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Part 4 - Heritage and Conservation

4.1 Introduction

4.1.1 What is Heritage and Why is it Important?

Our heritage helps to tell the story of our past and can include public buildings, private houses, housing estates, archaeological sites, industrial complexes, cemeteries, memorials, streetscapes and landscapes. These physical reminders are valued because they are associated with important phases of Queanbeyan’s history, or important people or events. They inform us about our cultural history, connect us with our past, and give the community a sense of identity.

Conserving our heritage protects the individual character and values that are represented in heritage items and Heritage Conservation Areas, and assists us in understanding the evolution of Queanbeyan, the surrounding area and its community.

This Part applies to all heritage items, the Heritage Conservation Area, development in the vicinity of heritage items and places of potential heritage value in the Queanbeyan Palerang Regional Council Local Government Area (LGA).

4.1.2 Purpose of this Part

The principal purpose of this Part is to provide guidance to people who are proposing to undertake development on land and to staff where this part applies.

This Part gives effect to the following specific heritage objectives in clause 5.10 of the Queanbeyan Local Environmental Plan (QLEP) 2012:

a) to conserve the environmental heritage of Queanbeyan.
b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views.
c) to conserve archaeological sites.

The controls in this Part aim to protect and enhance heritage items, Heritage Conservation Areas and places of potential heritage value, while providing flexibility for owners to adapt properties to meet their changing needs. Heritage protection does not aim to freeze development in time. The right to upgrade older homes to modern standards is recognised. It is a matter of ensuring that what is proposed is sensitive and appropriate.

4.2 How to Use this Part

There are a number of clauses in QLEP 2012 and Queanbeyan Development Control Plan 2012 (QDCP 2012) that may need to be considered when developing a heritage item, or within the Conservation Area or in the vicinity of a heritage item or the vicinity of a Conservation Area. These will depend on the nature and location of the development.

In circumstances where this Part may be inconsistent with any other Part of the QDCP 2012 this Part takes precedence.

This Part applies to the “Types of heritage” listed below.
4.3 **Types of Heritage**

Heritage properties, items, buildings and landscapes in Queanbeyan fall into one or more of the following categories:

- a) Places of **State** significance.
- b) Places of **local** significance.
- c) Places in the **Heritage Conservation Area**, including local, contributory and non-contributory places.
- d) Places **in the vicinity** of a heritage item (or Heritage Conservation Area).
- e) Places of **potential** heritage significance.

Each of these categories is addressed further below.

### 4.3.1 **State Heritage Items**

Listing on the State Heritage Register indicates that the heritage item:

- a) Is of particular importance to the people of NSW and enriches our understanding of the State’s history and identity.
- b) Is legally protected as a heritage item under the **NSW Heritage Act 1977**.
- c) Requires approval for development from the Heritage Council of NSW for major changes.

Development Applications for State heritage items are assessed both by local Council and the NSW Heritage Office. Local government will consider local planning issues whereas the State Heritage Office will consider the impacts that the proposal might have on State heritage values.

State listed items are generally identified in Schedule 5 of the **QLEP 2012**. The most up to date listing can be searched on the NSW Heritage Branch Website [http://www.environment.nsw.gov.au/Heritage/listings/stateheritageregister.htm](http://www.environment.nsw.gov.au/Heritage/listings/stateheritageregister.htm)

Some works to State items are exempt from the need to refer to the Heritage Office. The full list of exempt works and the associated approvals process is also available on the Heritage Office website.

### 4.3.2 **Local Heritage Items**

Local heritage items are those items of heritage significance in the local area of Queanbeyan. Heritage significance is determined by assessing a place against a range of heritage criteria including historic, scientific, social and/or aesthetic, as well as archaeological, architectural and natural value. Places may also be important as good examples of their type, or because they are rare or possibly because of their important associations. These items contribute to the individuality, streetscape, townscape, landscape or natural character of Queanbeyan Palerang Regional Council’s environmental heritage.

Local heritage items are assessed by the local consent authority/or Council. The current **QLEP 2012 Heritage Schedule 5** identifies all listed heritage items in the Queanbeyan LGA. In some instances a heritage place may be identified and endorsed for listing by Council, but not yet formally entered onto Schedule 5. In this circumstance refer to 4.3.5 Potential Heritage Significance later in this section.
4.3.3 Heritage Conservation Areas

The Queanbeyan Heritage Conservation Area (Map 1) predominantly contains low-density residential buildings from some of the key phases of Queanbeyan’s development, notably the mid to late 19th century, the early 20th century, and the Inter War period up to approximately 1945-50. Many places in the Conservation Area have “contributory value” - that is they have some degree of heritage significance, but have not been assessed as reaching the threshold for individual listing. There are also a small number of non-contributory places that have little or no heritage value at all.

An objective of these guidelines (as set out in the QLEP 2012 Clause 5.10) is to “conserve the...heritage conservation areas, including associated fabric, settings and views...”. This objective aims to continue to demonstrate the historic and aesthetic characteristics of a Heritage Conservation Area well into the future. This is achieved by maintaining the Conservation Area’s low-scale residential character and encouraging the retention and/or enhancement of streetscapes. The controls primarily apply to those parts of places that are visible from the public domain.

4.3.4 Vicinity of a Heritage Item

These guidelines include controls to ensure that development in the vicinity of a heritage item addresses the heritage values of that item. A place is defined as ‘in the vicinity’ if it shares a common boundary with the heritage item or is across the road from it (Figure 1.)

Figure 1: Places shown as “A” are ”in the vicinity of a heritage item” shown as “H”.

4.3.5 Potential Heritage Significance

In some instances it may become apparent that a place has potential heritage value even though it is not entered in a heritage schedule or in a draft heritage list. Where Council’s
Heritage Adviser assesses an item as having potential heritage significance, that item may be considered under these provisions.

Where a building constructed prior to 1960 is proposed to be demolished, Council requires the building to be inspected by Council’s Heritage Adviser to determine if there is potential heritage significance. If the building has potential heritage significance a Heritage Impact Statement is to be submitted with the Development Application. These records also help to ensure that a record of Queanbeyan’s building stock is retained for posterity.

Where development such as excavation has the potential to damage or destroy sub-surface material that may have significance, it may be necessary to undertake additional measures to protect the potential heritage values. In some instances the disturbance of relics may require approval from the NSW Heritage Office.

4.3.6 Definitions

heritage conservation management plan means a document prepared in accordance with guidelines prepared by the Division of the Government Service responsible to the Minister administering the Heritage Act 1977 that documents the heritage significance of an item, place or heritage conservation area and identifies conservation policies and management mechanisms that are appropriate to enable that significance to be retained.

heritage impact statement means a document consisting of:

a) a statement demonstrating the heritage significance of a heritage item or heritage conservation area, and
b) an assessment of the impact that proposed development will have on that significance, and
c) proposals for measures to minimise that impact.

heritage management document means:

a) a heritage conservation management plan, or
b) a heritage impact statement, or
c) any other document that provides guidelines for the ongoing management and conservation of a heritage item, Aboriginal object, Aboriginal place of heritage significance or heritage conservation area.

relics means: Refer NSW Heritage Act 1977, Section 4.
Map 1 – Queanbeyan Heritage Conservation Area
4.4 The Controls

4.4.1 Ancillary Development

Ancillary development includes: garages and carports; sheds and structures such as bird aviaries and mail boxes; decks and patios; pergolas, trellises and gazebos; driveways; fences; skylights, solar panels, satellite dishes, air conditioning units, signage, utilities like electricity substations and fire hydrants.

4.4.2 Garages

Garages were historically located at the rear of the property, were often for one car only and used a roof pitch and cladding that was similar to the main dwelling. As a result they had a minimal impact on the streetscape. The trend for large double garages forward of the building line of the main building is not appropriate for heritage buildings or Conservation Areas.

Objectives

1) To encourage garages to be designed and located so that they harmonise with the historic building and/or streetscape.

Controls

Existing Garages – Replacement and Alterations

a) An existing “period” garage is generally considered to be part of the site’s historic fabric to be conserved.
b) Demolition is only appropriate where the garage has decayed to the extent that its conservation is no longer prudent or feasible.
c) Existing and reconstructed garages may be extended by constructing a skillion off the side, or by constructing a carport in front that has the same roof pitch as the existing garage.
d) Extensions to existing garages should be compatible with the existing garage in terms of materials, façade treatment etc., especially where visible from the street.

New Garages

a) New garages should be freestanding and set back behind the rear wall of the building.
b) In some instances new garages may be integrated with extensions to the rear of the building (Figure 2).
c) The style, size and location of a new garage must complement the heritage characteristics of the significant building. In most instances the materials and details of the garage should match those of the main building (Figure 3).
d) The pitch of a new garage roof should match or be close to that of the house. The pitch of double garage roofs may be shallower to reduce overall height. Note that roof pitches of 11 degrees are usually not appropriate.
e) The colour of the garage shall be appropriate for its heritage context. The use of blue, purple or similar body colours is generally not appropriate. If using Colorbond™, different colours are to be chosen for the roof, wall and trim.
f) Pre-manufactured metal garages shall be located at the very rear of the property and not be visible from the public domain. Modern ribbed metal cladding is generally not appropriate; however traditional corrugated iron (custom orb) is usually acceptable.
Figure 2: Garage in left image is freestanding and behind the dwelling. The garage on the right hand image is connected to the rear extension of the cottage. Both solutions may be acceptable if suitably designed.

Figure 3: This garage has a similar roof pitch and eaves overhang to the main dwelling. The weatherboards closely match the house in profile and colour and the tilt door is suitably patterned.
Metal Garages – Specific Controls

A garage that is in accordance with the following points will meet the objective of encouraging garages to be designed and located so that they harmonise with the historic building and streetscape.

a) Walls shall be corrugated iron, weatherboard or fibre-cement sheet with cover battens. Weatherboard to a height of approximately 0.9m above ground level, with fibre-cement sheet and battens above is also acceptable.
b) Roof material shall be galvanised iron or tiles to match the principal building.
c) The roof pitch shall match that of the principal building or be 25-27 degrees. The roof pitch can be broken with a 10 -12.5 degree pitch side skillion.
d) The roofs ends shall be detailed with a barge roll.
e) Gutters shall have a quad or ogee profile.
f) Downpipes should be round in profile.
g) Garages doors shall be hinged on their side, or be tilt doors with vertical timber boarding to resemble traditional doors.
h) Roller doors are generally unacceptable, unless concealed from view or set well back on the block.
i) Garage doors should not exceed: 2.7m wide. Double span doors do not match traditional proportions so if a double car entrance is required, then two x 2.4m wide or 2.7m wide doors are acceptable provided they are in equal wall bays with wall returns either side, and a wall between the doors, each with a minimum width of 300mm. Double span doors may be acceptable providing they are not readily visible from the street.
j) Pedestrian doors and windows in a garage should be in traditional proportions similar to those in the adjacent dwelling.
k) Garage walls shall be no higher than 2.4m above ground level.
l) Development Application drawings should note the detail of the above items as well as wall height and colour.
m) The colour of walls, roof, doors and trim shall match or be compatible with those of the principal building.

4.4.3 Carports

As it is possible to see through a carport, they have a relatively lower visual impact if suitably designed, compared to a garage.

Objectives
1) To ensure that the design and location of a carport will not have an adverse impact on the historic building and/or streetscape.

Controls
a) A carport should be constructed no further forward than 1.5m behind the main front wall of the dwelling and must be behind any adjacent front verandah (Figure 4).
b) Carports shall have the same roof pitch as the main dwelling.
c) Carports shall be detailed the same as (or similar to) the dwelling.
d) A flat roofed carport is generally not acceptable on dwellings with pitched roofs unless there is no feasible alternative, or there is insufficient room between the dwelling and boundary to accommodate a freestanding carport.

e) If a flat-roofed carport is to be allowed it must be consistent with the original style of the building and may use corrugated iron or clear corrugated polycarbonate roofing material. The use of modern roof sheet profiles such as “cliplock” etc is inconsistent with these guidelines if they can be seen from the public domain.

Figure 4: Carports to be behind the verandah or a minimum of 1.5m behind the adjoining building corner.

4.4.4 Driveways

Traditionally, a driveway consisted of paired strips of gravel that were later upgraded to paired strips of concrete or similar hard material. There was usually soft landscaping between the house and driveway and the driveway and fence. Large areas of concrete were rarely used and when used today can have an adverse impact on the character of a place.
Objectives

1) To ensure that the design of driveways and the construction material are not overly bright or excessively scaled, and that the driveway harmonises with the historic character of the dwelling and/or streetscape.

Controls

a) The retention of traditional driveways of gravel, paired concrete strips, recycled brick and similar materials is encouraged.
b) Existing single-width driveways should be retained, with widening only occurring behind the building line.
c) Existing wheel strips forward of the building line should be retained.
d) Driveway turning areas should not be installed in the front of the building (between the building and road).
e) Driveways should not extend the full width between the dwelling and the boundary; rather they should be set back a minimum of 450mm from either side to allow for planting beds etc.
f) Plain concrete is highly reflective and generally not consistent with Queanbeyan’s historic cottages when used other than as paired strips. Large expanses of concrete used for driveways and turning circles are not appropriate and are to be avoided.
g) Suitable driveway surfaces include: gravel, paired concrete strips, recycled or new bricks, clay or other pavers and bitumen (tarmac). Tinted concrete and surfaces using several materials, for example brick or paver edging with bitumen infill, may meet the objective if suitably designed. Patterned and stamped concrete is not a traditional process and is not appropriate in the Conservation Area.

4.4.5 Sheds and Outbuildings

Many of Queanbeyan’s historic dwellings include sheds, outbuildings, bird aviaries etc in the backyard. In most instances these structures are not individually significant and were built of second-hand material without the intention that they would survive for any great length of time.

Objectives

1) To ensure that sheds and outbuildings don’t have an adverse impact by virtue of their location, scale or material.

Controls

a) New structures are to be located behind the main dwelling or away from the public domain.
b) New structures do not need to replicate the features of the significant building/item but will need to be sympathetic with it.
c) Height of new structures shall be less than the heritage item unless located well away from it.
d) Site coverage and bulk of new structures shall be less than the heritage item.
e) In exceptional circumstances where the design and material of a new structure is not able to be sympathetic to the original, it should be suitably screened with lattice, hedging, trellis etc.
f) Structures that have a similar proportion, form and roof pitch as the heritage item, but with smaller scale and bulk, are more likely to meet the intentions of this guideline than poorly designed, large-scaled, bulky buildings.

4.4.6 Decks and Patios

Decks and patios, if inappropriately designed or located, can have an adverse impact on a heritage place or Conservation Area.

Objectives

1) To ensure that the design and location of decks and patios is sympathetic to heritage values.

Controls

a) All proposed decks and patios on listed items, and in the Conservation Area if not located in the rear yard, should have minimal adverse visual impact on the place’s heritage values or those of the streetscape.

b) New decks and patios, including handrails etc should be in a style and material that is sympathetic to the building. For example, welded steel decks on timber cottages are unlikely to be supported.

c) The proportions of new decks and patios shall be in harmony with the dwelling and where located on the front of buildings shall be consistent with good relevant historic examples.

d) Large or elevated decks and patios should be located at the rear of the dwelling or where they are not readily visible from the public realm.

4.4.7 Pergolas, Trellises and Gazebos

Pergolas and trellises are unroofed structures designed to support climbing shade plants over and beside decks, walkways and driveways. Gazebos are free-standing garden structures that are sometimes roofed.

Objectives

1) To ensure that pergolas, trellises and gazebos are designed, detailed and located in a manner that will not adversely impact on the historic character of the dwelling and/or streetscape.

Controls

a) All proposed pergolas, trellises and gazebos on listed items and in the Conservation Area should have minimal adverse visual impact on the heritage values of the place or streetscape.

b) Pergolas and trellises over footpaths and driveway between the front boundary and dwelling may be acceptable if designed to suit the character of the dwelling. In most instances this will imply the use of similar materials and dimensions that are apparent on the dwelling, as if it was designed and built at the same time as the dwelling.

c) Gazebos and free-standing or large pergolas should not be erected between the house and the front boundary, unless on rural-sized allotments.
4.4.8 Fences

There is considerable variation in the style and appearance of fences to be seen in front of heritage items, and throughout the Conservation Area. Historically, the fences in front of a dwelling were of a low height and able to be seen through. Front, side and rear fences can all contribute to the appearance and overall character of a streetscape.

Objectives

1) To ensure that new fences remain consistent with the character of the dwelling and continue to reinforce the positive attributes of a heritage item and the Conservation Area.
2) To retain original existing fencing and provide for new fencing that is consistent with established patterns.
3) To allow for modern fence styles (e.g. Colorbond™ fences) only in areas where they will not have a potential visual impact on heritage significance and streetscape character.
4) To ensure that fences of new development in the vicinity of a heritage item or Conservation Area will not have an adverse impact on its values.

Controls

Generally

a) Original fences and gates should be retained and restored.
b) Replacement fencing that is visible from the street should reflect the architecture and style of the house or significant building and be sympathetic to nearby historic fencing in terms of height, type and material.
c) Replacement of existing unauthorised fencing should be carried out in accordance with these guidelines.

Front Fences Forward of the Building Line

d) Solid metal panels and pre-painted metal fencing (e.g. Colorbond™) are not supported by Council in front of the building for all heritage items and all buildings in the Conservation Area.
e) Solid fences that can't be seen through (such as masonry and brushwood) shall not exceed 900mm above ground level.
f) Visually transparent fences (such as metal grill and timber picket) shall not exceed 1.2m above ground level.
g) Where new fences incorporate pickets, slats, palings or the like they shall have a minimum aperture of 25mm.
h) Where solid and slatted (see-through) fences are combined, the slatted (see-through) fence shall be a minimum of 25% of the face area of the fence and the solid fence is to be a maximum 75% of the face area of the fence.
Figure 5: Street fencing examples

Side Fences Forward of the Building Line:

i) Visually solid fences (including timber palings) shall be restricted to 1.2m above ground level. Tapering from a higher rear fence may be permitted where it is not visually obtrusive.

j) Solid metal panels, Colorbond™ sheeting and the like are not supported.

k) Styles of fence complying with the guidelines for front fences are also suitable for side fences in front of the building line.

Fences Behind the Building Line (Side and Rear Fences Behind the Building)

l) The use of solid metal panels and pre-painted metal fencing (e.g. Colorbond™) is not appropriate on any boundary where it is visible from the street or on a common boundary with a heritage item.

m) Paling or lapped-and-capped timber fencing is allowed to a maximum height of 1.8m on side and rear boundaries behind the building line.

Corner Allotments

h) In the case of corner allotments both the narrow frontage and the equivalent length of the side frontage shall be subject to the front fence guidelines (Figure 6.)
4.4.9 Vegetation Screens

Removal of vegetation can have a significant impact on the overall characteristics of a heritage place. This includes vegetation on places adjacent to and in the vicinity of a heritage item.

Objectives:

1) To ensure that vegetation which makes an important contribution to a heritage place is not removed unnecessarily as part of development.

Controls:

a) Trees and vegetation screens on land adjacent to heritage items should be retained to provide a visual filter between the old and new.

b) Vegetation screens are not to be used as an excuse to permit poor or unsympathetic development within close proximity of a heritage boundary.

4.4.10 External Fixtures

External fixtures like oil tanks, gas heaters, gas tanks, solar power inverter units, rainwater tanks, etc) can detract from the historic and aesthetic character of a heritage item and/or Conservation Area. Where possible such items should be located out of public view, or otherwise screened so that they don’t detract from the appearance of the place.

Objectives

1) To encourage the suitable location of external fixtures.
2) To minimise any obtrusive effect of new building services and technical equipment in Conservation Areas and on heritage items.

**Controls**

a) External fixtures should not be located on primary (front) or publicly visible facades.
b) Where location on a primary (front) façade is unavoidable and may have an adverse visual impact, the item is to be enclosed in, or behind, a suitably designed screen.

**4.4.11 Skylights, Solar Panels and other Technology on Roofs**

In certain circumstances the installation and location of modern technology can have an adverse impact on significant building fabric and on the aesthetic appearance of a heritage item or Conservation Area.

**Objectives**

1) To minimise the heritage impact of modern technology that is fixed to the exterior of a building.

**Controls**

a) Skylights, solar panels, solar hot water heaters, satellite dishes, etc. should be designed, selected and located so as to have a minimal impact on the fabric of the building and on its appearance.
b) The items above should be located on a non-prominent elevation or roof plane, or on a free-standing structure or garage roof.
c) An alternative should be found in those circumstances where new technology would adversely impact on a roof that is considered to be of exceptional significance (e.g. prominent church or a historic slate roof).
d) Where there is no feasible alternative to installing solar panels in a prominent location, the items shall sit flush to the roof surface, cover no more than 50% of the prominent roof plane and be set well back (e.g. 0.9m) from ridges, gutters, valleys and barges.

**4.4.12 Automatic Teller Machines, Utility Installations and the Like**

The installation of Automatic Teller Machines (ATMs), utility installations, and the like can have a significant adverse impact on a historic façade, especially if original or significant fabric is destroyed in the process.

**Objectives**

1) To minimise the adverse impact that can result from the installation of ATMs, utility installations and the like.

**Controls**

a) Automatic Teller Machines, utility installations and the like should not be installed in a manner that would compromise the place’s historic appearance or character, destroy significant fabric or compromise the building’s proportions or other streetscape value.
4.4.13  Signage Panels

Signage can have an adverse impact on an individual building and on a streetscape due to excessive visual impact, inappropriate location or damage to the fabric of a building.

Objectives

1) To ensure that signage is of a suitable size, appearance and location to minimise its adverse visual impact on the heritage values of the building and/or streetscape.
2) To ensure that signage is fixed to a building in a manner that will not scar significant fabric if the signage is removed or altered.

Controls

a) Corporate colours should not be applied to the whole of the building’s exterior, and where approved by Council, will be confined to the non-significant parts of the façade. Corporate signs and colours that do not harmonise with the building’s historic character shall be controlled for size and set within a border stripe to separate the sign from the building’s body colour.

b) Commercial signage, whether painted directly onto the building or to panels that are fixed to the building, needs to be designed in size and proportion to fit with the building’s architectural styling. Most commercial buildings include areas on the awning and parapet that are suitable for signage. Signage beyond those areas may not meet the objectives of these guidelines.

c) Signs on the edge or face of awnings shall be no greater in height than 50% of the height of the awning and set in from the edge. The surrounding background colour shall be continuous across the whole of the awning. The height of awnings shall not be increased by the addition of false panels etc. (Figure 7)

d) Signage panels, brackets, lettering and the like that are attached to a building should be fixed in a manner that can be reversed without scarring or damaging significant building fabric. For example, anchors in a face brick wall should be inserted into the mortar joint rather the brick.

e) Where fixing of signage etc will compromise fabric or the overall appearance of the structure, the signage etc should be attached to a free-standing frame rather than the building itself.

f) Signage will also need to comply with State Environment Planning Policy No 64 - Advertising and Signage (SEPP 64).

g) Signage is not to cover/obscure architectural detailing or elements.
4.5 Alterations and Additions to Heritage Items and to All Places in the Heritage Conservation Area and the vicinity

The following controls apply to heritage items and to all places in the Conservation Area. The controls may also apply to places in the vicinity of a heritage item if it is considered that development may impact on the heritage values of a listed place.

As a general guideline, the controls apply to the outside of a listed item, to the publically visible elevations of contributory items and to the streetscape impacts of non-contributory items. A contributory item is a place that has some heritage value, but has not been listed in QLEP 2012 Heritage Schedule 5.

General Objectives

1) The primary objective is to manage the development of heritage items and the Conservation Area, including all places within it, so that significant heritage values are retained.

2) To allow for the upgrading, adaptation, restoration and extension of listed items and all places in the Conservation Area so that places can be modernised without losing their distinctive characteristics.

3) To allow for contemporary architectural design where the outcome will not adversely impact on the listed item and/or streetscape character.

4.5.1 Character

The character of a place is a function of its style, siting and orientation, form, materials, detailing, colour, scale and setting. When these attributes are in keeping with the original building then its historic character is reinforced. If these attributes are at odds with the original building then its historic character is degraded.

Several styles of historic building are apparent in Queanbeyan including Georgian, Victorian and Federation (Figures 8). The majority of dwellings in the Conservation Area are from the Inter War period (circa 1915 – 1945) (Figure 9 and 10) with many adopting a “Bungalow” form and character. There are also good examples of mid-20th century brick dwellings. Similar styles are reflected in the commercial areas.

Objectives
1) To ensure the overall heritage characteristics of a place are not compromised as a result of alterations and additions.
2) To ensure that new alterations and additions respect the architectural character and style of the building and area concerned.
3) To maintain and enhance the existing character of the street and the surrounding locality.

Controls

a) Alterations and additions shall have a style and character similar to the existing. This shall include materials, proportions and details.
b) Aspects of work that are not consistent with prevailing character should be confined to parts of the building that are not significant or will not have an impact on the appearance of the place when viewed from the public realm.
c) Building additions that have a different character from the existing shall be done as a separate “pavilion” that may be “linked” or sensitively connected to the significant structure.
d) Verandah’s on the primary face of the building or visible from the public domain shall not be enclosed.
e) Alterations and additions should not require the destruction of important elements such as chimneys, windows and gables. Demolition of such elements may not meet the objectives of these guidelines.
f) Distinctive elements that contribute to a place’s character shall be retained.
Figure 8: Federation style cottage with small gables in roof, finials and decorative barge boards

Figure 9: Inter War bungalow with shallow roof pitch, paired verandah columns and weatherboards to lower walls.
4.5.2 Siting and Orientation

Most historic buildings in Queanbeyan are square to their boundaries and designed to face the street.

Objectives:

1) To retain traditional streetscape patterns and ensure that alterations and additions to individual items do not detract from their initial designed character.

Controls:

a) Additions and alterations should be sited and orientated in a manner that is consistent with the original. For most historic structures in Queanbeyan this will mean additions and new structures should be aligned orthogonally (ie using straight lines and right angles rather than oblique angles and curves).

b) Extensions should not be made to the front of heritage items.

4.5.3 Form

The overall form or shape of a building is part of its heritage characteristic.

Objectives:

1) To ensure that the form of the original building is not lost, subsumed or compromised by new additions.
2) To ensure that the form of additions is sympathetic to the form of the original.

**Controls:**

a) The form of the original building should remain evident or “legible” after the additions have been completed (Figure 11).

b) **Figure 11:** Extensions should have a lower roof form and set back from the primary building

![Diagram showing lower roof form and setback](image)

c) New work should have similar overall proportions and a similar roof pitch to the original. For example, new windows in a building that has vertical sashes should also have vertical sashes, and extensions to a dwelling with a 25 degree roof pitch should be designed with the same pitch.

d) The form of additions should draw on that of the parent structure so that the new work is in harmony with the original (Figure 12).

e) Where the form of the addition is not similar to the original, it shall be designed as a separate entity that is linked back to the heritage building.

![Diagram showing unsympathetic and acceptable examples of additions](image)

**4.5.4 Scale, Height and Bulk**

Most of Queanbeyan’s historic dwellings were single storey and of a relatively small scale and bulk. Commercial buildings rarely exceeded two storeys. As a consequence the residential
and commercial areas historically had a very “human” scale that differs markedly from modern higher rise development.

**Objectives:**

1) To reduce adverse visual impacts on scale, bulk and character that may arise from alterations and additions.

**Controls:**

a) The ridgeline of new development shall generally be no higher than existing.

b) Minor increases in ridge height (to a maximum of 750mm) may be acceptable if designed to harmonise with the main roof and not have an adverse impact on the building’s aesthetic proportions when viewed from the street (Figure 13).

c) Proposed additions with roof heights higher than the existing should be designed as a separate structure that may be linked to the parent building (Figure 14).

d) New work that may increase the apparent scale or bulk of the building or component elements shall be “broken up” and articulated through the use of varied materials, change of colour and tone, use of string-courses, rebates and the like. This is especially important where new work connects to the existing building.

e) Second storey additions or freestanding pavilions will generally not meet the objectives of these guidelines. Undercrofts on sloping land may be acceptable if other planning conditions can be met. Materials and colours of undercroft walls shall vary from the wall above to reduce apparent scale.
4.5.5 Setbacks

Front Setback

The front, or streetscape, elevation usually has the most architectural merit and makes the major contribution to the streetscape. As a consequence alterations and additions to the front of a building have the potential to compromise the historic façade and weaken its overall streetscape character. Such additions are unlikely to meet the objective.
Objectives

1) To retain the historic form of the street elevation of buildings.

Controls

a) Additions shall not be made to the front of individually listed heritage items and/or contributory buildings whether or not in a Conservation Area, other than in exceptional circumstances such as the reinstatement of the building’s original form (Figure 15).
b) Additions to the street frontage of non-listed buildings shall be consistent with adjacent buildings in the street in terms of setback and streetscape impact.

Figure 15: Diagram showing development to the front of an existing building is not appropriate

Side Setbacks

Extensions to the side of buildings should not ‘compete’ with the historic front elevation. This is usually achieved by setting the extension back from the front of the building. The larger the extension is the greater the setback should be.

Objectives

1) To reduce the visual impact of building extensions on the proportions of a building and on the streetscape generally.

Controls

a) Additions to the sides of buildings should be set back from the front façade so that it remains the primary face of the building.
b) As a general guide new walls should be set back 900mm or more behind the adjacent front wall and sit behind a line drawn at 45 degrees from the front corner of the dwelling (not including the verandah) (Figure 16).

Figure 16: Acceptable set back of side extensions

Setbacks and Street Pattern
Front and side boundary setbacks can impact on the character and significance of a heritage place.

Objectives
1) To ensure that historic streetscape patterns are maintained.

Controls
a) Front and side setbacks should be consistent with the predominant street pattern (Figure 17).
Figure 17: Inappropriate front setbacks

4.5.6 Site Coverage

Most of Queanbeyan’s historic housing was freestanding on the allotment with opportunities for gardening at the front, sides and rear of the property. Many heritage places have relatively low site-coverage and enjoy the benefit of attractive front and rear gardens.

Objectives

1) To retain the opportunity for vegetation landscaping around heritage places.
2) To ensure that site coverage remains consistent with the predominant pattern that exists in the area.
3) To allow for domestic gardens to continue to contribute to the attractive streetscapes.

Controls

a) The built area should not cover more than 50% of the site area for allotments that are 1,000 square metres or less, and 33% for allotments over 1,000 square metres.
b) Hard paving between the dwelling and front boundary shall be limited to a pedestrian path and a driveway. The front garden area shall not be hard-surfaced for any purpose including car parking, vehicle turning, etc.

4.5.7 Building Materials

The materials that were used to construct a heritage place are often an important part of its overall character and significance. In some instances the construction materials may be the primary reason for a place being heritage listed.

Objectives

1) To encourage the conservation of significant fabric.
2) To ensure that new materials are appropriate to the building, bearing in mind the time in which it was built, its style and its details.

Controls
a) Significant fabric should be retained or restored wherever feasible.
b) Materials used for alterations should be very similar to the existing. Where materials have been changed over time, new materials should be consistent with what was likely to have been used historically.
c) Materials should be chosen so that alterations blend seamlessly with the original. For example, decayed timber windows should be replaced with new timber windows, not aluminium. Similarly, asbestos fibro sheeting should be replaced with modern fibre cement sheeting, also with battens over the joints if previously existing.
d) False brick, “hardiplank” and metal or vinyl weatherboards are unlikely to be original fabric and can be removed and replaced with more sympathetic materials that compliment the heritage values. Note that some versions of false brick are bonded onto an asbestos-rich substrate and should only be removed in an approved manner.
e) In the case of linked additions there is more latitude in the selection of new materials although they should be sympathetic to building materials used in the original building or those typically used on the same type of structure (for example a weatherboard extension to an existing brick house can be considered appropriate).
f) Full brick extensions to timber-framed cottages are unlikely to be considered “sympathetic” to the original and are unlikely to meet the objectives of these guidelines unless built as a “linked pavilion” not readily visible from the public realm.
g) Materials should not be altered unnecessarily. For example, historic face brick walls should not be rendered with cement.

4.5.8 Roofs
In most instances a building’s roof is a major part of its appearance and is a strong indicator of a place’s age, style, design intent etc.

The profile of gutters and downpipes can also be an important part of a building’s character. ‘Ogee’ gutter was used up to about 1915 – 1920 and is appropriate for Victorian and Federation period houses. ‘Quad’ or ‘D’ gutter profile was used from about 1920 and is suitable for Inter War bungalows typically found in Queanbeyan (Figure 18). Note that modern Quad gutters that have ribs or slots are not appropriate on traditional buildings.

Objectives
1) To ensure that new roofs and gutters maintain the building’s character.

Controls
a) New roofs should match the original in profile, material, pitch and details.
b) Extensions to galvanised iron roofs should continue to use galvanised iron. Note that the use of galvanised iron enables existing lead flashing to be re-used and is the preferred heritage conservation product.
c) Unpainted galvanised iron should not be replaced with unpainted Zincalume as the latter does not dull down over time or ‘patinate’ to the same degree as galvanised iron.
d) Colorbond™ colours need to be carefully selected to ensure that they are appropriate to the building’s period and style.
e) Barge boards, barge capping, finials etc should follow details that were used at the time of construction.
f) Decorative details such as acroteria (metal scrolls, brackets etc) should be reinstated as part of roof replacement.

g) Gutter profiles (half round, ogee or quad) and downpipes (round or rectangular) are important parts of the building’s detailing and should closely match those used at the time of construction. Many of the modern quad and square profile gutters are not appropriate for a heritage building.

h) Round plastic down-pipes should be painted and should be selected so that they are indistinguishable from traditional round soldered metal downpipes once installed. PVC stormwater pipe is not considered to be appropriate as a downpipe for a historic building.

Figure 18: ‘Ogee’ profile gutter shown on left and traditional ‘Quad’ profile gutter on right

4.5.9 Windows and Doors

The scale, proportion and materials used in windows and doors can have a major impact on the success of new work in terms of its impact on the heritage significance of the building and the streetscape. Historic window sashes often used fine glazing bars and mullions that should, if possible, be restored rather than replaced. Some historic buildings from the Inter-War period used steel-framed windows that are considered to be significant.

Objectives

1) To retain the important contribution that windows and doors make to listed items and to other dwellings in the Conservation Area especially where visible from the public domain.

2) To encourage the reinstatement of historically appropriate windows in street elevations of all dwellings in the Conservation Area.

Controls

a) Where relevant, timber windows should be replaced with new timber windows of similar proportions and design. Cottages that have timber windows in need of replacement shall use new timber windows on the front and publically visible sides of the house.

b) Where visible from the street, the original window and door arrangements within the wall should be retained or reinstated, especially on the front elevation. There is more latitude for variation further back on side elevations.

c) On prominent historic elevations where additional windows are desired to obtain extra light in a room, two windows of the original proportion should be installed rather than one large window of modern proportion.
d) Windows and doors on extensions should reflect the same proportion and relationship to the wall as the original and be appropriate to the style of the house.

e) Windows and doors on linked pavilions may be in a contemporary style if otherwise compatible.

f) Contemporary materials such as aluminium framing to windows are not appropriate for heritage items unless in a contemporary styled extension, and preferably to the rear of the listed dwelling.

4.5.10 Paint and Colour

The choice of colour, the overall colour scheme, and the parts of the building to which paint is applied can all impact on the heritage value of a building. A well-chosen colour scheme reinforces a building’s heritage character and appeal.

Objectives

1) To encourage a colour scheme that is sympathetic to a building’s heritage attributes and to the Conservation Area.

2) To discourage the application of paint to surfaces that were designed or built to remain unpainted such as historic face-brick or stone.

Controls

a) External colour schemes must be sympathetic to the heritage characteristics of the building. This includes both the colours chosen and the parts of the building to which they are applied. Owners may develop their own sympathetic colour scheme or use one based on established literature such as Colour Schemes for Old Australian Houses by Evans Lucas Stapleton, or The Californian Bungalow in Australia by Graeme Butler.

b) Previously painted fabric may be repainted in a colour that is appropriate to the period of the building. Painting options include:

i. Repaint the building based on its original colour scheme following investigation, analysis of paint scapes and historic photos etc,

ii. Repaint the building based on a colour scheme that was typical of the period,

iii. Repaint the building in a colour scheme that harmonises with its context and is consistent with its character.

c) The use of highly reflective, overly bright colour schemes is inappropriate on a historic building and within the Conservation Area.

d) On commercial buildings the use of corporate colour schemes needs to be sensitively tailored to the architectural character of the building. Broad-scaled application of bright or corporate colours is not appropriate above the awning or on the parapet and is unlikely to meet the objectives of these guidelines.

e) Historic building fabric that has not previously been painted should not be painted. Face brick and stone, in particular, should not be painted. Timber that has been oiled and/or shellacked should be treated with a clear finish.

4.5.11 Controls on Commercial Heritage Buildings

A number of buildings within the Central Business District (CBD) are heritage listed or have important heritage attributes. This is particularly evident in many of the historic facades and parapet treatments above the shop awnings in Monaro and Crawford streets, as well as in the
scale and character of historic cottages, dwellings and other buildings now used for commercial purposes.

In most instances the controls in this Part will apply to the commercial heritage buildings. Additional controls, for example on heights and setbacks, are set out in Part 7 of the QDCP 2012 and the QLEP 2012.

**Objectives**

1) To retain significant attributes of commercial buildings and streetscapes within the CBD.

**Controls**

a) Significant elements of commercial facades shall be retained and conserved. Where relevant, this will include the awning and façade above the awning up to the top of the parapet. In some instances the side elevations have retained their historic integrity and are also to be conserved.

4.6 **New Buildings (Dwellings and Commercial)**

This section relates to the construction of new buildings, both residential and commercial, that are in the Conservation Area and/or in the vicinity of a heritage item or the vicinity of a Conservation Area. It also relates to the construction of a secondary dwelling or a dual occupancy on the same parcel of land as a heritage item.

4.6.1 **New Buildings in Heritage Conservation Area**

**Objectives**

1) To ensure that a new building fits seamlessly into its streetscape and is designed to complement the predominant character of the local built environment.

2) To achieve an architectural style, character, scale and bulk of new design that harmonises with that of the Conservation Area.

**Controls**

a) The design of a new building in the Conservation Area shall have due regard to its context and shall be sympathetic in terms of character, scale, height, form, siting, materials, colour and detailing. Design shall be preceded by detailed analysis of context, and Development Applications shall include street elevations of adjacent properties to demonstrate how the proposal fits with its context.

b) Where a new building is replacing a listed item or a contributory place then it is to be designed so that its appearance from the street is very similar to the significant parts of the contributory item. The new building may be larger than the original, as if the previous building had been extended in accordance with the controls in these guidelines.

c) Where a new building is on vacant land, or replaces a non-significant building, then two approaches may be adopted in the design:
i. The building style and appearance may draw strongly on its neighbours so that it fits seamlessly into its context and is not readily obvious as recent or modern development, or

ii. The building may adopt a modern style but in a manner that compliments its neighbours. Typically such buildings adopt a form, scale and roof pitch that is similar to its neighbours, but may interpret and detail these in a more contemporary manner. With this approach buildings will usually need to be specifically designed for their allotment. As a consequence, most project and kit homes fail to meet this control.

d) Transportable housing is not appropriate for the Conservation Area as it is unlikely to address the specific design and character guidelines for infill development in a heritage area.

e) Siting and set back are to be consistent with the predominant patterns in the street.

f) Windows and doors visible from the street shall be constructed from timber, but may be painted.

4.6.2 New buildings in the Vicinity of a Heritage Item and/or the Vicinity of a Conservation Area

New buildings in the vicinity of listed items and/or in the vicinity of a Conservation Area may range in scale from single dwellings to commercial buildings to multi-level residential unit blocks.

Objectives

1) To ensure that new buildings are designed and sited so that they do not have an adverse impact on the heritage item and/or the Conservation Area.

Controls

a) Development in the vicinity of a heritage item and/or in the vicinity of a conservation area should be preceded by a detailed analysis demonstrating how character, scale, height, form, siting, materials, colour and detailing of the new building have been sympathetically addressed.

b) For multi-unit development a heritage impact statement must be undertaken before designing any buildings in the vicinity of heritage items and/or vicinity of a conservation area to ensure their significant attributes are protected. The design and façade treatment should be informed by the heritage impact statement.

c) New buildings may “borrow” architectural elements or design attributes from their historic neighbours, such as roof pitch and form, corrugated iron roofing and weatherboard walls may be of the time and architectural style in which it is designed and built.

d) In some instances it may be acceptable to interpret traditional design concepts in a modern way so that new development is of the time and architectural style in which it is designed and built.
e) New buildings in commercial areas should extend primary design lines from the existing to the new development and/or incorporate a modern parapet where appropriate to maintain consistency in the streetscape.

For more detail see the publication *Design in Context – Guidelines for Infill Development in the Historic Environment* available free from the NSW Heritage Office website.

### 4.6.3 Scale, Proportion and Bulk of New Buildings

The height, scale and bulk of a new building has the potential to impact on a heritage item/Conservation Area within its vicinity. The impacts can apply not only to individual buildings but also to significant parks and open spaces.

**Objectives**

1) To ensure that the scale and bulk of new buildings does not adversely impact on a heritage item, park, open space or Conservation Area.

2)

**Controls**

a) A new building in the vicinity of a heritage item and/or Conservation Area must not dominate the heritage item by virtue of its height, scale, bulk or proximity and in general will be of a similar height or less than the neighbouring heritage item.

b) The height of new buildings that are within proximity of the boundary to the listed item should be scaled down to be approximately the same as the heritage item.

c) New external brick walls shall show an appropriate change or banding at ground floor and first floor level, or alternatively at approximately window sill height, to assist in reducing the apparent scale of a proposal. Similar changes may be necessary for other surface materials.

d) Multi-unit development that is adjacent to a heritage item (i.e. where the boundaries are in common, as opposed to over the road) should be stepped back at first storey so that upper storeys do not dominate the heritage place. (Figure 19).

e) Vegetation screens are not to be used as an excuse to permit poor or unsympathetic development within close proximity of a heritage boundary.
4.6.4 Setbacks of New Buildings

In managing streetscapes it is generally acknowledged that the heritage item should remain the dominant item in the streetscape and that in most instances new buildings should have a greater set back to achieve this goal.

Objectives

1) Ensure the heritage item/s remain the predominant building in the streetscape.
2) Ensure the height, scale or bulk of new buildings does not dominate a heritage item.
3) Retain historic and consistent setback patterns where relevant, such as in certain commercial areas.

Controls

a) New buildings shall not obstruct important views or vistas to buildings and places of historic and aesthetic significance.

b) In residential areas the front setback of the new building should be greater than the adjacent heritage building so that the heritage building remains prominent within the streetscape.

c) Side, front and rear setbacks of new buildings shall be increased where new development is higher than the heritage place or likely to have an adverse impact on its character, amenity or setting by virtue of its height, scale or bulk (Figures 20 and 21).
4.6.5 **New Secondary Dwellings and New Dual Occupancies**

Development applications for a new building that is part of either a secondary dwelling or a dual occupancy (as defined in QLEP 2012) must consider the impact on overall heritage values where applicable.

**Objectives**

1) To ensure that the new buildings constructed as part of secondary dwelling and/or dual occupancy development do not compromise the heritage values of an individual place, its landscape setting or its streetscape.

**Controls**

In these controls “additional dwelling” means the new dwelling proposed as part of a secondary dwelling or dual occupancy development and may include the principle dwelling of a secondary dwelling development.

a) An additional dwelling should not have an adverse impact on a heritage item, its curtilage or setting including significant trees, gardens, outbuildings and other elements that may contribute to a place’s overall heritage value. Note that in general, prefabricated site sheds, moveable dwellings, transportable homes, prefabricated
homes, converted shipping containers and the like would not meet the objectives of these guidelines.
b) An additional dwelling in urban areas should avoid being readily visible from the public domain.
c) An additional dwelling within the Conservation Area or on the same allotment as single storey listed item shall generally be restricted to single storey.
d) An additional dwelling may be designed as a free-standing structure, or as a ‘pavilion’ that is linked back to the existing dwelling or structure.
e) An additional dwelling that is attached to the existing dwelling or structure shall be suitably articulated to avoid a monolithic appearance. For example, by using stepped or rebated connections, compound roof forms etc.
f) The form and style of an additional dwelling shall be derived from the existing dwelling or structure.
g) The scale and bulk of new building shall not dominate the existing dwelling or structure.

4.7 Demolition
Demolition of all or part of a heritage place has the potential to cause irreversible impact. At the same time, demolition of an unsympathetic part of a listed place can lead to an enhancement of heritage value.

Demolition of a contributory item within a Conservation Area also has the potential to cause negative impacts on the streetscape.

Objectives
1) To discourage full demolition of a heritage listed or contributory item.
2) To allow for demolition of a non-significant part of a place.
3) To record places of significance prior to their demolition.
4) To minimise adverse impacts arising from the demolition and replacement of heritage and contributory items.

Controls
a) Full demolition of a listed or contributory item is only appropriate where, in the opinion of Council, the building is damaged or has decayed to such an extent that its restoration is not feasible.
b) Elements of a building that do not contribute to its heritage significance may be considered for demolition. Proponents must demonstrate that partial demolition does not affect the heritage significance of the building.
c) The demolition of ancillary structures that detract from the significance of a place is likely to be supported.
d) The demolition of structures, including habitable dwellings, that are in the Conservation Area and do not contribute to the Area significance are likely to be supported.
e) Significant fabric (for example period windows, or historic bricks) that is removed in the process of permissible demolition should be set aside for use in future repairs or possible reinstatement.
f) Buildings that replace listed and contributory structures shall adopt a similar external form and appearance as the significant part of the building that is being demolished. The replacement building may be extended in accordance with this Part as if it were the existing building (Figure 22).
Figure 22: The original building footprint is shown on the left, with the verandah towards the street and some unsympathetic additions to the rear. The reconstructed building on the right adopts the same form as the original when seen from the street. However it has been built slightly wider to allow for larger rooms, and has been extended to the rear in accordance with other guidelines in this DCP.
4.8 Change of Use

In some instances a change of use can facilitate the long term conservation of a heritage item. However it is important that the new use does not require changes to the building that would adversely impact on its appearance and heritage character, or on the amenity of the surrounding area.

Objectives

1) To allow for new uses that are appropriate to the structure and will not have an adverse impact on its significance.

Controls

a) In certain circumstances Council may grant consent to certain development for any purpose of a building that has heritage significance even though development for that purpose would otherwise not be allowed by the QLEP 2012. The new use must facilitate conservation of the item, be in accordance with a heritage conservation management plan and not adversely impact on the amenity of the surrounding area. For further detail refer QLEP 2012 Part 5 Clause 10 (10) http://www.legislation.nsw.gov.au/maintop/view/inforce/epi+576+2012+cd+0+N

b) A new use that requires substantial and irreversible modification of significant fabric or setting is unlikely to meet the intention of these controls.

c) New uses should require minimal change to the external fabric of the building.

d) Changes to landscaping or car parking should not have an adverse impact on the character or significance of the item and will need to satisfy other relevant clauses in this DCP.

e) A new use should not increase the risk or likelihood of cumulative changes that could reduce the heritage significance of the item over time.

4.9 Subdivision of Land

Many heritage places were constructed on generous allotments and subsequently developed attractive gardens or settings that contribute to the place’s heritage significance. Subdivision has the potential to destroy the garden or rural setting and encourage infill buildings that encroach upon the heritage item in a manner that can weaken the heritage place’s special values.

Subdivision can increase the number of driveways and cross-overs and, as a consequence, have a significant adverse impact on a traditional streetscape.

Objectives

1) To ensure that subdivision does not destroy the significant setting, landscape or curtilage of a heritage place.

2) To ensure that subdivision, including the resultant parcel shape and/or size allows for infill development that does not compromise the heritage place.

3) To ensure that subdivision is consistent with, and does not compromise traditional subdivision patterns/rural landscape.
4) To ensure that subdivision does not adversely impact on streetscapes/rural landscape due to increased driveways, cross-overs or inappropriate density of development.

Controls

Subdivision boundaries should be designed so that they will not have an adverse impact on a heritage item, its curtilage or setting including gardens, outbuildings and other elements that may contribute to a place’s overall heritage value.

a) Subdivision should be consistent with the predominant historic subdivision pattern in the locality or street.

b) Battleaxe subdivision is not appropriate for listed items or places within the Conservation Area as it leads to a concentration of driveways that is inconsistent with the historic subdivision pattern.

c) Subdivision in rural areas should retain a suitably sized curtilage surrounding the heritage item.

d) Subdivision should not lead to, or have the potential to result in, a degradation of the heritage values of items or streetscapes.

e) Proposed subdivision should be preceded by a heritage impact statement that identifies all heritage and landscape attributes and shows how the proposal will respect the significance of the heritage item.