildings have similar rendered and cast iron details on the front façade, however, are wider examples with open wrap-around, kinked verandahs and balconies facing the street.

Other listed terrace groups in Kogarah, such Nos. 4-14 Gray Street and “Burn Brae” at Nos. 12-18 Premier Street were constructed later and the Premier Street group are single storey. “Te Komaraki” and “Thelma”, Nos. 72- 74 English Street, Kogarah, are single storey Victorian Gothic terraces.



**Figure 4.1** Nos. 22-28 Montgomery Street, Kogarah.

(Source: NSW Heritage Inventory, Database No. 1870590)



**Figure 4.2** No. 28 Montgomery Street, Kogarah

(Source: NSW Heritage Inventory, Database No. 1870590)



**Figure 4.3** Nos. 2-8 Premier Street, Kogarah

(Source: NSW Heritage Inventory, Database No. 1870094)

<sup>20</sup> NSW Heritage Inventory, Database No. 1870637.





**Figure 4.4** No. 6 Premier Street, Kogarah

(Source: Ms Noeline Ross)



**Figure 4.5** Nos. 6-8 Victor Street, Kogarah.

(Source: NSW Heritage Inventory, Database No. 1870637)

There are also a number of listed, one and two storey Victorian Italianate detached dwellings including: House and garden, “Stamner” at No. 10 Premier Street; House and garden, “The Laurels” at No. 45 English Street; House and garden at No. 53 English Street; House and garden, “Abestay” at No. 11 Bellevue Street; House and garden at No. 17 Ocean Street also No. 23 Ocean Street; and the House and garden at No. 4 Queens Avenue, Kogarah.

Nos. 15-17 Bowns Road, Kogarah (**Figures 4.6 - 4.7**), are another pair of two storey Victorian Italianate terraces. The pair have not been listed as items, are slightly wider and have gabled main roof extending between the parapeted central party and end walls, however, retain similar details including projecting central party wall and parapeted end walls with rendered details and blind arches, also rendered mouldings particularly on the ground floor façade and open verandahs and balconies with some cast iron details facing the street. No. 58 Regent Street (**Figure 4.8**) is a similar single modified terrace with parapeted main roof and chimneys and open verandah and balcony facing the street.



**Figure 4.6** Nos. 15-17 Bowns Road, Kogarah.

(Source: Ms Noeline Ross)



**Figure 4.7** Nos. 15-17 Bowns Road, Kogarah.

(Source: Ms Noeline Ross)



**Figure 4.8** No. 58 Regent Street, Kogarah.

(Source: Google Street View)

Other two storey, Victorian Italianate terraces in the wider, Georges River Council area include No 24 Taunton Road, Hurstville (**Figure 4.9**) which has been listed as a local item and is a single terrace that retains similar pattern of openings and rendered mouldings and details on the ground floor of the front façade and iron details; and No. 95 The Avenue, Hurstville, (“Waikouaiti”, **Figure 4.10**) which has also been listed as a local item and is also a two storey single terrace with main gabled roof, rendered details on the front façade and open front verandah and balcony with cast iron lace details. The front wing of the building has been incorporated into a low scale, two storey residential development, but remains a visually prominent feature along this section of the street. There are also a group of semi-detached Victorian terraces at Nos. 33-47 Dora Street, Hurstville, and a pair of Victorian semi-detached dwellings/ terraces at Nos. 110-112 The Avenue, Hurstville, however, these are single storey.



**Figure 4.9** No. 24 Taunton Road, Hurstville

(Source: NSW Heritage Inventory, Database No. 1810111)



**Figure 4.10** No. 95 The Avenue, Hurstville.

(Source: Google Street View)



### 4.3 Evaluation criteria

The following assessment of heritage significance has been prepared utilising the current State Heritage Inventory (SHI) evaluation criteria outlined in the guideline document, “Assessing Heritage Significance” administered by the NSW Office of Environment and Heritage.

The assessment takes into consideration the current sites, physical and planning context.

**Criterion (a) – An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area)**

<p><b>Guidelines for INCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ shows evidence of significant human activity;</li> <li>▪ is associated with a significant activity or historical phase;</li> <li>▪ maintains or shows the continuity of a historical process or activity.</li> </ul>	<p>The sites and buildings are part of the late 19<sup>th</sup> century subdivision and period of development of the Kogarah Township Estate which was subdivided in response to the opening of the Illawarra Railway line and Kogarah Railway Station.</p>
<p><b>Guidelines for EXCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ has incidental or unsubstantiated connections with historically important activities or processes;</li> <li>▪ provides evidence of activities or processes that are of dubious historical importance;</li> <li>▪ has been so altered that can no longer provide evidence of a particular association.</li> </ul>	<p>The area currently retains the subdivision pattern and evidence of the early development of the area, however, the recent rezoning and approved developments surrounding the sites will result in site amalgamations and loss of the early subdivision pattern and development and context that contributes to the historical significance of the sites.</p>

**Criterion (b) - An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the cultural or natural history of the local area)**

<p><b>Guidelines for INCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ shows evidence of significant human occupation;</li> <li>▪ is associated with a significant event, person, or group of persons.</li> </ul>	
<p><b>Guidelines for EXCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ has incidental or unsubstantiated connections with historically important people or events;</li> <li>▪ provides evidence of people or events that are of dubious historical importance;</li> <li>▪ has been so altered that can no longer provide evidence of a particular association.</li> </ul>	<p>The site, like the surrounding area is associated with a number of local land owners and speculators of no particular note.</p>

**Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the cultural or natural history of the local area)**

<p><b>Guidelines for INCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ shows or is associated with, creative or technical innovation or achievement;</li> <li>▪ is the inspiration for a creative or technical innovation or achievement;</li> <li>▪ is aesthetically distinctive;</li> <li>▪ has landmark qualities;</li> <li>▪ exemplifies a particular taste, style or technology</li> </ul>	<p>Constructed in c. 1886-1887 the buildings are good examples of late Victorian Italianate terraces that despite some alterations and additions, retain a strong sense of their primary form, character and details including painted brick parapeted walls, rendered decorative details and mouldings, front projecting walls, chimneys, open verandah and balconies and most of the original cast iron lace details, pattern of openings on the front façade and associated front, timber framed windows and doors and rear wing.</p>
<p><b>Guidelines for EXCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ is not a major work by an important designer or artist;</li> <li>▪ has lost its design or technical integrity;</li> <li>▪ its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded;</li> <li>▪ had only a loose association with a creative or technical achievement.</li> </ul>	<p>The terraces are currently neighboured by single storey dwellings and due to their high parapeted two storey facades, building setbacks and low front fence make a positive visual contribution to the Victoria Street streetscape. However, the rezoning of the area and approved redevelopment of the neighbouring sites will potentially have some impact on the views to and from the items and their visual contribution to the streetscape. It could be argued that the positive visual or sensory appeal and scenic qualities will be permanently degraded.</p>

**Criterion (d) - An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons**

<p><b>Guidelines for INCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ is important for its associations with an identifiable group;</li> <li>▪ is important to a community's sense of place.</li> </ul>	
<p><b>Guidelines for EXCLUSION</b></p> <ul style="list-style-type: none"> <li>▪ is only important to the community for amenity reasons;</li> <li>▪ is retained only in preference to a proposed alternative.</li> </ul>	<p>The buildings have no association with an identifiable group or community for social, cultural or spiritual reasons and are not important to a community's sense of place.</p>

**Criterion (e) - An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)**

<p>Guidelines for INCLUSION</p> <ul style="list-style-type: none"> <li>▪ has the potential to yield new or further substantial scientific and/ or archaeological information;</li> <li>▪ is an important benchmark or reference site or type;</li> <li>▪ provides evidence of past human cultures that is unavailable elsewhere.</li> </ul>	
<p>Guidelines for EXCLUSION</p> <ul style="list-style-type: none"> <li>▪ the knowledge gained would be irrelevant to research on science, human history or culture;</li> <li>▪ has little archaeological or research potential;</li> <li>▪ only contains information that is readily available from other resources or archaeological sites.</li> </ul>	<p>The terraces retain early fabric, however, generally are not considered to be a benchmark site incorporating standard construction materials and techniques and parts have been modified and fabric renewed and replaced and overall would not reveal any new information that is not available elsewhere.</p> <p>The buildings appear to be the first to be constructed on the site, however, the archaeological potential is considered to be low with any early resources likely to have been disturbed by the relatively tight subdivision and development of the area, construction of the buildings, alterations and additions and landscaping including addition of an in-ground swimming pool at the rear of No. 14.</p>

**Criterion (f) - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)**

<p>Guidelines for INCLUSION</p> <ul style="list-style-type: none"> <li>▪ provides evidence of a defunct custom, way of life or process;</li> <li>▪ demonstrates a process, custom or other human activity that is in danger of being lost;</li> <li>▪ shows unusually accurate evidence of a significant human activity;</li> <li>▪ is the only example of its type;</li> <li>▪ demonstrates designs or techniques of exceptional interest;</li> <li>▪ shows rare evidence of a significant human activity important to a community.</li> </ul>	
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<b>Guidelines for EXCLUSION</b> <ul style="list-style-type: none"> <li>▪ is not rare;</li> <li>▪ is numerous but under threat.</li> </ul>	<p>There are at least four groups and a number of single two storey Victorian Italianate terraces in the Georges River Council area. This building form and type is not unique or rare in the wider context.</p>
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**Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's**

- cultural or natural places; or
- cultural or natural environments.

**(or a class of the local area's cultural or natural places; or**

- cultural or natural environments)

<b>Guidelines for INCLUSION</b> <ul style="list-style-type: none"> <li>▪ is a fine example of its type;</li> <li>▪ has the principal characteristic of an important class or group of items;</li> <li>▪ has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity ;</li> <li>▪ is a significant variation to a class of items;</li> <li>▪ is part of a group which collectively illustrates a representative type;</li> <li>▪ is outstanding because of its setting, condition or size;</li> <li>▪ is outstanding because of its integrity or the esteem in which it is held.</li> </ul>	<p>The buildings are good (but not fine) and relatively intact representative examples of two storey, late Victorian Italianate terraces that retain a strong sense of their original form and early details and currently make a positive contribution to the street due to the low, primarily single storey scale and setting in this section of Victoria Street.</p>
<b>Guidelines for EXCLUSION</b> <ul style="list-style-type: none"> <li>▪ is a poor example of its type;</li> <li>▪ does not include or has lost the range of characteristics of its type;</li> <li>▪ does not represent well the characteristics that make up a significant variation of a type.</li> </ul>	<p>The R4 zoning will dramatically alter the scale of the area and setting of the buildings and will result in a loss of their visual dominance and historical context.</p>

#### 4.4 Summary assessment

Nos. 14 and 16 Victoria Street are of local historic and aesthetic significance as good and largely intact representative examples of two storey, late Victorian Italianate terraces and one of at least four groups of similar style terraces in the Georges River Council area.

The assessment, however, also raises a number of points and reasons for “exclusion” which are not only based on the building form and integrity but on the site context and setting which currently contribute to the historic and aesthetic values of the place.

## 5.0 Heritage management

### 5.1 Council requirements and issues arising from the R4 zoning of the area

Nos. 14 and 16 Victoria Street have been listed as local items under Schedule 5 of the Kogarah LEP 2012 now administered as part of the Georges River Council area. The sites are also zoned R4, High Density Residential.

Under clause **5.10 Heritage conservation** of the Kogarah LEP 2012 the Objective for heritage items is as follows:

- (1) *(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

This implies that the buildings should be retained and retention of the historic building fabric is one consideration. Any future works to the site and surrounding area must also take into consideration the setting and views to the item.

The allowable height in this R4 zone is 33 metres. A large, residential flat building of 12 storeys comprising of 76 residential units with basement car parking has been proposed on the neighbouring sites (Nos. 18-24A Victoria Street, DA2017/0597 submitted 20/11/2017). A DA for an eleven storey residential flat building including 4 levels basement parking and 114 residential units has been approved nearby, in Stanley Street (No. 12 Stanley Street, DA2018/0178 approved 09/04/2019).

The historic significance of the place relates to its association and setting within the Kogarah Township subdivision and sites' early development following the opening of the Kogarah Railway Station. The R4 zoning, however, will result in site amalgamation and loss of the historic setting: the early subdivision and streetscape pattern and building styles which indicate the early development of the area and contributes to the historic value and context of the subject buildings.

Similarly, the aesthetic character of the buildings are enhanced by the existing streetscape pattern resulting from the narrow, residential sized allotments of the 1884 subdivision and low scale and setbacks of the existing late 19<sup>th</sup> and early 20<sup>th</sup> century built context and associated gardens. The existing low scale and setbacks allows the buildings to be visually prominent and contributes to their setting and views to and from the items.

The approved and potential redevelopment of the nearby and neighbouring sites will result in a marked change in scale and character of the area. Whilst careful design of any new development in the street may "reduce" potential impacts on the subject buildings, the allowable, (12 storey) height is considerably higher. Setbacks of any new development may also allow continued views to and from the items, however, the buildings will be diminished by the larger scale developments which will create an irreversible change on the items' setting.

The R4 zoning applies to the subject site and surrounding area which means that the sites can potentially be incorporated or isolated between a number of 12 storey developments which is not an optimal or desirable heritage or practical outcome. In addition to the loss of amenity (particularly privacy and overshadowing) for any occupants of the terraces the difference in height is considerable, particularly in this case where opportunity exists to develop around three sides of the sites.

Amalgamation will invariably have some impact on the integrity and interpretation of the buildings. There are cases where items have been incorporated into new development, such as at No. 95 The Avenue, Hurstville.

However, in this instance the scale is compatible and complimentary to the item. There is also real concern relating to the structural integrity of the items and required excavation on the neighbouring sites for the larger scale buildings and associated basement car parking structure.

## 5.2 Owner's requirements

The current owners of the buildings have maintained and cared for the buildings and currently enjoy a good level of amenity. The owners of No. 14 have occupied the building since 2000 and have a young child.

The owners of both dwellings have expressed their concerns to Council.

There is major concern about the loss of that amenity, particularly privacy and overshadowing of the sites as a result of the current proposed and future proposals on the surrounding sites in addition to loss of the existing streetscape and property value.

There is also major concern about the structural impacts and integrity of the buildings with the required excavation for the new buildings proposed, essentially on the other side of the fence. This is in addition to the major disruptions, noise and pollution impacts during the construction period. These concerns and issues relating to isolating the sites have also been outlined by the owners of No. 14 in their submission to Council stating their objections to the proposed redevelopment of Nos. 18-24A Victoria Street.

The properties were advertised for sale, however, there has been no interest from any potential private owners or developers alike, it is thought due to the local listing of the properties which appear to have deterred both due to the zoning, potential risks and perceptions about the implications of the heritage listing.

The heritage listing is now viewed as a major disadvantage. The proposed and anticipated changes and development of the area provides uncertainty for the sites which has caused considerable stress to the owner occupants of both Nos. 14 and 16 Victoria Street.

## 5.3 Conservation philosophy and best practice

The underlying philosophy and basis for preserving and maintaining culturally significant places and elements in Australia is outlined in *The Burra Charter*. The charter outlines a number of principles and processes and ways to look after a place in a way that retains the values that make it significant, broadly known as "conservation".

Under Heritage Conservation, the Georges River Council website summarises conservation as follows:

*Local buildings, structures and places with heritage significance are formally recognised by Council to ensure our community's history and culture is preserved for future generations.*

It is clear that the area has continued to grow and develop in response to changes in the area and requirements of the local community. The rezoning of this area is based on the current and future needs and requirements which will change the historical context and setting of the items.

Whilst preservation and conservation are the ideal, the reality is that the area and setting of these items is transitioning and the future interpretation of the subject sites will not be as clear.



*The Burra Charter* recognises change and also outlines methods to manage change which largely relates to retaining and adapting to suit changing factors, requirements and trends. However, recording and interpreting the culturally significant aspects and elements is also a recognised way of preserving a community's history and culture and a sense of a building, structure and place for future generations.

## 6.0 Conclusion and recommendations

There is no dispute that that Nos. 14 and 16 Victoria Street, Kogarah, are of local historic and aesthetic significance.

The assessed significance, however, relates to the current condition and integrity of the buildings and also the existing historic and aesthetic context and setting with relates to the subdivision and development of the Kogarah Township and opening of Kogarah Railway Station.

Since that time, the area has continued to grow and develop and in response to current and anticipated future requirements the area has been reassessed and rezoned. As a result, Development Applications have been submitted to Georges River Council proposing 11 and 12 storey residential flat buildings in Victoria and Stanley Streets in light of the R4 zoning of the area. The redevelopment of Nos. 2-24 Stanley Street has now been approved by Council and dwellings have been demolished.

The heritage listing requires the retention of the items. Whilst any new proposal may be designed to “reduce” any potential heritage impacts on the items, the R4 zoning will result in the amalgamation of sites and significant increase in building scale in the immediate vicinity and overall loss of the historic context of these items in Victoria Street.

The zoning applies to the sites and all of the surrounding area which effectively allows the construction of much larger, up to 12 storey buildings around three sides of the listed properties and existing one and two storey buildings. In addition to the large difference in scale, there are major concerns relating to isolation and impacts on the use, amenity and structural integrity of the buildings. Retention and potential amalgamation of the items into a new development will also result in a compromise to the buildings’ integrity.

The comparative analysis has found that there are other groups of listed, one and two storey late Victorian Italianate terraces in the Georges River Council area. Nos. 14 and 16 Victoria Street are not benchmark sites and whilst they are visually prominent in the current streetscape, they do not have landmark qualities. The buildings are representative and incorporate typical form and standard construction techniques and materials. This type and style of building is also not unusual or rare in the wider context.

Based on the above assessment, it is recommended that Council remove Nos. 14 and 16 Victoria Street, Kogarah, from Schedule 5 of the Kogarah LEP 2012 due to the impact of the rezoning on the setting of the dwellings and loss of context and given that there are other examples of late Victorian Italianate terraces in the area.

Any potential adverse impacts may be reduced by:

- the preparation of a Photographic Archival Recording of the buildings and street context as part of any proposed development of the sites and surrounding area; and
- by the provision of interpretive material, such as signs, markers, landscape elements or plaques incorporating plans and photographs of the existing subdivision pattern and development in publically accessible areas of any new development on the sites.