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**EXTRAORDINARY MEETING
TO BE HELD ON WEDNESDAY, 30 OCTOBER 2024 AT 7:00 PM
LEVEL 3, COUNCIL CHAMBER**

A G E N D A

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Request for Extraordinary Meeting of Council

We write to request an Extraordinary Meeting of Council pursuant to Section 366 of the Local Government Act 1993 for the purpose of receiving reports from staff to consider the following issues:

- Housing scenarios to explore better resident outcomes for the four Transport Oriented Development precincts of Gordon, Killara, Lindfield and Roseville as required by the Council Resolution of 8 May 2024, and to consider a report on the proceedings in the NSW Land and Environment Court concerning the Transport Oriented Development Amendment to the Housing SEPP.
- Legal advice concerning the Transport for NSW funding deed (Lindfield Village Hub Commuter Car Park).

REQUESTED BY:

Councillor Christine Kay, Mayor
ST IVES WARD

Councillor Sam Ngai
ROSEVILLE WARD

NOTE: For Full Details, See Council's Website –
<https://www.krg.nsw.gov.au> under the link to business papers

The Livestream can be viewed here:
<https://www.krg.nsw.gov.au/Council/Council-meetings/Council-meeting-live-stream>

Disclaimer: All Ku-ring-gai Council Ordinary Meetings of Council are livestreamed for on-demand viewing on the KRG website. Although Council will do its best to ensure the public is excluded from the livestream, Council cannot guarantee a person's image and/or voice won't be broadcast. Accordingly, attendance at Council meetings is considered consent by a person for their image and/or voice to be webcast. Council accepts no liability for any damage that may result from defamatory comments made by persons attending meetings. As per clause 15.21 of Council's Code of Meeting Practice, a person must not live stream or use an audio recorder, video camera, mobile phone or any other device to make a recording or photograph of the proceedings of a meeting of the council or a committee of the council without the prior authorisation of the council.

In accordance with clause 3.23 of the Model Code of Meeting Practice, Councillors are reminded of the oath or affirmation of office made under section 233A of the Act, and of their obligations under the Council's Code of Conduct to disclose and appropriately manage conflicts of interest.

Please refer to Part 4 of Council's Code of Conduct for Pecuniary Interests and Part 5 of Council's Code of Conduct for Non-Pecuniary Interests.

The Oath or Affirmation taken is as below:

Oath:

I *[name of Councillor]* swear that I will undertake the duties of the office of Councillor in the best interests of the people of the Ku-ring-gai Local Government area and the Ku-ring-gai Council, and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the *Local Government Act 1993* or any other Act to the best of my ability and judgement.

Affirmation:

I *[name of Councillor]* solemnly and sincerely declare and affirm that I will undertake the duties of the office of Councillor in the best interests of the people of the Ku-ring-gai Local Government area and the Ku-ring-gai Council, and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the *Local Government Act 1993* or any other Act to the best of my ability and judgement.

APOLOGIES

DECLARATIONS OF INTEREST

DOCUMENTS CIRCULATED TO COUNCILLORS

CONFIRMATION OF REPORTS TO BE CONSIDERED IN CLOSED MEETING

NOTE:

That in accordance with the provisions of Section 10 of the Local Government Act 1993, all officers' reports be released to the press and public, with the exception of following confidential report(s) and attachments:

C.1 Land and Environment Court of NSW - TOD SEPP

In accordance with 10A(2)(g):

Attachment 1: Mayoral Minute 13 August 2024

C.2 TfNSW Commuter Car Park Funding Deed for Lindfield Village Hub - Legal Advice

In accordance with 10A(2)(c), (d)(i), (d)(ii) and (g):

Attachment 1: Shaw Reynolds legal advice 21 October 2023 re LVH - TfNSW Funding Deed

NOTE:

That in accordance with the provisions of Section 10 of the Local Government Act 1993, all officers' reports be released to the press and public, with the exception of confidential attachments to the following General Business reports:

GB.1 Planning for better outcomes - Alternative Scenarios to the TOD SEPP

In accordance with 10A(2)(c):

Attachment 1: Atlas Economics - TOD Feasibility Advice

CONFIRMATION OF MINUTES

MINUTES FROM THE MAYOR

PETITIONS

GENERAL BUSINESS

- i. The Mayor to invite Councillors to nominate any item(s) on the Agenda that they wish to have a site inspection.*
- ii. The Mayor to invite Councillors to nominate any item(s) on the Agenda that they wish to adopt in accordance with the officer's recommendation allowing for minor changes without debate.*

GB.1 Planning for better outcomes - Alternative Scenarios to the TOD SEPP 8

File: S14427

To seek Council's endorsement of draft land use options for public exhibition commencing in November 2024.

Recommendation:

That Council endorse the scenarios as described in this report for public exhibition from November to December 2024.

GB.2 Communications and consultation program - Alternative Scenarios to the TOD SEPP 198

File: S14427

To present to Council a draft communication and community engagement program in relation to proposed land-use scenarios being considered by Council as alternatives to the Transport Oriented Development (TOD) State Environmental Planning Policy (SEPP).

Recommendation:

That Council endorse the proposed approach to communication and community engagement in relation to the alternative land-use scenarios around the four TOD station precincts.

EXTRA REPORTS CIRCULATED TO MEETING

BUSINESS WITHOUT NOTICE – SUBJECT TO CLAUSE 9.3 OF CODE OF MEETING PRACTICE

QUESTIONS WITH NOTICE

INSPECTIONS– SETTING OF TIME, DATE AND RENDEZVOUS

CONFIDENTIAL BUSINESS TO BE DEALT WITH IN CLOSED MEETING

C.1 **Land and Environment Court of NSW - TOD SEPP**

File: S14468

In accordance with the *Local Government Act 1993* and the *Local Government (General) Regulation 2021*, in the opinion of the General Manager, the following business is of a kind as referred to in section 10A(2)(g), of the Act, and should be dealt with in a part of the meeting closed to the public.

Section 10A(2)(g) of the Act permits the meeting to be closed to the public for business relating to advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege.

This matter is classified confidential under section 10A(2)(g) because it contains advice concerning a legal matter that:

- (a) is a substantial issue relating to a matter in which the Council is involved
- (b) is clearly identified in the advice, and
- (c) is fully discussed in that advice.

It is not in the public interest to release details of the legal advice as it would prejudice Council's position in court proceedings.

Report by General Manager

C.2 **TfNSW Commuter Car Park Funding Deed for Lindfield Village Hub - Legal Advice**

File: S12165-4-6

In accordance with the *Local Government Act 1993* and the *Local Government (General) Regulation 2021*, in the opinion of the General Manager, the following business is of a kind as referred to in sections 10A(2)(c), 10A(2)(d)(i), 10A(2)(d)(ii) & 10A(2)(g), of the Act, and should be dealt with in a part of the meeting closed to the public.

Section 10A(2)(c) of the Act permits the meeting to be closed to the public in respect of information that would, if disclosed, confer a commercial advantage on a person with whom the Council is conducting (or proposes to conduct) business.

The matter is classified confidential because it deals with the proposed acquisition and/or disposal of property.

It is not in the public interest to release this information as it would prejudice Council's ability to acquire and/or dispose of the property on appropriate terms and conditions.

Section 10A(2)(d) of the Act permits the meeting to be closed to the public for business relating to commercial information of a confidential nature that would, if disclosed:

- (i) prejudice the commercial position of the person who supplied it, or
- (ii) confer a commercial advantage on a competitor of Council, or
- (iii) reveal a trade secret.

This matter is classified confidential under section 10A(2)(d)(i) because it deals with tenders. Tender details, should they be revealed, may result in commercial disadvantage to parties involved in the tender process. Some information provided to Council by tenderers is provided on the basis that Council will treat it as commercial in confidence.

It is not in the public interest to reveal details of these tenders or the assessment process. Tenderers have provided sensitive information about their operations in the confidence that their details will not be made public by Council. The practice of publication of sensitive information provided by tenderers could result in the withholding of such information by tenderers and reduction in the provision of information relevant to Council's decision.

Section 10A(2)(d) of the Act permits the meeting to be closed to the public for business relating to commercial information of a confidential nature that would, if disclosed:

- (i) prejudice the commercial position of the person who supplied it, or
- (ii) confer a commercial advantage on a competitor of Council, or
- (iii) reveal a trade secret.

This matter is classified confidential under section 10A(2)(d)(ii) because it would confer a commercial advantage on a competitor of the Council.

Section 10A(2)(g) of the Act permits the meeting to be closed to the public for business relating to advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the ground of legal professional privilege.

This matter is classified confidential under section 10A(2)(g) because it contains advice concerning a legal matter that:

- (a) is a substantial issue relating to a matter in which the Council is involved
- (b) is clearly identified in the advice, and
- (c) is fully discussed in that advice.

It is not in the public interest to release details of the legal advice as it would prejudice Council's position in court proceedings.

Report by General Manager

David Marshall
GENERAL MANAGER

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PLANNING FOR BETTER OUTCOMES - ALTERNATIVE SCENARIOS TO THE TOD SEPP

EXECUTIVE SUMMARY

PURPOSE OF REPORT:

To seek Council’s endorsement of draft land use options for public exhibition commencing in November 2024.

BACKGROUND:

At the Extraordinary Meeting of Council of 8 May 2024 Council resolved to commence studies around the four Transport Oriented Development precincts of Gordon, Killara, Lindfield, and Roseville. Council’s aim was to explore better resident outcomes than what was expected to be implemented under the TOD SEPP. The SEPP came into force on 13 May 2024 largely unamended. Council also requested the studies, scenario analysis and community engagement be presented before councillors within nine months for a decision.

COMMENTS:

The Council resolution identifies two primary objectives for the studies and scenario analysis:

- to retain and protect Heritage Conservation Areas (HCAs); and
- to improve urban canopy outcomes.

These outcomes will be achieved by shifting or relocating the potential dwelling yield from HCAs currently affected by the TOD SEPP to other areas that have been assessed and found to be suitable for increased densities. The resolution places a particular emphasis on the commercial areas within the town centres. To meet the terms of the resolution, exhibition of the scenarios must be held in 2024 so that scenario analysis and community engagement may be reported to Council in February 2025.

RECOMMENDATION:

[Refer to the full Recommendation at the end of this report]

That Council endorse the scenarios as described in this report for public exhibition from November to December 2024.

PURPOSE OF REPORT

To seek Council's endorsement of draft land use options for public exhibition commencing in November 2024.

BACKGROUND

This report has been prepared in response to a Mayoral Minute from Council's Extraordinary Meeting of Council of 8 May 2024.

On consideration of the Mayoral minute, Council resolved as follows:

- A. *That Council supports more housing but denounces the lack of planning and one-size-fits-all policies of the State Government.*

For the Resolution: The Mayor, Councillor Ngai, Councillors Lennon, Smith, A. Taylor, G. Taylor, Ward and Wheatley

Against the Resolution: Councillor Spencer

CARRIED

- B. *That Council commence proceedings in the NSW Land and Environment Court concerning the Transport Oriented Development Amendment to the Housing SEPP, to seek declarations as to invalidity and orders restraining any associated breach of law, including the Environmental Planning and Assessment Act 1979.*

CARRIED UNANIMOUSLY

- C. *That Council commences studies around the four Transport Oriented Development precincts of Gordon, Killara, Lindfield and Roseville to explore better resident outcomes than what is currently in place (as of 13 May 2024). The studies, scenario analysis and community engagement should be presented before councillors within nine months for a decision. Such scenarios may include:*

- i) Base Case – Identification of new infrastructure and amenities to support the state-imposed TOD precincts in their current form.*
- ii) Minor Amendment Case – In addition to the Base Case, it will selectively spare key Heritage Conservation Areas as well as improve urban canopy outcomes by shifting dwellings towards key sites in the town centre.*
- iii) More Extensive Case – In addition to the Base Case, a more ambitious effort to save multiple Heritage Conservation Areas as well as improve urban canopy outcomes by shifting dwellings towards non-heritage areas in the town centre.*
- iv) As well as any other scenarios that Council staff choose to identify.*

CARRIED UNANIMOUSLY

COMMENTS

This report only addresses Resolution C of the Mayoral Minute of 8 May 2024 only.

The TOD SEPP amendments apply to a corridor of land with an area of approximately 1.6 million sqm (160 Ha) and impacts approximately 4,800 individual dwellings including 551 properties of heritage significance. The average canopy cover of the area is 34% which is high when compared to most parts of Sydney.

As a result of Ku-ring-gai's historic pattern of development as railway suburbs concentrated along the train line, the TOD SEPP upzoning around the train stations disproportionately impacts Ku-ring-gai's heritage.

For the land within 400 metres of the four train stations identified as a "TOD site", the TOD SEPP directly impacts 23 listed heritage conservation areas (HCAs), representing half the total conservation areas of Ku-ring-gai. There are 410 properties within these HCAs that are upzoned by the TOD SEPP. The TOD SEPP also directly impacts an additional 136 properties individually listed as heritage items that, while not mapped as TOD sites, are adjoined by land identified as TOD sites. These sites have no beneficial uplift from the TOD SEPP, and in some cases, are quite negatively impacted.

The impacts of the TOD Program will be significant because the provisions are applied without consideration of factors such as biodiversity, heritage, and tree canopy and other constraints applied in a traditional and well accepted "sieve mapping" process.

Matters such as these would normally be considered as constraints or limitations to development in a best-practice planning process.

The TOD controls are:

- Maximum height control - 22 metres (6-storey residential flat buildings) and 24 metres (7-storey shop top housing);
- maximum floorspace ratio (FSR) 2.5:1; and
- minimum lot width of 21 metres.

Development controls that are critical to the protection of heritage and canopy cover are minimal or absent in the TOD, these include:

- Minimum lot size;
- setbacks;
- site coverage;
- deep soil; and
- tree replacement.

The TOD SEPP is in place now and landowners, real estate agents, and developers are already responding to the opportunity provided by the SEPP amendments.

As of late September 2024, there were at least 34 EOs on the market, involving over 100 individual properties, with potential for up to 3,300 new apartments.

In addition, Council has received:

- one DA and 2 pre-DAs with potential for about 150 new dwellings;
- three Planning Proposals with potential for about 1,200 dwellings (two predating the TOD SEPP; and
- some twenty-four (24) enquiries and/or requests for de-listing of Heritage items for which no specialist heritage advice has been provided in support.

PLANNING FOR BETTER OUTCOMES

In identifying key project objectives from Council's resolution of 8 May 2024, the primary objectives of this planning exercise are assumed to be whether it is possible to protect HCAs and improve urban canopy outcomes by transferring dwellings to alternative locations within, or adjacent to, the four designated TOD stations.

If Council agrees to exhibit the scenarios presented in this report, engagement will seek to identify whether the community are prepared to trade off height and density for protection of HCAs and other best-practice planning outcomes such as canopy protection.

Consequently, this work assumes that:

1. that the base case in this scenario analysis is the TOD SEPP as gazetted, not planning controls that pre-existed the TOD amendments; and
2. that the primary objectives for the study are:
 - a) to retain and protect Heritage Conservation Areas (HCAs);
 - b) to improve urban canopy outcomes; and
 - c) to meet the dwelling targets stipulated by the State Government for the TOD program.

These outcomes are sought to be achieved by shifting or relocating potential dwelling yield from HCAs currently affected by the TOD SEPP to other areas that have been assessed and found to be suitable for increased densities with a focus on the commercial centres within the town centres.

The protection of HCAs will arguably automatically improve urban canopy outcomes. Additional opportunities for canopy protection are available to Council and are broadly described in this report.

It should be noted that Council's Urban Forest Strategy (2022) aims to increase canopy cover from 45% up to 49% across the LGA. The cumulative impacts of the TOD Program amendments and the known, and yet to be implemented unknown impacts of the Low and Mid-rise SEPP amendments, mean that these objectives are now likely to be completely unachievable.

Council staff have undertaken a detailed study as part of developing the scenarios. The study comprises the following considerations:

- Defining a dwelling target;

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- understanding development feasibility;
- defining a study area;
- analysing constraints;
- determining housing potential;
- defining planning principles;
- preparing draft scenarios; and
- planning for community infrastructure.

A summary of the findings, and other relevant issues, is set out below.

1. *Defining a dwelling target*

The starting point for the study was to estimate the number of dwellings that may be delivered by the TOD SEPP amendments, acknowledging that Council's scenarios will need to match or exceed the dwelling yield from the TOD SEPP.

Council has undertaken its own due diligence to determine an estimated dwelling yield for the TOD SEPP as it applies specifically to Ku-ring-gai rather than simply relying on figures from DPHI.

Council's site-by-site analysis estimates a total dwelling yield from the TOD SEPP precincts of 23,200 dwellings. This is a net figure where existing dwellings have been subtracted from the total and assuming an average replacement dwelling size is 90sqm.

The TOD SEPP increases heights and densities of all properties, except heritage items, RE1 zones and SP2 zones, within a 400m radius of designated TOD rail stations. Irrespective, analysis suggests a wide range of properties affected by the TOD SEPP will not redevelop for a variety of reasons, even over the long term. The analysis indicates that about 40% of the properties within the TOD will not redevelop. Study assumptions in this regard are as follows:

- The TOD SEPP applies to all properties including those within heritage conservation areas. While the State Government has stated that heritage provisions will still apply, Council's analysis indicate that it will not be possible for the TODs to deliver the dwelling numbers anticipated by the Government without full redevelopment of the HCAs. Therefore, full development has been assumed across all TOD HCAs.
- The TOD SEPP applies a FSR of 2.5:1 and building height of 7-storeys to commercial zones (E1 – Local Centre). Redevelopment of these sites as a result of the TOD SEPP is considered unlikely based on recent feasibility analysis (**Confidential Attachment A1**) which indicates the TOD SEPP FSR provision is well below the 'tipping point' required for feasible development. This fact has been well understood since late 2023.
- The TOD SEPP applies a FSR of 2.5:1 and building height of 6-storeys to existing R4 - High Density Residential zones. The majority of these areas have been redeveloped with strata-titled apartment buildings varying widely in age, size and number of strata lots. This study assumes that where a building or group of buildings has been divided into more than ten (10) strata lots it is assumed that the property will not redevelop.

Based on previous feasibility studies undertaken by Council a FSR provision of 2.5:1 is considered well below the 'tipping point' required for feasible redevelopment of these sites.

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It is also assumed that buildings with strata schemes constructed in the last 15 years, even if <10 dwellings/owners, will not redevelop due to financial viability.

- The TOD SEPP applies to a range of non-residential properties including land owned by schools, churches, and hospitals. It is assumed these will not redevelop as most of these institutions are growing (and acquiring land) in Ku-ring-gai, rather than selling land. This will not always be the case necessarily. The majority of churches within the TOD area are heritage listed and therefore excluded, non-listed church buildings are also excluded.
- It is assumed service stations will not redevelop as there is a limited number of these businesses in Ku-ring-gai and they occupy highly visible and valuable locations along the Pacific Highway.
- Approved DAs – DAs approved under the KLEP for apartment buildings and townhouses are generally excluded as, at the time of writing, costs and risks associated with documenting a fresh DA and gaining development approval, may not be a financially attractive proposition. This assumption will in all likelihood need to be reviewed over time.
- Isolated sites - The TOD SEPP has a minimum lot width provision of 21m wide at the front building line. Numerous individual properties are technically “isolated” by this provision, as they could not be incorporated into a larger amalgamated site, often due to proximity to a heritage item or due to anomalies in the Transport Oriented Development Sites Map.

On 30 August 2024 figures were released by the NSW Government as a result of a Parliamentary Inquiry. The figures reveal an estimate of 22,580 new dwellings within 400 metres of the four Ku-ring-gai TOD stations within 15 years. This is higher than numbers previously released.

A comparison between Council and NSW Government estimates is set out below in Table 1. The difference between the two estimates is 2.7% or 620 dwellings, which indicates a high degree of correlation.

Table 1 – Comparison between Ku-ring-gai Council and NSW Government dwelling estimates

LOCATION	KU-RING-GAI COUNCIL ESTIMATE OF NEW DWELLINGS*	NSW GOVERNMENT ESTIMATE OF NEW DWELLINGS*.*	DIFFERENCE	DIFFERENCE
GORDON	5,457	5,272	185	
KILLARA	5,943	5,272	671	
LINDFIELD	5,763	5,935	-172	
ROSEVILLE	6,038	6,101	-63	
TOTALS	23,200	22,580	-620	2.7%

* This is a net figure and assumes average unit size of 90sqm

**Based on NSW Government figures released in August 2024 – assumptions not available.

2. *Understanding development feasibility*

Council engaged *Atlas Economics* to provide advice on whether the TOD controls are feasible in Ku-ring-gai, and if feasible, what would be the likely take-up of development (annually) that could occur. Refer **Confidential Attachment A1 – Feasibility Advice - Transport Oriented Development - Gordon, Killara, Lindfield, Roseville.**

In summary the study finds:

- Existing single dwellings in the R2 low density zones (including those within HCAs) are the most likely to redevelop under the TOD SEPP controls.
- Feasibility testing of sample sites indicates that the TOD controls are feasible and will offer a large premium (over and above existing use value) for landowners (the testing includes consideration of mandatory 2% Affordable Housing (AH) contributions).
- Given the premium on offer to landowners an average development take-up of 600-1000 new dwellings per year across the 4 centres could be expected. This rate is 3-5 times greater than the development peak in Ku-ring-gai, for the same area, during 2016-2021.
- Sites within the E1 Local Centres zones (e.g., retail strip, low-rise commercial) are unlikely to redevelop under the TOD as for the most part they require higher densities for redevelopment to be feasible.
- Informal discussions with selling agents indicate there is market uncertainty surrounding the implementation of the TOD controls.
- This uncertainty is observed to have dampened market take-up of development site sales thus far. Should the uncertainty be resolved developer interest is expected to be notable.

A map showing the locations of current properties on the market as development sites (as of October 2024) is included in **Attachment 2 – Constraint Mapping and Housing Potential.**

3. *Defining a study area*

The TOD SEPP applies across an area loosely defined by a 400m radius from a TOD station precinct. A property falls within the TOD Development Area when the arc of the circle 'touches' a property. This crude methodology results in numerous and serious transition impacts and anomalies at the interface between properties within the TOD and those outside.

Figure 1 illustrates this where the white dashed line is the 400-metre radius from the station, the red coloured properties are those within the TOD area, and the heavy red line shows where houses that are outside the TOD area are directly adjoining properties that may redevelop to 6 storeys.



Figure 1 – Avoiding the flaws of the TOD - Isolated properties and interface impacts

To avoid the flaws of the TOD SEPP, Council has defined Local Centre boundaries for the scenarios based on Council’s Local Strategic Planning Statement (LSPS) which defines a Primary Local Centre by a circle with a radius of 800 metres representing a 10-minute ‘walkable’ distance to the station.

Figure 2 shows how the local centre boundary has been refined to consider walking times based on the layout of roads and footpaths and topography, as well as the natural elements of the area. The boundary is further refined to follow public roads to ensure any future changes to planning controls are not ‘mid-block’ or along property boundaries to allow an acceptable interface between areas of different density or use.

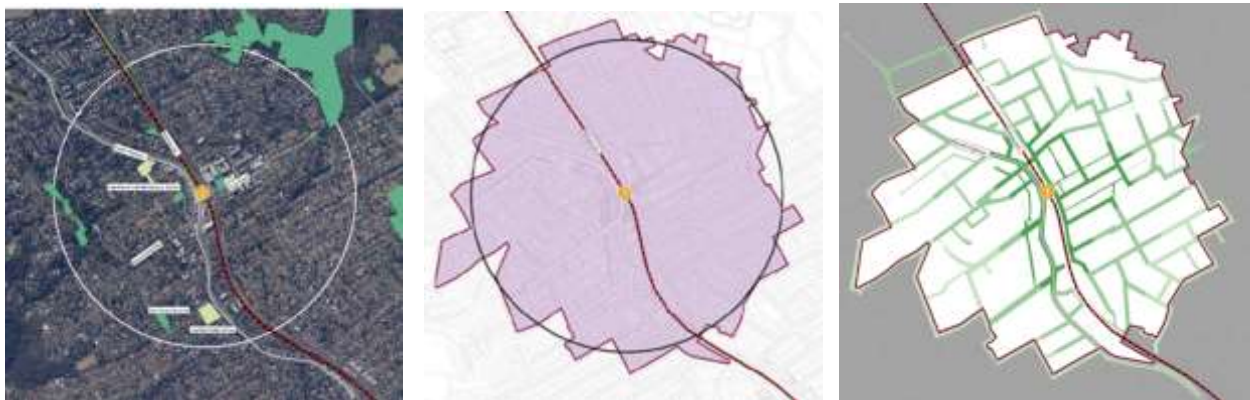


Figure 2 – Defining the local centre boundaries.

The local centre boundaries merge to form a corridor approximately 800 metres wide running parallel to the rail line. The northern boundary of the corridor is Mona Vale Road, and the southern boundary is the LGA boundary with Willoughby.

Figure 3 below illustrates the extent of the local centre boundary (in yellow) and the TOD area inset within.

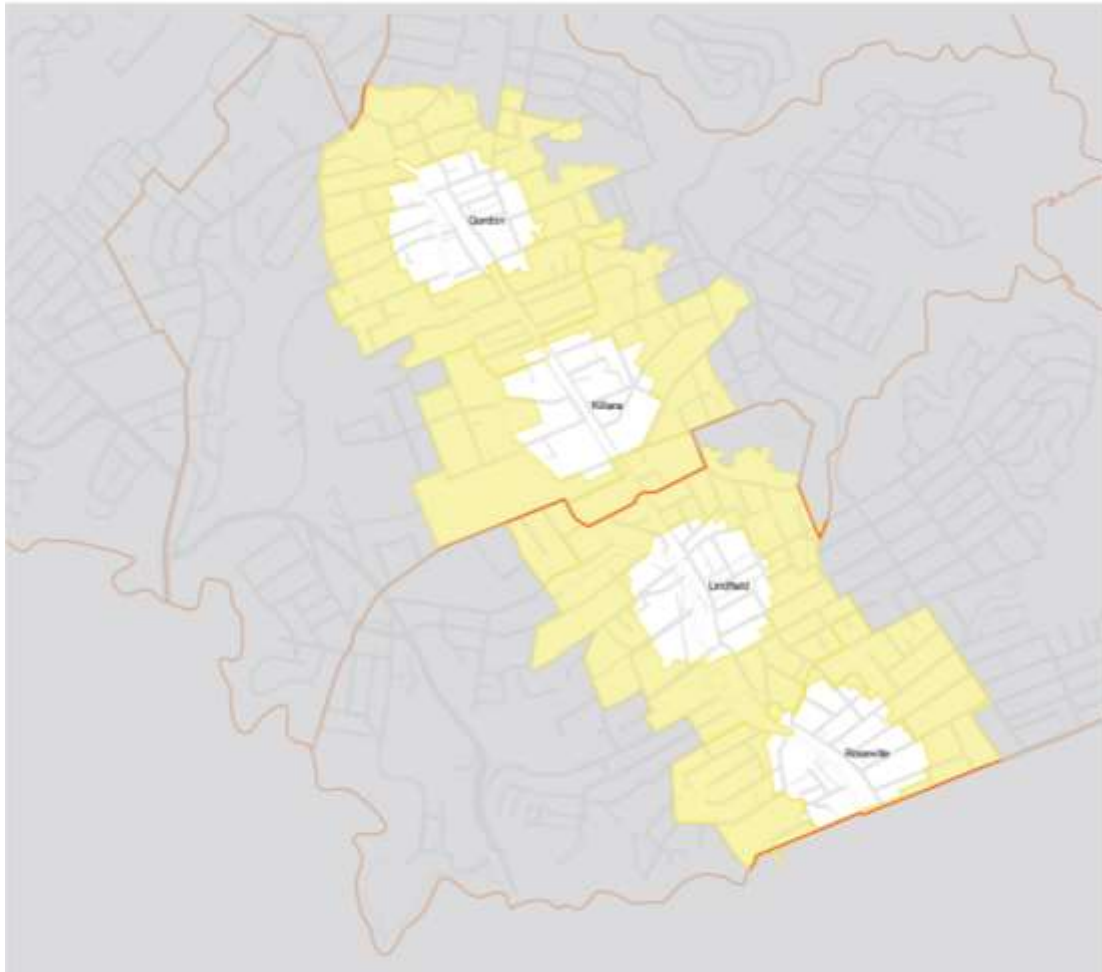


Figure 3 – Local Centre boundaries and TOD Area

4. *Analysing the constraints*

To avoid the flaws of the TOD SEPP, Council's study has undertaken detailed mapping and analysis of constraints that represent limitations to potential housing supply. The key constraints identified are:

- Environmental (Biodiversity, slope, bushfire, and riparian lands);
- Heritage Items;
- Heritage Conservation Areas; and
- Tree Canopy Cover.

A. Environmental Constraints

The TOD SEPP applies 'blanket' building height and density provisions across an urban area that contains a unique combination of soils, topography, vegetation, and fauna habitats supporting areas of high biodiversity significance.

Analysis reveals that the TOD SEPP identifies environmentally sensitive land (arguably incorrectly) as being suitable for high density housing.

Figure 4 shows an extract from the environmental constraints map (Attachment 2 – Constraints Mapping and Housing Potential). The red circles highlight sensitive areas (in grey) where the TOD SEPP currently applies.

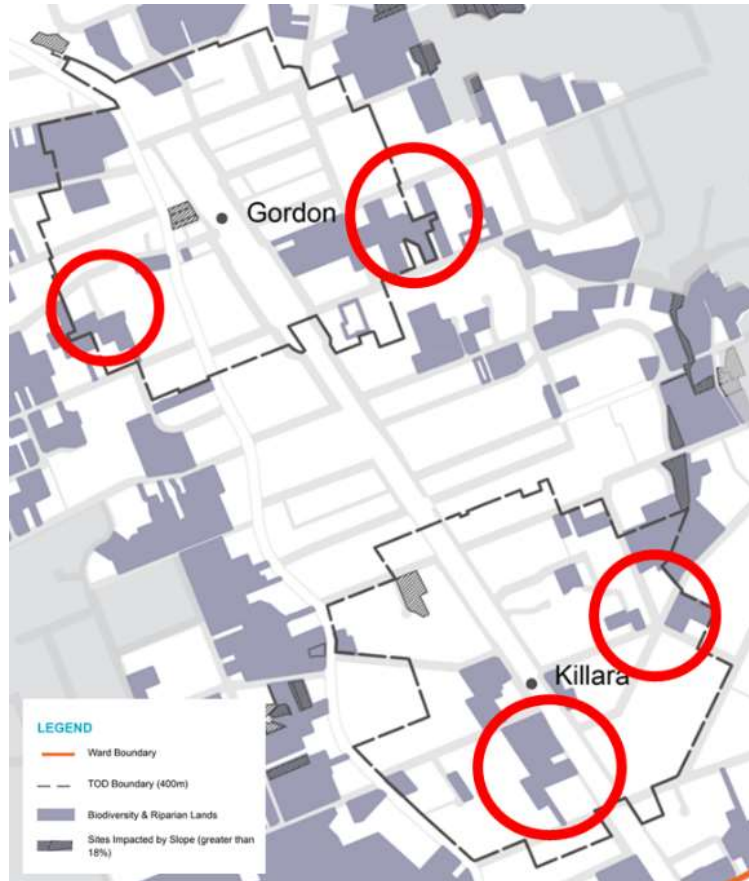


Figure 4 - TOD SEPP identifies environmentally sensitive land as suitable for high density housing.

Ku-ring-gai’s LEP and DCP provides clear guidance in relation to management of land with significant vegetation and habitat, biodiversity corridors and waterways throughout the LGA. This study references the following:

Ku-ring-gai DCP:

- Part 16 - Bushfire Risk
- Part 17 – Riparian Lands
- Part 18 - Biodiversity and Part 18R - Greenweb Maps

Ku-ring-gai Local Environmental Plan 2015 (KLEP):

- Terrestrial Biodiversity Map & Clause 6.3 Biodiversity Protection
- Riparian Lands & Watercourses Map & Clause 6.4
- Ku-ring-gai Bushfire Risk Evacuation Map

To avoid the flaws of the TOD, this study assumes the following:

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- Properties with core biodiversity have no potential for additional housing;
- properties with 20% or more of the land area with Support for Core, Landscape Remnants and/or Biodiversity Corridors are constrained with some potential for additional housing subject to detailed analysis and ground-truthing;
- properties with more than 25% of the land area affected by Category 1 or 2 Riparian Lands are heavily constrained with no potential for additional housing;
- properties with more than 25% of the land area with a slope greater than 18% have no potential for additional housing;
- properties mapped as Bushfire Prone Vegetation Category 1 and 2 lands have no potential for additional housing; and
- properties immediately adjoining Bushfire Prone Vegetation Category 1 or 2 lands have no potential for additional housing.

B. Heritage items

The TOD SEPP increases heights and densities of all properties, except heritage items, SP2 reservations, and open space zones (RE1 and RE2), within a 400m radius of the TOD station precincts. There are 136 heritage items within the TOD Development Area and an additional 27 heritage items on edge of the TOD precincts.

Because the TOD SEPP map specifically excludes heritage items and provides no incentive for them to be included within future development sites, they are effectively isolated or 'stranded', meaning that all properties around them are permitted to seek development approval for redevelopment as 6-storey apartment buildings, risking the heritage items being surrounded and impacted by overshadowing, overlooking, and potentially significantly reducing property values.

Heritage items on the edge of the TOD station precincts may interface directly with 6-storey apartment buildings on one or more boundaries.

Figure 5 shows an extract from the heritage constraints map (refer **Attachment 2 – Constraints Mapping and Housing Potential**) the red circles highlight stranded or isolated heritage items (in purple) within the TOD Area.



Figure 5 - Heritage Items within the TOD Area are isolated and surrounded by 6-storey apartment buildings

To avoid the flaws of the TOD, Council’s study has undertaken a detailed mapping and analysis of heritage items within the corridor to identify locations with low concentrations of heritage items that may be suitable for new housing. The reference documents are the Ku-ring-gai DCP - Part 19 which applies to Heritage Items (HI) and the KLEP 2015 Heritage Map.

The study finds several locations where there are few or no heritage items, the most notable being around Lindfield station with smaller areas around Gordon station.

The highest concentration of heritage items is found around Killara station, particularly on the eastern side of the rail line. The next highest concentration is on the eastern side of Roseville station. These areas are unsuitable for additional housing.

C. Heritage Conservation Areas

As a result of Ku-ring-gai’s historic pattern of development being concentrated along the northern railway line, the TOD SEPP amendments disproportionately impact on Ku-ring-gai’s cultural heritage.

For land within 400 metres of four train stations, the TOD SEPP directly impacts 23 listed heritage conservation areas, representing half the total conservation areas of Ku-ring-gai. Approximately 410 properties in HCAs are identified as TOD sites.



Figure 6 - Part of Roseville's Lord Street/Bancroft Avenue heritage conservation area in c.1900-1927, viewed from the train line, now identified as TOD sites (Source: State Library)

The controls now applying to HCAs as a consequence of the TOD amendments are a building height of 22 metres (buildings of up to 6 storeys) and a maximum FSR of 2.5:1. As a result all properties within gazetted HCAs are arguably susceptible to demolition.

While the State Government has repeatedly claimed that heritage provisions will still apply to development within HCAs, Council's analysis of dwelling yields indicates that it will not be possible for the TODs to deliver the dwelling numbers anticipated by the State Government without complete redevelopment of all HCAs.

Figure 7 shows extracts from the heritage constraints map (Attachment 2 – Constraints Mapping and Housing Potential) the red areas indicate where HCAs are included within the TOD Development Area.

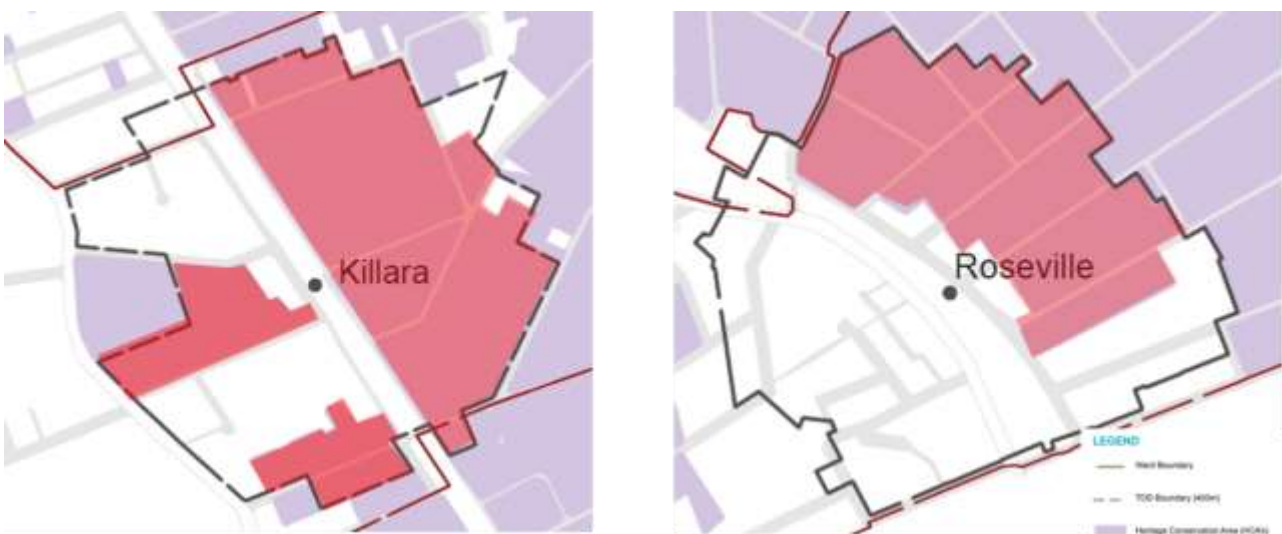


Figure 7 - The TOD has identified HCAs as suitable for high density housing

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To avoid the flaws of the TOD SEPP, Council’s study has undertaken a detailed analysis of Heritage Conservation Areas within the corridor to identify locations without HCAs that may be suitable for new housing.

Reference documents are the Ku-ring-gai DCP - Part 19 which applies to Heritage Conservation Areas (HCA); and the KLEP 2015 Heritage Map.

In summary:

- HCAs cover virtually the entire eastern side of the corridor (east of the northern railway line). These areas are not suitable for new housing;
- there are broad areas on the western side of the railway line within the 800-metre corridor that are free of HCAs and have potential for new housing; and
- there are small areas with no HCAs around Lindfield Station and to the north of Gordon Station.

D. Tree Canopy Cover

The TOD SEPP amendments will have significant impacts on canopy cover as it allows high density housing within areas that currently have an average canopy cover of about 34%. Furthermore, the TOD amendments provide minimal controls to protect existing trees or to require planting of new tall canopy trees. The result will be a significant loss of canopy cover in areas covered by the TOD SEPP amendments.

Figure 8 shows an extract from the tree canopy map (Attachment 2 – Constraints Mapping and Housing Potential), the red circles indicate where the TOD applies to areas with canopy cover over 30%.



Figure 8 - The TOD amendments allow high density housing in areas that currently have high canopy cover to be replaced with minimal canopy protection

The Ku-ring-gai DCP Part 7 – Residential Flat Buildings provides strict controls for maintaining and increasing canopy cover. These controls have been in place since 2004 and have demonstrated significant efficacy.

The key controls include:

- Deep soil – a minimum of 40% (site area <1800sqm) or 50% (site area > 1800sqm) of site area is to be provided as landscape areas with minimal hard elements above and below ground.
- Site coverage – a maximum of 30% of a site that can be covered by the building excluding the basement.
- tree replacement – a requirement to plant tall canopy trees capable of attaining a mature height of at least 15-18m:
 - 1 tree per 400m² (site area <1,200sqm)
 - 1 tree per 350m² (site area 1,200-1,800sqm)
 - 1 tree per 300m² (site area >1,800sqm)

The TOD SEPP does not provide any specific guidance on deep soil but refers to the Apartment Design Guide (ADG) which requires a minimum of 7% of site area as deep soil and a 0% site coverage control.

Council's definition of deep soil is also more specific than the ADG with limits on path widths, walls, and other hard elements.

The TOD SEPP also has a significantly reduced requirement for tree planting when compared to Council's DCP.

As an example, a typical development site of say 2,000sqm:

- Under the TOD SEPP the minimum deep soil requirement would be 140 sqm compared with the KDCP which requires a minimum of 1,000sqm of deep soil; equating to 860sqm less deep soil.
- Under the TOD SEPP, tree planting requirements would be 1-2 large trees compared with the KDCP tree planting requirements of 6-7 large trees.

5. Determining housing potential

By overlaying the various constraint maps, analysis reveals large areas of suitable locations within the 800-metre corridor, where housing could be transferred to, so that HCAs may be protected. Refer **Attachment 2 – Constraints Mapping and Housing Potential**.

In summary the areas with the greatest housing potential are:

- To the west of the railway within the broader 800m corridor;
- the commercial areas close to the rail stations (noting that these locations will require increased building height to accommodate additional dwellings); and
- small pockets on the eastern and western sides of the railway within the 400m area around Lindfield, Roseville, and Gordon.

Overall Lindfield and Gordon have the greatest potential while Killara then Roseville have the least potential. Council's LSPS and various iterations of a housing strategy also recognise these facts.

6. Defining planning principles

To avoid the flaws made by the TOD SEPP amendments, the preparation of alternative TOD station precinct scenarios is guided by a set of planning principles that respond to issues raised in the previous sections of this report:

Principle 1 - Avoid areas that are environmentally sensitive

Avoid locating high density residential in the following environmentally sensitive areas:

- Properties with core biodiversity have no potential for additional housing;
- properties with 20% or more of the land area with Support for Core, Landscape Remnants and/or Biodiversity Corridors are constrained with some potential for additional housing subject to detailed analysis and ground-truthing;
- properties with more than 25% of the land area affected by Category 1 or 2 Riparian Lands are heavily constrained with no potential for additional housing;
- properties with less than 25% of the land area affected by Category 1 or 2 Riparian Lands are constrained with some potential for additional housing subject to detailed analysis and ground-truthing;
- properties with more than 25% of the land area with a slope greater than 18% have no potential for additional housing;
- properties mapped as Bushfire Prone Vegetation Category 1 and 2 lands have no potential for additional housing; and
- properties immediately adjoining Bushfire Prone Vegetation Category 1 or 2 lands have no potential for additional housing.

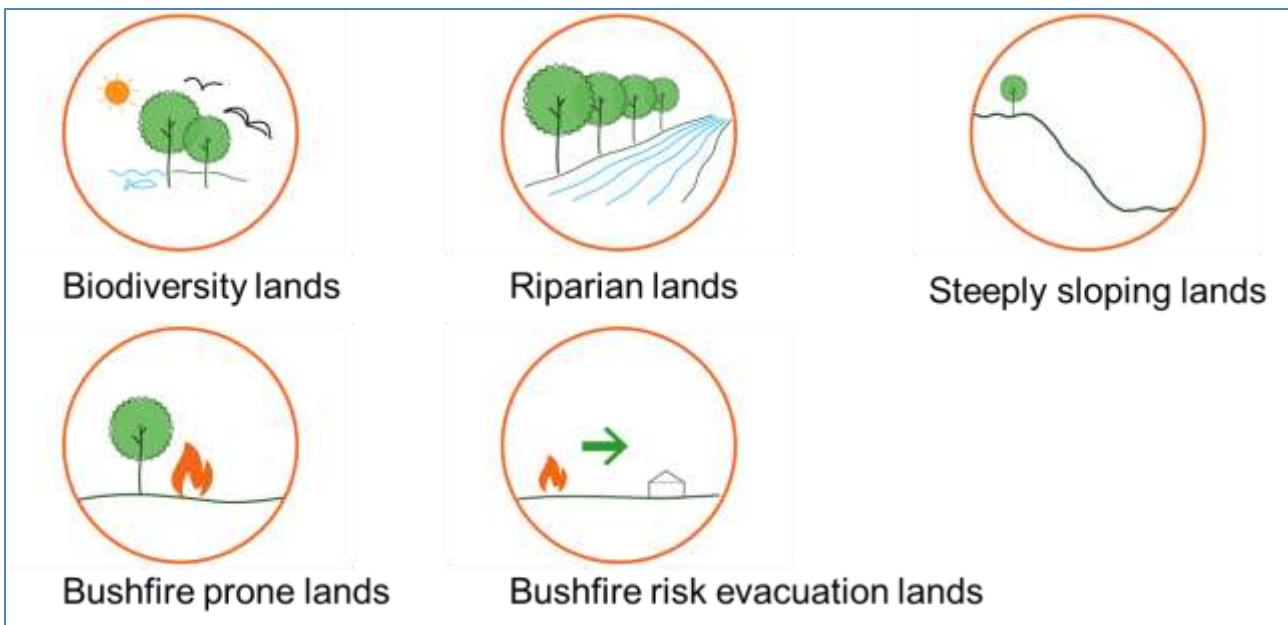


Figure 9 – Environmentally sensitive lands to be avoided

Principle 2 - Minimise impacts on Heritage Items

- Avoid locating new high density residential in areas with high concentrations of heritage items (HIs).
- Where HIs are within TOD high density residential areas they are to be integrated within future development by:
 - being allocated the same or similar development rights as adjoining properties;
 - being required to be amalgamated with adjoining development sites such that they do not become “isolated”; and
 - being further protected by mandatory masterplans for affected areas.
- In the worst-case scenario consideration of de-listing may be warranted subject to owner-initiated review of heritage significance.

Figure 10 illustrates how the TOD isolates heritage items marked with a red cross contrasted with Council’s approach which will ensure heritage items will be integrated into future development.

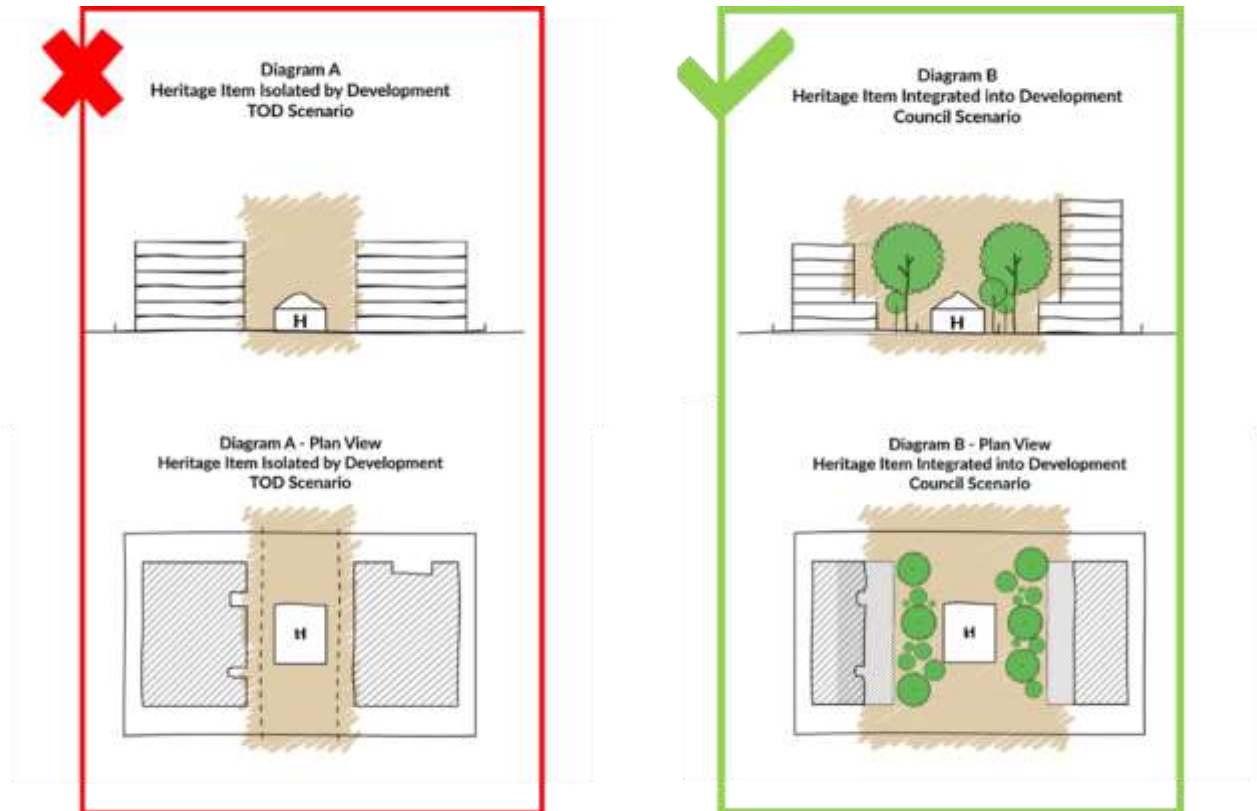
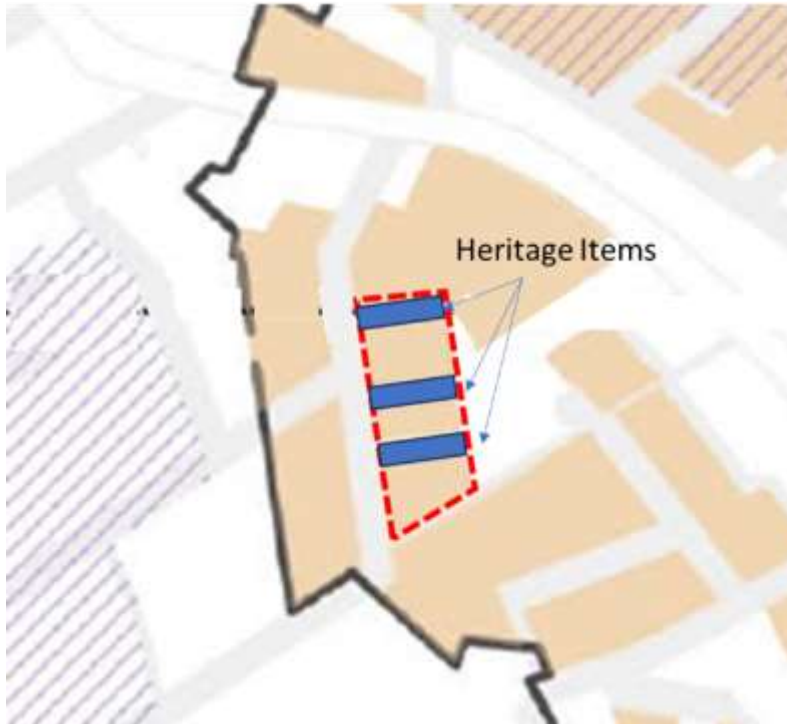


Figure 10 – TOD isolates heritage items

Figures 11 and 12 below describe in detail Council’s approach to heritage items. Under the TOD (Figure 11), heritage items (shown in blue) are isolated with an estimated dwelling yield for the residential block of 589 dwellings.

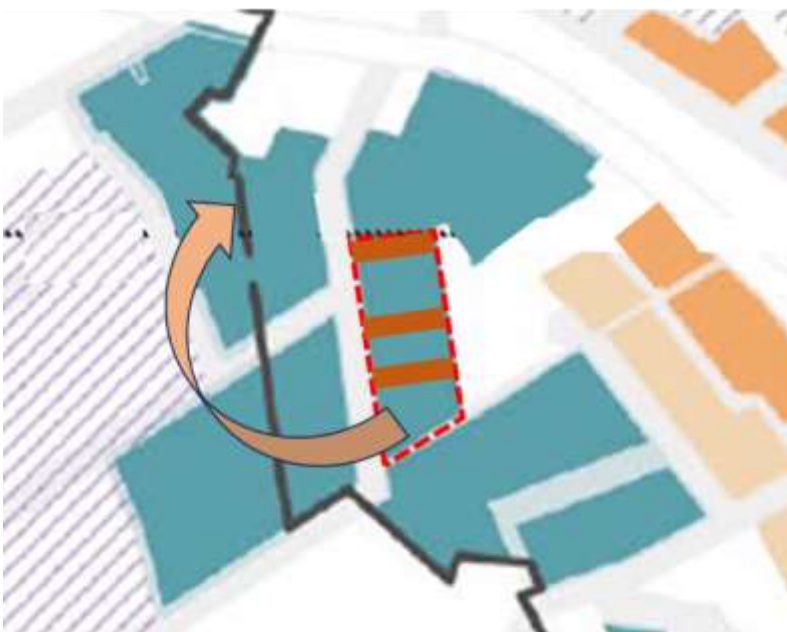


Scenario 1 TOD SEPP

- High density Residential Area (shown with red dashed line) with three heritage items
- TOD controls - FSR 2.5:1 and building height 6 storeys
- Estimated dwelling yield 207
- Heritage items (shown in blue) isolated and potentially surrounded by 6-storey apartment buildings

Figure 11 – TOD isolates heritage items

Figure 12 shows heritage items retained and given development rights equal to other properties with the block, and in this way integrated into future development. The residential block is given reduced densities (1.3:1 to 1.8:1) and flexible building height range (5-8 storeys). This will allow suitable setbacks to development and stepping of building heights. The estimated dwelling yield for the block is reduced to about 342 dwellings. The loss of 247 dwellings (Figure 10) is then transferred to other suitable non-heritage areas.



Scenario 3b

- High density Residential Area retained with three heritage items
- Proposed controls - FSR 1.5:1 height 5-8 storeys, 50% deep soil
- Estimated dwelling yield – 121
- Heritage Items integrated into future development by allocation of the same development rights as neighbours as per principle X
- Results in loss of 86 dwellings (compared to TOD) which are transferred to other suitable nearby locations

Figure 12 – Council’s approach to integrating heritage items

Principle 3 - Preserve Heritage Conservation Areas

The overall principle is to prioritise the protection of HCAs by transferring the potential dwelling yield to suitable non-heritage areas.

Council's resolution of 8 May requires consideration of scenarios where some or all HCAs are to be protected:

"Minor Amendment Case.... selectively spare key Heritage Conservation Areas...."

"More Extensive Case... save multiple Heritage Conservation Areas..."

This gives rise to contradictory planning principles as all HCAs are assumed to be of equal value and worthy of protection under NSW Heritage Council criteria for local heritage significance.

Therefore, it is not possible to select HCAs that are "more" or "less" worthy of protection.

To address this, an independent review of 28 listed conservation areas within 800 metres of the TOD station precincts of Gordon, Killara, Lindfield and Roseville by TKD Architects was commissioned. **Refer Attachment A3 – Draft Ku-ring-gai Southern Heritage Conservation Area Review, October 2024.**

The purpose of the review was to confirm whether the 28 existing heritage conservation area boundaries were appropriate based on current NSW heritage industry practice and standards. A survey of HCAs was undertaken between July and October 2024.

The draft review was completed in October 2024 and confirms that all 28 conservation areas are worthy of protection. Some boundary revisions are recommended for either merger, increase, or decrease. The more significant boundary adjustments recommended include:

- Extend the boundaries of the Robert Street/Khartoum Avenue HCA (C39) to include the properties on the northern side of Khartoum Avenue; and
- reduce the boundaries of the Garden of Roseville Estate HCA (C37) to remove the properties on the southern side of Bromborough Road.

To understand the relative significance of Ku-ring-gai's HCAs in a wider Sydney context, Council prepared a comparative study. This study was also completed in October 2024.

The study finds that Ku-ring-gai's HCAs have no equal for demonstrating the development of Sydney's suburbs during the twentieth century, in terms of the cohesive and intact Federation and inter-war housing, the singular pattern of development along the rail line spine, and high proportion of architect designed dwellings. **Refer Attachment A4 – Comparative Study: Conservation areas of Ku-ring-gai and Sydney suburbs, October 2024.**

The principle for the "minor amendment case" is to protect selected HCAs based on planning considerations rather than heritage considerations. The considerations are to prioritise protection of HCAs:

- High concentration of heritage items;
- that are located more than 200m from the rail station; and

- that are contiguous with adjoining HCAs outside the 800-metre study boundary.

Figure 13 contrasts the loss of HCAs under the TOD with how Council’s approach to protecting HCAs by transferring potential dwellings to commercial areas.



Figure 13 – HCAs preserved by transferring potential dwellings to commercial areas

Principle 4 - Minimise impacts on the tree canopy

The key principle is to improve canopy protection and replenishment in new high-density residential areas by reducing densities of apartment buildings (when compared to the TOD SEPP) and include similar controls to Council’s DCP relating to deep soil (40-50%), site coverage (maximum 30%), and tree replacement.

New high density residential areas will have a range of allowable heights from 5-8 storeys and density range of 1.3:1 to 1.8:1 to allow flexibility to accommodate heritage items, existing trees, and riparian lands.

It is noted that reducing densities of apartment buildings will require more building height or more spread to accommodate the same number of dwellings.

Figure 14 contrasts the loss of canopy under the TOD amendments with Council’s existing approach to protecting canopy by allowing more flexible development controls and introducing deep soil and site coverage controls.

By way of example, the current KLEP has a maximum FSR of 1.3:1 for apartment buildings which is about 50% lower than the TOD SEPP which has an FSR of 2.5:1.

In the first case, twice the area would need to be allocated for new housing in Council’s scenarios to match the TOD. The spread could be reduced by increasing the FSR to a range of 1.5:1-1.8:1 with increased building height to between 5-8 storeys and retaining minimum requirements for deep soil, site coverage, building setbacks and tree replacement. The intention is not to achieve the same dwelling yield within a block as the TOD SEPP as this would result in excessive heights.

It is noted that Councillors’ requested staff to calculate the impacts on canopy for each of the scenarios. Time constraints for reporting have meant this information is not currently available however the information will form part of the exhibition material.

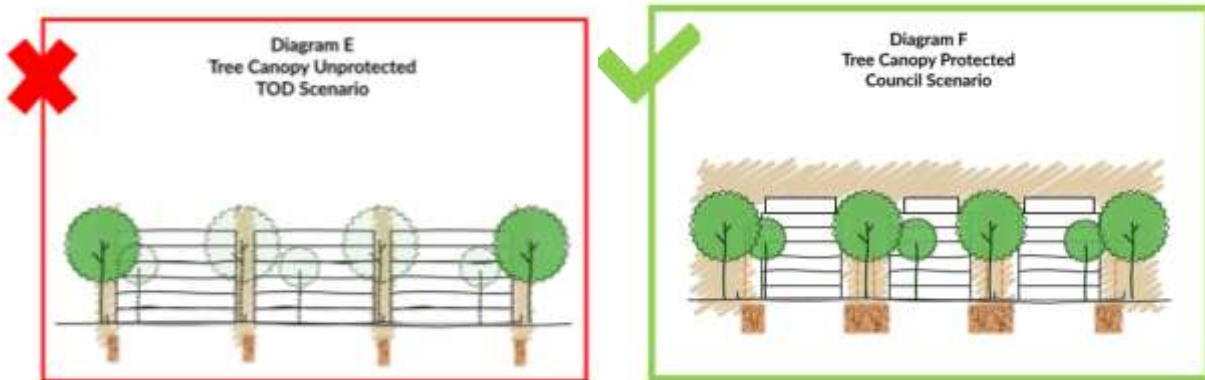


Figure 14 - Improved canopy protection

Principle 5 - Manage transition impacts

The key principles are:

- to ensure any future changes to planning controls allow for an acceptable interface between areas of different density or use;
- to avoid changes that are ‘mid-block’ or along property boundaries;
- to utilise existing roads, lanes or open space as the transition from high density to low density; and if required; and
- to create a new road, lane, walkway or open space as a transition boundary.

Figure 15 illustrates this principle on the left where TOD sites (shown in red) abut single houses (shown in blue). The diagram on the right shows how these transition impacts can be managed by extending the development area and/or adding new roads as transitions.



Figure 15 – Managing transition impacts

Principle 6 - Ensure appropriate building heights

The TOD amendments will result in uniform building heights across the centres at the cost of tree canopy and heritage. This principle is based on the understanding that increasing building heights in the centres is necessary for both the protection of HCAs and tree canopy.

Building height will be managed by:

- Ensuring building heights are appropriate to the regional, district and local context:

Figure 16 shows the four TOD station precincts in Ku-ring-gai sit between a number of strategic centres with building heights ranging in LEP height from 250m (approx. 70-75 storeys) in Chatswood, 110m (30-35 storeys) in Hornsby and Macquarie Park, 45m (12-14 storeys) in Frenchs Forest, and 70m (20-22 storeys) in Epping and Dee Why.



Figure 16 - LEP building heights across the northern region

Building height will be managed by:

- Using building heights to reflect the hierarchy between the centres where Gordon is the largest centre with the greatest heights; Lindfield is the second largest centre; Roseville third largest and Killara is the smallest centre with the lowest heights.
- Locating the tallest buildings on centrally located mixed-use sites close to the rail station including the Gordon Centre and Council’s Community Hub Sites in Lindfield and Gordon.
- Transitioning building heights from tallest in the centre closest to the station to lowest on edges to provide a transition to surrounding low density areas.

Principle 7 – Support Local Centre Revitalisation

The TOD Program is not a centres policy, it is just a housing policy. It includes no incentives or initiatives to expand or augment commercial and community facilities or services within TOD station precincts. Arguably, it perversely disincentivises the provision of non-residential uses in nominated TOD centres.

The Atlas Economics study (**Confidential Attachment A1**) finds that the sites within the E1 Local Centres zones, typically the two storey buildings along the retail strip and low-rise commercial buildings, are unlikely to redevelop under the TOD amendments as for the most part they require higher densities for redevelopment to be feasible. Evidence of this is shown by example below:

Example 1

- Owners of the Gordon Centre in Gordon have submitted a formal planning proposal pre-lodgement meeting request for redevelopment of the centre with building heights between 15-26 storeys and an FSR of 8.0:1.

Example 2

- A planning proposal submitted by the owners of a two-storey commercial building at 345 Pacific Highway, Lindfield seeks building heights of 15 storeys and an FSR over 4.0:1

What these examples show is that the TOD amendments are likely to create a ‘donut’ effect whereby high-density residential development will occur around the commercial centre while the centre remains unchanged. This will result in a lack of amenities for a growing population. Furthermore, if the TOD amendments remain in place, Council will likely continue to receive planning proposals from landowners within the E1 zone for new developments with significant building heights, see **Figure 17**.

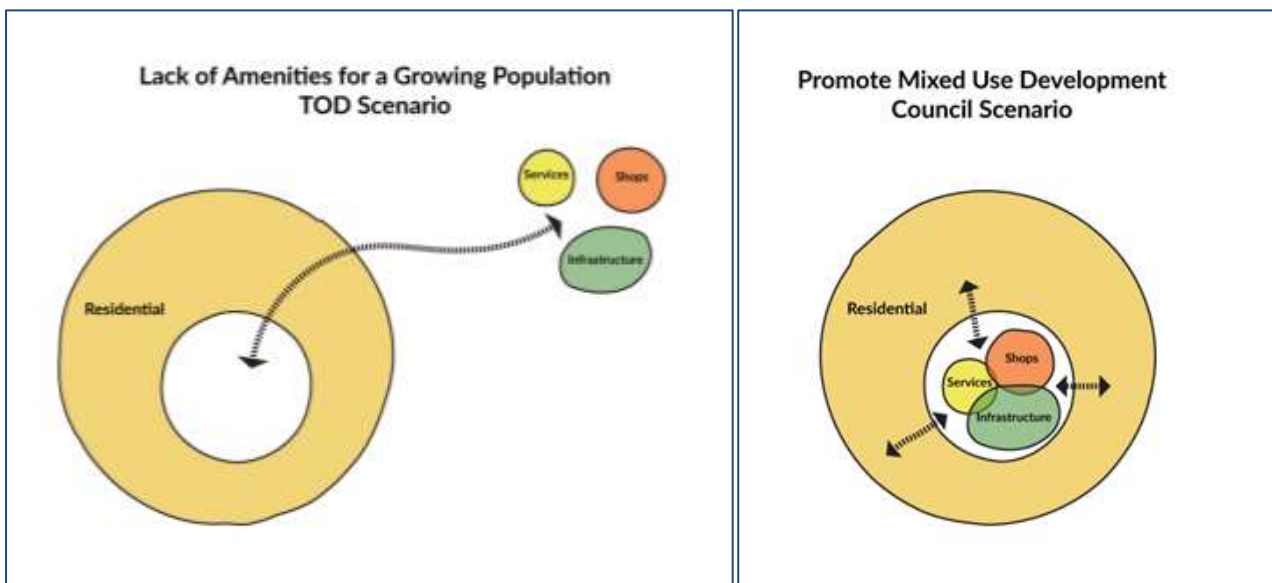


Figure 17 – The TOD will create a “hole in the donut” and not support revitalisation of the centres

Council will support revitalisation of the centres by:

- Promoting mixed-use development that incorporates speciality retail and supermarkets to address the undersupply of retail across the LGA;
- supporting redevelopment of key sites in the centres including the Gordon Civic Hub, Lindfield Village Hub, and the Gordon Centre through provision of appropriate building height and FSR (subject to feasibility modelling); and
- utilising Council land as a catalyst for revitalisation and delivery of community infrastructure such as new libraries, open space and community centres.

E1 commercial zones should have:

- Building height for sites in the commercial zones of greater than 8 storeys; and
- a maximum FSR for sites in the E1 commercial zones of greater than 3.0:1, subject to detailed feasibility analysis, see **Figure 18**.

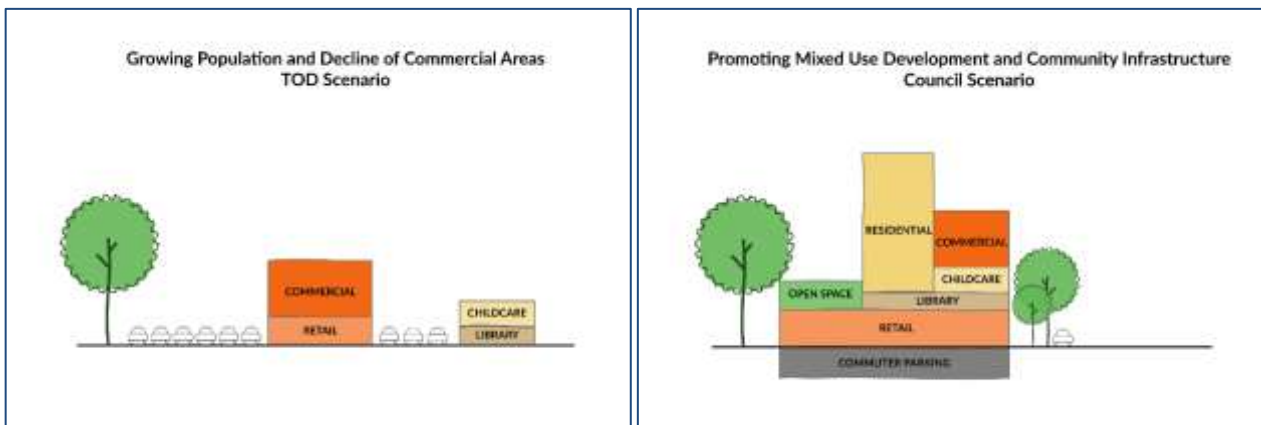


Figure 18 – Council scenarios will promote revitalisation of the centres

Assumptions & Limitations

Preparation of the scenarios has involved making a range of assumptions and limitations, these are set out below.

Scenarios

- The options presented in this report represent high-level scenario planning only.
- Built form modelling has not been undertaken. This work will commence post-February 2025 if Council adopts a preferred scenario for further development into a planning proposal.
- The primary objectives of the scenarios presented is to test whether it is possible to protect all HCAs and a greater percentage of tree canopy by transferring dwellings to alternative suitable locations.
- The scenarios are designed to assist Council and the community in deciding whether they are willing to trade building height for protection of HCAs as well as achieve other best-practice planning outcomes such as canopy protection.

3D Model

- A 3D model has been prepared that is intended to assist Councillors and the public understand and visualise what it would look like to move dwellings from one place to another.
- The model uses volumes that represent dwellings numbers – NOT actual buildings.
- The volumes are defined by:
 - site boundaries in the case of large sites or;
 - street blocks in the case of residential areas and;
 - a height assumption in metres (refer built form principles);
 - an FSR assumption (refer built form principles) is added to the volume to generate Gross Floor Area (GFA); and
 - an average dwelling size of 90sqm is used to calculate total dwellings in the volume.
- The model is iterative so height and FSR adjusted backwards and forwards to achieve required dwelling yield.

Limitations

- The model uses volumes that represent potential dwellings – NOT buildings.
- All scenarios are indicative only and are subject to further detailed modelling and to further refinement and investigations.
- Detailed feasibility analysis has not been undertaken at this stage. This will be undertaken once Council has selected a preferred option, at the same time as built form modelling is underway. Assumptions may change as a result.

Dwelling Numbers

- Council's estimate of 23,200 dwellings has been adopted as the target yield across the 4 centres.
- This does not include additional dwellings that may be delivered under the in-fill affordable housing provisions in the Housing SEPP which provides a floor space ratio (FSR) bonus of 20-30% and a height bonus of 20-30% for projects that include at least 10-15% of gross floor area (GFA) as affordable housing. This may result in significant additional dwellings and building height and density.

Built Form

- The model is not an accurate representation of height or FSR on any one site.
- Height and FSR are applied based on broad principles and are subject to detailed feasibility analysis.
- E1 commercial zones have heights between 8 storeys and 45 storeys and an FSR range of 3.0:1 to 10:1.
- Heights in E1 Commercial zones do not include retail and commercial GFA and actual building heights maybe 1-2 storeys greater to accommodate this GFA.
- New high density residential areas have heights of 5-8 storeys with a FSR range of 1.5:1-1.8:1 to allow for minimum 40-50% deep soil and minimum 30% site coverage.

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- Where TOD areas are retained, they have heights of 6 storeys, FSR of 2.5:1, 7% deep soil, 0% site coverage.
- Where new high density residential areas are outside the TOD Development Area, the prospective Low and Mid-Rise SEPP, which has baseline FSR of 0.8:1, has been taken into account and the potential dwelling yield from the LMR SEPP has been discounted from the total dwelling yield of the scenario.
- Building heights do not take into account the 20-30% bonus height bonus available under the in-fill affordable housing provisions in the Housing SEPP

7. Preparing draft scenarios

Four scenarios have been prepared for each of the centres impacted by the TOD SEPP. In terms of how they relate to Council's resolution from 08 May 2024:

<i>Base Case (TOD SEPP)</i>	= Scenario 1
<i>Minor Amendment Case</i>	= Scenario 2
<i>More Extensive Case</i>	= Scenarios 3a and 3b

The Scenarios are described below, and diagrams are provided in **Attachment A5 – TOD and Alternative Scenarios**.

Scenario 1 - TOD SEPP - Status Quo

Scenario 1 is not an option as such because the TOD controls are in place now. It is included for comparative purposes only

Scenario 1 is better described as Council's interpretation of what development might look like as a result of the TOD controls. **Attachment A5 – TOD and Alternative Scenarios**.

While the assumptions are described in detail in this report the following is noted:

- As noted previously in this report about 40% of the lands affected by the TOD are considered unlikely to redevelop for a range of reasons.
- Scenario 1 shows land that Council anticipates will develop because of the TOD SEPP, these are shown coloured and the areas where no change is assumed are left blank (no change) in the diagram.
- While the TOD SEPP allows 6-storey apartment buildings and 7-storey shop-top housing buildings, Scenario 1 does not show 7-storey buildings because as noted previously in this report redevelopment within the E1 zone (shop-top housing) is considered unlikely due to feasibility under TOD controls.

Key Features

- Provides no protection for Heritage Items – not consistent with Principle 2
- Provides no protection for HCAs – not consistent with Principle 3
- Provides minimal protection for tree canopy – not consistent with Principle 4
- Creates transition impacts – not consistent with Principle 5
- Uniform building heights and density – not consistent with Principle 6
- TOD controls not feasible in E1 commercial zones – not consistent with Principle 7

Summary of Key Statistics

- Building heights 6 storeys (22 metres)
- Density FSR 2.5:1
- Number of dwellings 23,200 (based on Council estimates)
- Extent wholly within TOD boundary (generally 400 metres from station)
- HCAs protected 0%

Alternative Scenario 2 - Safeguard And Intensify

Scenario 2 stays largely within the TOD boundary (400 metres) but instead of maintaining uniform building heights like the TOD it increases building heights in the commercial centres to protect HCAs. **Refer Attachment A5 – TOD and Alternative Scenarios**

Key Features

- By transferring dwellings to the E1 commercial zones this option safeguards a large proportion of HCAs (78%) across the TOD areas.
- Improvements in canopy protection are achieved by transferring dwellings from HCAs to the commercial areas and by changing TOD controls including reduced densities, flexibility in height and deep soil controls as per Principle 4.
- Heritage items are protected by removing TOD controls from surrounding areas or allocating development rights as per Principle 2.
- Transition impacts are managed by expanding or contracting development boundary as per Principle 5.
- Increased building heights and density in commercial zones will support revitalisation as per Principle 7.
- Maximum building heights - Gordon 25 storeys, Killara 10 storeys, Lindfield 15 storeys & Roseville 12 storeys.

Key Statistics

- Building height range 5-25 storeys
- Density range FSR 1.3:1 to 8.0:1
- Number of dwellings 23,200 (= TOD SEPP)
- Extent largely within TOD boundary (generally 400m from rail station)
- HCAs protected 78%

Alternative Scenario 3a - Preserve & Intensify

Scenario 3a (**Refer Attachment A5 – TOD and Alternative Scenarios**) works largely within the TOD boundary and in the same way as Scenario 2 transfers dwellings primarily to the E1 commercial zones. The building heights are significantly taller, when compared to scenario 2, because:

- Dwellings are transferred from the smaller centres of Roseville and Killara to the larger centres of Gordon and Lindfield; and
- this option protects all heritage conservation areas.

Key Features

- Preserves 100% of existing HCAs in the TOD areas by transferring dwellings to areas within 400m of the rail stations – primarily to the commercial zones.
- Provides added protection to the smaller centres of Killara and Roseville by transferring dwellings to the larger centres.
- Improvements in canopy protection are achieved by transferring dwellings from HCAs to the commercial areas and by changing TOD controls including reduced densities, flexibility in height and deep soil controls as per Principle 4.
- Heritage items are protected by removing TOD controls from surrounding areas or allocating development rights as per Principle 2.
- Transition impacts are managed by expanding or contracting development boundary as per Principle 5.
- Building heights exceed heights in larger centres like Hornsby – not consistent with Principle 6
- Increased building heights and density in commercial zones will support revitalisation as per Principle 7.
- Maximum building heights - Gordon 45 storeys, Killara 15 storeys, Lindfield 35 storeys & Roseville 25 storeys.

Key Statistics

- Building height range 5-45 storeys
- Density range FSR 1.3:1 to 10.0:1
- Number of dwellings 23,200 (= TOD SEPP)
- Extent mostly within TOD boundary (generally 400 metres from station)
- HCAs protected 100%
- Maximum building heights Gordon 25 storeys, Killara 10 storeys, Lindfield 15 storeys & Roseville 12 storeys.

Alternative Scenario 3b - Preserve, Intensify & Expand

Scenario 3b extends the planning boundary to 800 metres from the rail station and in the same way as Scenario 2 and 3a transfers dwellings to the E1 commercial zones to protect HCAs. This option also transfers dwellings, as per scenario 3a, from the smaller centres of Roseville and Killara to the larger centres of Gordon and Lindfield. Building heights are lower in Scenario 3b when compared to Scenario 3a, because new development areas are added on the periphery. **Refer Attachment A5 – TOD and Alternative Scenarios.**

Key features

- Preserves 100% of HCAs in the TOD areas by transferring dwellings to areas within the 400m & 800m of the rail stations as per Principle 3.
- In addition, an area in Gordon has also been protected as it is recommended as an extension to the Robert Street/ Khartoum Avenue Heritage Conservation Area (C39) by the *Draft Ku-ring-gai Southern Heritage Conservation Area Review, October 2024.*
- Provides added protection to the smaller centres of Killara and Roseville by transferring dwellings to Gordon and Lindfield.

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- Heritage items are protected by removing TOD controls from surrounding areas or allocating development rights as per Principle 2.
- Improvements in canopy protection are achieved by transferring dwellings from HCAs to the commercial areas and by changing TOD controls including reduced densities, flexibility in height and deep soil controls as per Principle 4.
- Transition impacts are managed by expanding or contracting development boundary as per Principle 5.
- Building heights are managed appropriately consistent with Principle 6.
- Increased building heights and density in commercial zones will support revitalisation as per Principle 7.
- Maximum building heights - Gordon 20 storeys, Killara 6 storeys, Lindfield 15 storeys & Roseville 8 storeys.

Key Statistics

- Building height range 5-20 storeys
- Density range FSR 1.3:1 to 8.0:1
- Number of dwellings 23,200 (= TOD SEPP)
- Extent Local Centre boundary (generally 800 metres from rail station)
- HCAs protected 100%

8. Summary of Scenarios

Scenario 1 is the base case. If Council decides not to proceed with one of the alternative scenarios either 2, 3a or 3b, then Scenario 1 will stay in place and the negative impacts described in this report, and earlier reports and presentations to the community, will likely eventuate.

- Scenario 2 achieves good planning outcomes in relation to most principles. The main disadvantage is that it does not protect all HCAs;
- Scenario 3a achieves good planning outcomes in relation to most principles however building heights are not consistent with Principle 6; and
- Scenario 3b achieves good planning outcomes and is consistent with all the principles described in this report.

Figures 19 and 20 show comparisons of the scenarios in terms of % of HCAs protected and comparative building heights.

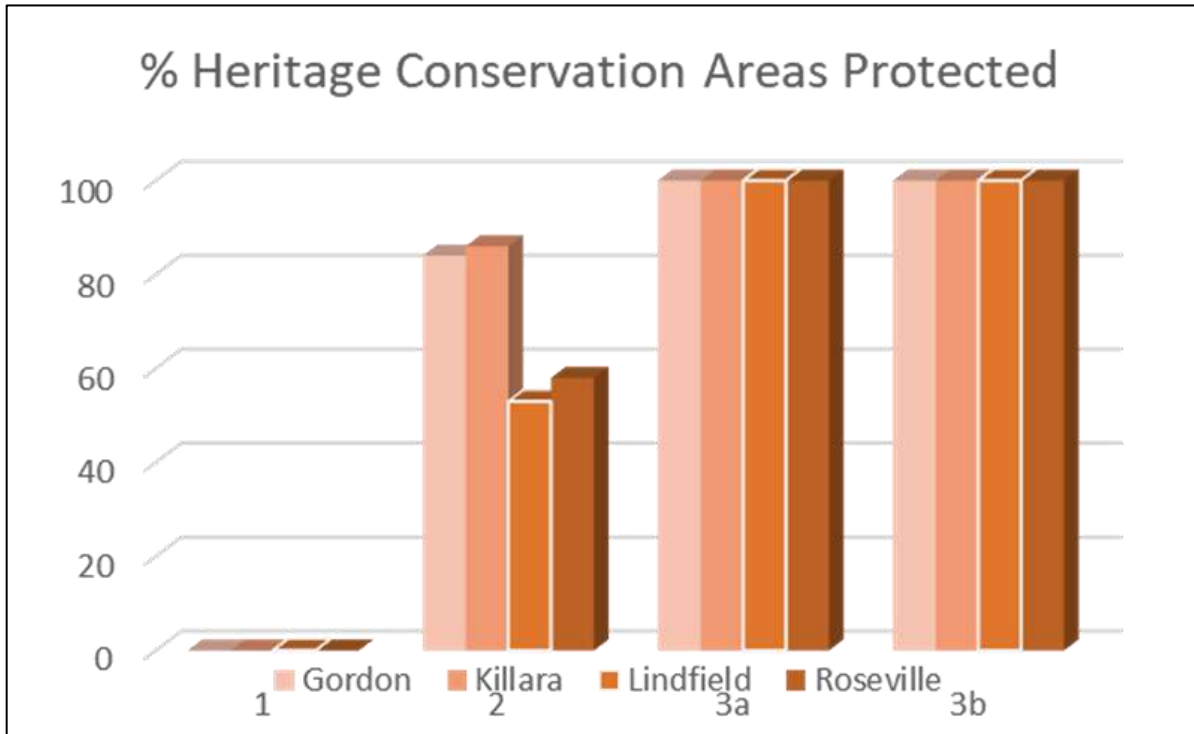


Figure 19 - Percentage of HCAs protected – comparison of scenarios

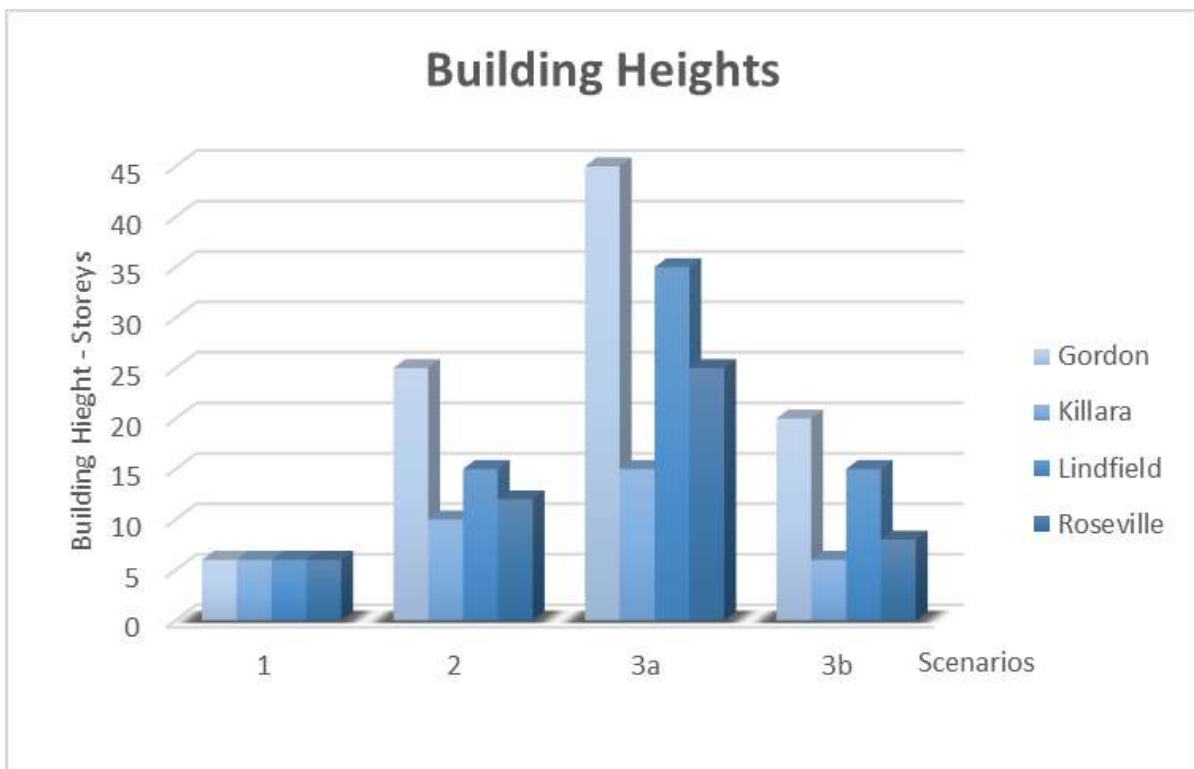


Figure 20 – Building heights – comparison of scenarios

Table 2 illustrates how each of the scenarios perform against the principles described in this report, where:

Green = acceptable outcome
 Orange = poor outcome
 Red = unacceptable outcome

Scenarios	1	2	3a	3b
Achieves required dwelling numbers				
Avoids environmentally sensitive areas				
Minimises impacts on Heritage item				
Protects Heritage Conservation areas				
Minimises impacts on tree canopy				
Manages transition impacts				
Appropriate building height				
Supports revitalisation of centres				

Table 2 – performance of scenarios against the principles

9. Infrastructure

Development that increases the total number of dwellings within the TOD Areas are subject to s7.11 contributions under Ku-ring-gai Contributions Plan 2010 for the provision of local infrastructure such as new parks, upgrades to existing park and some sporting facilities courts, community floorspace, public domain works, traffic and intersection upgrades, and new streets.

The local centres catchments along the railway lines currently continue to benefit from an exemption from the contributions cap that was first applied by Ministerial Direction in 2009 limiting total contributions to \$20,000 for each dwelling. The current average rate per dwelling collected by Council is just under \$35,000 per two-bedroom dwelling.

However, that exemption does apply to the areas of higher density which are now included in the defined areas of the TOD amendments.

With the introduction of the TOD SEPP in May 2024 the Ku-ring-gai Contributions Plan 2010 requires formal review so that Council can capture the maximum number of contributions. A review will run concurrent with the TOD scenarios strategic planning processes, whether or not in the form of a Council initiated alternative as advocated in this report, or the TOD Program as gazetted.

For Council to maintain comparable contribution rates going forward, the revised contributions plan will also need to be reviewed by the NSW Independent Pricing and Regulatory Tribunal (IPART). This limits the types of infrastructure that Council can levy for to a defined 'Essential Works list'.

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The Essential Works List is specified by IPART and is limited to the following public amenities or public services:

- Land for open space;
- land for community facilities;
- land and facilities for transport;
- land and facilities for stormwater management; and
- the costs of contributions plan preparation and management.

The essential works list is relevant only to those contributions plans that propose a contribution level above the relevant cap of \$20,000 per dwelling.

Separate reporting on local infrastructure planning can go into this in more detail as the review progresses, however core detail as it relates to the TOD scenarios in this report are provided below.

New parks

Ku-ring-gai is characterised by natural areas and bounded by National Parks but historical development patterns around the oldest areas around the local railway stations provided for relatively fewer local parks in the areas where densification has already been occurring and will be significantly increased under the TOD SEPP.

The current contributions plan levies at a rate of 2.75 sqm per capita for local parklands and playgrounds (excluding sports fields and bushland area) . Over the life of this contributions plan, Council is on track to meet its delivery programme with the delivery so far of a number of new parks:

- Balcombe Park;
- Curtilage Park;
- Cameron Park;
- Boyds Orchard Park;
- Lapwing Reserve;
- Greengate Park, create;
- Lindfield Village Green;
- Bedes Forest (in progress); and
- Lindfield Village Hub park (in progress).

Additional acquisition of land for new parks in is underway in Roseville and Pymble.

The current rate of provision, which is already at a discounted rate, is unlikely to be sustainable in the TOD areas.

The increase in land values generally over the last decade and especially in the upzoned areas, as well as the unavailability of suitable land even on the periphery of the upzoned areas, means that it is cost-prohibitive to maintain this rate and also levy for public domain works and traffic & transport works, as well as any new impacts arising from the TOD Program (stormwater in particular).

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A revised plan will need to consider reducing the rate of provision per capita but maintaining a comparable total land acquisition rate as Council has historically provided.

Over the life of the current s7.11 contributions plan, Ku-ring-gai Council has acquired 25,154sqm of land for new parks across Ku-ring-gai, focused in and around the local centres in areas of identified under-provision in the Open Space Acquisition Strategy, which represents approximately 78% to date of the original target at 2.75sqm per capita.

To maintain this rate would require acquisitions ranging from 71,104sqm to 166,667sqm in the TOD areas alone, at rates ranging upwards from an average of \$5,400/sqm to date (in 2024 \$) to approaching five figures in the up-zoned TOD areas - which simply is not feasible in terms of the total cost, the quantum of land available to acquire, and a resulting contribution rate that would crowd out funding of other infrastructure programs.

Reducing the per capita rate of provision to reflect similar rates of total acquisition and delivery as the current delivery programme, would result in a target delivery of two to three new parks per TOD area, which would need to be strategically placed and well-designed to cater for intensive demand, would also be difficult.

Further analysis and refinements will proceed around any preferred scenarios for exhibition for future reporting to council.

An analysis has been undertaken to determine which areas are poorly provided with a quality park within the industry standard of an 800-metre walking distance. All of the TOD areas are within priority catchments, notwithstanding some existing and recently provided parks, there is still work to be done, especially as redevelopment pressure increases.

Multi-unit housing places even greater demands on local parks because of the limited amount of private open space that can feasibly be provided to residents. Access to informal recreation is essential for the health and liveability of high-density areas, as well as providing a space that builds community connections.

Sporting Facilities

The recently completed *Ku-ring-gai Open Space and Recreation Needs Study* will guide delivery of Ku-ring-gai's open space and recreation needs and support a review of the s7.11 Contribution Plan, however, the growth predictions may now be significantly under-estimated as the implications of the TOD SEPP could be a potential increase in the resident population of up to 30% as compared to 5.1% between 2016 and 2021.

The open space and recreation needs study identified key priorities for Ku-ring-gai's open space network to meet the future needs of the community including:

- Sports are still in high demand, but non-traditional sports are emerging. Local sporting clubs and peak bodies indicated that participation in organised sport remains popular in the Ku-ring-gai LGA, reporting a 41% increase in participation in the past five years. There is also increasing demand for spaces for informal social team sports, emerging games such as Padel and pickleball, as well as demands for more spaces for womens' sports. This means sportsfields and sports spaces can no longer be single purpose or single code to meet needs.

The final report in 2023 for the Review of Supply and Demand for Sports Facilities in the NSROC region identified there is a significant shortfall in the provision of sporting facilities across the entire region and specifically areas impacted by the increase urban density around the transport corridors. As this report was completed in August of 2023 the impacts of the potential TOD sites were not considered however this significant population increase by up to 30% would put further pressures on the current provision levels.

Based on the modelling undertaken for the review, there is a need to increase the current supply capacity of the NSROC sports facilities by around 40% to 2026 (equivalent to 181Ha of total space) and to 49% to 2036 (equivalent to 222Ha of total space) prior to the impacts of the TOD. For Ku-ring-gai with the current supply of 104.95Ha with a demand of 128.32Ha by 2026, a shortfall of 23.37Ha. By 2036 the demand equates to 133.22Ha a shortfall of 28.27Ha. This would be equivalent to the entire Gordon Golf Course being playing surfaces.

Preliminary analysis suggests that maintaining current rates of provision of courts (including both tennis and netball courts) range from 30 to 40 new courts. Costs would depend on council's capacity to utilise existing land. The cost of land acquisition for new sports ovals has always been cost prohibitive, including under the current contributions plan. As such, continuing to investigate ways of extending the usability of current fields by lighting and more robust surfaces needs to continue.

Community floorspace

The future capacity for Ku-ring-gai to levy for community floorspace is most at risk in the Government's most recent review of development contributions. The Essential Works List does not permit levying for the construction of community facilities – only for the acquisition of land. The previous NSW Government was giving some consideration to the definition of strata floorspace (without fit-out) as land, but the views of the present administration are not clear.

Just to maintain current rates of per capita provision of community facilities would require targets ranging from an additional 680sqm to 1,600sqm of library floorspace and 1,200sqm to 2,850sqm of community floorspace. To place that demand in context, Council currently supports library floorspace totalling 3,321sqm across four facilities.

Regardless of whether or not the capacity to levy for strata floorspace (without fit out) is legally constrained, Council will still need to target more innovative approaches including leveraging its own land holdings and value capture.

Key Council sites include Turramurra Village, the Lindfield Community Hub site, the Turramurra Hub site and the land holdings around the St Ives local centre as well as some of its larger car parks.

Public Domain Works

Public Domain works are not explicitly defined in the Essential Works List but they are inherently part of the road environment. The Essential Works List arguably reflects having been drafted for a greenfield development scenario and is a poor fit for the highly pedestrianised densely redeveloping central areas around transport hubs. Public domain works also have a dual role as

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the provision of civic spaces blurs the role between traditional parks and wide footpaths serving dual transport and recreation roles. This is efficient but poorly clarified in the Essential Works List.

Civic/urban spaces play an important role in providing a gathering place for people of all ages and backgrounds in urban settings. They serve a variety of functions, including hosting events, festivals, and markets, as well as providing a space for people to socialise, relax, and enjoy the outdoors.

Despite the Ku-ring-gai's increasing density, there is only one new civic/urban space, Lindfield Village Green – its success indicating a need to provide more of these spaces in the future in support of intensive redevelopment of the type to result from the current TOD Program or alternatives that Council may consider. The program to develop civic & urban spaces under the Ku-ring-gai Public Domain Plan 2022 (which replaced the 2010 version) will continue to address this need. These public domain plans will need to be revisited in the context of any preferred scenario(s) or the TOD as gazette, with particular reference to increased pedestrian traffic accessing the stations and also in consideration of the dual role to complement to reduced rate of increased provision of local parks. Cost estimates will need to be commissioned relatively late in the process as these will date quickly. Preliminary discussions to justify the nexus of including these works will need to commence with IPART as soon as feasible.

New Streets, Public Transport and Intersection treatments

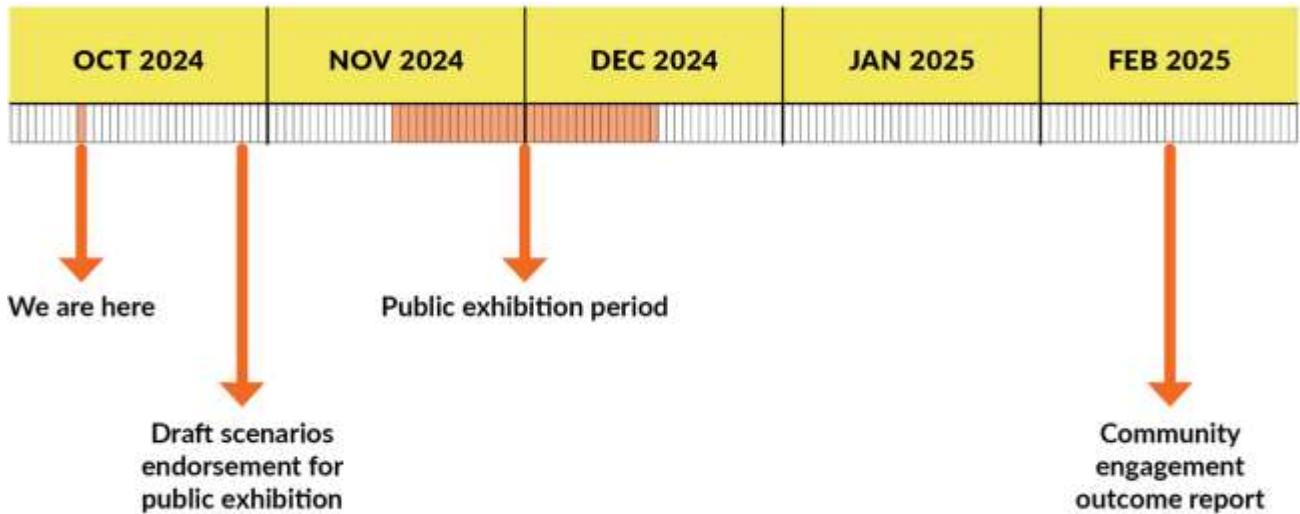
This type of infrastructure is supported by the Essential Works List and, as described in traffic studies which will examine the impact of increased traffic generation arising from the TOD Program, identify mitigating works required. Council will commission cost estimates and include them in a draft works programme for the contributions plan together with their supporting nexus case. Unlike other contributions, these contributions are not levied pro rata per capita but by defined rates of traffic generation.

10. Next Steps

If Council endorses one or more of the scenarios for public exhibition this will be held for one month from mid-November to mid-December 2024. The diagram below shows a broad program which should be considered indicative at the time of writing this report.

Following exhibition, a report will be prepared that considers the outcomes of community engagement and recommends a preferred option. This report will come to Council in February 2025, in accordance with the time parameters set by Council at its meeting of 8 May 2024.

If adopted by Council, the recommended preferred scenario would form the basis for preparing a planning proposal in 2025.



INTEGRATED PLANNING AND REPORTING

Theme – Places, Spaces and Infrastructure

Community Strategic Plan Long Term Objective	Delivery Program Term Achievement	Operational Plan Task
P2.1 A robust planning framework is in place to deliver quality design outcomes and maintain the identity and character of Ku-ring-gai	P2.1.1 Land use strategies, plans and processes are in place to effectively manage the impact of new development	P2.1.1.1 Commence development of plans and strategies as required by the Greater Sydney Commission’s North District Plan.

GOVERNANCE MATTERS

Council’s Integrated Planning and Reporting documents are based on a set of long-standing community values and aspirations which will fundamentally be undermined by implementation of the State Government’s Transport Oriented Development (TOD) Program and proposed Low and Mid-Rise Housing SEPP.

RISK MANAGEMENT

Council sought advice from Michael Hall SC in relation to likely operation of the proposed transport-oriented development program and changes to create low and mid-rise housing.

The summary of conclusions of Michael Hall SC is:

It is not possible to express firm conclusions, because of the lack of detail of the proposed policies particularly in relation to transport oriented development. But using the available information, my conclusions are:

- (i) The proposals will have a significant impact on future development in the affected areas, and will greatly reduce Council’s ability to maintain the values reflected in the heritage conservation area listings.*
- (ii) Some existing planning controls in those areas, including minimum lot sizes and prohibitions on multi-occupancy, will be wholly disapplied. In effect, most*

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protections for heritage or environmental values in the HCA's which are currently reflected in prohibitions on types of development will instead be protected only as considerations in a merits review.

- (iii) Other existing planning controls, including Part 5.10 of the Ku-ring-gai Local Environment Plan, will continue to apply and to be required to be taken into account in assessing development proposals. However, a consent authority or the Court on appeal will also be required to take into account the fact that new types of housing, multi-occupancies, much smaller lot sizes and significantly greater height and FSR restrictions are now expressly permitted in the relevant areas. A consent authority will not be able to apply Part 5.10, or any other provision of the LEP, mechanically but will need to assess those matters in balance with the relevant proposed policies.*
- (iv) Overall, it appears inevitable that the character of the built and natural environment in the affected areas will change significantly and that neither the consent authority nor local residents will be able to prevent such changes.*

FINANCIAL CONSIDERATIONS

The preparation of the TOD Scenarios has required significant staff resources, additional studies and programs to prepare and review the information e.g., Development Feasibility Study, Traffic Studies, Heritage Conservation area assessments and computer Urban Design programs.

These have been funded primarily from the Urban Planning & Design Budget within the Strategy Department at the expense of budgeted programs and initiatives. The costs for community consultation are separate and dealt with elsewhere on this EMC agenda.

Council's Long Term Financial Plan is based significantly on capital works programs included in the approved s7.11 and s7.12 contributions plans. Works are costed, scheduled, and coordinated based on forecast dwelling production. The Long-Term Financial Plan will need to be significantly reworked in order to reflect implementation of the TOD Program perhaps in a far less orderly manner than has occurred in the past.

Meetings with the Department in relation to the TOD Program indicate a perhaps unreasonable assumption that development contributions will be available to deal with all infrastructure issues arising from additional housing. This is certainly not the experience of most councils in the past, particularly in the middle ring suburbs of Sydney.

It appears likely that in time there may be significant additional cost shifting arising from implementation of the TOD SEPP initiatives as the call on development contributions to fund various program initiatives becomes broader and ongoing exemptions from the contributions cap cannot be guaranteed going forward.

SOCIAL CONSIDERATIONS

The TOD SEPP and the proposed alternatives will all require new social infrastructure meet the requirements for increases in population this includes new parks, upgrades to existing parks, sporting facilities, community floorspace, public domain works and traffic and transport upgrades an overview of the required social infrastructure and future requirements is included in section 9 Infrastructure of this report.

ENVIRONMENTAL CONSIDERATIONS

Heritage Studies

For heritage considerations, Council has undertaken further investigation of the subject heritage conservation areas in relation to their heritage listing (refer to attached Heritage Conservation Area Review, **Attachment A4**) and broader significance (refer to Comparative Study, **Attachment A3**). Both draft reports were completed in October 2024.

Council also reviewed and improved the non-statutory information about these and other Council conservation areas on the online State Heritage Inventory from 2023 to 2024, in line with Heritage NSW best practice and as reported to Heritage Reference Committee.

Traffic and Transport Studies

Multi-modal transport network models are being developed as part of Transport Impact Assessments (TIA) for the 4 TOD station precincts to inform and guide future transport infrastructure planning. An assessment of the existing transport network in the precincts will be undertaken first, to identify current issues. Following this, analysis of the impacts of the NSW Government's TOD SEPP controls on the transport network will be undertaken, which is planned to be completed by December 2024. If Council adopts an alternative scenario to the TOD SEPP for public exhibition, it will also be assessed for its transport impacts, and this is likely to occur in early 2025.

The final stage of the TIAs will recommend and assess the impacts of new transport infrastructure or upgrades to support either the Government's TOD SEPP or Council's alternative scenario if one is adopted. During the development of the TIAs, collaboration is required with Transport for NSW (and other transport stakeholders), as traffic signals, traffic facilities or modification to state roads requires approval from Transport for NSW. One of the premises of transport-oriented development is walkable access to the centres, and particular attention will be paid to planning and prioritising safe active travel to/from the centres and taking into account public domain plans where they exist for the TOD Precincts. New or upgraded transport infrastructure may include new or modified traffic signals, new pedestrian and cycling facilities, traffic calming and a review of speed limits, and changes to traffic flows/road network layout and will inform a review of Council's contributions planning regime.

COMMUNITY CONSULTATION

Community participation plays an important part in Ku-ring-gai Council's decision making. Council is committed to effective community consultation and engagement, recognising the important connection between elected representatives, staff and the community and potential benefits derived by using these to make better decisions.

In order to meet Council's resolution for a report back on "*studies, scenario analysis and community engagement*", by February 2025, exhibition of draft scenarios needs to occur in late 2024. Given the nature of the process Council is undertaking in the development of alternate TOD scenarios, this consultation is best characterised as non-statutory. Formal consultation would arise only in the event Council resolves to progress a particular scenario as a planning proposal.

A separate report on this EMC agenda sets out a draft community engagement strategy for engagement on TOD housing options for Roseville, Lindfield, Killara and Gordon which meets

Council's key principles for a robust and transparent engagement process, albeit within a compressed timeline.

INTERNAL CONSULTATION

As appropriate, internal consultation has occurred with the Corporate Lawyer, Director Development and Regulation, Manager Corporate Communications and the Corporate Communications team, and the General Manager.

Councillors were briefed on the TOD alternative scenarios and the proposed community engagement strategy on 9 October 2024.

SUMMARY

Four scenarios have been prepared for each of the centres impacted by the TOD SEPP. In terms of how they relate to Council's resolution from 8 May 2024:

<i>Base Case (TOD SEPP)</i>	= Scenario 1
<i>Minor Amendment Case</i>	= Scenario 2
<i>More Extensive Case</i>	= Scenarios 3a and 3b

The planning exercise that led to the development of these scenarios has demonstrated that the dwelling targets sought by the State Government through the TOD Program can be achieved while at the same time as recognising local objectives such as protecting HCAs and improving urban canopy outcomes. Similarly, these scenarios demonstrated that revitalisation of commercial centres can similarly be achieved.

To meet Council resolution exhibition of the draft scenarios is required to gain community input prior be reported back to Council in February 2025.

RECOMMENDATION:

That Council:

- A. Receive and note the contents of this report on alternative scenarios to the TOD SEPP amendments for the corridor between Roseville and Gordon stations.
- B. Note that the base case (Scenario 1) represents the TOD SEPP as gazetted, not planning controls that pre-existed the TOD amendments.
- C. Note that the primary objectives for the alternate scenarios outlined in this report are:
 - i. to retain and protect Heritage Conservation Areas (HCAs);
 - ii. to improve urban canopy outcomes; and
 - iii. meet the dwelling targets stipulated by the State Government for the TOD Program.
- D. Endorse Scenario 1 TOD (base case) for public exhibition for comparative purposes.
- E. Endorse Scenario 2 for Roseville Ward for public exhibition.
- F. Endorse Scenario 2 for Gordon Ward for public exhibition.

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- G. Endorse Scenario 3a for Roseville Ward for public exhibition.
- H. Endorse Scenario 3a for Gordon Ward for public exhibition.
- I. Endorse Scenario 3b for Roseville Ward for public exhibition.
- J. Endorse Scenario 3b for Gordon Ward for public exhibition.
- K. Note that a report will be submitted to Council's February Ordinary Meeting outlining the outcomes of community engagement in relation to alternative scenarios to the TOD SEPP amendments.

Bill Royal
Team Leader Urban Design

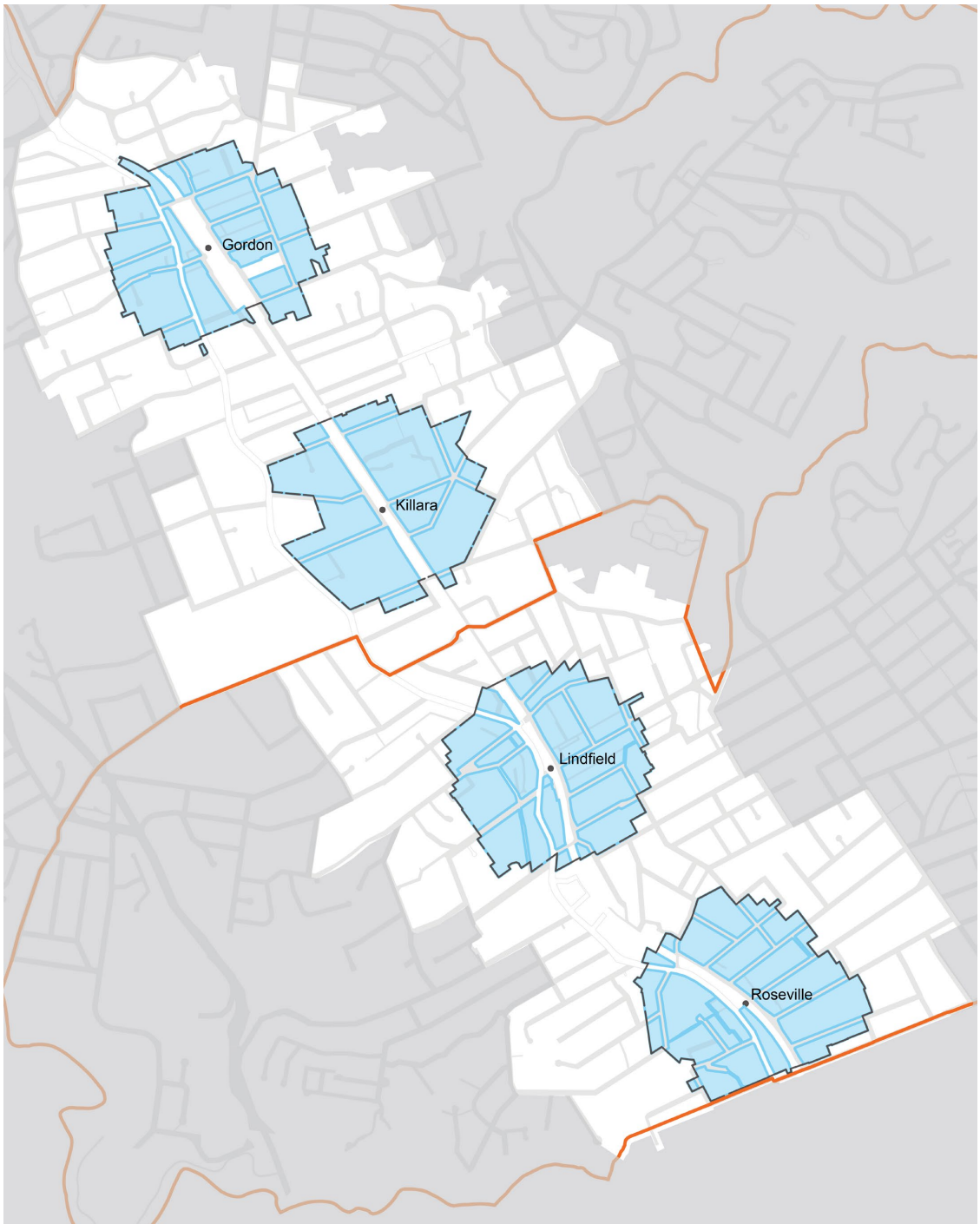
Craige Wyse
Team Leader Urban Planning

Andrew Watson
Director Strategy & Environment

Attachments:	A1	Atlas Economics - TOD Feasibility Advice	<i>Confidential</i>
	A2	↓ Constraints Mapping and Housing Potential	2024/350884
	A3	↓ Draft Ku-ring-gai Southern Heritage Conservation Area Review, October 2024	2024/346335
	A4	↓ Comparative Study: Conservation areas of Ku-ring-gai and Sydney suburbs, October 2024	2024/346337
	A5	↓ TOD and Alternative Scenario Maps	2024/351637

Attachment 2. Constraints Mapping & Housing Potential

Map 1. TOD SEPP Extent



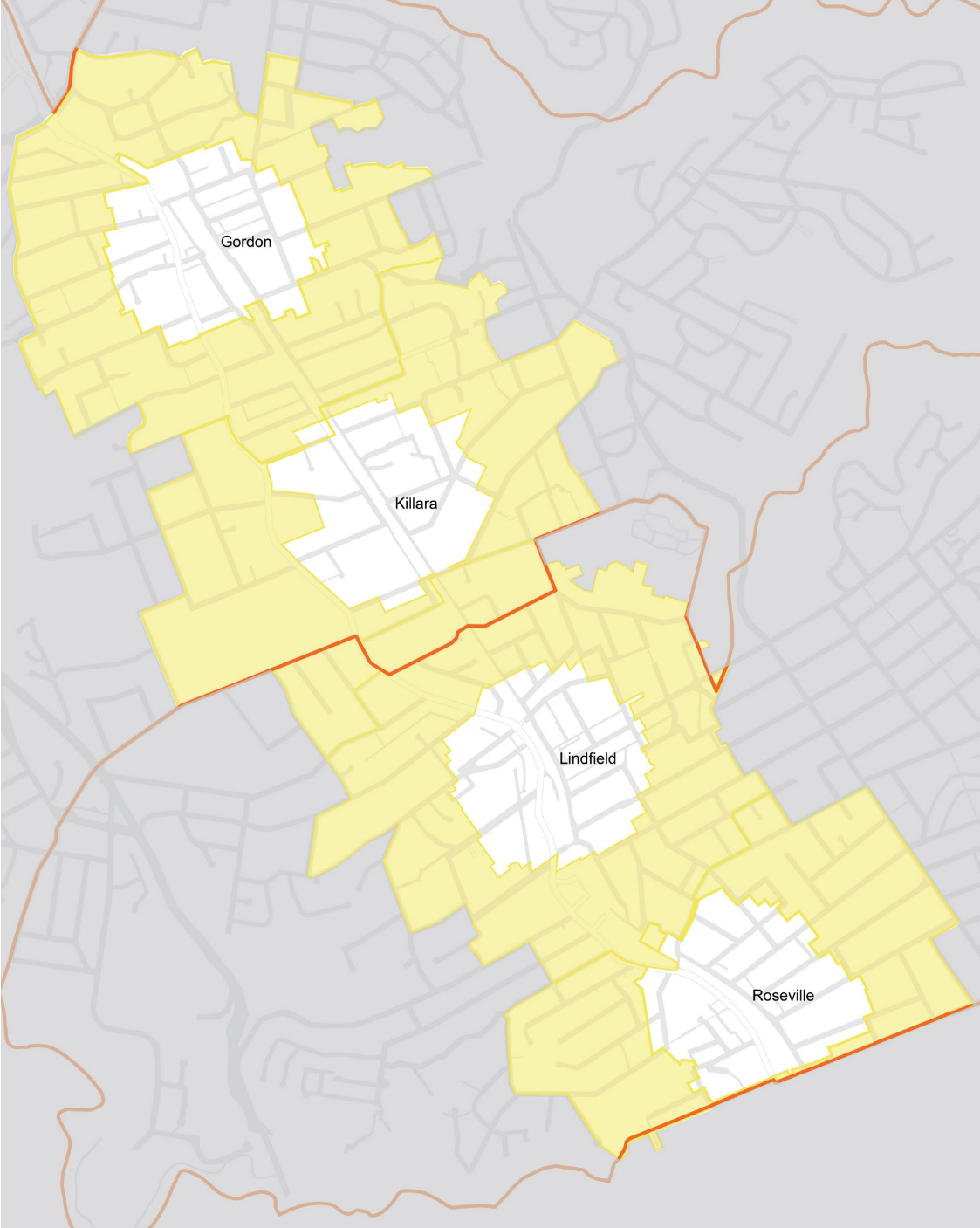
LEGEND
— Ward Boundary
— TOD SEPP Extent

TOD SEPP Corridor
TOD SEPP Extent

SCALE: fit @ A4



Map 2. Low and mid-rise housing SEPP areas



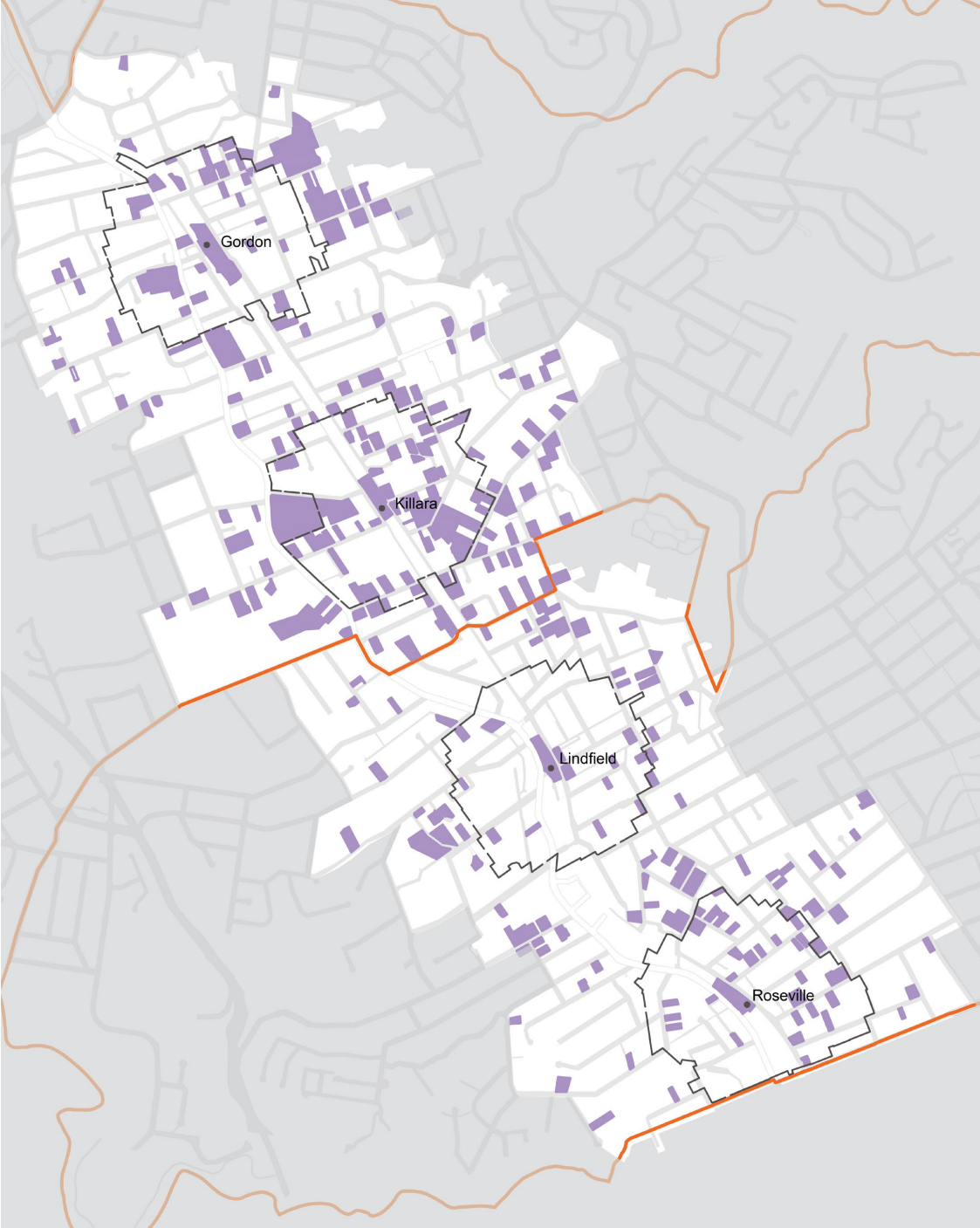
LEGEND
— Ward Boundary
Low & Mid-rise housing SEPP Areas

TOD SEPP Corridor
Low & Mid-rise Housing SEPP

SCALE: fit @ A4



Map 3. Heritage Constraints



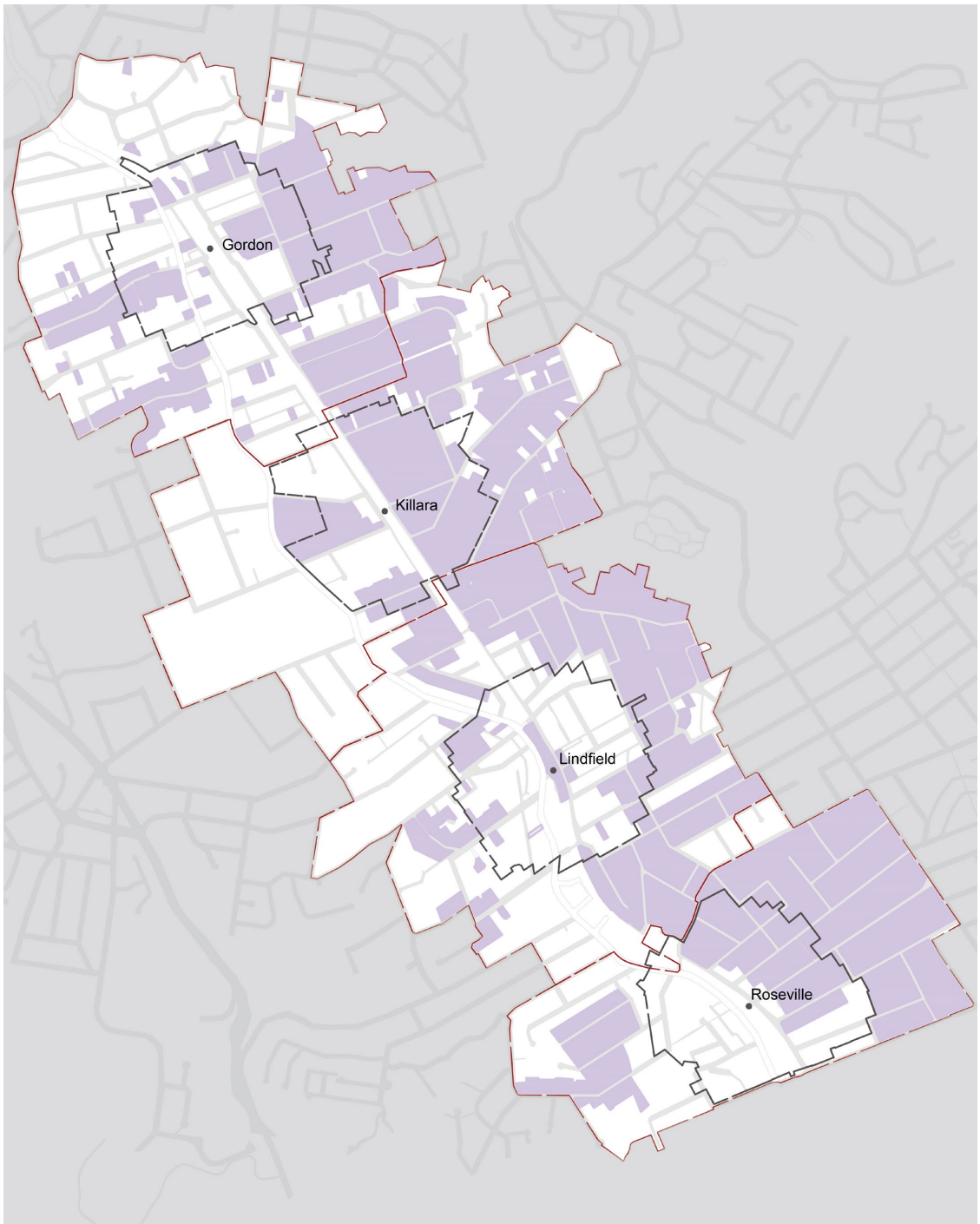
- LEGEND**
- Ward Boundary
 - TOD Boundary (400m)
 - Heritage Items

TOD SEPP Corridor
Heritage Items

SCALE: fit @ A4



Map 4. Heritage Conservation Areas



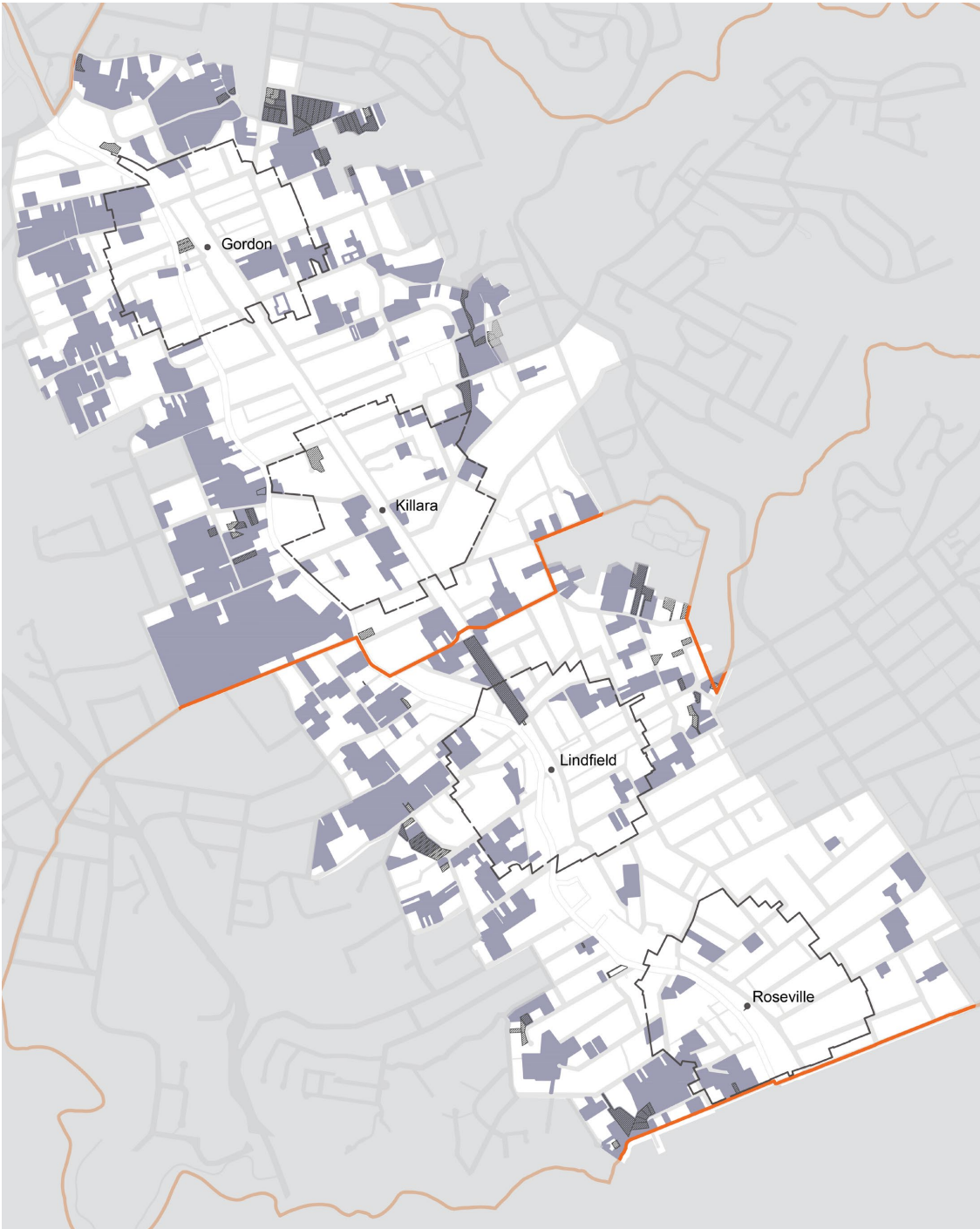
LEGEND
— Ward Boundary
— TOD Boundary (400m)
■ Heritage Conservation Area (HCA)

TOD SEPP Corridor
Heritage Conservation Areas

SCALE: fit @ A4



Map 5. Environmental Constraints



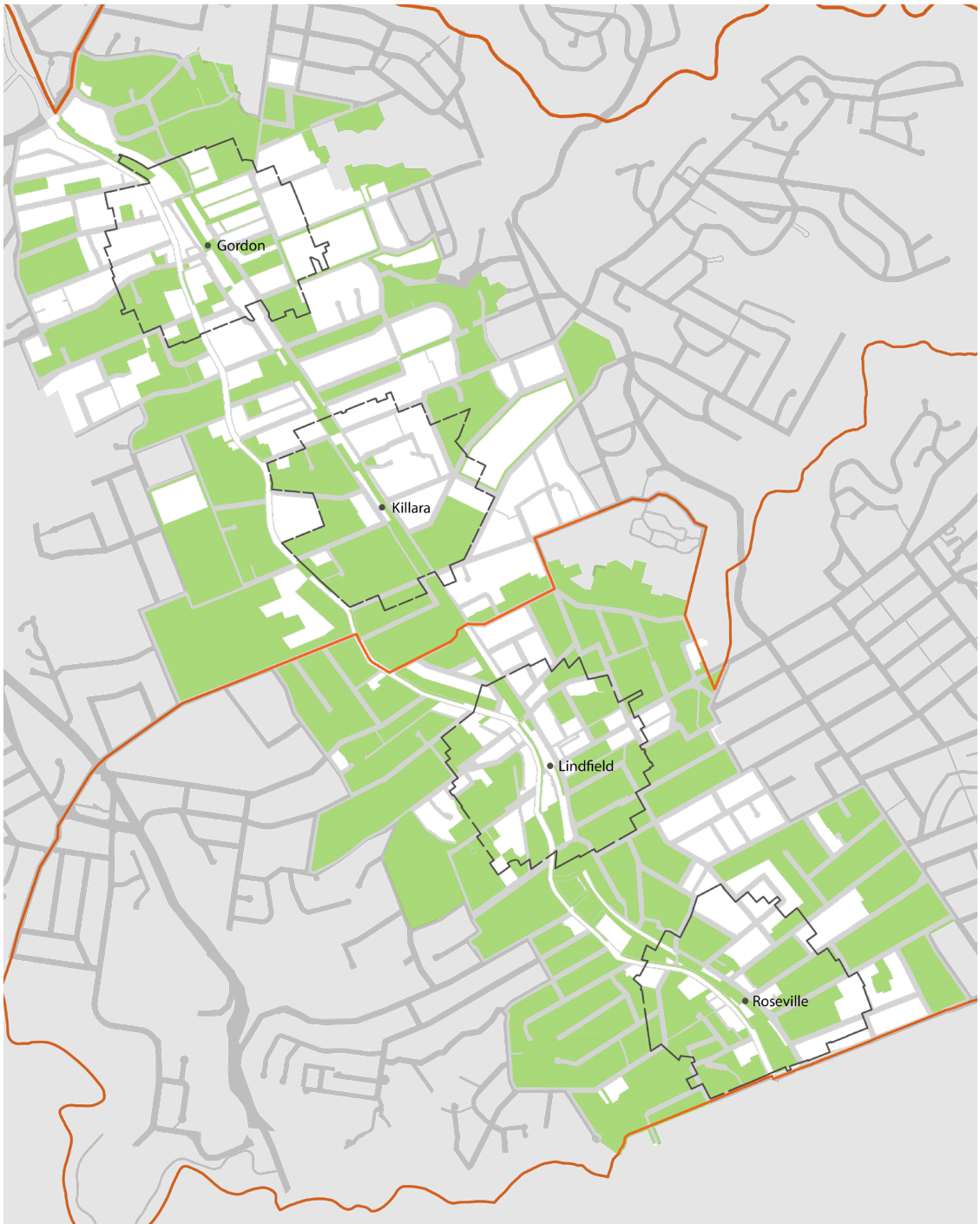
- LEGEND**
- Ward Boundary
 - - - TOD Boundary (400m)
 - Biodiversity & Riparian Lands
 - ▨ Sites Impacted by Slope (greater than 18%)

TOD SEPP Corridor
Environmental and Slope Constraints

SCALE: fit @ A4



Map 6. Tree Canopy Coverage



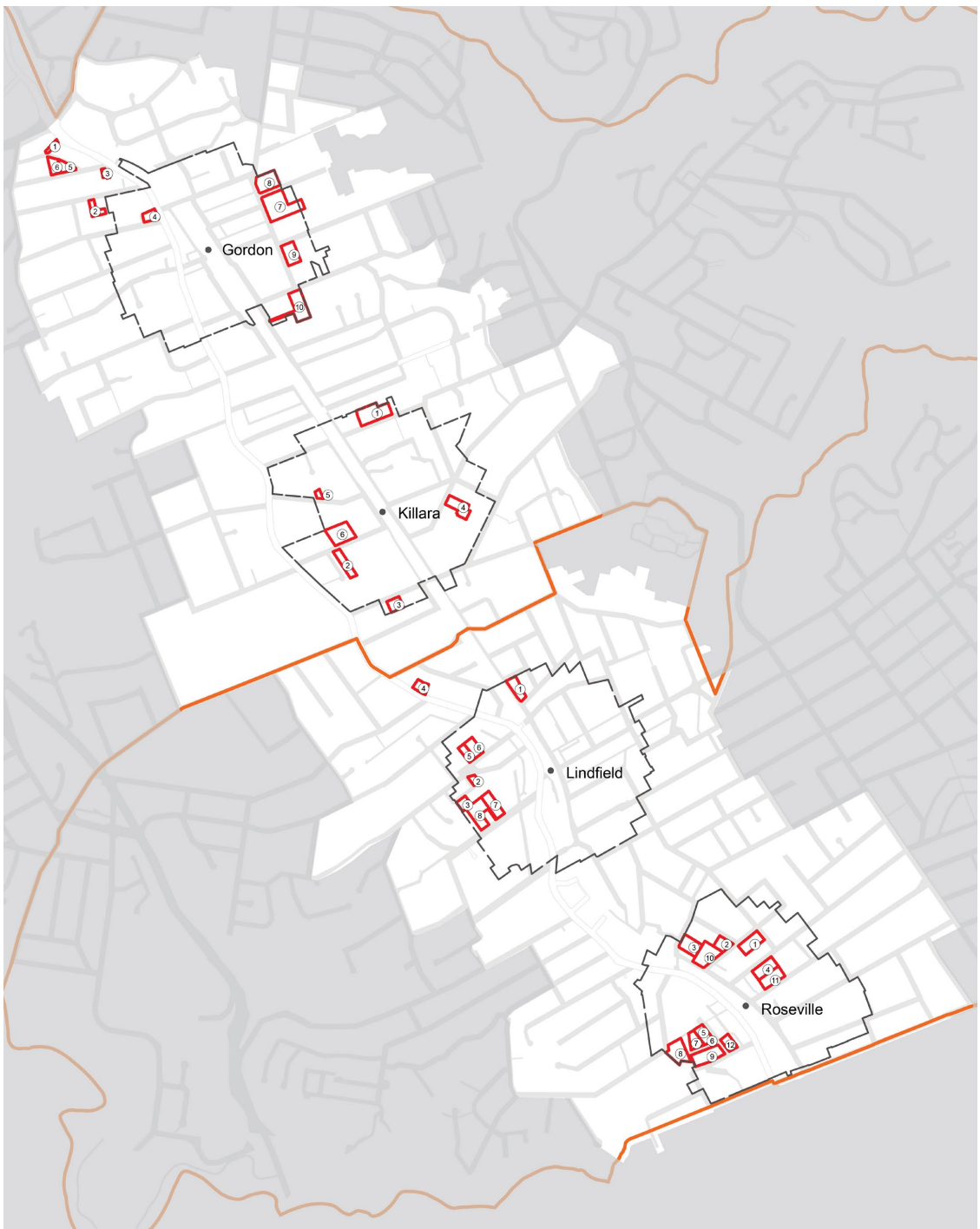
- LEGEND**
- Ward Boundary
 - - - TOD Boundary (400m)
 - Tree Canopy Coverage 30% and Over

TOD SEPP Corridor
Tree Canopy Coverage

SCALE: fit @ A4



Map 7. Current Expressions of Interest



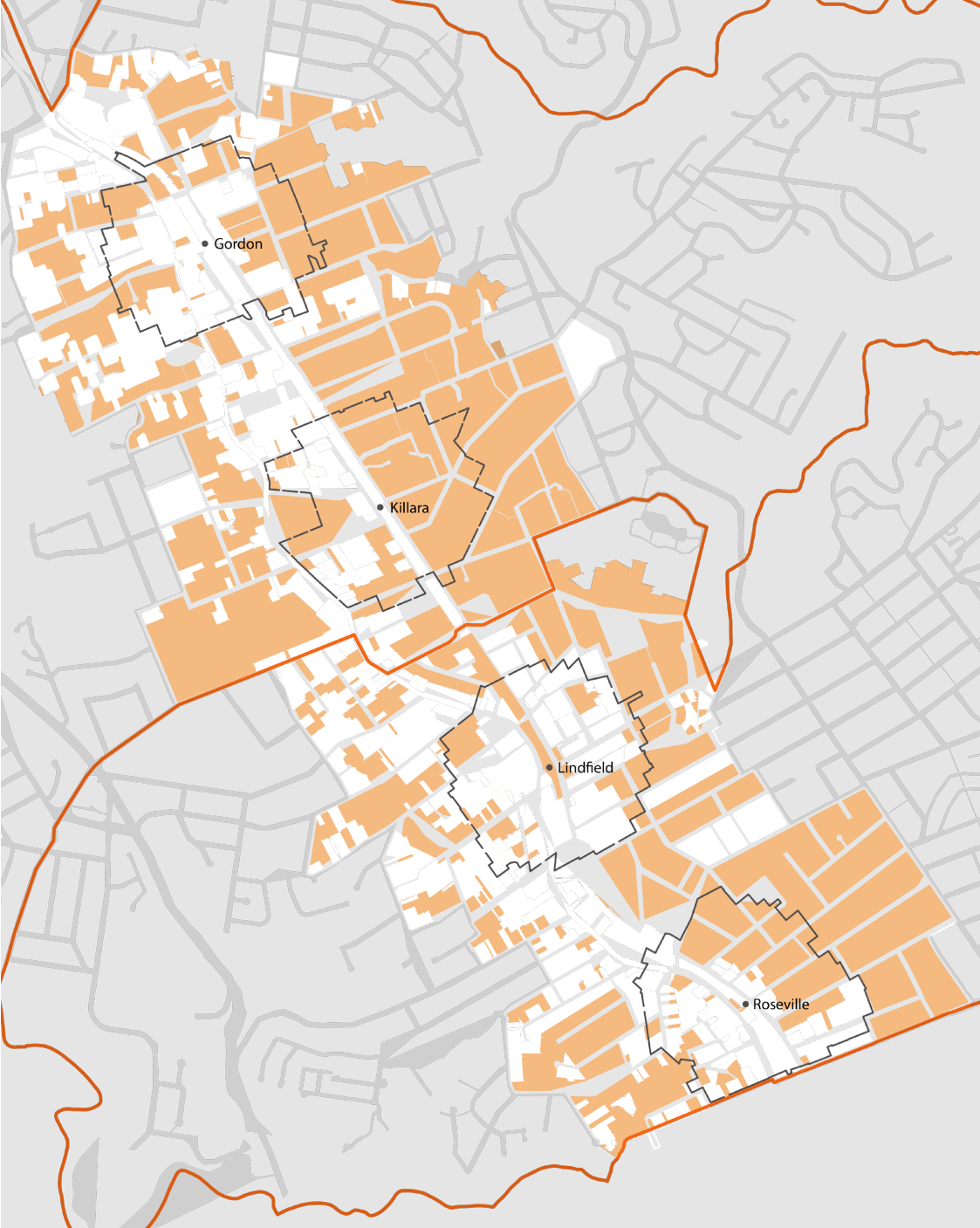
- LEGEND**
- Ward Boundary
 - 400m Radius
 - Corresponding Site Number and Address
 - Identified TOD Development Parcel

TOD SEPP Corridor
Current Expressions of Interest (EOI's) October 2024

SCALE: fit @ A4



Map 8. Housing Potential



- LEGEND**
- Ward Boundary
 - TOD Boundary (400m)
 - No Housing Potential
 - Housing Potential

TOD SEPP Corridor
Housing Potential

SCALE: fit @ A4





Ku-ring-gai Heritage Conservation Area Review



Prepared for Ku-ring-gai Council

October 2024

Cover

Bancroft Avenue by Broadhurst Post Card Publishers, ca 1900-1920s.
Source: State Library of NSW, Call No. PXA 635/765-766

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Image credits

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Document issue

Issue	Date	Purpose	Written	Reviewed
P1	4 October 2024	Draft issue for review	RL, OT	GP
P2	18 October 2024	Final draft for Council review	RL, OT	GP

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Acknowledgement of Country



TKD Architects acknowledge the traditional custodians of the lands in which we practise, and we pay our respects to Elders past, present and emerging and express our gratitude for sharing of knowledge and culture.

We recognise that sovereignty has never been ceded and acknowledge the continuing unbroken connection to the land, water, and sky.

1 Introduction

1.1 Background and purpose of report

This Heritage Conservation Area Review has been prepared on behalf of Ku-ring-gai Council to confirm boundaries under the Heritage Council criteria for 28 conservation areas. The conservation areas are located around four of Ku-ring-gai's railway stations precincts: Gordon, Killara, Lindfield, and Roseville.

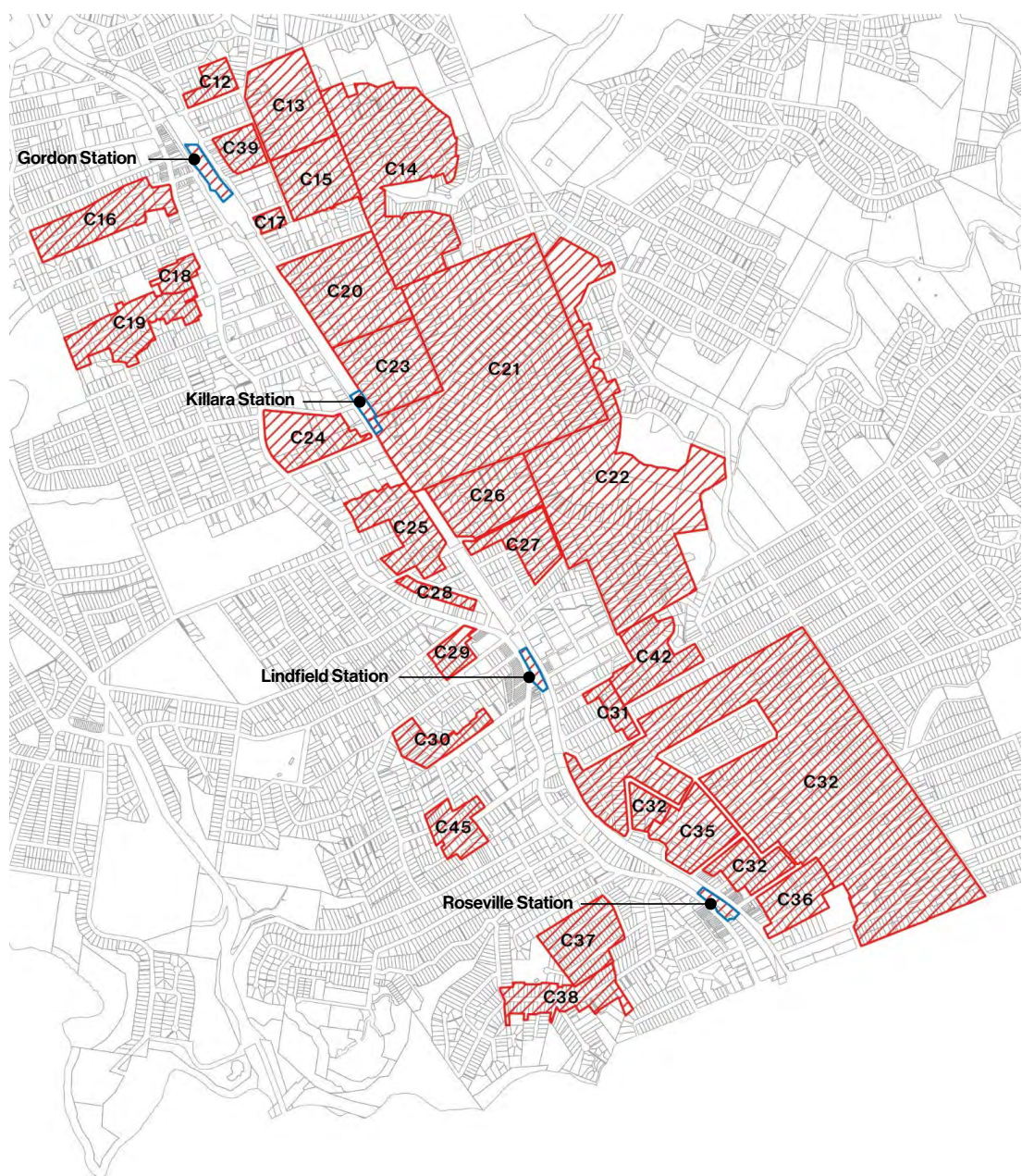
The review of these conservation areas is required as these four stations have been selected amongst 37 by the Department of Planning as areas which have enabling infrastructure capacity close to a train station to support additional housing growth. The 'Transport Oriented Development' State Environmental Planning Policy (or 'TOD SEPP') came into effect in May 2024. The TOD SEPP enacts new planning controls within 400 metres of these four train stations allowing residential apartment buildings in all residential zones, and residential apartment buildings and shop-top housing in local and commercial centres. The controls include changes to building height, FSR, lot size, active street frontages, and maximum parking rates.

Review of the boundaries of the conservation areas will help inform Ku-ring-gai Council's planning of alternative scenarios for identifying housing capacity within these general precincts. Ku-ring-gai is also undertaking other investigations spanning urban design, transport and the environment to support its future planning.

1.2 Study area

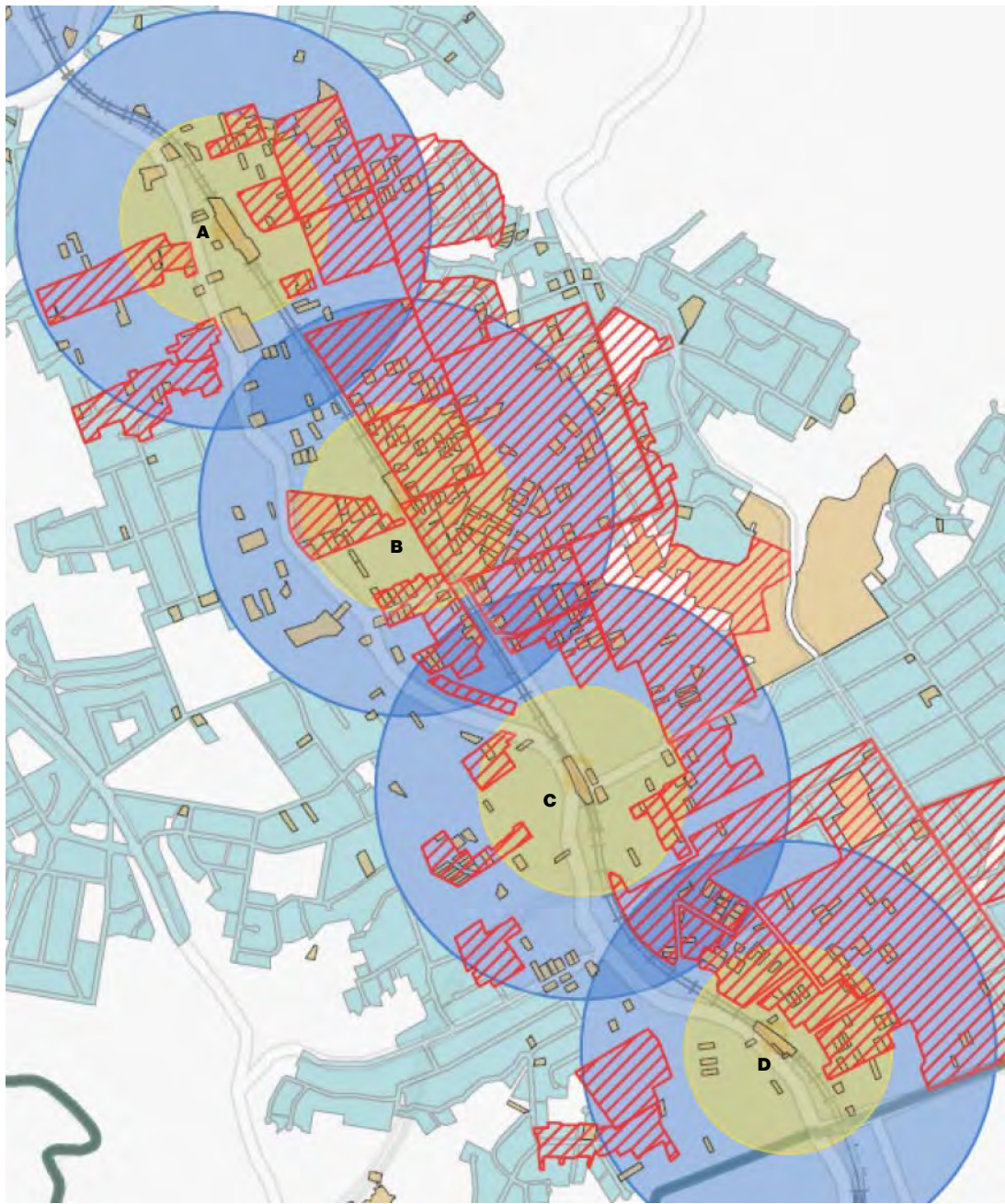
The study area is comprised of all of the land within 800m of Gordon, Killara, Lindfield and Roseville Train Stations. It includes heritage conservation areas which are partially and not wholly within the radius. These comprise:

Gordon		Killara		Lindfield		Roseville	
C12	Gardendale Estate Conservation Area	C20	Greengate Estate Conservation Area	C27	Bleinheim Road Conservation Area	C31	Trafalgar Avenue Conservation Area
C13	Roberts Grant Conservation Area	C21	Springdale Conservation Area	C28	Wolseley Road Conservation Area	C32	Clanville Conservation Area
C15	Gordon Park Estate, Mcintosh and Ansell Conservation Area	C22	Crown Blocks Conservation Area	C29	Balfour Street/Highfield Road Conservation Area	C35	The Grove Conservation Area
C16	St Johns Avenue Conservation Area	C23	Lynwood Avenue Conservation Area	C30	Frances Street Conservation Area	C36	Lord Street/Bancroft Avenue Conservation Area
C17	Gordon Park Conservation Area	C24	Marian Street Conservation Area	C42	Middle Harbour Road, Lindfield Conservation Area	C37	Garden of Roseville Estate Conservation Area
C18	Yarabah Avenue Conservation Area	C25	Stanhope Road Conservation Area	C45	Lindfield West Conservation Area	C38	Shirley Road Conservation Area
C39	Robert Street/Khartoum Avenue Conservation Area	C26	Oliver Grant Conservation Area				
C19	Smith Grant Conservation Area	C14	Love Estate, Thorne Grant Conservation Area				









1 Map of the twenty-eight conservation areas in the vicinity of the four TOD stations.
Source: TKD Architects.





2 Map of the stations affected by the TOD SEPP, with 400 metre and 800 metre radiuses shown. Letters denote: A – Gordon Station; B – Killara Station; C – Lindfield Station; D – Roseville Station.
Source: Ku-ring-gai Council

-  HCA - Heritage Conservation Areas
-  Item - General
-  400 metres*
-  800 metres*
-  R2
-  Local Government Area (LGA)



1.3 Defining a Heritage Conservation Area

As defined in 'Conservation Areas – Guidelines for Managing Change in Heritage Conservation Areas (1996)'...

A heritage conservation area is more than a collection of individual heritage items. It is an area in which the historical origins and relationships between the various elements create a sense of place that is worth keeping.

A heritage area is identified by analysing its heritage significance and the special characteristics which make up that significance. These may include its subdivision pattern, the consistency of building materials or the common age of its building stock. The least important characteristic is the 'look' of the place, although the commonly held community view is that this is the determining factor.

Heritage areas reveal many different aspects of our cultural history. They show how Australians have responded physically, emotionally, socially and architecturally to the environment and how places have been variously occupied, used, ignored, refined, degraded or associated with Australian society over time.¹

1.4 Methodology

This review was undertaken primarily through physical site inspections combined with some desktop analysis using existing research and assessment in area inventories, high resolution aerial maps, and other online sources including real estate listings and Google Streetview.

Individual properties were examined for their ability to demonstrate the identified values of the heritage conservation area and marked on survey sheets in order to understand how the individual sites combined to form a complete heritage conservation area. This also assisted in identifying sites around the edges of the areas which required inclusion or exclusion. Assessment included gardens, associated landscaping and street trees. The boundaries of each conservation area were checked against the available historical subdivision plans, deposited plans and auction notices where these were available.

Heritage item setting has been determined based on major contiguous property boundaries where future development on these lots has the potential to negatively affect the heritage item. This setting was only identified for the sites and heritage items within the area boundary.

1.5 Limitations of this review

The primary objective of this review was to provide a merit review to confirm the boundaries of the conservation areas in accordance with current Heritage Council criteria for local heritage significance. The following tasks were outside the scope of this study:

- > Revisiting the original basis for listing of the 28 heritage conservation areas.
- > Review of existing heritage items.
- > Assessment of significant views.
- > Contributory gradings for individual properties.
- > Land outside the Ku-ring-gai Council local government area (noting Roseville TOD radius extends into Willoughby).
- > Archaeological assessment.

The contributory status of individual properties within HCAs are not provided in this study – they should be assessed at development application (DA) stage.

¹ Sheridan Burke and Robert Moore, *Conservation Areas: guidelines for managing change in heritage conservation areas*, p.3.

2 Gordon

2.1 Gordondale Estate Conservation Area (C12)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1823 land grant to Benjamin Clayton and the subsequent subdivision of this grant by the McIntosh family in the 1880s. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century. It has historic significance as an overlay inter-war subdivision of the 1922 Garden Square Estate.

The area retains a grouping of mostly intact houses from the Federation to inter-war period. The houses and heritage items within the conservation area are of high quality exhibiting fine detailing and quality workmanship. The conservation area has aesthetic significance as an intact and consistent late nineteenth century development. The 1922 Garden Square Precinct has aesthetic significance as an inter-war overlay. The area is of aesthetic significance for the high proportion of quality houses.

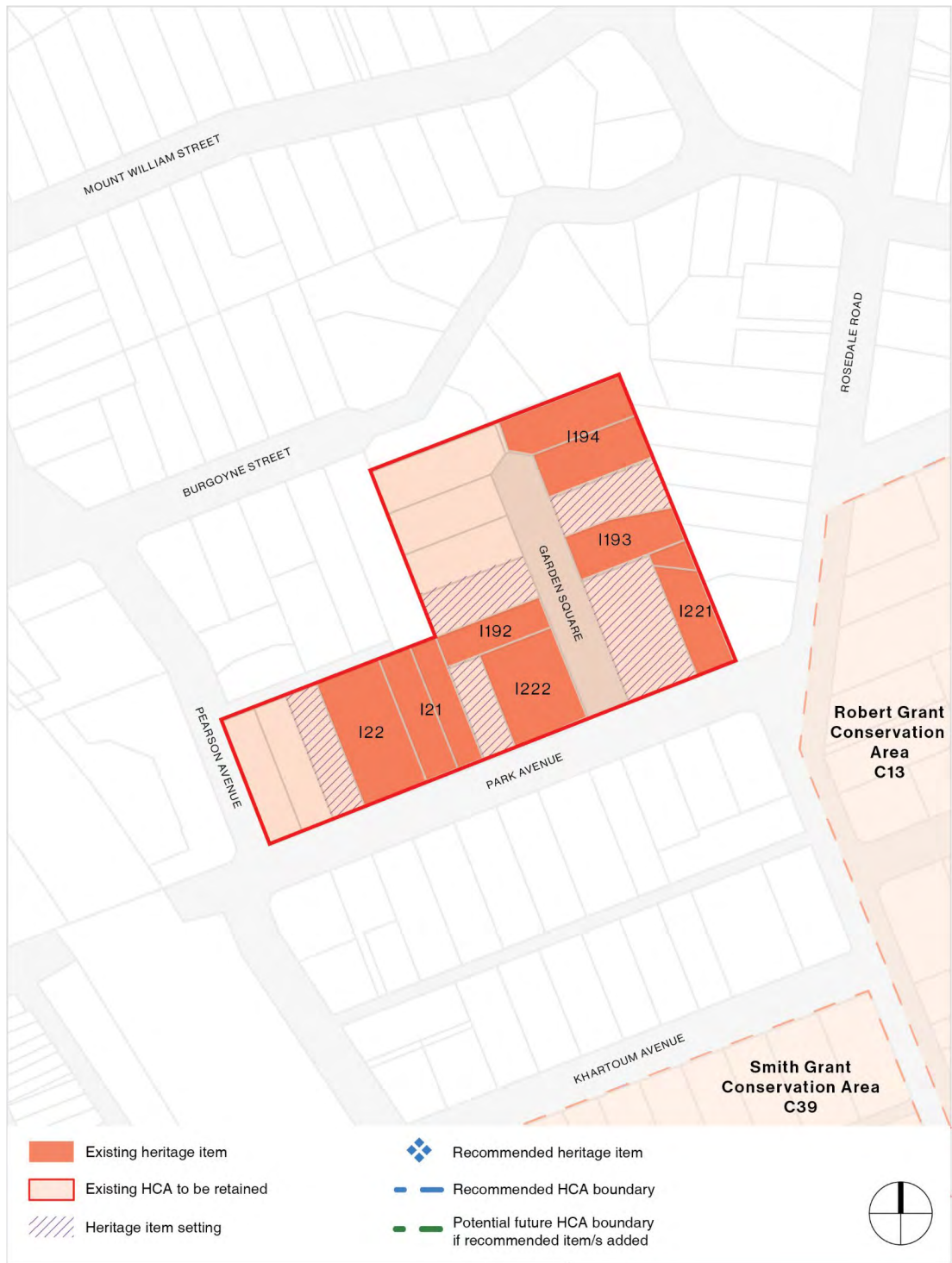
The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Mostly intact housing stock, dating to primary period of development (early twentieth century). These early houses and Spanish Mission style church are highly intact in their form and detailing/style. Modern residential development at 2A and 5 Garden Square does not respond to or demonstrate the heritage values of the area although their allotments form part of the setting of 4 Garden Square, which they adjoin. Recent development at 20-22 Park Avenue (to the immediate south-west of the Gordon Baptist Church) also does not respond to or demonstrate the heritage values of the area.
Integrity of subdivision pattern	Boundaries of original subdivision intact. Lot layout has been altered; the north-eastern lots have been merged; the north-east and north-west lots at the bottom of Garden Square have been re-subdivided. Western allotments are associated with a different subdivision to that associated with Garden Square.
Quality of setting (including gardens)	Generally fair to good gardens, with streetscape plantings. The collection of houses other than those at 2A and 5 Garden Square within the area contribute to the setting. No front garden to 5 Garden Square, pool at front of 2A Garden Square obscured by fence and large transparent screen above. Several Federation and interwar era houses on the southern side of Park Avenue, along with planting in front gardens, contribute to the setting of the conservation area.
Overall integrity	Moderate

Recommendation

The area is notable, given its size, for its large number of heritage items. The area retains a moderate degree of integrity overall, comprised of housing stock of a similar period and style. It is recommended that the boundaries of the conservation area are **retained**.



3 Existing HCA Boundary for Gordondale Estate Conservation Area (C12), recommended to be retained.

Photographs of typical development which illustrates the values of the area

3 Garden Square, Gordon



2A Park Avenue, Gordon



12-14 Park Avenue, Gordon



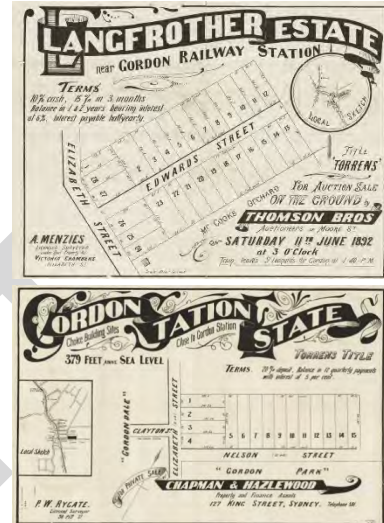
2.2 Roberts Grant Conservation Area (C13)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1856 land grant to William Roberts, whose boundaries are evident through Nelson Street, Melkin End, and Rosedale Road, and the subsequent subdivisions of this grant by James George Edwards. These late nineteenth century subdivisions of 1892 "Langfrother" Estate and 1893 "Gordon Railway Station Estate" demonstrate the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area has aesthetic significance as a reasonably intact and consistent late nineteenth century subdivision of development and has significance for its overlay of Interwar development evident in, Joseland & Gillings Burnham Thorpe (new Gowrie Village) in Edward Street. The area has aesthetic significance for the high proportion of quality houses.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Mostly intact housing stock, dating to primary period of development during the late nineteenth/early twentieth century and consolidated during the interwar period. These early houses are generally intact in their form and detailing/style although a number have been enlarged and in several cases additions replicate the original style of the houses. In other cases, additions, including garages and carports in front yards, obscure the character of the early dwelling. Modern residential development such as that at 12 and 16-18 Nelson Street and two storey buildings facing Edward Street associated with Roden Cutler Lodge obscure the heritage values of the conservation area because of their bulk, scale and architectural expression.
Integrity of subdivision pattern	Boundaries of original subdivisions are intact, apart from the northern boundary of the Langfrother Estate, modified as part of the historic development of the Roden Cutler Lodge site with the acquisition of land included in the subdivision of Lot 26 in Deposited Plan 1894. Three other allotments in the conservation area facing Rosedale Road were also included in Lot 26. Various allotments in the Langfrother and Gordon Railway Station Estate were subdivided after the initial sales but development on these lots is consistent with early development in the conservation area.
Quality of setting (including gardens)	Intact early houses and established gardens on the southern side of Nelson Street contribute positively to the setting of the conservation area.
Overall integrity	High

Recommendation

Stage 1: It is recommended that 39 Rosedale Road be **investigated as a potential heritage item**.

Stage 2: If the potential heritage item at stage 1 is listed, it is recommended that the boundaries of the area be **reduced** to exclude the Roden Cutler Lodge site (which would remain an item). The new institutional development of the site does not make a meaningful contribution to the conservation area and its values.



4 Recommended heritage item and potential future HCA Boundary for the Roberts Grant Conservation Area (C13). The recommended heritage item at 39 Rosedale Road must be investigated and acted upon prior to the implementation of the new HCA boundary.

Photographs of typical development which illustrates the values of the area

23 Nelson Street, Gordon



25 Nelson Street, Gordon



24 Nelson Street, Gordon



2.3 Gordon Park Estate, McIntosh and Ansell Conservation Area (C15)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth century. The area provides evidence of the 1823 land grant to Michael Ansell and the subsequent subdivision of this grant by Robert McIntosh as the Gordon Park Estate. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area largely retains the overall form and layout of the original subdivision pattern with consistent streetscapes of houses in their garden setting. The building stock includes a high proportion of quality houses, representing examples of late federation and inter-war architecture. The buildings survive reasonably intact within mature gardens.

The conservation area is of local heritage significance in terms of its historical, aesthetic and representative values. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Mostly intact housing stock, dating to primary period of development in the early twentieth century and some during consolidation and the interwar period. Some later twentieth century development interspersed. Houses are generally intact in their form and detailing/style. Some houses on McIntosh Street in particular have been the subject of later upper storey additions. Nelson Street is more intact.
Integrity of subdivision pattern	Boundaries and overall layout relate to a re-subdivision of the original Gordon Park Subdivision (1896) into smaller (half original size) lots. Original lots evident at 23 and 25 Nelson Street. Some blocks have been further subdivided or amalgamated, with a large battle-axe block at number 34 McIntosh (appears to contain a pre-1943 house, subsequently modified and enlarged).
Quality of setting (including gardens)	Generally fair gardens, with streetscape plantings. Substantial high-quality gardens to 34 McIntosh. The development within the adjoining conservation areas to the north and east form part of the setting of the conservation area and contributes positively to it.
Overall integrity	Moderate-High

Recommendation

The area retains a moderate degree of integrity overall, comprised of housing stock largely dating to the early twentieth century with some quality interwar examples. It is recommended that the conservation area be **extended** by two properties (21 and 23 McIntosh Street) and **amalgamated** with the related, smaller Gordon Park HCA (C17) since the two conservation areas relate to the same original subdivision and have similar historic and aesthetic values.



5 Recommended adjustment to the boundary of the Gordon Park Estate Mcintosh Ansell Conservation Area (C15), showing amalgamation with Gordon Park Conservation Area (C17) and extension by two properties.

Photographs of typical development which illustrates the values of the area

49 McIntosh Street, Gordon



1 Nelson Street, Gordon



17 Nelson Street, Gordon



2.4 St Johns Avenue Conservation Area (C16)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1816 land grant to John Brown and the subsequent subdivision of this grant by the McIntosh family in the late 1800s. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area retains some distinct high-quality intact significant Federation and inter-war buildings with medium to large mature private gardens and significant avenue plantings. The importance of the historic St Johns Church, its associated buildings and cemetery grounds adds to the visual and historic quality of the area. St Johns Avenue is important as the first paved street in the municipality and a streetscape containing significant Federation and inter-war buildings, enhanced by avenue planting.

The visual quality created by the area's vegetation is high and contributes to the precinct through its remnant eucalypts and consistent lush character of its streets and private gardens.

The area is of local heritage significance in terms of its historical, associations, aesthetic, social, research, and representative value. This satisfies six of the Heritage Council criteria of local heritage significance for local listing.

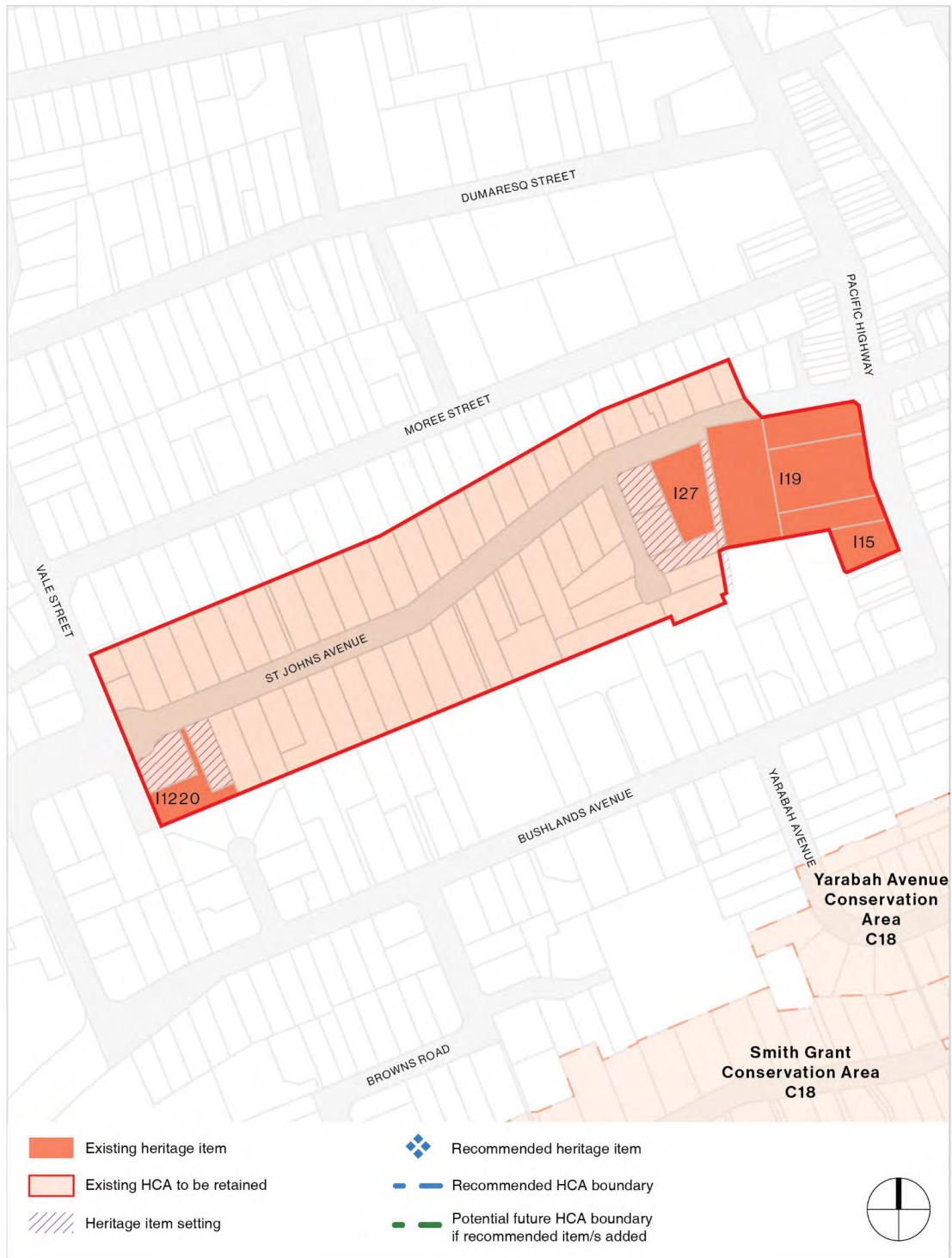


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Generally intact streetscape of early twentieth century/interwar houses with occasional post-war houses of good quality complementing earlier dwellings. Houses retain their form and detailing/style. Oberon Crescent contains a group of substantially intact 1920s houses (excepting No. 2; highly modified, originally part of a pair with No. 26 St Johns). Very few houses in the HCA have been subject to any substantial additions; where these exist, they are mostly well set-back.
Integrity of subdivision pattern	Subdivision pattern and configuration remains largely intact, with some modification on the southern side. Oberon Crescent part of a slightly later re-subdivision. Original subdivision included Moree Street to the north; although it retains several early houses demonstrating varying degrees of integrity, it has otherwise undergone substantial change in recent decades and does not contribute to the setting of the St Johns Avenue Conservation Area.
Quality of setting (including gardens)	Generally fair gardens, complemented by streetscape plantings. Mature trees along edge of St Johns Old Cemetery land. Consistent plantings along street below Oberon Crescent
Overall integrity	High

Recommendation

The area contains a high proportion of largely intact early twentieth century houses, with the original subdivision pattern and lot size remaining legible. The area is complemented by consistent streetscape plantings. There is no compelling justification for reduction or extension to Moree Street, given the change this section of the estate has undergone. It is recommended that the boundaries of the conservation area are **retained**.



6 Existing HCA Boundary for St Johns Avenue Conservation Area (C16), recommended to be retained.

Photographs of typical development which illustrates the values of the area

53 St Johns Avenue, Gordon



26 St Johns Avenue



5 Oberon Crescent



2.5 Gordon Park Conservation Area (C17)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1823 land grant to Michael Ansell and the subsequent subdivision of this grant by the family of Robert McIntosh in 1895. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area retains a grouping of mostly intact Victorian, Federation and inter-war period housing, including the State Heritage Register listed "Eryldene" at 17 McIntosh Street, which illustrates the subdivision history and development of the area. The area has aesthetic significance for the high proportion of quality houses with established gardens on large allotments. "Eryldene" is a focus for admirers of Professor Waterhouse's life and works, and also a remarkable evocation of a way of life and philosophy of living, increasingly remote from contemporary society. It also reflects cultured, intellectual life in Sydney from the First World War to the Modern period.

The camellia collection at Eryldene is of research significance for its potential to reveal further botanical knowledge and understanding of the species.

The area is of local heritage significance in terms of its historical, aesthetic and research value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Substantially intact housing stock dating to primary period of development (early twentieth century). Houses are highly intact in their form and detailing/style. One representative example of post-war infill at 59 Werona Avenue.
Integrity of subdivision pattern	Generally intact to 1913 Gordon Park subdivision: Eryldene site has been enlarged from the original lot. Adjoining lots to the east and south-west corners have been subdivided.
Quality of setting (including gardens)	Generally good quality gardens and streetscape plantings. Exceptional quality garden at Eryldene. The collection of houses within the area contribute to the setting.
Overall integrity	High

Recommendation

The boundaries of the conservation area are logically defined by roads and form a buffer around the state-listed heritage item of Eryldene. It is recommended that the conservation area be **extended** by two properties to the east (21 and 23 McIntosh Street) and **amalgamated** with the related, larger Gordon Park Estate, McIntosh and Ansell Conservation Area (C15) since the two conservation areas relate to the same original subdivision and have similar historic and aesthetic values.



7 Recommended adjustment to the boundary of the Gordon Park Conservation Area (C17), showing amalgamation with the Gordon Park Estate McIntosh Ansell Conservation Area (C15) and extension by two properties.

Photographs of typical development which illustrates the values of the area

11 McIntosh Street, Gordon



15 McIntosh Street, Gordon



17 McIntosh Street, Gordon



2.6 Yarabah Avenue Conservation Area (C18)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Joseph Smith and the subsequent subdivision of this grant by Robert Callaghan and Walter McClelland in 1893. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century. The area is of historical significance as it contains a very consistent, refined and intact group of inter-war houses in a single subdivision pattern flanked by two very fine heritage items.

The area is of aesthetic significance as a highly cohesive group which forms one of the best examples of inter-war residential development in the locality and within the council area.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Substantially intact housing stock dating to primary period of development during the 1920s. Houses are highly intact in their form and detailing/style. Limited evidence of modification: contemporary development at No. 5 Yarabah Avenue included rebuilding of the existing house and construction of a block of four flats behind it during 2016-2017. While the property does not demonstrate the values of the conservation area, the detached residence is in character with older houses and the flats are appropriately set back on the site and sympathetic in design. All other properties demonstrate the values and significance of the HCA. Listed heritage items at 17 Yarabah Avenue and 724-726 Pacific Highway, although earlier than other buildings in the conservation area and located in a different subdivision, contribute to its architectural quality and character.
Integrity of subdivision pattern	Substantially intact to 1922 Callaghan Estate subdivision (street originally 'Har Norm Avenue'), including public footpath/walk connecting to Cecil Street. 5 Yarabah Avenue remains on one title (SP89292). 18 Yarabah Avenue is excluded though it is part of the original Estate subdivision. The single storey house at No. 18 was built after World War II but is sympathetic in scale and materials. 17 Yarabah and 724-726 Pacific highway are included, but do not relate to the Callaghan subdivision.
Quality of setting (including gardens)	Generally good quality front gardens and streetscape plantings. The collection of houses and associated gardens within the area contribute to the setting. The mature and lush landscaping along the northern section of Yarabah Avenue, which is part of the 1914 Har-Norm Estate, contributes to the setting of the conservation area and that of the heritage item at 17 Yarabah Avenue.
Overall integrity	High

Recommendation

The area retains a high degree of integrity overall, with substantially intact housing stock related to the primary period of development in the 1920s. The 1920s Callaghan Estate subdivision remains legible, and the building stock is complemented by good gardens and street plantings. We recommend that the conservation area be **extended** to include 18 Yarabah Avenue, which is part of the original subdivision. Though the single storey house was built after World War II, it is sympathetic and consistent in scale and materials. It is also recommended to **reduce** the northern boundary to exclude 17 Yarabah Avenue, 724 and 726 Pacific Highway as they relate to a different subdivision and are adequately protected by local heritage listing.



8 Recommended adjustment to the boundary of Yarabah Avenue Conservation Area (C18), showing reduction to northern extent and extension at north-western corner to include 18 Yarabah Avenue

Photographs of typical development which illustrates the values of the area

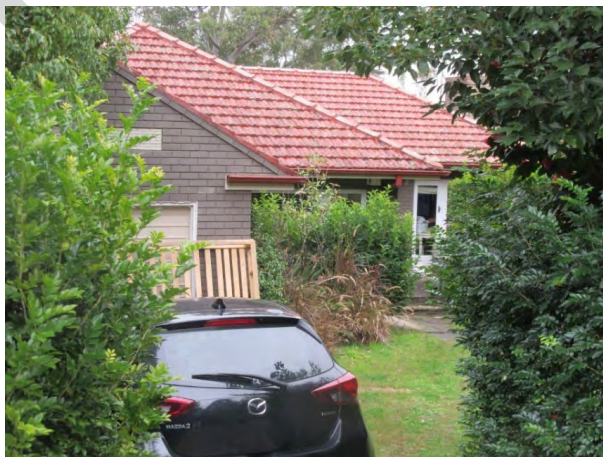
6 Yarabah Avenue, Gordon



14 Yarabah Avenue, Gordon



18 Yarabah Avenue, Gordon



2.7 Robert Street/Khartoum Avenue Conservation Area (C39)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1823 land grant to Benjamin Clayton and the subsequent subdivision of this grant by the McIntosh family in 1883 as the "Gordondale Estate". This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area has aesthetic significance as a largely intact area of Federation and inter-war housing. The predominance of brush box in street tree plantings within the area reinforces the area's visual appeal.

The Robert Street/Khartoum Avenue area is representative of the slow development of an 1883 subdivision, the first buildings appearing in the Federation period after the opening of the railway in 1890, and the intensification of development in the inter-war period.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Largely intact building stock dating to the primary periods of development: Federation and Inter-War. Houses are largely intact in their form and detailing/style. There is a small number of late twentieth century infill and 8 Robert St has been subject to an upper storey addition.
Integrity of subdivision pattern	Layout generally intact to original subdivision, though some site amalgamation has taken place. Potentially early re-subdivision on eastern side of subdivision between Robert Street and Khartoum Lane fronting Rosedale Road.
Quality of setting (including gardens)	Fair to good front gardens, with street trees including brush boxes on the north side of Khartoum Avenue which enhance the setting of the conservation area. The fine houses on the northern side of Khartoum Avenue also contribute to the identified values of the area.
Overall integrity	High

Recommendation

The area retains a high degree of integrity overall, with a collection of good quality housing dating to the primary periods of development. The original subdivision remains legible, and the building stock is complemented by established plantings in front gardens and fine street trees.

The northern side of Khartoum has similarly fine houses and street trees which enhance the setting of the conservation area and are of the same quality as those inside. We recommended **expanding** the conservation area to include the northern side of Khartoum Avenue.

We also recommended that properties adjoining the conservation area on Werona Avenue – especially the apartment block at 81 Werona Avenue – are investigated for **individual heritage listing** as part of the history and consolidation of the locality and some good examples of other building typologies (flats, shops).



9 Recommended adjustment to the boundary of Robert Street/Khartoum Avenue Conservation Area (C39), showing extension to north. Note recommended heritage item in the vicinity.

Photographs of typical development which illustrates the values of the area

2 Robert Street



5 Khartoum Avenue



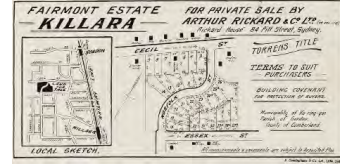
Khartoum Avenue



2.8 Smith Grant Conservation Area (C19)

Existing statement of significance

Historically, the area represents the residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Joseph Smith and the subsequent subdivision of this grant by Robert Samuel Callaghan in 1893. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.



The local area was progressively subdivided in the early years of the twentieth century with a social and economic boost given to the area with the creation of the new Ku-ring-gai Shire Council at Gordon in 1906.

The area retains as significant collection of early twentieth century and inter-war housing with several heritage items and street trees creating streetscapes with high-level architectural consistency and intactness.

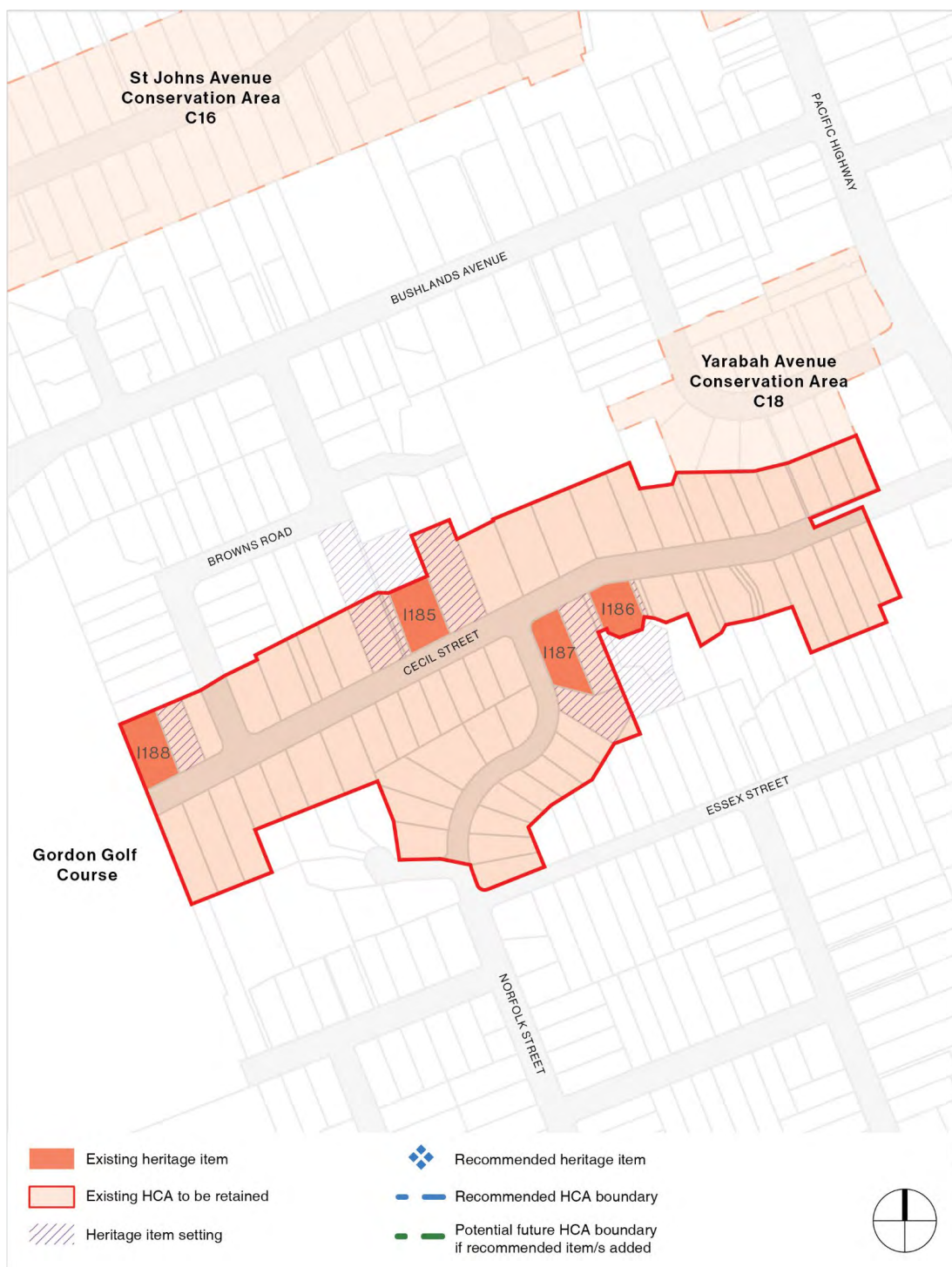
The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Mostly intact housing stock dating to primary period of development – Federation and mostly Interwar period housing demonstrating several of the styles that were fashionable during the period. Houses are mostly intact in their form and detailing/style. 51 Norfolk Street is a very good example of post-World War II Modernism. Some late twentieth and twenty first century redevelopment that does not compromise the integrity of the conservation area.
Integrity of subdivision pattern	Streetscape generally intact, but area is comprised of parts of several subdivision(s) including Fairmont Estate around Norfolk Street (substantially intact), others have been modified and re-subdivided. There is little evidence of the historic grant which extended to Lane Cove Road.
Quality of setting (including gardens)	Generally well maintained front gardens and streetscape plantings. The collection of houses and associated gardens within the area contribute to the setting.
Overall integrity	High

Recommendation

The area retains a high degree of integrity overall, with good quality housing stock related to the primary periods of development in the early twentieth century. Some evidence of the subdivision pattern of the Fairmont estate remains legible, and the building stock is complemented by good gardens and street plantings. We recommend that the conservation area and its current boundaries be **retained**.



10 Existing HCA Boundary for Smith Grant Conservation Area (C19), recommended to be retained.

Photographs of typical development which illustrates the values of the area

55 Cecil Street



62 Cecil Street



51 Norfolk Street



3 Killara

3.1 Greengate Estate Conservation Area (C20)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth century. The area provides evidence of the 1821 land grants to William Foster and Edwin Booker, whose boundaries are evident through the Pacific Highway, Greengate Road, Bruce Avenue and Powell Street. The area demonstrates the subsequent subdivision of these grants into residential lots, as the 1902 "Greengate Estate" subdivision evident in Greengate Road. The subdivision reflects improved transport connections due to the construction of the North Shore rail line. The subsequent subdivision of several of the larger lots within the conservation area occurred during the inter-war period, resulting in a secondary layer of inter-war period housing.

The area is significant for its historic association with the important local identities James George Edwards, the acknowledged "father of Killara", and with William Foster and Edwin Booker as the original Crown grantees.

The area is of aesthetic significance as a reasonably/highly intact and consistent inter-war (1918-1958) development and for the high proportion of quality houses.

The area is of local heritage significance in terms of its historical, associations and aesthetic value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Mostly intact housing stock dating to primary period of development, circa 1910s to 1930s. The conservation area contains a mix of single storey and substantial two storey dwellings. Most houses are mostly intact in their form and detailing/style although many have been subjected to substantial alterations and additions. Some late twentieth century redevelopment on some allotments. Recently completed houses do not demonstrate the values of the conservation area but do not impact unduly on its overall cohesion.
Integrity of subdivision pattern	Understood to be generally intact, relating to different releases of the Greengate and Gordon-Killara Bungalow Estate by JG Edwards and Co. Some further subdivision or amalgamation of lots.
Quality of setting (including gardens)	Private gardens provide an appropriate setting for individual houses and contribute to the setting of the conservation area, along with mature street planting, which includes fine individual specimens.
Overall integrity	High

Recommendation

The area retains a high degree of integrity overall, with good quality housing stock related to the primary periods of development in the early twentieth century. Some evidence of the subdivision pattern of the estate remains legible, and the building stock is complemented by good gardens and street plantings. We recommend that the conservation area and its current boundaries be **retained**.



11 Existing HCA Boundary for Greengate Estate Conservation Area (C20), recommended to be retained.

Photographs of typical development which illustrates the values of the area

44 Elva Avenue



62 Cecil Street



30 Powell Street



3.2 Springdale Conservation Area (C21)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth century. The area provides evidence of the 1839 land grant to Jane Bradley, and the subsequent subdivision of this grant by local real estate agent James George Edwards in 1885. Edwards created the "Springdale Estate" subdivision which formed the basis of the suburb of Killara.

The area retains a significant collection of grand high-quality residences, predominantly from the Federation and inter-war periods. Many of these were the residences of prominent families of the period, often designed by prominent architects. Mature extensive private gardens and significant avenue planting combine to form special streetscapes and groups of substantial, intact, significant houses from the Federation and inter-war periods.

The area contains several important civic sites, including St Martins Anglican Church and Killara Uniting Church, the Killara Lawn Tennis Club and Killara Bowling Club, and Dalcross Private Hospital on Stanhope Road.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

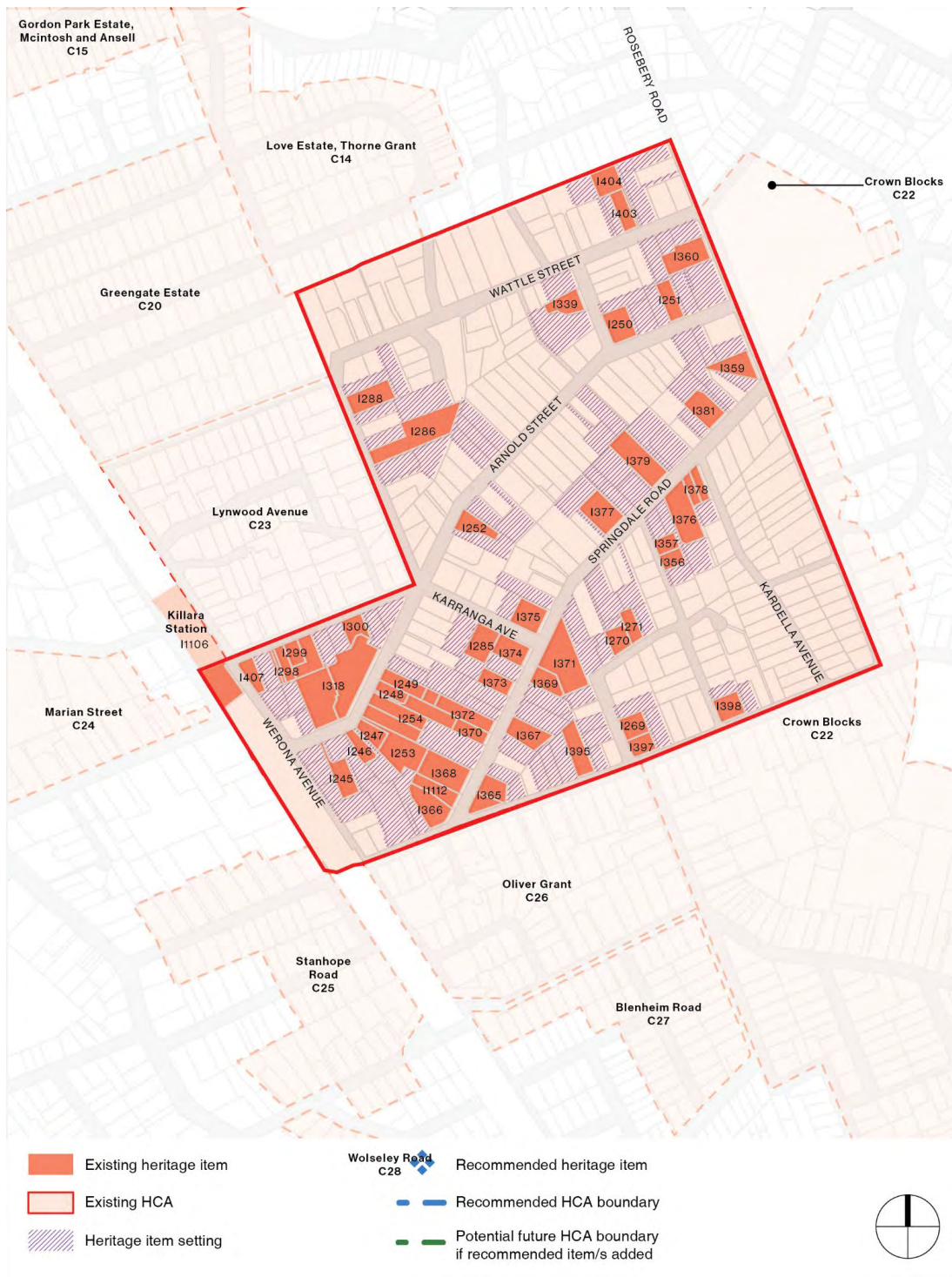


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The Springdale Conservation Area contains numerous fine houses from the Federation and interwar periods, along with two aesthetically significant early twentieth century churches. Interwar houses demonstrate many of the architectural styles that were fashionable during this period. The conservation area is notable for the numbers of aesthetically significant houses within its boundaries.
Integrity of subdivision pattern	The conservation area contains numerous battle axe blocks, reflecting the ongoing subdivision of land following the initial subdivision of the Springdale Estate. However, an understanding of the early subdivision pattern can be gained from allotments along the various streets in the conservation area.
Quality of setting (including gardens)	The setting of the conservation area is established by its hilly and varied topography. Generous high quality formal gardens and mature street planting combine with the overall high standard of housing stock to present as a very fine and distinctive townscape. The Killara Bowling Club provides contrast because of its large area of open space.
Overall integrity	High

Recommendation

The conservation area retains a high degree of integrity overall, with high quality Federation and interwar housing stock, fine gardens and mature street planting over a varied and undulating topography. It is recommended that the boundaries of the conservation area are **retained**.



12 Existing HCA Boundary for Springdale Estate Conservation Area (C21), recommended to be retained.

3.3 Crown Blocks Conservation Area (C22)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth centuries. The area is of local historic and aesthetic significance as a good and largely intact residential precinct characterised by streetscapes of good, high-quality examples of single detached houses from the Federation, inter-war and post-war periods. The built context is enhanced by large garden settings, wide street proportions, street plantings and remnant and planted native trees and reserve areas which are synonymous with the Ku-ring-gai area.

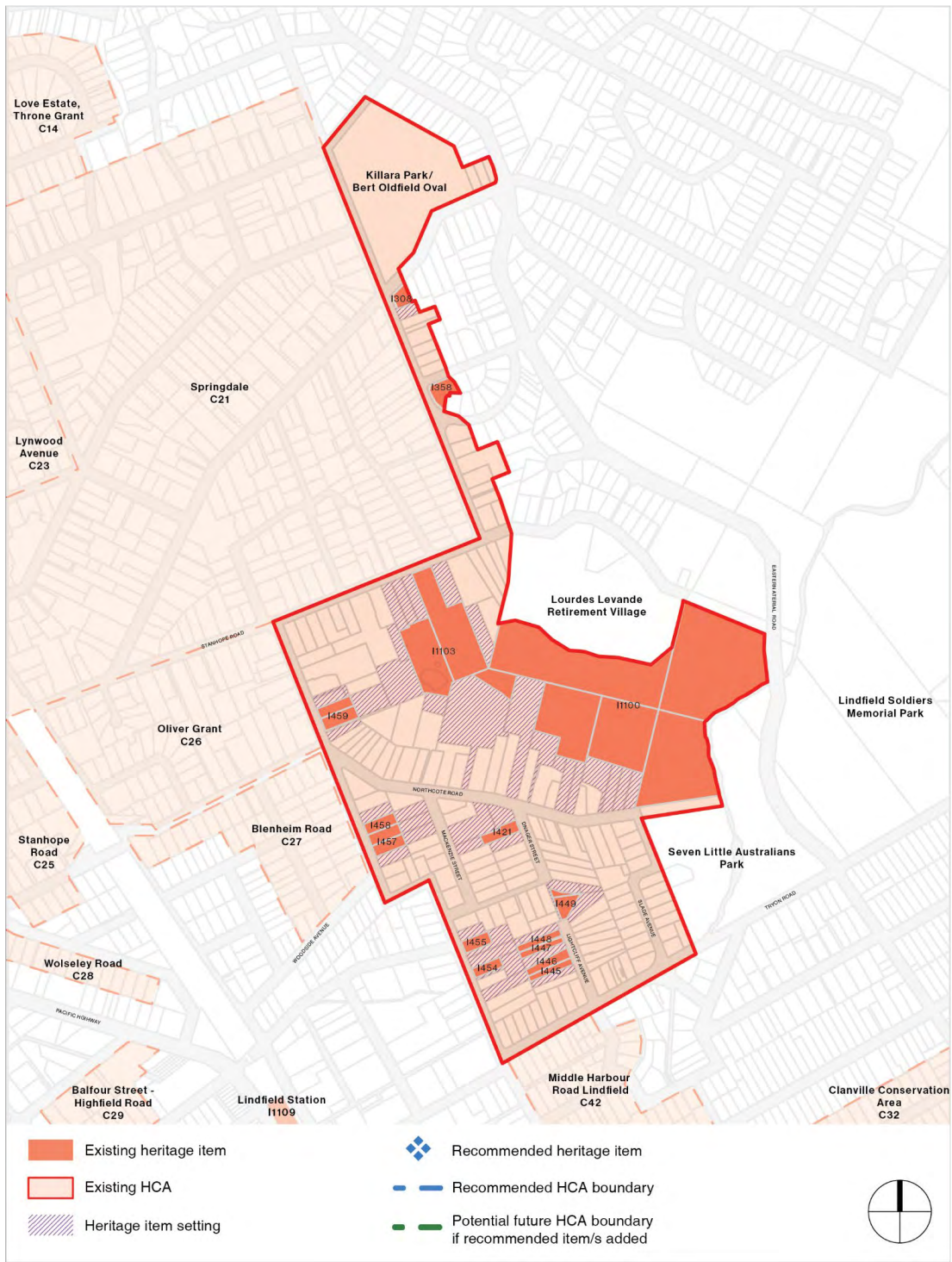
Killara Park, Swains Gardens and various reserves in and around the area contribute to the aesthetic character and social significance of the area. The blocks are located about streets generally formed by neighbouring early grant boundaries, estates and suburban subdivision. The current layout and pattern of development represents the late nineteenth and early to mid-twentieth century development of the area. The predominant early twentieth century development of the area also reflects the evolution of rail and road networks and particularly improvements of the rail network in the late 1920s and early 1930s. Some land consolidation and creation of larger blocks and subdivision and creation of residential blocks has also occurred in the area. Despite these changes the area significantly retains a streetscape pattern characterised by single detached houses and emphasis on residential development and retention of natural and recreational areas. The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The Crown Blocks Conservation Area contains numerous fine houses that include Federation Bungalows, notably around Mackenzie Street, Nelson Road and Northcote Road, California Bungalows and good examples of other architectural styles that were fashionable during the interwar period. There are also conservative examples of post war residences. Although numerous houses have been subjected to alterations and additions their original form and character is still evident. Recently completed houses do not demonstrate the values of the conservation area but do not impact on its overall character. The conservation area contains several items listed in Schedule 5 of the LEP
Integrity of subdivision pattern	The conservation area contains numerous battle axe blocks, reflecting the ongoing subdivision of land following the initial subdivision of the area. However, an understanding of the early subdivision pattern can be gained from allotments along the various streets in the conservation area.
Quality of setting (including gardens)	The setting of the conservation area is enhanced by the quality of private gardens and street trees. It is also enhanced by a distinctive characteristic – several reserves that preserve natural bushland and open space. These include Wombin Reserve, Seven Little Australians Park and Swain Gardens. The setting of the conservation area is offset by sloping terrain in its southern section and along Stanhope Road
Overall integrity	High

Recommendation

The conservation area retains a high degree of integrity overall, with high quality Federation and interwar housing stock, fine gardens and mature street planting over a varied and undulating topography. It is recommended that the boundaries of the conservation area are **retained**.



13 Existing HCA Boundary for Crown Blocks Conservation Area (C22), recommended to be retained.

Photographs of typical development which illustrates the values of the area

17 Mackenzie Street



12 Dangar Street



45 Nelson Street



3.4 Lynwood Avenue Conservation Area (C23)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Edwin Booker. The boundary of the land grant is evident though Karranga Avenue and Locksley Street. The area also represents the subsequent subdivision of this grant by Captain Robert Pockley. The area retains evidence of its early layout and subdivision with its predominant component of highly significant buildings and mature gardens and street planting. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area contains a high degree of intact and cohesive early twentieth century development. The area is characterised by mostly intact Federation and inter-war development, including Old English, Spanish Mission, Mediterranean and Californian Bungalows, many of which were architecturally designed. Mature native and introduced trees, on private property and as street trees, contribute to the high visual quality of the area.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

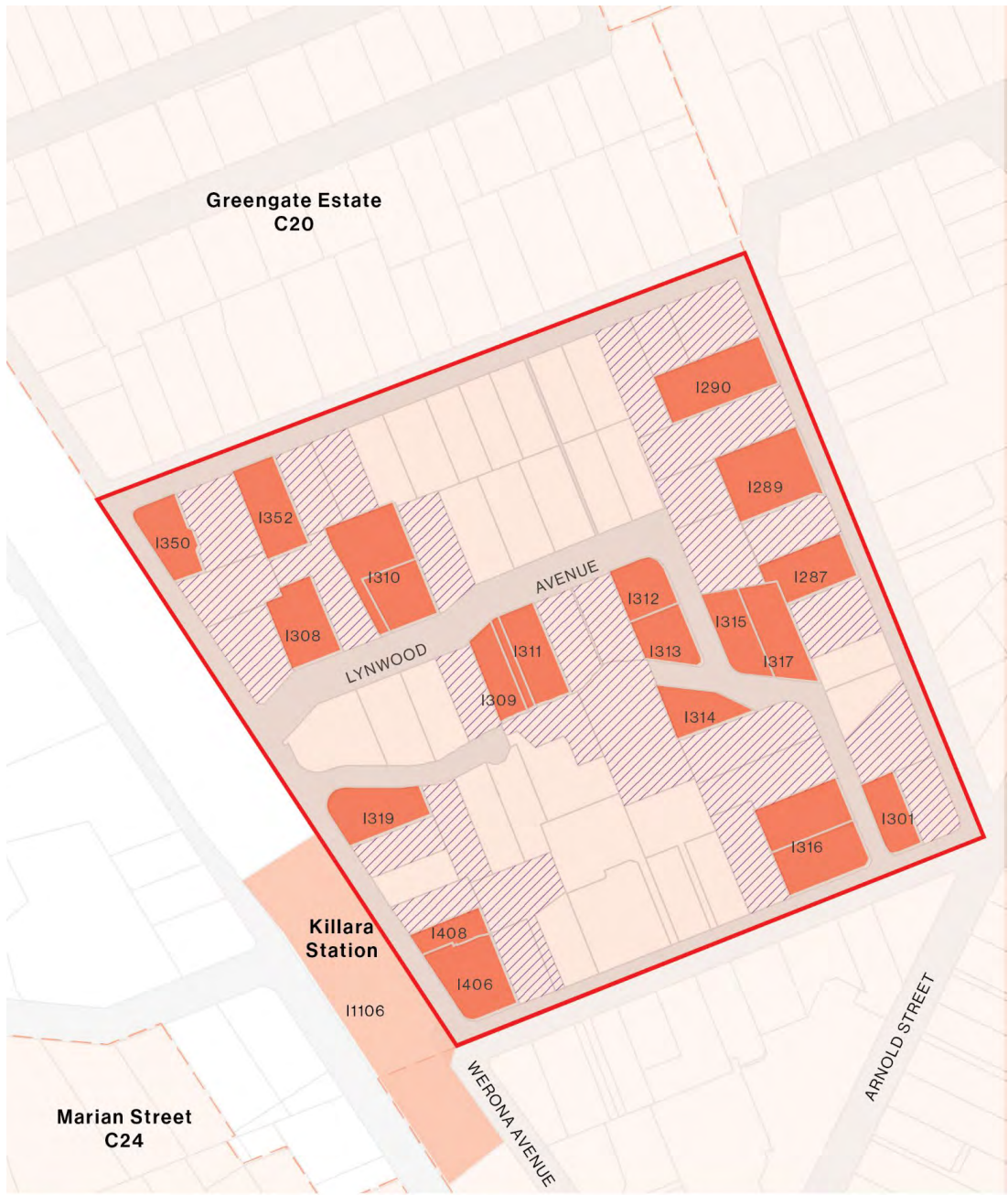


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The housing stock in the conservation area is predominantly from the interwar period and includes California Bungalows from the 1920s, Mediterranean and Old English style houses and Functionalist style houses from the second half of the 1930s. The conservation area demonstrates a relatively high level of visual cohesiveness due to the form, materials and scale of the individual buildings. It includes a relatively high number of heritage items included in the LEP.
Integrity of subdivision pattern	The conservation area is part of the Lorne Estate. The subdivision appears to be relatively intact, as evidenced by the consistent age of houses across the conservation area and the configuration of the allotments on which they stand but has undergone further subdivision, most obviously in the southern section between Maples Avenue and Locksley Street.
Quality of setting (including gardens)	The setting of the conservation area is established by the generally high quality of architectural design and private gardens, complemented by street planting. The topography of the area is also varied, adding to its visual interest and character and offset by the winding form of Lynwood and Maples Avenues.
Overall integrity	High

Recommendation

The conservation area retains a high degree of integrity overall, with high quality interwar housing stock in a fine setting of gardens and street planting. Evidence of the original subdivision pattern remains legible, and the building stock is complemented by well-maintained gardens and street plantings. It is recommended that the conservation area and its current boundaries are **retained**.



- Existing heritage item
- Existing HCA
- Heritage item setting
- Recommended heritage item
- Recommended HCA boundary
- Potential future HCA boundary if recommended item/s added



14 Existing HCA Boundary for Lynwood Avenue Conservation Area (C23), recommended to be retained.

Photographs of typical development which illustrates the values of the area

19 Lynwood Avenue



Maples Avenue



26 Karranga Avenue

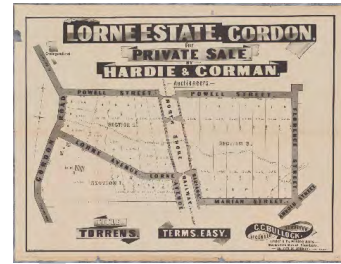


3.5 Marian Street Conservation Area (C24)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Edwin Booker and the 1839 land grant to Jane Bradley. The area is of historical significance as part of both the Jane McGillivray "Springfield" grant and the Edwin Booker grant, and later subdivisions of the grants of the "Lorne Estate" and the "Springfield Estate". The early grant boundaries, estate and subdivision patterns significantly remain visible in the current layout. The early development is also overlaid by later land subdivisions and some consolidation and later development, which reflect changes in the wider rail and road networks and ongoing development of the local and wider area. These subdivisions demonstrate the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area is aesthetically significant for its high consistency of intact buildings. The predominant architectural style is Federation, varying from Arts and Crafts to Queen Anne and Bungalow, many designed by significant architects of the period. There are also some high-quality inter-war Californian bungalows and post-war construction. Well-established private gardens and tree-lined avenues contribute to the landscape quality of the area. The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

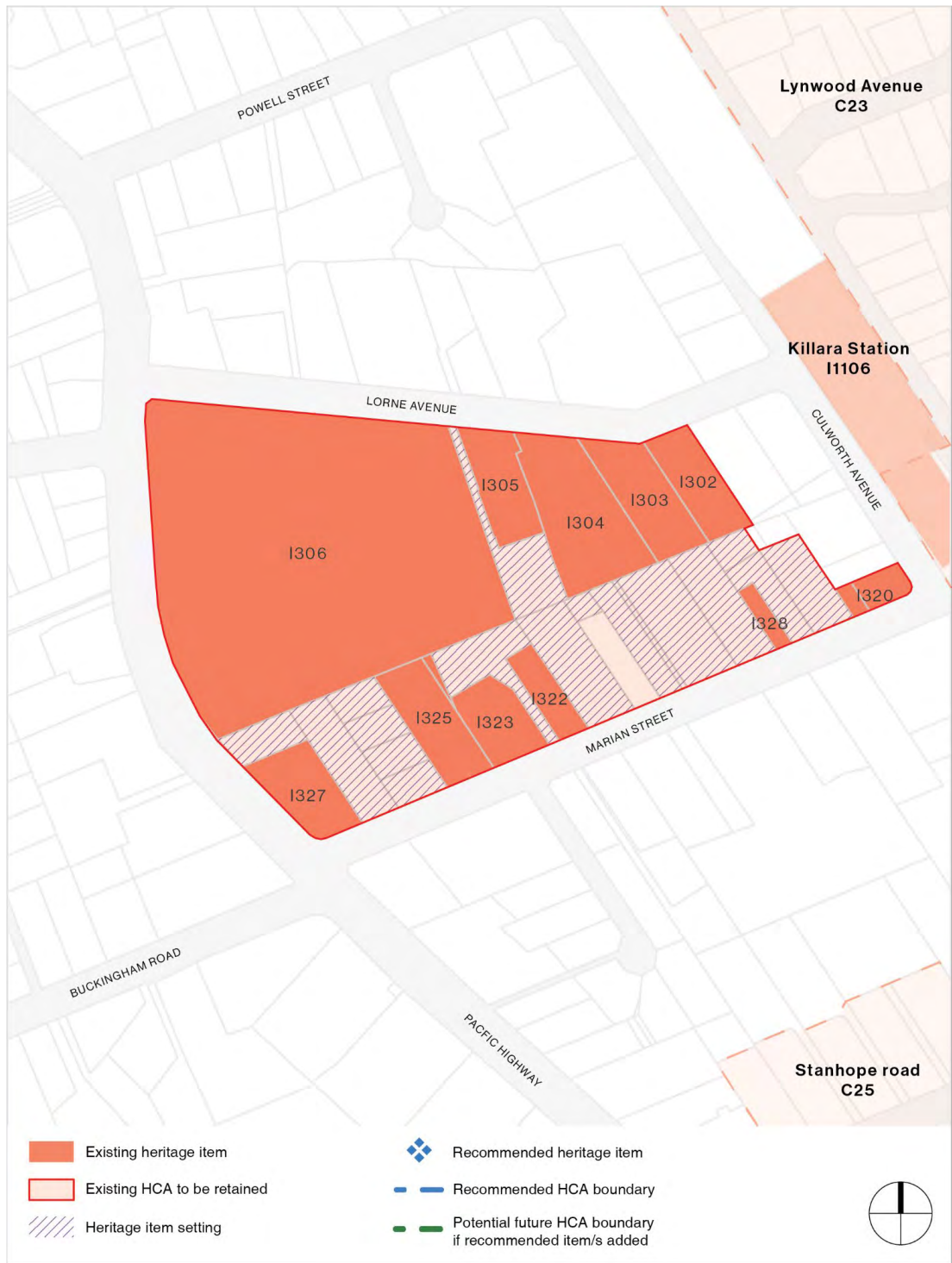


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The Marian Street Conservation Area contains in a compact precinct a diverse collection of high-quality Federation and interwar buildings that include substantial architect-designed houses, a fine Art Deco style block of flats and a small group of shops with residential accommodation on the first floor. The conservation area is notable for its high concentration of heritage items, the largest of which (the reservoir pump station/Regimental Park at 20 Lorne Avenue) occupies a substantial area within it.
Integrity of subdivision pattern	The conservation area includes the south-western section of Lorne Estate and the northern section of the third subdivision of the Springdale Estate. The pattern of these subdivisions is still in evidence.
Quality of setting (including gardens)	The setting of the conservation area is established by the generally high quality of architectural design and private gardens. The setting on the southern side of Marian Street and northern side of Lorne Avenue in part consists of blocks of flats but mature and at times dense canopies of street trees contribute to the setting.
Overall integrity	High

Recommendation

The conservation area retains a high degree of integrity overall, with good quality Federation and interwar housing stock. Evidence of the subdivision pattern of the Springdale and Lorne Estates remains legible, and the building stock is complemented by well-maintained gardens and street plantings. It is recommended that the conservation area and its current boundaries are **retained**.



15 Existing HCA Boundary for Marian Street Conservation Area (C24), recommended to be retained.

Photographs of typical development which illustrates the values of the area

33 Marian Street, Killara



7-15 Marian Street, Killara



6 Lorne Avenue, Killara



3.6 Stanhope Road Conservation Area (C25)

Existing statement of significance

Historically, the area represents the fine residential development of Killara during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Henry Oliver, the 1821 land grant to Daniel McNally, and the 1839 land grant to Jane Bradley. They also illustrate the subsequent subdivision of these grants by Alfred Hordern, Marshall Warwick Johnson and the New South Wales Realty Company in the at the end of the nineteenth century and in the early years of the twentieth century. This subdivision demonstrates the development resulting from the construction of the North Shore rail line in the 1880s. The area retains evidence of its early layout and subdivision with its predominant component of significant buildings and mature gardens and street planting.

The area is of aesthetic significance for its high quality intact residential buildings, predominantly from the Federation and inter-war periods. Many of these were designed by prominent architects and represent the diversity and range of styles within each period. Their heritage values are enhanced by their garden settings and vegetation throughout the area, including strands of remnant eucalypt and avenue plantings.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The conservation area has a variety of houses from different historical periods. Amongst the earliest is the two storey Italianate style house at 26 Treatts Road. There are fine Federation, interwar and mid-century houses distributed through the conservation area and a small number of high-quality dwellings constructed during the second half of the twentieth century and early twenty first century. The conservation area contains several items listed in Schedule 5 of the LEP.
Integrity of subdivision pattern	The overall pattern of subdivision, although having been subjected to further subdivision and modification, is still evident.
Quality of setting (including gardens)	The conservation area is characterised by substantial and high-quality residences in a setting comprised of planting in private gardens and by street planting.
Overall integrity	High

Recommendation

The conservation area demonstrates a relatively high level of integrity with high quality housing stock, well-maintained and finely planted private gardens and mature street trees. It is recommended that the boundaries of the conservation area are **retained**.

It is also recommended that consideration be given to assessing the heritage significance of the 1957 Lindfield Synagogue at 15 Treatts Road, designed in the office of HP Oser & Associates, as a **potential heritage item**. It is acknowledged that it does not form part of the conservation area.



16 Existing HCA Boundary for Stanhope Road Conservation Area (C25), recommended to be retained. Note recommended heritage item in vicinity of HCA.

Photographs of typical development which illustrates the values of the area

45 Stanhope Road, Killara



53A Stanhope Road, Killara



Treatts Road looking west



3.7 Oliver Grant Conservation Area (C26)

Existing statement of significance

Historically, the area represents the fine residential development of Lindfield during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Henry Oliver, its later division into smaller farms and the subsequent subdivision of the grant as the "Killara Park Estate" in 1904. The grant boundaries are evident through the following streets: Stanhope Road, Pacific Highway and Treatts Road. The 1904 subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area has historic significance for the overlay of inter-war and post-war subdivision evident in the lots on the southern side of Stanhope Road and in Kiamala Crescent. These later subdivisions reflect improved transport connections due to the construction of the Sydney Harbour Bridge and electrification of the railway in 1927.

The area has aesthetic significance as a reasonably intact late nineteenth century and early twentieth century development, and aesthetic significance for the high proportion of quality houses.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



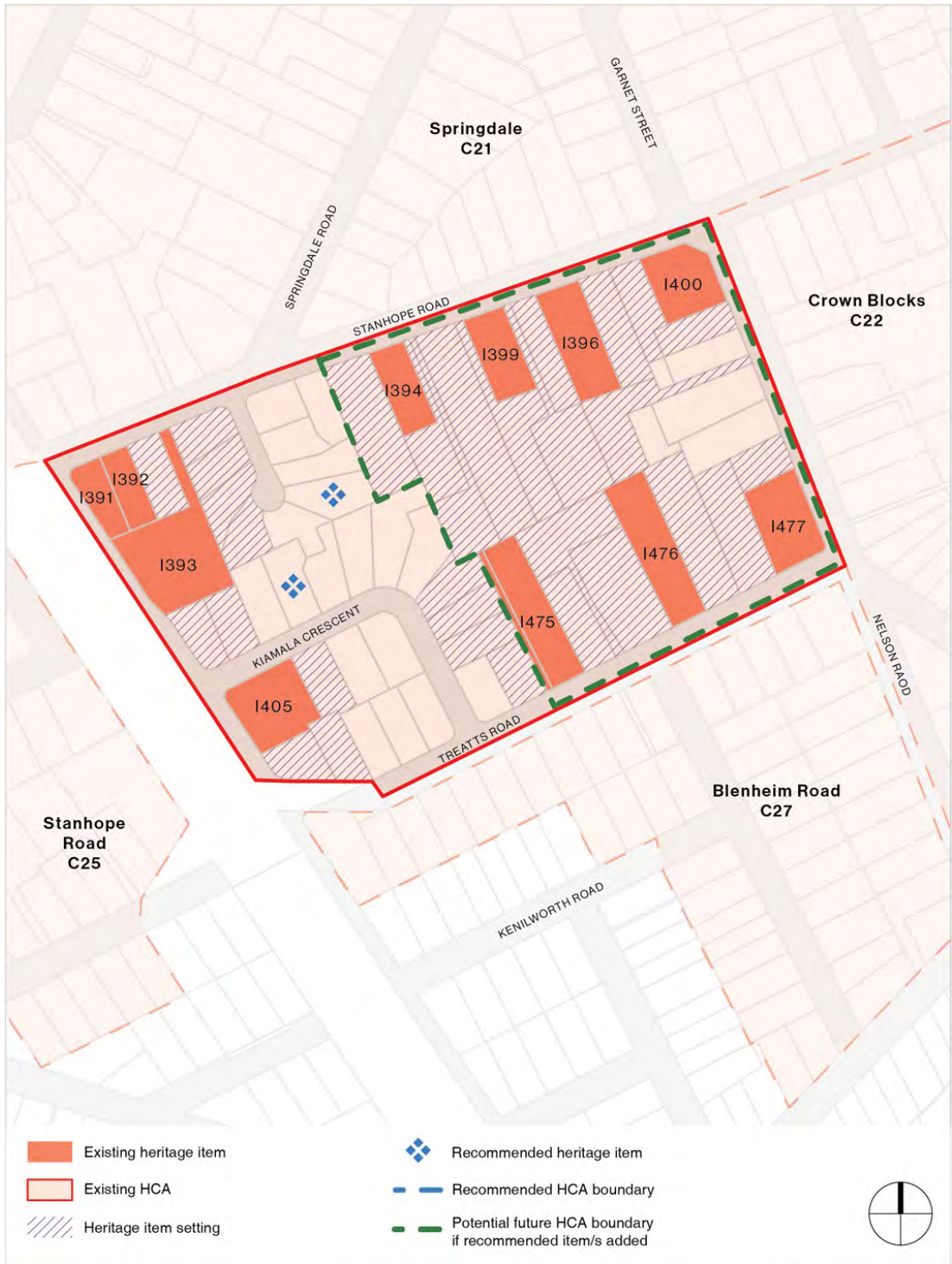
Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The conservation area has a variety of houses from different historical periods. It includes a significant late nineteenth century residence at 1 Werona Avenue (listed as a heritage item), substantial single and two storey Federation era houses, interwar era houses and a relatively substantial amount of post-World War II and later residential development. The conservation area also includes a relatively large number of items listed in Schedule 5 of the LEP.
Integrity of subdivision pattern	The conservation area has been subjected to several different subdivisions after the Killara Heights Estate. Those around Kiamala Crescent and Clarence Avenue were undertaken after World War II.
Quality of setting (including gardens)	Although the building stock in the conservation area has undergone a relatively large amount of change, it contains fine early houses that are complemented by planting in private gardens and by street planting.
Overall integrity	Moderate

Recommendation

Stage 1: It is recommended that 4 Clarence Avenue (architect George Reves, 1961) and 17 Kiamala Crescent be **investigated as potential heritage items**.

Stage 2: If the potential heritage items at stage 1 are listed, it is recommended that the boundaries of the area be **reduced**. This is because of the non-contributory nature of numerous houses in the western section of the conservation area around Kiamala Crescent and Clarence Avenue.



17 Recommended heritage items and potential future HCA Boundary for the Oliver Grant Conservation Area (C26). The recommended heritage items at 4 Clarence Avenue and 17 Kiamala Crescent must be investigated and acted upon prior to the implementation of the new HCA boundary.

Photographs of typical development which illustrates the values of the area

45 Stanhope Road, Killara



53A Stanhope Road, Killara



Treatts Road looking west



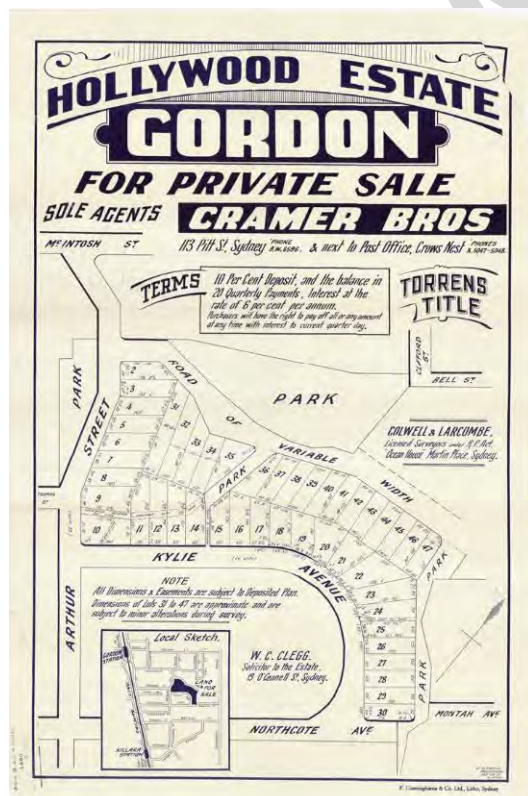
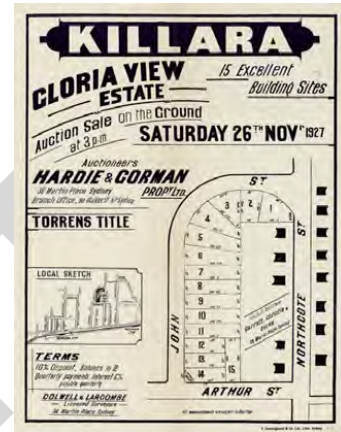
3.8 Love Estate, Thorne Grant Conservation Area (C14)

Existing statement of significance

Historically, the area represents the fine residential development of Gordon during the nineteenth and twentieth centuries. The area provides evidence of the 1840 land grant to Eleanor Oatley and the 1856 land grant to George Thorne. The area also provides evidence of the subsequent subdivisions of these grants by Annie Patton Love in 1894. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area has aesthetic significance for its collection of very fine Federation bungalow dwellings. It is also significant as a highly intact and consistent inter-war development. The area contains a number of quality inter-war houses built throughout the late 1920s and the 1930s. Styles include Tudor revival, old English, Georgian revival, Spanish Mission and Spanish revival. Many were designed by prominent architects of the period, including works by Ralph Slater Hawdon, Cyril Christian Ruwald, H. Clifford Finch, F. Glynn Gilling and John Brogan.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

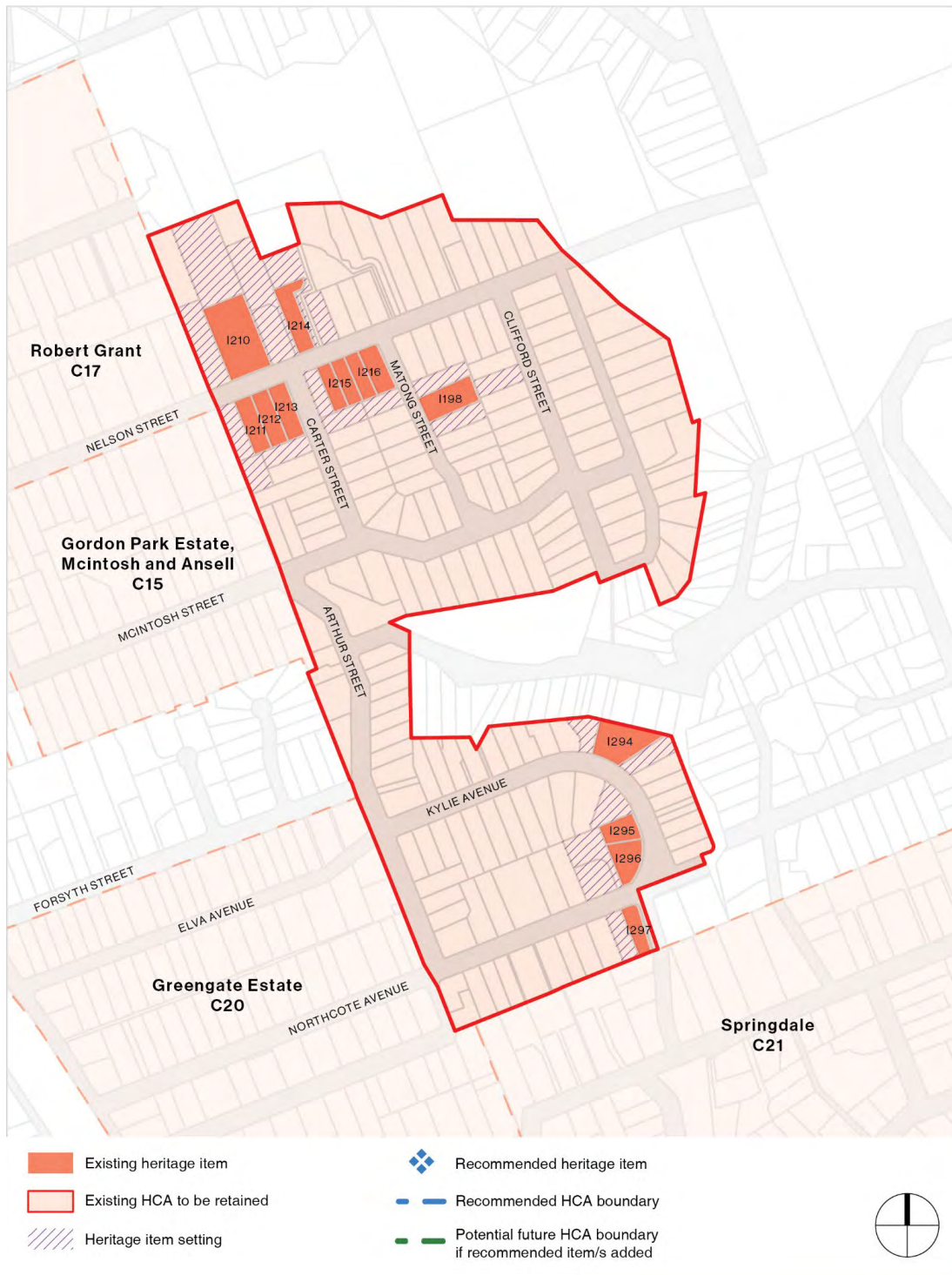


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The conservation area features some substantial Federation era dwellings around Nelson Street but is otherwise predominantly interwar in character. California Bungalows predominate in the streets running between Nelson and McIntosh Streets. There are some fine late interwar houses along Kylie Avenue and Arthur Street. A large number of houses have been modified but most have retained evidence of their early form and character. There is also a relatively large amount of non-contributory recent housing through the conservation area.
Integrity of subdivision pattern	The conservation area includes the Stonyhurst Subdivision (1921, 1922), Gloria View Estate (1927) and Hollywood Estate (1928). The overall pattern of subdivision is intact, reflecting the various estates offered for sale during the 1920s.
Quality of setting (including gardens)	The quality of the conservation area's setting is determined by its varied sloping topography and fine stands of native trees in street planting such as that on the eastern section of Kylie Avenue and along Arthur and McIntosh Streets. The area of preserved bushland at the Terrum-Bine Reserve also contributes to the quality of the conservation area. Good quality front gardens and fencing also provide some contribution.
Overall integrity	Moderate

Recommendation

The conservation area generally retains a relatively high degree of integrity because of the legibility of early subdivisions and the quality of its housing stock. It is distinguished by the presence of native trees that form a large proportion of street planting and in the Terrum-Bine Reserve, which is offset by exotic planting in private gardens. It is recommended that the boundaries of the conservation area are **retained**.



18 Existing HCA Boundary for Love Estate, Thorne Grant Conservation Area (C14), recommended to be retained.

4 Lindfield

4.1 Blenheim Road Conservation Area (C27)

Existing statement of significance

Historically, the area represents the fine residential development of Lindfield during the early twentieth century. The area provides evidence of the 1821 land grant to Daniel McNally and subsequent subdivision of this grant by the New South Wales Realty Company in 1911. The area demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The conservation area is of significance as an intact portion of the 1911 Heart of Lindfield Estate subdivision. It contains consistent fine Federation Queen Anne style housing with some inter-war residences. The area retains mature street tree planting.

The area is representative of the Federation and inter-war periods of development of the North Shore.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The conservation area is notable for its mix of Federation era and interwar bungalows. Treatts Road is predominantly lined by interwar California bungalows, Nelson Road is predominantly lined by Federation era bungalows and Blenheim Road comprises a mix of houses from the two eras. A substantial late 1930s house occupies the site at the intersection of Nelson Road and Woodside Avenue. There are several items listed in Schedule 5 of the LEP within the conservation area.
Integrity of subdivision pattern	The subdivision pattern is very intact with only a small number of reconfigured allotments.
Quality of setting (including gardens)	Generally good quality front gardens and streetscape plantings. A variety of front boundary fences and hedging add visual interest.
Overall integrity	High

Recommendation

The conservation area generally retains a high degree of integrity with a mix of Federation and interwar era bungalows and is enhanced by the quality of private and public planting. It is recommended that the boundaries of the conservation area are **retained**.



19 Existing HCA Boundary for Blenheim Road Conservation Area (C27), recommended to be retained.

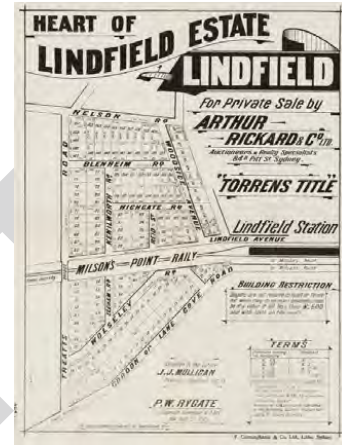
4.2 Wolseley Road Conservation Area (C28)

Existing statement of significance

Historically, the area represents the fine residential development of Lindfield during the nineteenth and twentieth centuries. The area provides evidence of the 1821 land grant to Daniel McNally and the subsequent subdivision of this grant as the "Heart of Lindfield Estate" by the New South Wales Realty Company in 1910. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area retains a significant collection of Federation and inter-war period housing, built following subdivision as part of the 1911 Heart of Lindfield Estate, and for its magnificent avenue of mature brush box trees. The area also contains some examples of mid to late twentieth century development.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Substantially intact housing stock including Federation houses from primary period of development and interwar period. Houses have retained much of their original form and detailing/style, with later additions to the rear of sites. No 14 Wolseley Road has been extensively modified while No. 18 Wolseley Road does not demonstrate the values of the area but is appropriately setback and sympathetic. The values and significance of the HCA are still much in evidence, including mature street planting.
Integrity of subdivision pattern	The conservation area is a small component of the Heart of Lindfield Estate but has retained its original subdivision pattern, which remains unchanged.
Quality of setting (including gardens)	Generally good quality front gardens and notable streetscape plantings. A small number of carports impact on the streetscape. Recent apartment development within the area and development on the northern side of Wolseley Road does not contribute to the setting.
Overall integrity	High

Recommendation

The area retains a high degree of integrity overall, comprised of housing stock of similar periods and style and is enhanced by the quality of private and public planting. It is recommended that the boundaries of the conservation area are **extended** to include street planting on the northern side of Wolseley Road.



20 Recommended adjustment to the boundary of Wolseley Road Conservation Area (C28), showing extension to the north to include street trees.

Photographs illustrating the values of the Wolseley Road Conservation Area

12 Wolseley Road, Lindfield



36 Wolseley Road, Lindfield



**Looking west along Wolseley
Road - Ibbitson Park in the
foreground**



4.3 Balfour Street/Highfield Road Conservation Area (C29)

Existing statement of significance

Historically, the area represents the residential development of Lindfield in the early twentieth century following the opening of the North Shore rail line. The area demonstrates the subdivision of large land grants from the early nineteenth century, driven by the increased population of the area resulting from the improved access brought about by the railway.

Aesthetically, the area contains an important collection of intact Federation Queen Anne style housing, located on the northern side of Balfour Street. The area also includes the Holy Family Catholic Church constructed in 1940, and the school at 2-4 Highfield Road (corner Pacific Highway). The school includes 7 Balfour Street, one of the intact groups of Balfour Street Federation Queen Anne style houses. The area contains the presbytery associated with the Holy Family Church at 10 Highfield Road. The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The housing stock in the conservation area is predominantly from the Federation era (9 Balfour Road is a California Bungalow). The north-eastern section of the conservation area is occupied by the Holy Family Primary School, the buildings of which do not contribute to the conservation area.
Integrity of subdivision pattern	The conservation area consists of a section of an 1893 subdivision facing Highfield Road and a 1903 subdivision facing Balfour Street, both of which were traversed by Wallace Parade. Part of the early subdivision at 7 Balfour Street was acquired by the Catholic Church but this does not obscure the subdivision pattern.
Quality of setting (including gardens)	Generally good quality front gardens, some high-quality fences and notable streetscape plantings. A small number of carports in Balfour Street impact on the streetscape. Recent apartment development within the area and development on the northern side of Wolseley Road does not contribute to the setting of the conservation area. However, this is offset by the quality of development and landscape on the western side of Highfield Road, which does contribute to its setting.
Overall integrity	High

Recommendations

The Balfour Street/Highfield Road Conservation Area is a good representation of early twentieth century housing development in Lindfield and has a fine landscape setting. However, the Holy Family Primary School does not contribute, and 7 Balfour Street was demolished in 2010 and replaced with a shade structure.

Stage 1: It is recommended that the Holy Family Catholic Church at 412 Pacific Highway be **investigated as a potential heritage item**. The 1940 building was designed by prominent architects Fowell McConnel & Mansfield and Sydney Hirst and is a good and representative example of late interwar church design.

Stage 2: If the potential heritage item at stage 1 is listed, it is recommended that the boundary of the conservation area should be **reduced** to exclude the Holy Family Primary School, including 7 Balfour Road and the statement of significance amended.



21 Recommended heritage item and potential future HCA Boundary for the Balfour Street/Highfield Road Conservation Area (C29). The recommended heritage item of the Holy Family Catholic Church must be investigated and acted upon prior to the implementation of the new HCA boundary.

Photographs illustrating the values of the Conservation Area

14 Highfield Road, Lindfield



25 Balfour Road, Lindfield



Street trees in Balfour Road



4.4 Frances Street Conservation Area (C30)

Existing statement of significance

Historically, the area represents the residential development of Lindfield to the western side of the North Shore rail line. The area provides evidence of the 1831 land grant to George Cadby and the subsequent subdivision of this grant in 1881. The area demonstrates the development of the late nineteenth century subdivision "Gordon Park Estate" (1881) and the "Lindfield Park Estate" (1894).

The subdivisions reflect the improved transport connections due to the construction of the North Shore rail line. The conservation area includes the early twentieth century subdivision overlays of the 1936 "Eurimbla Estate" as well as further subdivision on Beaconsfield Parade.

The area has aesthetic significance as an intact inter-war development. Frances Street contains an intact collection of California Bungalow style residences constructed in the 1920s.

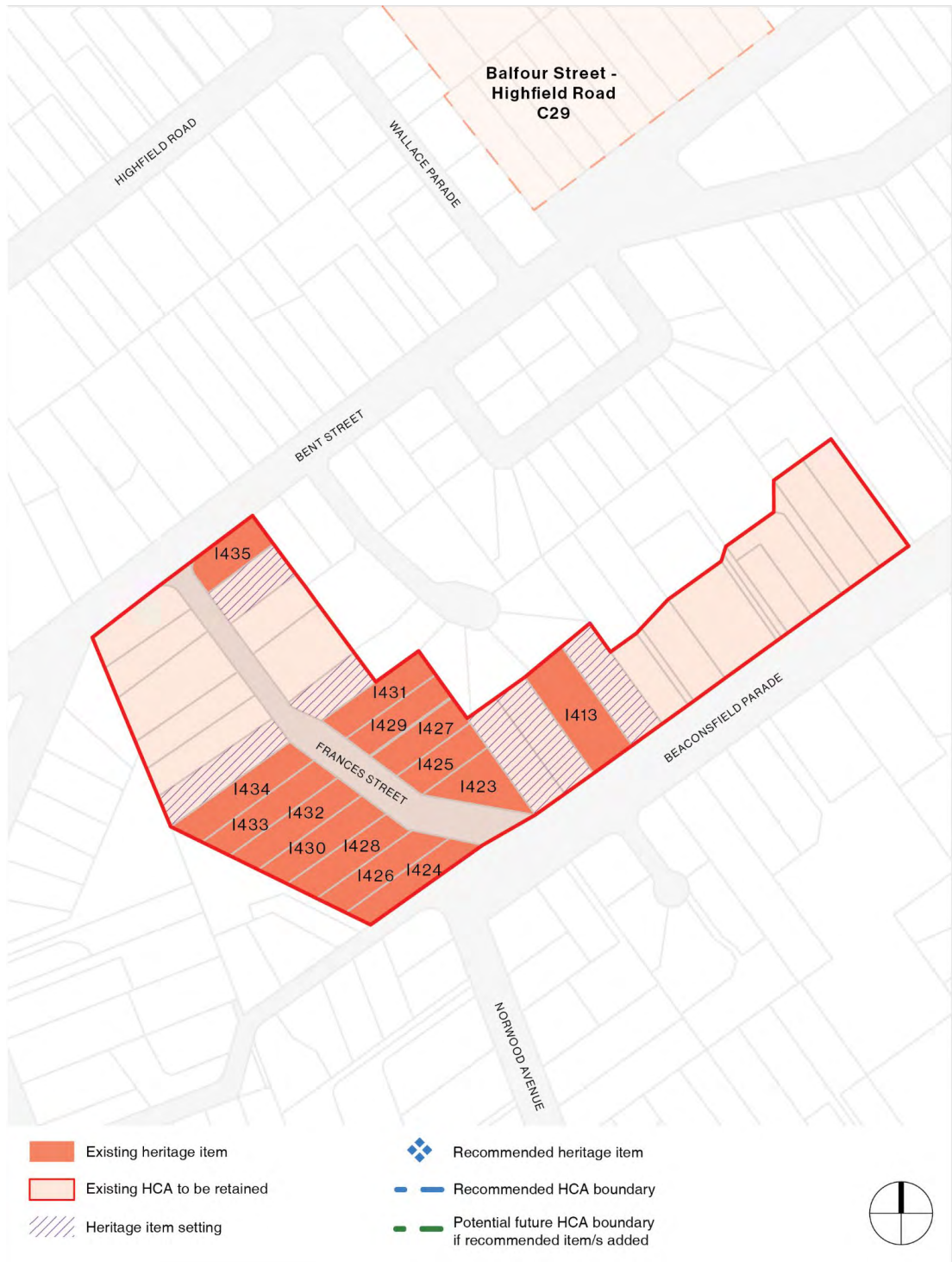
The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	The conservation area is notable for a preponderance of interwar California Bungalows along Frances Street, many of which are heritage items. Fine interwar (1930s houses) are located at the northern end of the street. Apart from a Federation era timber weatherboard cottage at 31 Beaconsfield Parade, other intact early houses along the street date to the interwar period. The conservation area contains a relatively high number of items listed in Schedule 5 of the LEP. The integrity of earlier houses is generally quite high.
Integrity of subdivision pattern	The subdivision pattern along Frances Street appears to be intact. The original subdivision pattern along the north-eastern section of Beaconsfield Parade has evidently been modified.
Quality of setting (including gardens)	Frances Street is enhanced by several low stone walls on property boundaries and the contribution of well-maintained and planted private gardens. The setting of Beaconsfield Road is enhanced by street and private garden trees and shrubs.
Overall integrity	High

Recommendation

The original architectural character and subdivision pattern of the conservation area is legible and generally intact. They are complemented by the relatively high quality of their landscaped setting. It is recommended that the boundaries of the conservation area are **retained**.



22 Existing HCA Boundary for Frances Street Conservation Area (C30), recommended to be retained.

4.5 Middle Harbour Road, Lindfield Conservation Area (C42)

Existing statement of significance

Historically, the area represents the fine residential development of Lindfield during the nineteenth and twentieth centuries. The area provides evidence of the 1819 land grant to Daniel Dering Mathew, known as "Clanville", and the subsequent subdivision of this grant. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The Middle Harbour Road Lindfield Conservation Area is of historic and aesthetic significance as a good and largely intact residential precinct characterized by streetscapes of good, high-quality examples of single detached houses primarily from the Federation and interwar periods with some good examples of mid to late twentieth century dwellings.

The built context is enhanced by the street proportions and character, street plantings and garden settings including remnant and planted native trees. Some re-subdivision and redevelopment has also occurred in the area. Despite these changes, the area significantly retains its early subdivision and streetscape pattern of single detached houses within a "green" setting.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

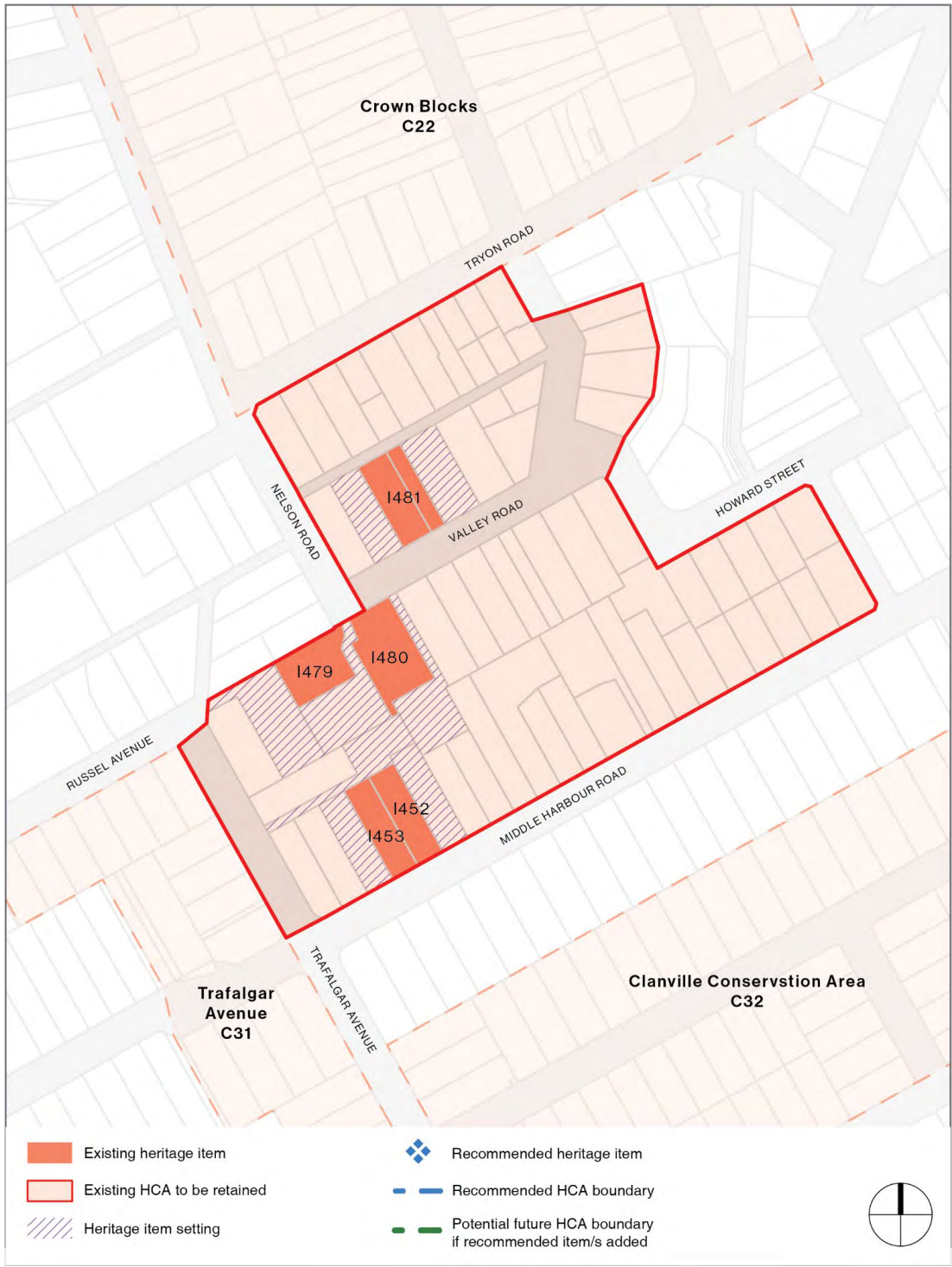


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Interwar bungalows are prevalent throughout the conservation area although there are Federation bungalows located in Middle Harbour Road, Short Street and Tryon Road. There is a relatively large number of modified early twentieth century houses that make little contribution to the conservation area, along with recently completed houses that do not relate to earlier housing stock in their vicinity.
Integrity of subdivision pattern	The conservation area is understood to include portions of the Seldon Estate 2 nd subdivision (1893) and the Lindfield Grove Estate (1906). The original subdivision pattern has been affected by subsequent subdivisions and reconfiguration of allotments.
Quality of setting (including gardens)	While the setting of the conservation area has been diminished by alterations and additions to early houses and the construction of new houses, this is offset by mature street planting and the contribution of well planted and maintained private gardens.
Overall integrity	Moderate

Recommendation

Notwithstanding the amount of change that has taken place, the original architectural character and subdivision pattern of the conservation area is still legible. They are complemented by the relatively high quality of their landscaped setting. It is recommended that the boundaries of the conservation area are **retained**.



23 Existing HCA Boundary for Middle Harbour Road, Lindfield Conservation Area (C42), recommended to be retained.

4.6 Lindfield West Conservation Area (C45)

Existing statement of significance

The Lindfield West Conservation Area forms part of the late nineteenth century subdivisions of the "Gordon Park Estate" (1881) and the "Lindfield Park Estate" (1894). The subdivisions reflect the improved transport connections due to the construction of the North Shore railway. The area included the twentieth century subdivision overlay of the Dartmoor Estate (1927) evident through the existing housing. The area has aesthetic significance as an intact inter-war housing development.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.

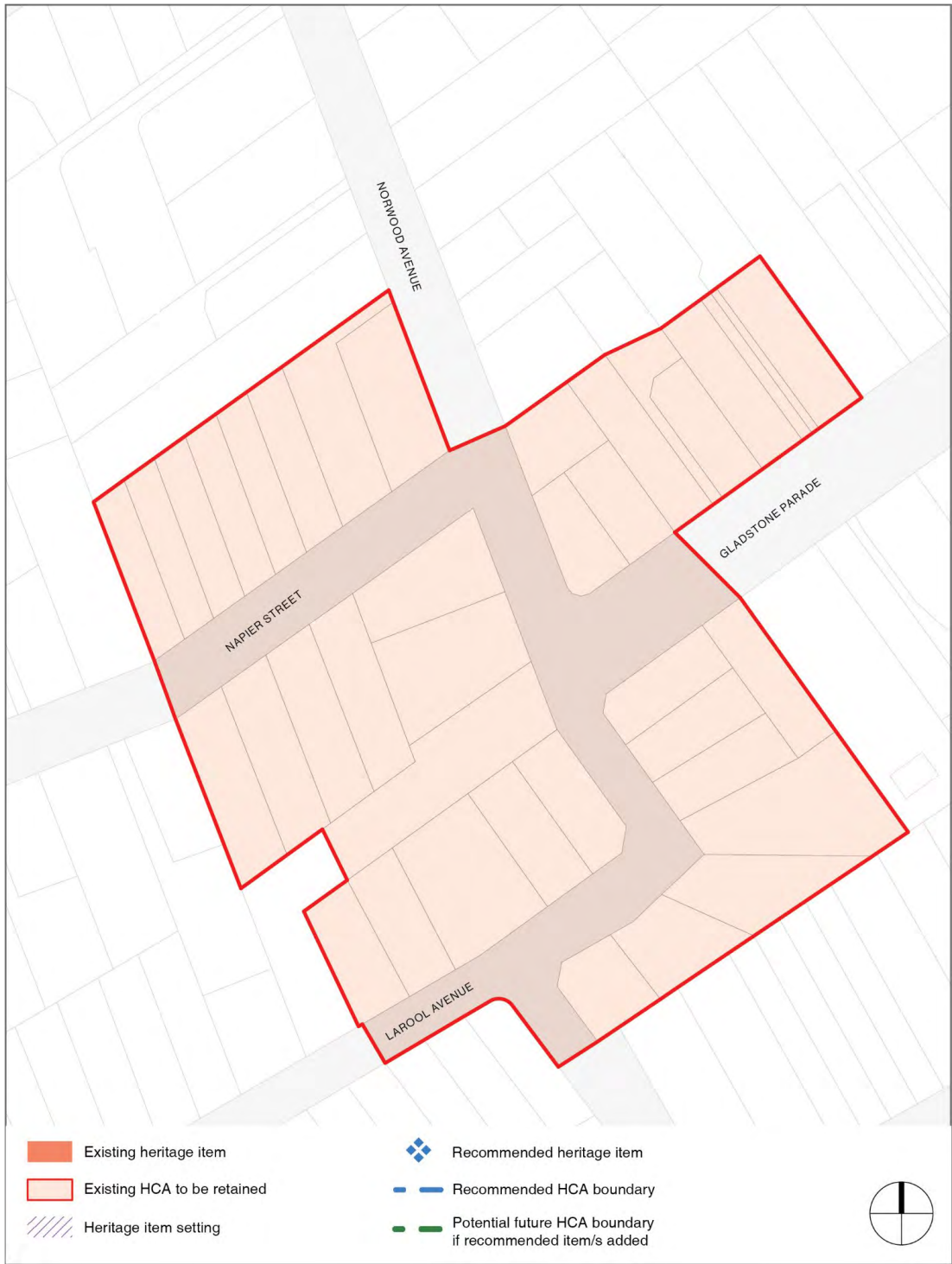


Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Relatively intact and diverse housing stock that encompasses Federation era houses in Napier Street and Norwood Avenue – 4 Norwood Avenue is an uncommon timber weatherboard cottage – consolidated by interwar bungalows and post World War II houses in Larool Avenue. Most houses have retained their early form and architectural style, which have not been obscured by later additions where these have occurred. There are no listed heritage items in the conservation area.
Integrity of subdivision pattern	The subdivision pattern of the conservation area is made up of sections of subdivisions. Archival evidence suggests the subdivision layout is relatively intact and still in evidence.
Quality of setting (including gardens)	Houses demonstrating early form and detail contribute to the setting of the conservation area. There are impressive stands of street trees in Gladstone Parade and Napier Street along with a relatively large number of well-maintained and planted private gardens across the conservation area. A small number of carports in front yards detract from the setting.
Overall integrity	High

Recommendation

The area contains a diverse range of twentieth century houses in a fine setting. The original subdivision pattern and lot size apparently remains legible. It is recommended that the boundaries of the conservation area are **retained**.



24 Existing HCA Boundary for Lindfield West Conservation Area (C45), recommended to be retained.

5 Roseville

5.1 Trafalgar Avenue Conservation Area (C31)

Existing statement of significance

Historically, the area represents the residential development of Lindfield during the nineteenth and twentieth centuries. The construction of the North Shore rail line in 1890 brought about the subdivision of the Clanville Estate to create the Lindfield Grove, Fowler and Bothwell Estates, parts of which form the conservation area.

The area is a largely intact residential precinct of the Federation period, which developed alongside the railway. It includes houses in a variety of styles, dating from the 1900s to the 1920s. Mature trees on public and private land (including remnant native trees) are an integral part of the character of the area.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Relatively intact housing stock that encompasses Federation era and interwar houses and bungalows. Most houses have retained their early form and architectural style, which have not been obscured by later additions where these have occurred. The Russell Street component of the conservation area has a high level of integrity. The conservation area does not include items listed in Schedule 5 of the LEP in the conservation area.
Integrity of subdivision pattern	The subdivision pattern of the conservation area is made up of sections of various subdivisions and does not reflect one dominant overall subdivision. However, the pattern of early subdivision is still evident.
Quality of setting (including gardens)	Houses demonstrating early form and detail contribute to the setting of the conservation area. Street planting in the conservation area is uneven and private gardens are of variable quality. The quality of the setting in this conservation is of a lower standard than in other conservation areas.
Overall integrity	High

Recommendation

The area contains a high proportion of largely intact early twentieth century houses, with the original subdivision pattern and lot size remaining legible. It is recommended that the boundaries of the conservation area are **retained**.



25 Existing HCA Boundary for Trafalgar Avenue Conservation Area (C31), recommended to be retained.

5.2 Clanville Conservation Area (C32)

Existing statement of significance

Historically, the area represents the fine residential development of Roseville and Lindfield during the nineteenth and twentieth centuries. The area provides evidence of the 1819 land grant to Daniel Dering Mathew, the subsequent purchase of this grant by Richard Archbold in 1824 and later its subdivision.

The area has further historic significance for the successive subdivisions of "Clanville" in the late nineteenth century with the subdivisions of Roseville Park Estate (1893) and Roseville Station Estate (1896), and the early twentieth century subdivisions of Clanville Estate (1903); Clanville Heights Estate (aka Lindfield Heights Estate of 1906) (1905); Terry's Hill Estate (1908); Archbold Hill Estate (1909); Clermiston Estate (1912); Taraville Estate (1914); The Firs Estate (1918); The Garden Estate (1920); Hordern's Roseville Estate (1922) and Archbold Hill Estate (1923). These subdivisions demonstrate the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area has aesthetic significance for the highly intact and quality Federation and inter-war houses, with some examples of mid to late twentieth century development. Architectural styles present from the Federation period include Federation and transitional bungalows, Queen Anne, and Arts and Crafts, and present from the inter-war period mostly Californian Bungalows with some examples of Old English, Art Deco and Spanish Mission.

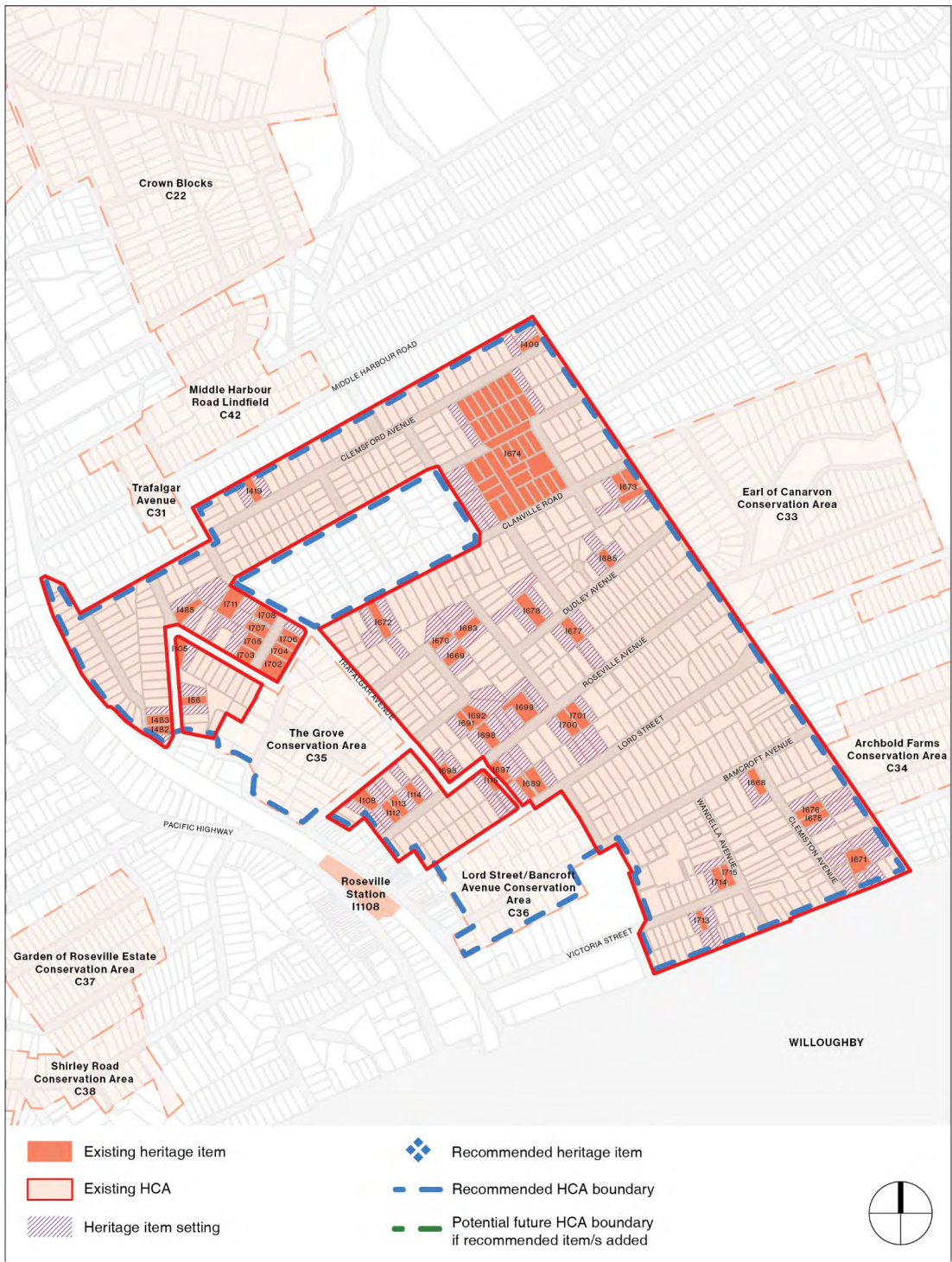
The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Relatively intact housing stock that encompasses Federation era and interwar houses and bungalows. Most houses have retained their early form and architectural style, which have not been obscured by later additions where these have occurred. The conservation area includes several heritage items, which include the open space and recreational amenity of Roseville Park in the northern section.
Integrity of subdivision pattern	The subdivision pattern of the conservation area is made up of sections of subdivisions from the 1890s through to the 1920s and does not reflect one dominant overall subdivision. A number of allotments have been reconfigured.
Quality of setting (including gardens)	The Clanville Conservation Area is notable for a combination of factors that include varied topography ranging from level ground around Chelmsford Avenue to hilly terrain around Lord Street and Roseville Avenue, extensive mature street trees, fencing along street boundaries, a high standard of early residential architecture and established, well-maintained gardens.
Overall integrity	High

Recommendation

The conservation area retains a relatively high degree of integrity overall and has high aesthetic values because of its topographical variety, quality of early housing stock and public and private landscaping. It is recommended that the boundaries of the conservation area be **extended** to incorporate The Grove Conservation Area (C35) and the Lord Street/Bancroft Avenue Conservation Area (C36). These two conservation areas share a common subdivision history with the Clanville Conservation Area and share streetscapes, historic values and high aesthetic quality.



26 Recommended adjustment to the boundary of Clanville Conservation Area (C32), showing amalgamation with The Grove Conservation Area (C35) and the Lord Street/Bancroft Avenue Conservation Area (C36).

Photographs illustrating the values of the area

**17 Clermiston Avenue,
Roseville**



**15 Clermiston Avenue,
Roseville**



**Street trees in Roseville
Avenue**



5.3 The Grove Conservation Area (C35)

Existing statement of significance

Historically, the area represents the fine residential development of Roseville during the nineteenth and twentieth centuries. The area provides evidence of the 1819 land grant to Daniel Dering Mathew and the subsequent subdivision of this grant by members of the Archbold family and by Alfred James Hordern and by Eden Herschel Babbage from the 1890s through to the early years of the twentieth century. These subdivisions demonstrate the development resulting from the construction of the North Shore rail line at the end of the nineteenth century. The area retains the intact streetscapes which reflect its historical development following both the 1903 Clanville Estate subdivision and re-subdivision in 1922 as part of Hordern's Roseville Estate.

The area retains a significant collection of residences from the Federation period through to later twentieth century development of largely single dwellings, with mature street tree planting characteristic of the same period.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Early housing stock is mostly from the interwar period. It has generally retained a relatively high level of integrity. In most cases where alterations and additions have taken place, the original form and architectural detail of the house is still evident. The conservation area includes several items listed in Schedule 5 of the LEP.
Integrity of subdivision pattern	Boundaries of the original subdivisions are partially reflected by those of the conservation area. The lot layout is also generally similar to what appears on auction notices advertising the sale of land in the subdivisions, although some early lots have been reconfigured. Allotments have been amalgamated onto one title at the KOPWA Aged Care facility at 12-16 Trafalgar Avenue and extensive redevelopment of the site has taken place.
Quality of setting (including gardens)	The setting of the conservation area (and heritage items within it) is enhanced by the combination of housing stock, private gardens, fencing and street planting. The scale and density of the KOPWA development does not demonstrate the values of the conservation area.
Overall integrity	High

Recommendation

The Grove Conservation Area has a high level of integrity and aesthetic value. It shares most of its boundaries with the Clanville Conservation Area (C32), along with its historic and aesthetic values. It is recommended that The Grove Conservation area is **amalgamated** with the Clanville Conservation Area.



27 Recommended adjustment to the boundary of The Grove Conservation Area (C35), showing amalgamation with Clanville Conservation Area (C32) and the Lord Street/Bancroft Avenue Conservation Area (C36).

5.4 Lord Street/Bancroft Avenue Conservation Area (C36)

Existing statement of significance

Historically, the area represents the fine residential development of Roseville during the nineteenth and twentieth centuries. The area provides evidence of the 1819 land grant to Daniel Dering Mathew, known as "Clanville", and the subsequent subdivision of this grant by Archbold family as the 1903 "Clanville Estate" subdivision. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area retains a grouping of mostly intact houses from the Federation to inter-war period. The houses and heritage items within the conservation area are of high quality exhibiting fine detailing and quality workmanship.

The area is representative of suburban development in Ku-ring-gai and in Roseville close to the railway following the 1903 Clanville Estate subdivision.

The area is of local heritage significance in terms of its historical, aesthetic and representative value. This satisfies three of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Housing stock consists of Federation era and interwar residences. Most have retained a relatively high level of integrity. Where modifications have taken place, in most cases the original architectural style and character of the houses is still evident. The conservation area has several items listed in Schedule 5 of the LEP within its boundaries.
Integrity of subdivision pattern	The boundaries of the conservation area are consistent with a section of the Clanville Estate (Roseville Station) subdivision west of Anne Street (now Glencroft Avenue). Some reconfiguration of allotments has taken place at the eastern end of the conservation area.
Quality of setting (including gardens)	The setting of the conservation area (and heritage items within it) is enhanced by the combination of housing stock, private gardens and street planting. Street planting on Bancroft Avenue has numerous mature street trees while Lord Street but private gardens in Lord Street make a major contribution to the setting of the conservation area.
Overall integrity	High

Recommendation

The Lord Street/Bancroft Avenue Conservation Area has a high level of integrity and aesthetic value. It shares boundaries along Lord Street and Glencroft Avenue with the Clanville Conservation Area (C32), along with its historic and aesthetic values. It is recommended that the Lord Street/Bancroft Avenue Conservation Area is **amalgamated** with the Clanville Conservation Area.



28 Recommended adjustment to the boundary of Lord Street/Bancroft Avenue Conservation Area (C36), showing amalgamation with The Grove Conservation Area (C35) and the Clanville Conservation Area (C32).

5.5 Garden of Roseville Estate Conservation Area (C37)

Existing statement of significance

The Garden of Roseville Estate Conservation Area is a highly intact inter-war subdivision located on the western side of the Pacific Highway in Roseville. The area is of historic significance as part of the 1821 William Henry land grant. The area has historic significance as an early twentieth century subdivision of the Garden of Roseville Estate of 1914, evident in the street layout.

The conservation area has high aesthetic significance as a highly intact and consistent early twentieth century development, whose interwar streetscapes are enhanced by the consistent architectural style, mostly inter-war Californian, and Arts and Crafts Bungalows.

The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.



Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Surviving early housing stock is predominantly Inter War California Bungalow style dwellings and later interwar bungalow type houses. A relatively large proportion have been modified and enlarged.
Integrity of subdivision pattern	Boundaries of the original subdivision are largely reflected by those of the conservation area. The lot layout is also generally similar to that of the original Garden of Roseville subdivision, although original allotments on the eastern side of Ontario Avenue and the north-eastern section of Bromborough Road are not included in the conservation area.
Quality of setting (including gardens)	The setting of the conservation area is established by intact early housing and private gardens. The quality of private gardens is, however, variable. Mature street trees also contribute to the setting of Thomas Avenue and, to a lesser extent, to Bromborough Road.
Overall integrity	Moderate

Recommendation

Most of the Garden of Roseville Estate Conservation Area is comprised of early twentieth century housing stock of a similar period and style and retains a moderate degree of integrity. However, half of the houses on the southern side of Bromborough Road within the present conservation area boundaries do not demonstrate the values of the conservation area because of alterations and additions while several houses elsewhere in the conservation area have lost integrity because of alterations and additions. It is recommended that the boundaries of the conservation area are **reduced** in this location.



29 Recommended adjustment to the boundary of Garden of Roseville Estate Conservation Area (C37), showing reduction at the southern side of Bromborough Road.

5.6 Shirley Road Conservation Area (C38)

Existing statement of significance

Historically, the area represents the residential development of Roseville during the nineteenth and twentieth centuries. The area provides evidence of the 1813 land grant to Willima Henry and the 1821 land grant to Michael Fitzgerald, and the subsequent subdivision of these grants from 1896. This subdivision demonstrates the development resulting from the construction of the North Shore rail line at the end of the nineteenth century.

The area consists of a section of Shirley Road Roseville with quality intact Federation and inter-war development. The area also has historical significance as a collection of subsequent early twentieth century subdivisions including the Jenkins Estate First Subdivision (1909) and the Lynwood Estate (1915) and a collection of inter-war subdivisions including the Toongarah Estate (1931) and the Millwood Estate (1936), evident in the lots and some dwellings.

The conservation area has aesthetic significance as a highly intact Federation and inter-war development. Federation residences on Shirley Road have fine architectural detailing and are set in generously sized landscapes. The dwellings on Shirley Road range from large and notable residences to smaller examples of both the Federation and inter-war periods.

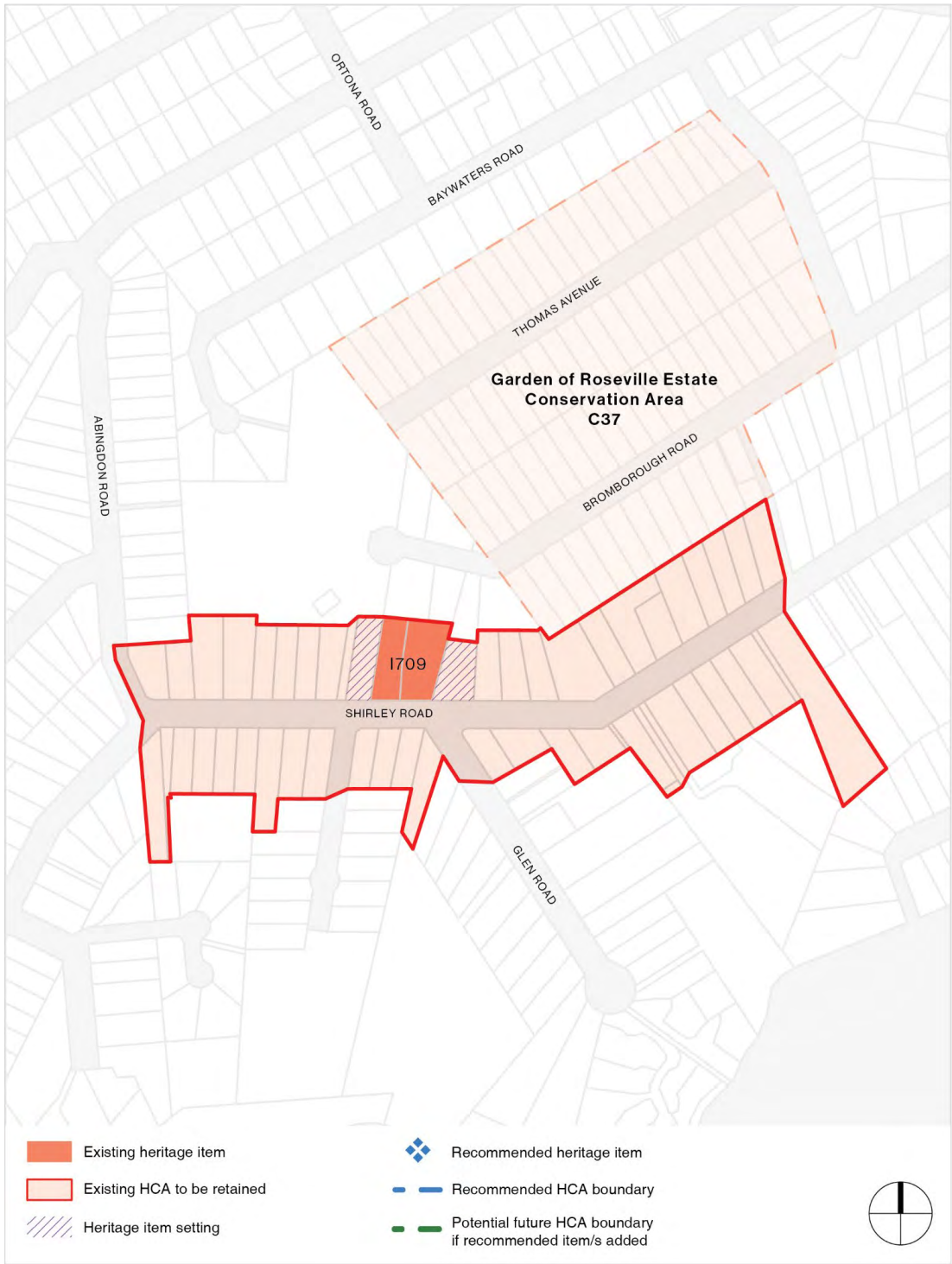
The area is of local heritage significance in terms of its historical and aesthetic value. This satisfies two of the Heritage Council criteria of local heritage significance for local listing.

Assessment

Criteria	Comment
Integrity of housing stock (identified significant periods)	Relatively intact housing stock, dating to the late Federation era and predominantly the interwar period. Most houses have retained their early form and detailing/style, which have not been obscured by later additions where these have occurred. The conservation area includes one heritage item, "Lynwood" at 63 Shirley Road.
Integrity of subdivision pattern	The subdivision pattern of the conservation area is made up of sections of subdivisions from the first third of the twentieth century and does not reflect one dominant overall subdivision. A number of allotments have been reconfigured.
Quality of setting (including gardens)	The setting of the conservation area is established by intact early housing and private gardens. Gardens range in quality from fair to good. Mature street trees enhance the conservation area. The majority of houses in the conservation area contribute to its setting.
Overall integrity	Moderate

Recommendation

The conservation area retains a moderate degree of integrity overall because of alterations and additions carried out to numerous houses. It is largely comprised of housing stock from the interwar period that shares common stylistic character, with several high-quality gardens and some mature street trees. It is recommended that the boundaries of the conservation area are **retained**.



30 Existing HCA Boundary for Shirley Road Conservation Area (C38), recommended to be retained.

6 Recommendations and conclusions

6.1 Summary of recommendations

The following table provides a high-level summary of the recommendations for each conservation area. See the relevant section of the report for the detailed recommendation and accompanying map illustrating proposed changes.

Heritage Conservation Area	High-level recommendation
Gordon	
C12 Gordondale Estate HCA	Boundaries of conservation area retained.
C13 Roberts Grant HCA	Stage 1: Investigate potential heritage item at 39 Rosedale Road; Stage 2: If the potential heritage item at stage 1 is listed, the boundaries of the conservation area should be reduced.
C15 Gordon Park Estate, Mcintosh and Ansell HCA	Boundaries of conservation area extended by two properties and amalgamated with the Gordon Park Conservation Area (C17).
C16 St Johns Avenue HCA	Boundaries of conservation area retained.
C17 Gordon Park HCA	Boundaries of conservation area extended by two properties and amalgamated with the Gordon Park Estate, Mcintosh and Ansell Conservation Area (C15).
C18 Yarabah Avenue HCA	Boundaries of conservation area extended to include 18 Yarabah Avenue; Reduce conservation area boundaries to exclude 17 Yarabah Avenue, 724 Pacific Highway and 726 Pacific Highway.
C19 Smith Grant HCA	Boundaries of conservation area retained.
C39 Robert Street/Khartoum Avenue HCA	Boundaries of conservation area extended to include northern side of Khartoum Avenue; Investigate potential of 81 Werona Avenue as heritage item (near conservation area but not in its boundaries).
Killara	
C14 Love Estate, Thorne Grant HCA	Boundaries of conservation area retained.
C20 Greengate Estate HCA	Boundaries of conservation area retained.
C21 Springdale HCA	Boundaries of conservation area retained.
C22 Crown Blocks HCA	Boundaries of conservation area retained.
C23 Lynwood Avenue HCA	Boundaries of conservation area retained.
C24 Marian Street HCA	Boundaries of conservation area retained.
C25 Stanhope Road HCA	Boundaries of conservation area retained; Investigate potential of Lindfield Synagogue, 15 Treatts Road, as heritage item (adjacent to conservation area but not in its boundaries).
C26 Oliver Grant HCA	Stage 1: Investigate potential heritage items at 4 Clarence Avenue and 17 Kiamala Crescent Stage 2: If the potential heritage item at stage 1 is listed, the boundaries of the conservation area should be reduced.

Heritage Conservation Area	High-level recommendation
Lindfield	
C27 Blenheim Road HCA	Boundaries of conservation area retained.
C28 Wolseley Road HCA	Boundaries of conservation area extended
C29 Balfour Street/Highfield Road HCA	Stage 1: Investigate potential heritage item of Holy Family Catholic Church, 412 Pacific Highway. Stage 2: If the potential heritage item at stage 1 is listed, the boundaries of the conservation area should be reduced.
C30 Frances Street HCA	Boundaries of conservation area retained.
C42 Middle Harbour Road, Lindfield HCA	Boundaries of conservation area retained.
C45 Lindfield West HCA	Boundaries of conservation area retained.
Roseville	
C31 Trafalgar Avenue HCA	Boundaries of conservation area retained.
C32 Clanville HCA	Boundaries of conservation area retained and enlarged to incorporate The Grove Conservation Area (C35) and the Lord Street/Bancroft Avenue Conservation Area (C36).
C35 The Grove HCA	Boundaries of conservation area retained and incorporated into the Clanville Conservation Area (C32).
C36 Lord Street/Bancroft Avenue HCA	Boundaries of conservation area retained and incorporated into the Clanville Conservation Area (C32).
C37 Garden of Roseville Estate HCA	Boundaries of conservation area reduced.
C38 Shirley Road HCA	Boundaries of conservation area retained.

The following properties should be investigated to determine whether they reach the threshold for listing in Schedule 5 of the LEP:

- 81 Werona Avenue, Gordon (adjacent to C39 Robert Street/Khartoum Avenue HCA).
- 39 Rosedale Road, Gordon (C13 Roberts Grant HCA).
- Lindfield Synagogue, 15 Treatts Road, Lindfield (adjacent to C25 Stanhope Road HCA).
- 4 Clarence Avenue, Killara (C26 Oliver Grant HCA)
- 17 Kiamala Crescent, Killara (C26 Oliver Grant HCA).
- Holy Family Catholic Church, 412 Pacific Highway, Lindfield (C29 Balfour Street/Highfield Road HCA)

6.2 Conclusions

The heritage conservation areas that are the subject of this study are a highly significant component of the urban fabric of Ku-ring-gai that graphically document the history and development of the municipality.

The conservation areas generally display a high level of integrity and a high level of aesthetic quality. This is demonstrated in several ways. The original subdivision pattern in the conservation areas is legible, notwithstanding later re-subdivision and amalgamation of allotments. A large number of houses have survived in an original condition or, where modified, have retained a substantial amount of their original form, appearance and detail. Many houses across the conservation area are architect-designed and reflect the fashionable architectural idioms of several periods (late Victorian, Federation, Interwar and Post War), providing invaluable evidence of the evolution of domestic architecture in Ku-ring-gai and the changing expectations of the people who commissioned their construction and occupied them. The character of houses is augmented by fine and well-maintained gardens in many instances, front boundary fencing and the presence of mature street planting.

The relative integrity of the conservation areas and the relevance of their existing boundaries is reflected in the recommendations for each of them, summarised in Section 6.1 above.

Comparative study:
Conservation areas of Ku-ring-gai
and Sydney's suburbs



Kirrily Sullivan
and Claudine Loffi
for Ku-ring-gai Council

October 2024

Illustration: Killara and development along the north shore rail line looking south in 1933-34.
(Source: State Library, <https://collection.sl.nsw.gov.au/record/nGm3O3jY>)

EXECUTIVE SUMMARY

Heritage conservation areas demonstrate more than just an aesthetic character or streetscapes. From the inner city, across west, east, south and north Sydney, the identified heritage conservation areas provide evidence of the history of Sydney's planning and development. Through their surviving cohesion, these heritage precincts tell the story of Sydney's settlement from key periods, perhaps better than any individual site. Historic areas like those found in Ku-ring-gai specifically demonstrate the process of suburbanisation, arguably one of the most important in Australia's European development history – to the extent that Sydney has been described as the 'City of Suburbs'.

More than just housing or architecture, historic areas demonstrate important shifts in Australia's governance, technology, economy and society. Sydney's heritage conservation areas demonstrate key historic changes of European settlement that formed greater Sydney – from a penal colony to Australian federation, from city plague to city beautification, from rental to home ownership, from inner city to suburbs, as well as changes in population migration and education. Concentrated areas of historic housing document the extension of important transport routes from rivers to trams, bridges, rail and roads. Historic areas of housing also embody the changing aspirations of Australian society for living and home ownership, perhaps best known from the twentieth century as the 'great Australian dream'.

Each heritage conservation area demonstrates its own part in this broader development of Sydney, with an identity particular to its locality and historic period. The surviving unity of heritage conservation areas is no accident, but the result of key historic influences, their original planning and development, and subsequent community value and protection.

A comparison of Ku-ring-gai's southern conservation areas with other Sydney conservation areas has revealed that Ku-ring-gai has no equal for demonstrating the development of Sydney's suburbs during the twentieth century in three aspects. These are the cohesive and intact Federation and inter-war housing patterns with relatively little Victorian or inter-war flat layers, the singular pattern of development along the spine of the rail line, and the high proportion of architect designed dwellings.



Above: Killara, Locksley Street, in 1915 (Source: Ku-ring-gai local history collection)

BACKGROUND

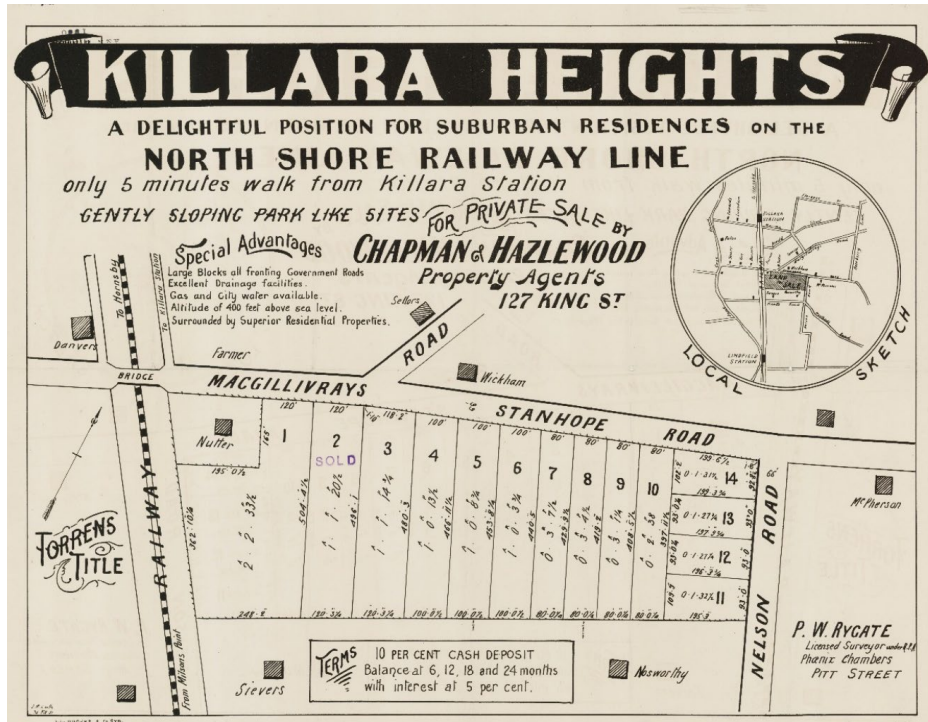
Purpose

While acknowledging every heritage conservation area contributes to the history and identity of its locality, this comparative analysis seeks to establish the relative merit of heritage conservation areas in Ku-ring-gai compared to others in greater Sydney. This seeks to provide an overview and evidence base for comparisons with Ku-ring-gai's areas, not a detailed review of all areas. This analysis focuses on suburban Sydney with the most comparable European development patterns to Ku-ring-gai.

Methodology

This comparative study was prepared by Dr Kirrily Sullivan, Heritage Research Assistant, with oversight by Claudine Loffi, Heritage Specialist Planner, for Ku-ring-gai Council in 2024. It commenced with a review of references on the history of Sydney's development. Comparable local government areas and their conservation areas were then reviewed according to period, typology and influences, as follows.

1. Thematic history:
 - References reviewed on Sydney's planning and development for historic context.
 - Key historic themes and influences identified with a focus on Sydney's suburbs.
2. Sydney heritage conservation areas review:
 - Sydney's listed heritage conservation areas identified through NSW Planning Portal.
 - Area information reviewed from Council assessment, primarily in Development Control Plans and on the State Heritage Inventory.
 - Predominant housing periods mapped for the heritage conservation areas.
3. Identified conservation areas of similar period and typology to Ku-ring-gai:
 - Including Federation or inter-war single family dwellings and gardens.
 - Excluding areas with a high proportion of Victorian and/or inter-war flat development.
 - Excluding areas with a high proportion of workers' cottages, timber housing, semi-detached dwellings, terraced housing, inter-war flats.
4. Local government areas compared for similarities and differences:
 - Key points of difference and similarity identified between conservation areas of Ku-ring-gai and other Sydney local government areas.
 - Local government areas identified below as somewhat comparable to Ku-ring-gai.
5. Comparisons table:
 - Identified the key types and distribution of development and architecture, plus key development influences and infrastructure.
 - Identified the local government areas with conservation areas comparable to those in Ku-ring-gai in terms of key historic dwelling types and periods including:
 - Burwood – 3 areas
 - Strathfield – 6 areas
 - Inner West – 3 areas
 - Canada Bay – 5 areas
 - Mosman – 5 areas
 - North Sydney – 2 areas
 - Randwick – 4 areas
 - Waverley – 4 areas
 - Woollahra – 4 areas



Above: Killara subdivision (undated)
 (Source: State Library, <https://collection.sl.nsw.gov.au/record/74VvqLNPNgQX>)



Above Killara, Arnold Street, and station in approximately 1933-34.
 (Source: State Library, <https://collection.sl.nsw.gov.au/record/nGm303jY>)

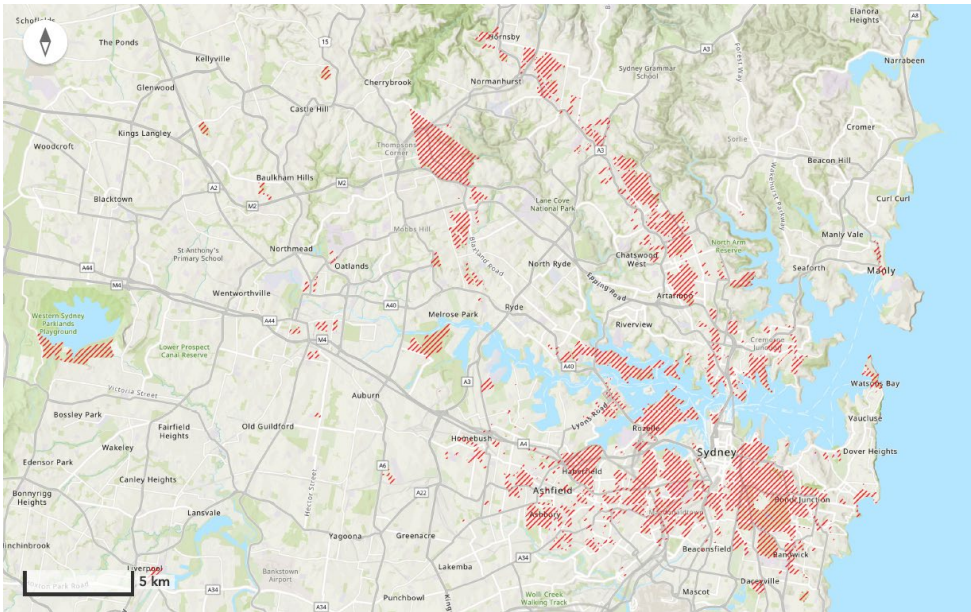
MAPPING: CONSERVATION AREA OVERVIEW

The following maps provide an overview of the heritage conservation areas of Sydney, developed for housing during the nineteenth and first half of the twentieth century. By their location and predominant period of development, these identified heritage conservation areas demonstrate the early patterns of Sydney's European settlement. These areas also mark the core areas of Sydney's historic settlement that have survived with sufficient value and integrity for recognition as heritage. For more detail on these areas, refer to the relevant council for the available information.

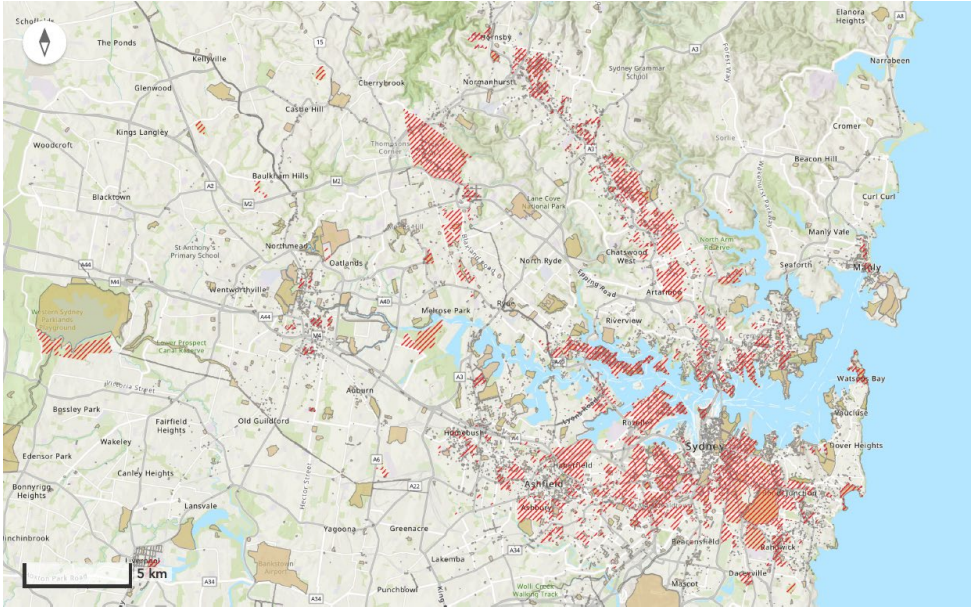
Many more unlisted historic areas have since been redeveloped and are therefore unrecognisable from the historical period or did not have the same original value to merit listing in the first instance. Some further areas may also have a built form and history of potential merit that is simply unrecognised and unprotected due to the lack of statutory heritage listing. These are sometimes identified in other ways, such as a 'character area' or a National Trust urban conservation area, however are not included in this study because they do not have the same confirmation of heritage significance and certainty for conserving the built form as with statutory heritage listing as a heritage conservation area.

Heritage items identify places of individual heritage value. While not the focus of this study, some heritage item listings for large or connected sites can indicate historic precincts in another form, typically for public parks or sites, such as Parramatta Park and the city Macquarie Street row of public buildings. Where areas and item listings overlap, this indicates a conservation area contains places of both individual and collective heritage value. The heritage items outside of areas are shown in some maps below for context.

Sydney overall – Heritage listings

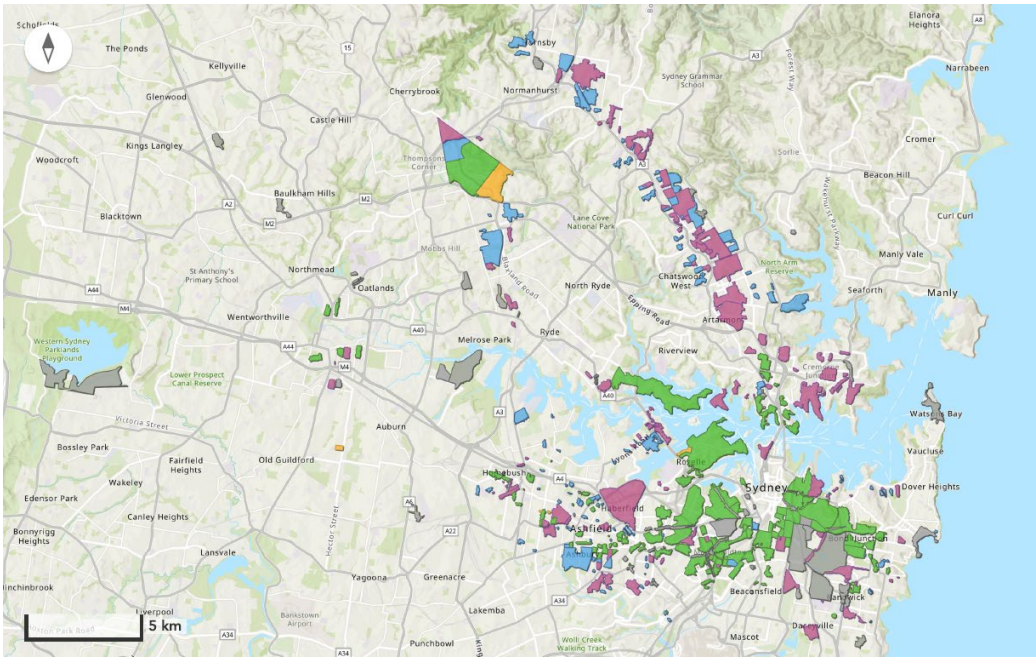


Above: Sydney’s conservation areas listed on local plans, hatched red. A few conservation areas are located outside of the boundaries of this map. (Map: Ku-ring-gai Council)

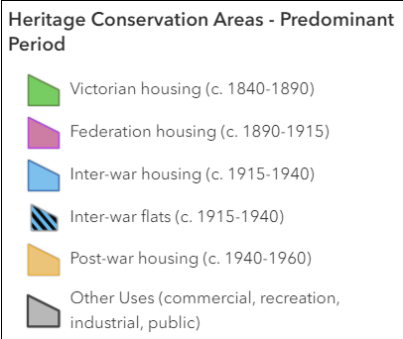


Above: Sydney’s conservation areas plus nearby heritage items, shaded brown, listed on local plans. (Map: Ku-ring-gai Council)

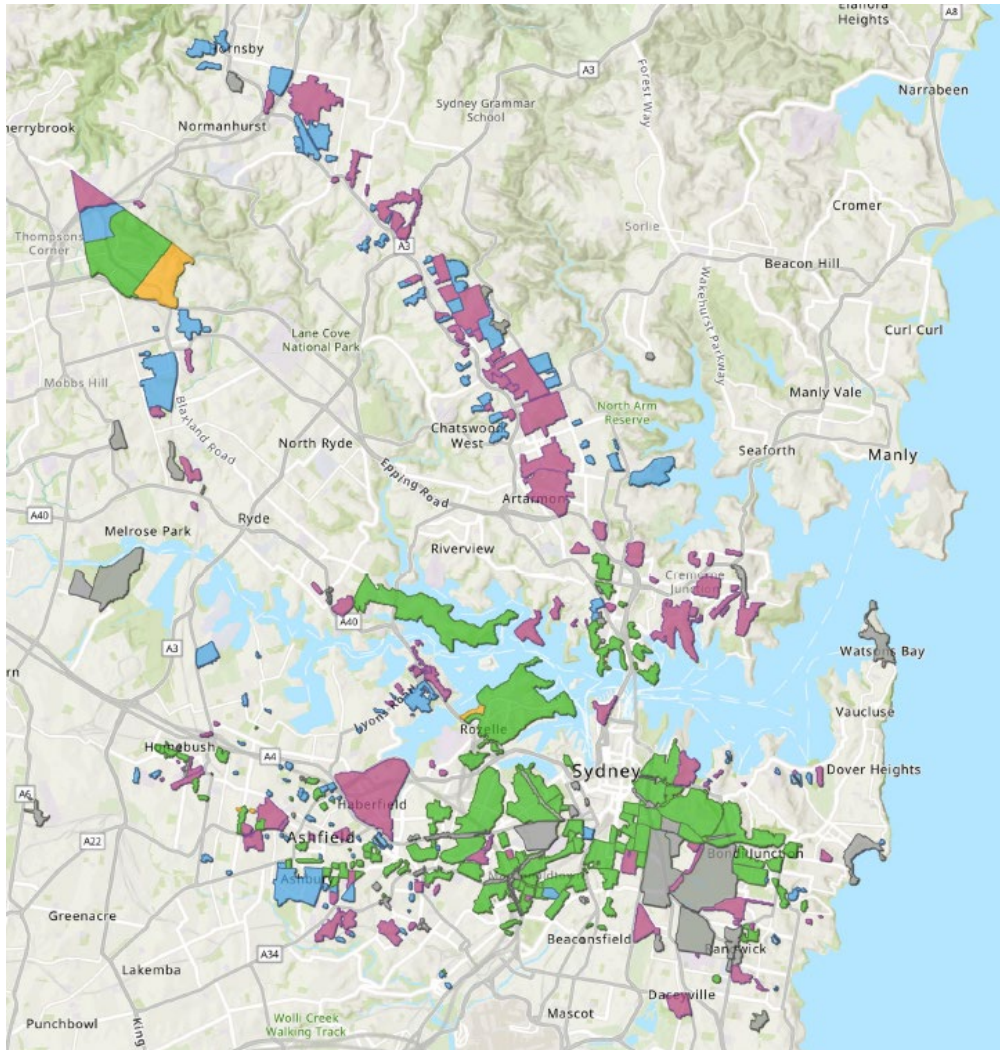
Sydney overall – Housing periods



Above: Predominant housing period of Sydney’s heritage conservation areas. Refer to the key below for the housing period or other category. (Map: Ku-ring-gai Council)

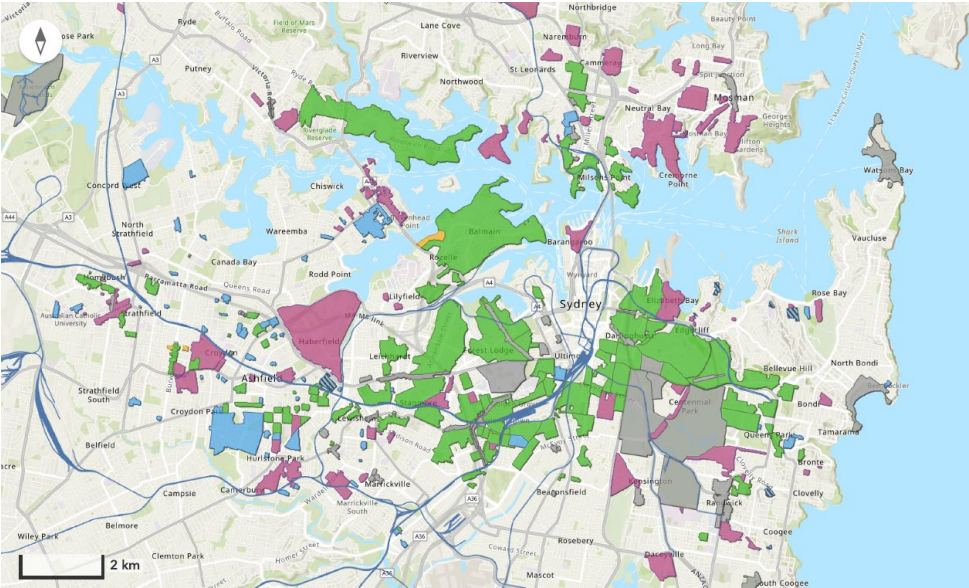


North and Southern Sydney



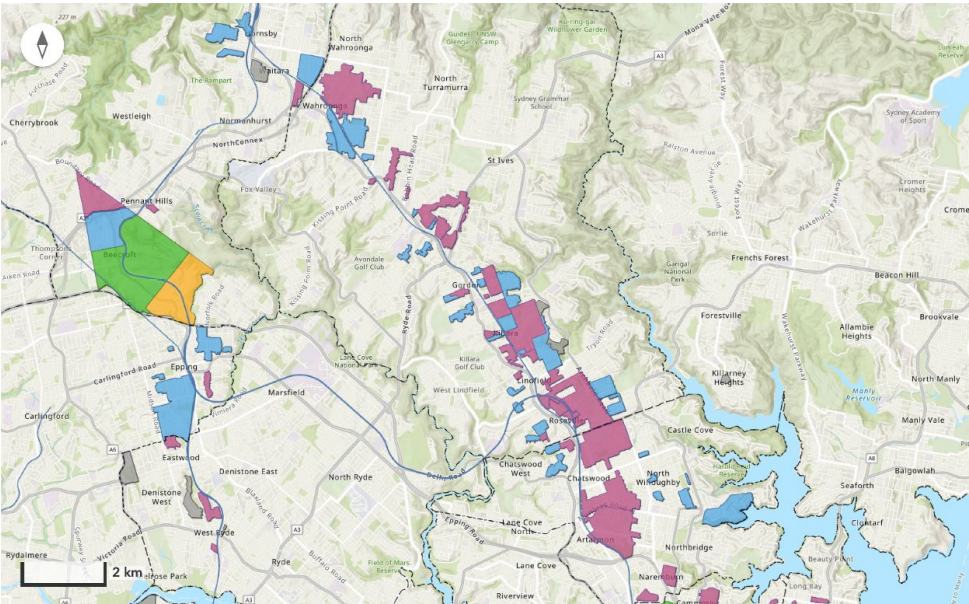
Above: Predominant housing period of Sydney's heritage conservation areas north and south of Sydney Harbour. (Map: Ku-ring-gai Council)

Sydney Harbour surrounds and south



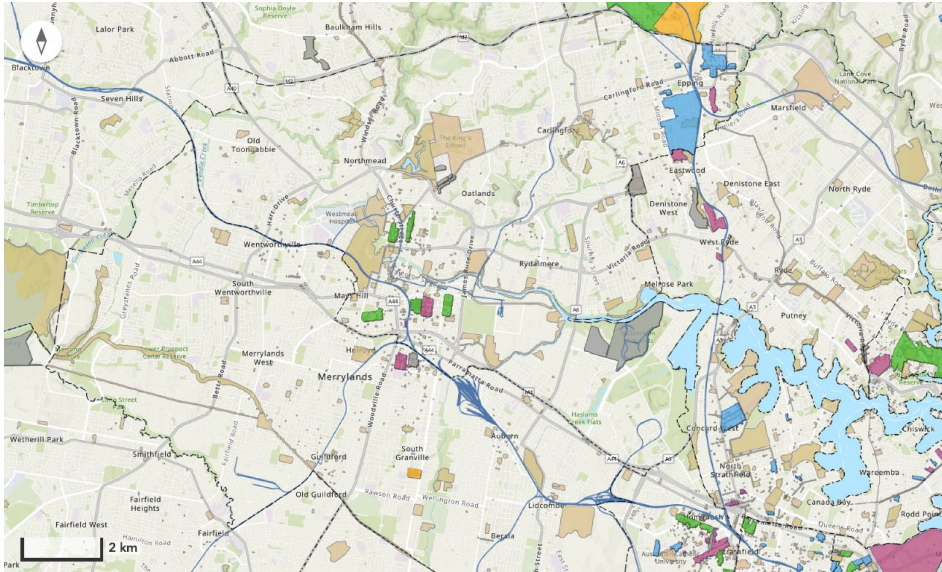
Above: Predominant housing period of heritage conservation areas around Sydney Harbour and south of Sydney Harbour. (Map: Ku-ring-gai Council)

Northern Sydney



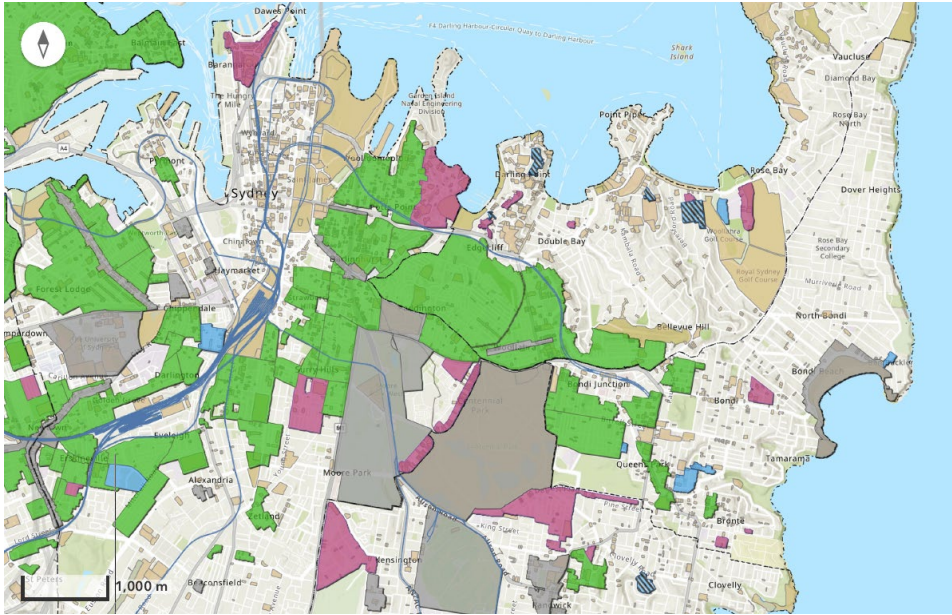
Above: Predominant housing period of Northern Sydney's heritage conservation areas. (Map source: Ku-ring-gai Council)

Western Sydney



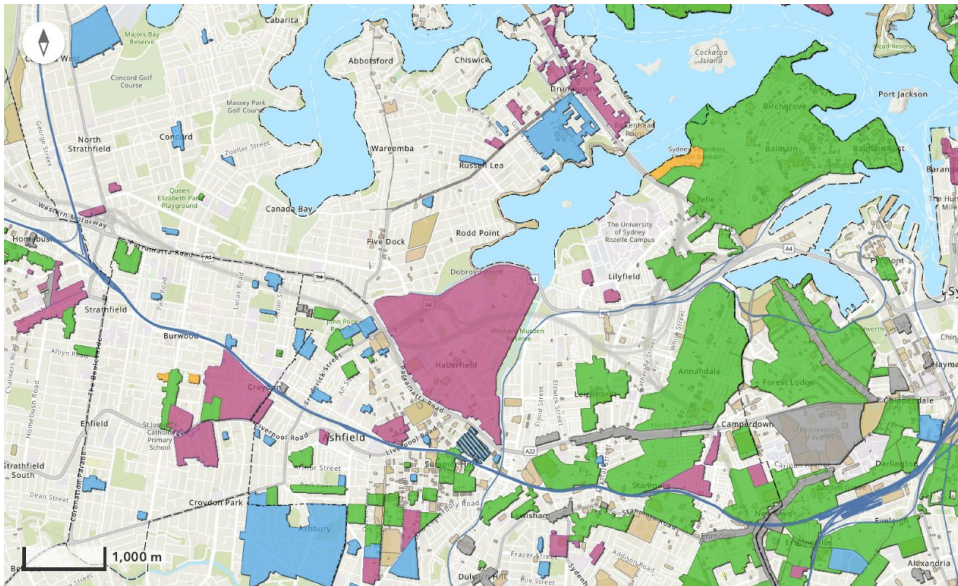
Above: Predominant housing period of Western Sydney's heritage conservation areas, plus heritage items shaded brown. (Map source: Ku-ring-gai Council)

Inner and Eastern Sydney detail



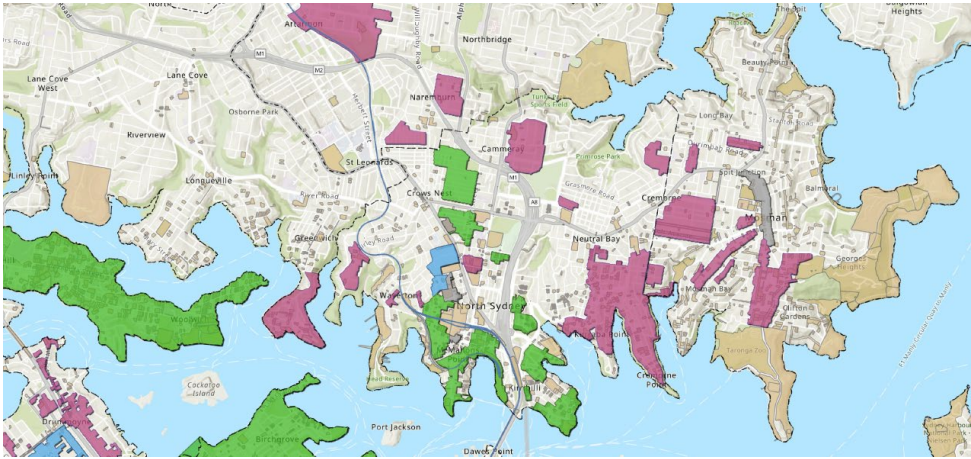
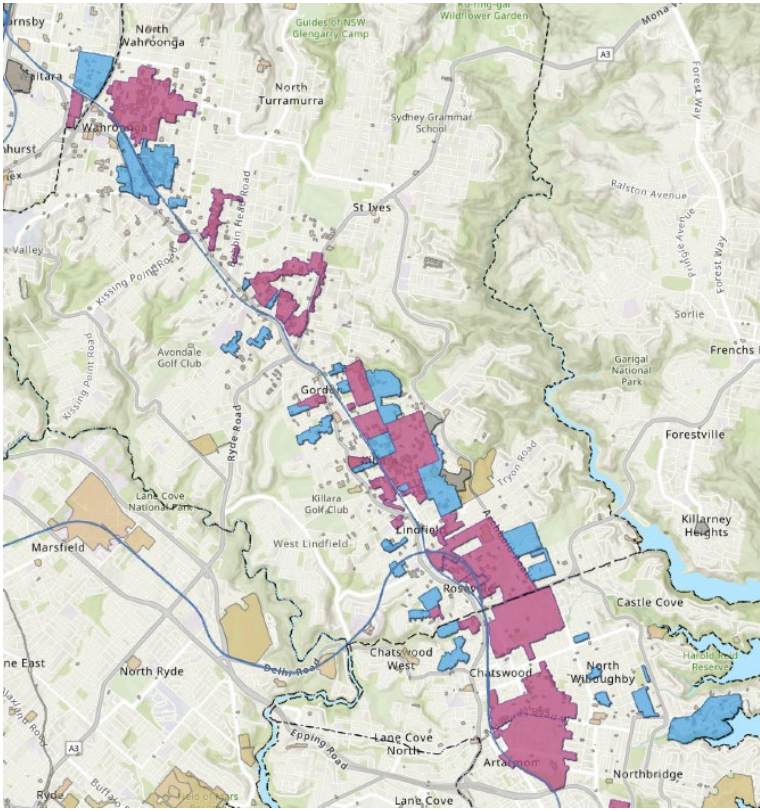
Above: Predominant housing period of Inner and Eastern Sydney's heritage conservation areas, plus heritage items shaded brown. (Map source: Ku-ring-gai Council)

Inner West Sydney detail



Above: Predominant housing period of Inner West's heritage conservation areas, plus heritage items shaded brown. (Map source: Ku-ring-gai Council)

North shore detail



Above: Predominant housing period of conservation areas of the upper north shore (top) and lower north shore (bottom), plus heritage items shaded brown. (Map: Ku-ring-gai Council)

COMPARISON TABLE: CONSERVATION AREAS IN SYDNEY

HOUSING TYPE AND DISTRIBUTION – PART A				
LGA - KEY FEDERATION HCAs	TYOLOGIES - DWELLINGS	TYOLOGIES – OTHER	MAIN EARLY HOUSING PERIOD	OTHER SIGNIFICANT DEVELOPMENT PERIODS
KU-RING-GAI HCAs of Roseville Lindfield Killara Gordon	1-2 storey single family dwellings	Churches Schools Shops Recreational facilities	Federation	Inter-war
BURWOOD Appian Way Badminton Road Malvern Hill	1-2 storey single family dwellings 2-3 storey apartment buildings	Churches Schools Shops	Victorian Federation	Inter-war
STRATHFIELD Albert Road Broughton Road Churchill Avenue Homebush Road Pair Queen Anne Redmyre Road	1-2 storey single family dwellings 2-3 storey apartment buildings	Churches Schools Shops	Victorian Federation	Inter-war Post-war
INNER WEST Haberfield Croydon – Ivanhoe Estate, Gads Hill	1 storey single family dwellings Semi-detached dwellings	Churches Schools Shops	Victorian Federation	Inter-war
CANADA BAY Birkenhead & Dawson Estates Bourketown Drummoyne Park Salisbury Thompson	1 storey single family dwellings Semi-detached dwellings	Commercial buildings Schools Churches Civic	Victorian Inter-war	Federation
MOSMAN Bradleys Head Road The Crescent Holt Estate Raglan Street Shadforth Street	1-2 storey single family dwellings Semi-detached dwellings	Churches Schools	Federation	Post-war
NORTH SYDNEY Cremorne Cremorne Point	1-2 storey single family dwellings 2-3 storey apartment buildings	Churches	Federation	Victorian Inter-war
WAVERLEY Blenheim Street Brighton Blvd Brown Street Imperial Avenue	1-2 storey single family dwellings Terraces, semis 2-3 storey apartment buildings	Commercial buildings Schools Churches Civic	Victorian Inter-war	Federation
WOOLLAHRA Etham Avenue Mona Road Balfour Estate Kent Road	1-2 storey single family dwellings Terraces, semis 2-3 storey apartment buildings	Recreational facilities	Victorian Inter-war	Federation

HOUSING TYPE AND DISTRIBUTION – PART B				
LGA - KEY FEDERATION HCAs	KEY DEVELOPME NT MILESTONES	SCALE & GROUPING	ARCHITECTUR AL STYLES	ARCHITECTS WORKS REPRESENTED
KU-RING-GAI HCAs of Roseville Lindfield Killara Gordon	1890-1905 Subdivision boom to create residential estates after the railway expansion	Approx # properties -	Federation – Queen Anne, Free style, Arts & Crafts, Bungalow Inter-war – Georgian Revival, Mediterranean, Spanish Mission, Art Deco, Old English, California Bungalow	W Hardy Wilson ET Blacket Thomas Cosh Thomas J Darling Oliver Harley Kent, Budden & Greenwell J Aubrey Kerr Neave & Barry James Peddle Peddle & Thorpe Robertson & Marks Spain & Cosh Waterhouse & Lake BJ Waterhouse Leslie Wilkinson Douglas Agnew Augustus Aley John Brogan AJ Brown Budden & Greenwell James Thomson Chambers Bruce Dellit Clifford Finch Carlyle Greenwell Walter Burley Griffin Greenwell & Shirley F Glynn Gilling AHA Hanson Joseland & Gilling Leith McCreadie CC Ruwald Sydney Ancher Neville Gruzman Russell Jack John James Geoffrey Lumsdaine Ian Mackay Ancher Mortlock Glen Murcutt Bruce Rickard Harry Seidler John Suttor

LGA - KEY FEDERATION HCASs	KEY DEVELOPME NT MILESTONES	SCALE & GROUPING	ARCHITECTUR AL STYLES	ARCHITECTS WORKS REPRESENTED
BURWOOD Appian Way Badminton Road Malvern Hill	1903-1911 Land for Appian Way & Malvern Hill purchased 1903 and houses constructed	Approx # properties – Appian Way 37 Malvern Hill 200	Federation – Queen Anne, Free style, Arts & Crafts, Bungalow Nb. sold as homes already designed and/or built	William Richards (master builder) designed and built the houses in Appian Way
STRATHFIELD Albert Road Broughton Road Churchill Avenue Homebush Road Pair Queen Anne Redmyre Road	1850-1890 First economic boom – wealthy merchants and professionals	Approx # properties – Albert Rd 4 Broughton Rd 4 Churchill Ave 45 Homebush Rd 25 Pr Queen Anne 2 Redmyre Rd 100	Victorian - Italianate Federation – Queen Anne, Free style, Arts & Crafts, Bungalow Inter-war – Art, Deco, California Bungalow	BJ Waterhouse John Lyon Gardiner (builder)
INNER WEST Haberfield Croydon – Ivanhoe Estate, Gads Hill	1875-1915 Sale and subdivision of Govt Farm created suburb of Croydon 1901-1914 Haberfield	Approx # properties – Haberfield 1500 Ivanhoe Estate Gads Hill	Federation – Queen Anne, Free style, Arts & Crafts, Bungalow High quality, modest Nb. sold as homes already designed and/or built (Haberfield)	Haberfield: 1901-04 – D Wormald – early Federation 1905-1914 – John Spencer-Stansfield – Mid-Federation
CANADA BAY Birkenhead & Dawson Estates Bourketown Drummoyne Park Salisbury Thompson		Approx # properties – Birkenhead 250 Bourketown 500 Drummoyne Park 40 Salisbury 6 Thompson 7	Victorian Italianate Federation – Arts & Crafts, Edwardian Inter-war – flats	
MOSMAN Bradleys Head Road The Crescent Holt Estate Raglan Street Shadforth Street		Approx # properties – Bradleys Head Road 250 The Crescent 20 Holt Estate 250 Raglan Street 21 Shadforth Street 240	Federation – Queen Anne, Arts & Crafts, Bungalow – high quality	E. Jefferson Jackson Howard Joseland James Peddle Florence Parsons Waterhouse & Lake John Burcham Clamp J Rutledge Louat

LGA - KEY FEDERATION HCASs	KEY DEVELOPMENTS MILESTONES	SCALE & GROUPING	ARCHITECTURAL STYLES	ARCHITECTS WORKS REPRESENTED
NORTH SYDNEY Cremorne Cremorne Point	1890-1925 Neutral Bay Land Co. purchased land and appointed architects to design houses	Approx # properties – Cremorne Cremorne Point	Victorian Federation – Arts and Crafts, Edwardian Inter-war flats	WL Vernon William Wardell
RANDWICK Caerleon Cres Dudley Street St Marks West Kensington		Approx # properties – Caerleon Cres 22 Dudley Street 22 St Marks 70 West Kensington 220	Victorian – workers cottages, terraces Federation – Queen Anne, Arts & Crafts, Inter-war flats	
WAVERLEY Blenheim Street Brighton Blvd Brown Street Imperial Avenue	2-3 storey apartment buildings	Approx # properties – Blenheim Street Brighton Blvd Brown Street Imperial Avenue	Victorian – workers cottages, terraces Federation – Queen Anne, Arts & Crafts, Inter-war flats	
WOOLLAHRA Etham Avenue Mona Road Balfour Estate Kent Road	1900-1920 Subdivision of mansion estates 1920-1935 Construction of flats Conversion of houses to duplexes/triplexes	Approx # properties – Etham Avenue Mona Road Balfour Estate Kent Road	Victorian - terraces Federation – Arts & Crafts, Queen Anne	

INFLUENCES AND ASSOCIATIONS – PART A				
LGA - KEY FEDERATION HCAs	KEY INFRASTRUCTURE INFLUENCES	PREDOMINANT EARLY POPULATION BACKGROUND	CHURCHES, SCHOOLS, RELIGION	PLANNING/ GOVERNANCE
KU-RING-GAI HCAs of Roseville Lindfield Killara Gordon	1890 – Opening of the rail line 1890 – Roseville, Lindfield, Gordon Stations opened 1899 – Killara Station opened 1927 - Electrification North Shore line Train timetable built around ferries 1932 – Harbour Bridge opening	Scottish, English	First schools 1823 School at St Johns 1871 Gordon Public School 1896 Barker 1898 Abbotsleigh 1872 St Johns Church Gordon	1906 Shire of Ku-ring-gai 1928 Municipality of Ku-ring-gai
BURWOOD Appian Way Badminton Road Malvern Hill	1855 – Redfern to Parramatta line opened – Burwood Station was one of the initial six stops - opened 1855	Irish, English Post war European	First schools 1869 Burwood Public School 1863 Newington 1888 PLC 1890 MLC 1894 Santa Sabina 1909 Christian Brothers	1874 Municipality of Burwood
STRATHFIELD Albert Road Broughton Road Churchill Avenue Homebush Road Pair Queen Anne Redmyre Road	1855 – Redfern to Parramatta line opened – Strathfield Station opened 1876 (Homebush opened 1855 and made Strathfield accessible	Irish, English Post war European	First schools 1930 Strathfield Public School 1863 Newington 1888 PLC 1890 MLC 1894 Santa Sabina 1909 Christian Brothers	1885 Municipality of Strathfield
INNER WEST Haberfield Croydon – Ivanhoe Estate, Gads Hill	Haberfield on the Abbotsford Tram Line via Leichhardt and Five Dock	Irish, English Post war European	First schools 1884 Croydon Public School 1863 Newington 1888 PLC 1890 MLC 1894 Santa Sabina 1909 Christian Brothers	1871 Municipality of Ashfield

LGA - KEY FEDERATION HCAs	KEY INFRASTRUCTURE INFLUENCES	PREDOMINANT EARLY POPULATION BACKGROUND	CHURCHES, SCHOOLS, RELIGION	PLANNING/ GOVERNANCE
CANADA BAY Birkenhead & Dawson Estates Bourketown Drummoyne Park Salisbury Thompson	1882 – Opening of Iron Cove Bridge	Irish, English Post war European	First schools 1940 Drummoyne Public School	1883 Municipality of Concord 2000 City of Canada Bay (merge Concord & Drummoyne)
MOSMAN Bradleys Head Road The Crescent Holt Estate Raglan Street Shadforth Street	1861 – Ferry services across the harbour established 1870 – Military Rd constructed 1893 – Military Rd tramline opened 1932 – Harbour Bridge opening	English, Scottish	First schools 1880 Mosman Bay Public School	1893 Municipality of Mosman (separated from Borough of St Leonards)
NORTH SYDNEY Cremorne Cremorne Point	1861 – Ferry services across the harbour established 1870 – Military Rd constructed 1893 – Military Rd tramline opened 1911 -Cremorne Pt tram opened 1932 – Harbour Bridge opening	English, Scottish	First schools 1874 North Sydney Public School 1901 Loreto Kirribilli 1903 St Aloysius	1860 North Sydney Council – Borough of East St Leonards
RANDWICK Caerleon Cres Dudley Street St Marks West Kensington	1881 – Tram line opened to Randwick 1883 - Racecourse opened	English, Irish	First schools 1883 Randwick Public School	1859 Municipality of Randwick
WAVERLEY Blenheim Street Brighton Blvd Brown Street Imperial Avenue	1890 – Tram line opened to Waverley	English, Irish	First schools 1879 Waverley Public School 1903 Waverley College	1859 Municipality of Waverley
WOOLLAHRA Etham Avenue Mona Road Balfour Estate Kent Road	1898 – Watsons Bay Tram opened along New South Head Rd	English, Chinese Postwar European & Jewish	First schools 1883 Double Bay Public School 1887 Kambala 1895 Scots College 1942 Moriah College	1860 Municipality of Woollahra

INFLUENCES AND ASSOCIATIONS – PART B			
LGA - KEY FEDERATION HCAs	DESIGN CONCEPT INFLUENCE	BUILDING/DESIGN STANDARDS	LOCAL PROGRESS ASSOCIATIONS
KU-RING-GAI HCAs of Roseville Lindfield Killara Gordon	Arts & Crafts Influence (1850-1914) "City Beautiful" UK - Morris, Pugin, Webb, Shaw, Voysey, Lutyens US – Sullivan, Wright, Griffin	Use of the 1919 LGAct – Residential District Proclamation 1925 - to prohibit flat construction, commercial and industrial development (as per Garden City Movement) Low demand for inter-war flats due to distance from city	Lindfield - 1894 Gordon - 1901 Roseville – NA Killara – 1904 Improvement of roads, post, water, sewerage, telephone, transport, schools, agitation for bridge across harbour Many prominent members worked in city - bridge 1902 – Joint Committee of Northern Suburbs PA – inc Willoughby – to push for Bridge
BURWOOD Appian Way Badminton Road Malvern Hill	Arts & Crafts Influence (1850-1914) "City Beautiful" UK - Morris, Pugin, Webb, Shaw, Voysey, Lutyens US – Sullivan, Wright, Griffin (Includes central recreation area/tennis courts)		Burwood - 1906
STRATHFIELD Albert Road Broughton Road Churchill Avenue Homebush Road Pair Queen Anne Redmyre Road		Development under the War Service Homes Commission – loans to ex-servicemen – many built in Strathfield	Strathfield - 1908
INNER WEST Haberfield Croydon – Ivanhoe Estate, Gads Hill	Garden City Movement 1898-1914 "Planned Communities" Ebenezer Howard Parker Unwin Clarence Stein (Does not include all features of garden suburb eg. open spaces, parks)	Haberfield – no hotels, corner shops, factories Covenants – single storey, one per, uniform setbacks, materials	Haberfield – 1907 Croydon - ?
CANADA BAY Birkenhead & Dawson Estates Bourketown Drummoyne Park Salisbury Thompson			Five Dock - 1905

LGA - KEY FEDERATION HCAs	DESIGN CONCEPT INFLUENCE	BUILDING/DESIGN STANDARDS	LOCAL PROGRESS ASSOCIATIONS
MOSMAN Bradleys Head Road The Crescent Holt Estate Raglan Street Shadforth Street			Mosman - 1903
NORTH SYDNEY Cremorne Cremorne Point			Cremorne - 1906
RANDWICK Caerleon Cres Dudley Street St Marks West Kensington			
WAVERLEY Blenheim Street Brighton Blvd Brown Street Imperial Avenue			
WOOLLAHRA Etham Avenue Mona Road Balfour Estate Kent Road			Rose Bay – 1911

ILLUSTRATED OVERVIEW OF OTHER SYDNEY CONSERVATION AREAS

The Ku-ring-gai conservation areas are illustrated in other sections throughout this study. The following illustrations provide an overview of other heritage conservation areas of Sydney, developed for housing during the nineteenth and first half of the twentieth century, including some identified in above comparisons table and mapping. These are the available illustrations sourced from the relevant councils and historical societies or other government archives.

For more detail on these areas, refer to the relevant council for the available information.



Above: Haberfield in 1949 (Source: State Archives,
https://search.records.nsw.gov.au/permalink/f/si1pl2/ADLIB_RNSW116043993)



Above: Appian Way – Burwood – in 1929 (Source: State Archives,
https://search.records.nsw.gov.au/permalink/f/si1pl2/ADLIB_RNSW115785431)



Above: Birkenhead & Dawson Estates – Drummoyne – in 2005 (Source: Canada Bay Council, State Heritage Inventory)



Above: Drummoyno Park – Drummoyne – in 2005 (Source: Canada Bay Council, State Heritage Inventory)



Above: Thomson Street – Drummoyne – in 2005 (Source: Canada Bay Council, State Heritage Inventory)



Above: Bourketown – Drummoyne (Source: Drummoyne Heritage Study)



Above: Kent Road – Rose Bay – in 1940s (Source: State Library,
<https://collection.sl.nsw.gov.au/record/114dZbe1>)



Above: Daceyville conservation area in 1994 (Source: State Archives,
https://search.records.nsw.gov.au/permalink/f/1ebnd11/ADLIB_RNSW116626118)



Above: Daceyville marketing before completion showing the “garden suburb as it will appear” in circa 1913-1918 (Source: State Archives, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW112570376)

COMPARATIVE CONCLUSIONS

A comparison of Ku-ring-gai's southern conservation areas with other Sydney conservation areas has revealed that Ku-ring-gai has no equal for demonstrating the development of Sydney's suburbs during the twentieth century in three aspects. These are summarised below.

1. Cohesion and intactness of Federation and inter-war housing:

The majority of other conservation areas investigated have significant other layers of development. In some cases, there is extensive Victorian period architecture within the area, and almost always significant inter-war period flat development.

The absence of a Victorian layer throughout Ku-ring-gai or significant inter-war flat development which was prevalent in most other areas in the majority of Ku-ring-gai has resulted in a Federation and inter-war housing layer which is comparatively consistent and intact when compared to other areas.

2. Singular pattern of development

Unlike other comparable areas, housing in Ku-ring-gai developed almost exclusively along the twin spines of the railway line (opened in 1890) and the Pacific Highway. Other local government areas (LGAs) within the study developed in more complex ways, largely based on the earlier networks of trains (from 1855), trams (from 1880) and ferries (from 1861). The diverse collection of transport routes in these other areas provided multiple points of access to the city and other hubs, leading to a more scattered, and often diluted, pattern of development across the suburbs and LGAs.

The singular pattern of development in Ku-ring-gai is evident in the cohesive streets of Federation residences which very rapidly fall away once a certain distance from the rail line is reached.

3. High proportion of architect designed dwellings

Ku-ring-gai has a very high number of architect designed residences from both the Federation and inter-war periods, particularly when compared with other local areas. Two of the most well-regarded Federation areas in Sydney – Appian Way, Burwood and Haberfield, were both developed as single dwelling housing in a similar period to much of Ku-ring-gai. Appian Way was a small, high quality development with an impressive collection of 37 Queen Anne and Arts and Crafts style homes, and Haberfield was a much a larger development of over 1500 homes, which although were of high quality were more modest in size and cost. Both areas, however, were developed and designed by a single architect and sold as properties with completed homes. Whilst the result is a cohesive development, they lack the depth of architectural variety and research potential that exist in many of the Ku-ring-gai conservation areas.

ROSEVILLE

THE GARDEN ESTATE

12 Minutes from Roseville Station.
Some of the Finest Land in this Popular District
54 CHARMING BUILDING SITES in LIBERAL AREAS.

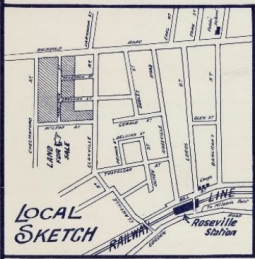
For Auction Sale
 On the Ground at 3-15pm **SAT 6th MARCH**
 1920.

W. ROBJOHNS LTD
Auctioneers, 78 Pitt Street, Sydney
 IN CONJUNCTION WITH

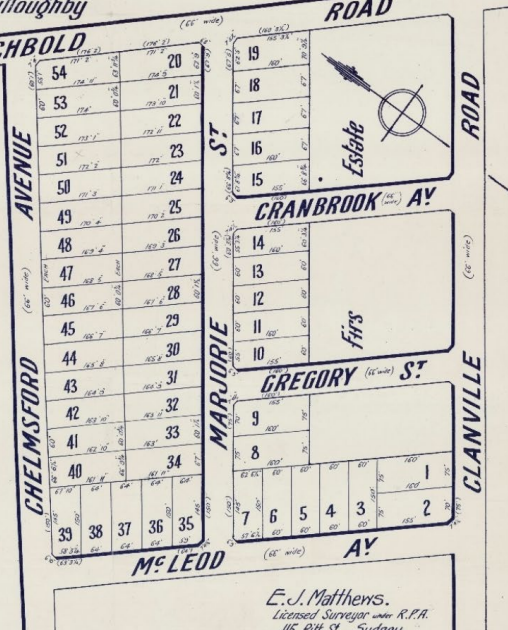
H. R. CORRIGAN & CO
Estate Agents, Willoughby

EASY TERMS
*10 Per Cent Deposit,
 Balance by 48 Monthly Payments
 Interest 5 per Cent.*

TORRENS TITLE.



J. A. Thompson.
 Solicitor to the Estate
 83 Pitt St. Sydney.

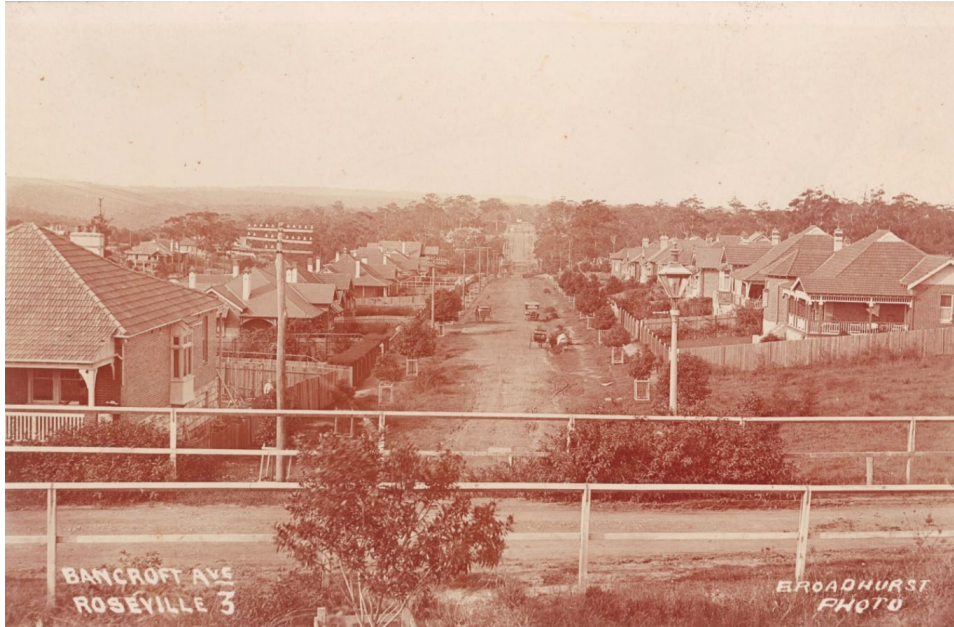


E. J. Matthews.
 Licensed Surveyor under R.T.A.
 115 Pitt St., Sydney.

All measurements subject to Deposited Plan.

F. Cunningham & Co. Ltd., Litho. Sydney

Above: 1920 subdivision sale of Roseville, typically referencing the station and gardens.
 (Source: State Library, <https://collection.sl.nsw.gov.au/record/74Vvde7KVJwy>)



Above: Roseville, Bancroft Avenue and Roseville Avenue, in approximately 1900-1927.
(Source: State Library, <https://collection.sl.nsw.gov.au/record/9qoZL3J1>)



Above: Roseville Avenue and other streets in 2024.

THEMATIC HISTORY

The following notes are organised under common identified themes from the given references at the end. These focus on the aspects of themes relating to Ku-ring-gai's heritage conservation areas.

Sydney's improvement – 1909 Royal Commission

By the late 1800s, reform was on the agenda of most Australian cities and a plethora of social reform societies had emerged. Municipal and colonial governments were also concerned about inadequate infrastructure in the rapidly expanding cities.

In 1900, the bubonic plague outbreak in Sydney resulted in large areas of the commercial waterfront resumed. Working class areas were emptied of residents and razed. The city had acquired a poor reputation by the century's close as physically and morally poisonous as a result of the plague (Karskens, in Kelly p.132).

In 1909, a 'Royal Commission for the Improvement of the City of Sydney and its Suburbs' was launched to investigate ideas for the improvement of Sydney at the time and the remodelling of Sydney. Ku-ring-gai residents, Fitzgerald and Sulman, were principal witnesses.

The Royal Commission was largely concerned with urban transport. The most far-reaching recommendation was the creation of a metropolitan transport systems. Engineer John Bradfield supervised the creation of the CBD underground railway system, the Sydney Harbour Bridge and the electrification of suburban rail. The resulting underground City Circle loop assisted employment on the CBD and allowed the workforce of the proposed new suburbs to access their jobs more easily.

The Royal Commission recommended "working class families should be encouraged to live in separate houses in the suburbs". Garden Suburbs were recommended to address the overcrowded inner suburbs. Public acquisition of land for workers housing in the suburbs was also recommended. It included the public housing plan for 400 houses in Daceyville and 67 cottages in the Soldiers Garden Village for Matraville, plus the 'remodelling' of slum areas. It was argued that all classes should be able to live in the suburbs. This mode of thinking was also to develop in other Australian cities.

Many advocates of suburban life also strongly believed in the mental and physical health benefits of living away from the congestion and crowding, the lack of sun and fresh air, the noise, garbage and sewage of inner-city districts (Alpin, in Kelly p.203).

City Beautiful Movement and Garden Suburbs

The public health problems of Sydney Town were small compared to those of the heavily industrialised cities of Britain or North America - of Liverpool, Manchester or Chicago. And it was there that, as a reaction to mid nineteenth century studies which showed the direct link between poor urban sanitation and poor public health that the urban reform movement was born. Perhaps the best remembered early reformer is Ebenezer Howard and his treatise "Garden Cities of Tomorrow". He and his colleagues advocated the separation of land uses, particularly the separation of industrial activities from residential land, and the creation of cities, not as huge conglomerations but as a series of smaller self-sufficient urban villages, separated by green belt and linked together by rail.

In 1893, the global City Beautiful Movement culminated with the World’s Columbian Exposition of Chicago. At this Exposition, the architect Daniel Burnham laid out grand axial and symmetrical avenues with vistas along tree-lined boulevards, statues and grand parks. Grand plans were also developed for Washington’s capital, and later for Canberra.

In Australia, it was John Sulman who coined the term “town planning” in the early 1900s. Sulman, a British trained architect, lived and practiced in Australia, based in Ku-ring-gai.

Whole cities like Adelaide, laid out by the military surveyor Colonel Light – reflected a very rational grid. Sulman was critical of the relentless grid patterns, called instead for a radial ‘spider web’ or more romantic approach that included diagonal streets.

In the early 1900s, the Garden Suburb concept spread throughout Australia. By 1914, the Garden Suburb had become the dominant planning model in Australia. The Garden Suburb was planned as an ‘ideal’ community, aspiring for a better environment for the lives of the average family.

This ideal was then translated by others around Australia into low density suburbs of bungalows and gardens. From this time onwards there may be observed a manifest preference for the low-density cottage suburbs such as that created in Haberfield by Richard Stanton between 1904 and 1914.

While Haberfield may not include all the features of the Garden Suburb such as open spaces and parks, it was one of the first developments to make provision for the motor car. It also offered an early example of the land and house package that was to become the most common form of development. Similar developments such as Appian Way in Burwood would create memorable serpentine, tree-lined streets with central green areas containing tennis courts and other community places.

Overlapping with the Garden Suburb, the Railway Suburb also emerged between 1850 and 1920. In many ways the Railway (or Commuter) Suburb was a precursor to the Garden Suburb, making it possible for middle income workers to live in low density suburban environment and commute to their place of work in the commercial city. (Cox et al., 2011)

Community developments - Arts & Crafts City Beautiful (Cox et al p.56)				
Period	Influences	UK	US	Australia
1850-1914	- Morris, Pugin, Webb, Shaw, Lethaby, Voysey, Ashbee, Bailie-Scott, Lutyens, Parker & Unwin - Richardson, Sullivan, Olmstead, Burnham, Wright, Griffin	Bedford Park (1875) Port Sunlight (1888) Bournville (1895)	Riverside (1869) Forest Hills (1910)	Appian Way Burwood (1911) North Shore Railway Suburbs (1920s-30s) Toorak (1880s-1920s) Federation Suburbs (Sydney, Melbourne, Perth) St Vincent Gardens, Albert Park (1864-70)

Sydney's suburbanisation

Sydney has been described as a 'City of Suburbs' (Kelly 1987). Historians have concluded the process of suburbanisation is arguably one of the most important developments in Australia's European history. (Ashton 2008)

Early European settlements in Sydney followed the waterways on the shores of Sydney Cove and Parramatta River, when transport was by water and horse. Early dwellings of the 19th century were government or estate homes, generally referred to as 'gentleman's villas', plus workers cottages and attached housing such as terrace rows, located within the inner parts of Sydney plus Parramatta. From the late 19th century, the concentration of homes in Sydney areas followed the extension of transport links along tram and rail lines, then roads with the advent of the car from the 1920s.

The creation of suburbs in Sydney responded to the outbreak of bubonic plague during 1900. The resulting 'slum clearances' removed many houses in the inner-city. There was a widespread perception that high density housing meant slums and therefore a new healthier environment was needed (Cox et al 2011).

In the early 20th century, reformers of the time proposed visions of a utopian metropolitan city that would be 'rich, healthy, and beautiful – a true Commune'. The development of suburbs reflected the ideology of progress in the form of improving human well-being by modifying the environment. It expressed the belief that general material advancement through home ownership would lead to improved living conditions for all and to the moral improvement of society (Ashton 2008).

The growth of the suburbs also reflected the ideals of egalitarianism. The Australian attitude of the "fair go" translated by many to the right to a house on a quarter acres plot of ground. (Cox et al 2011).

Unlike urban cities and towns, suburbs have their origins in the village ideal. Suburban villages, such as Beecroft, Lane Cove, Manly, Randwick and Hunters Hill, evolved into municipalities. These were part of a tradition for 'subtopias' in Britain established by town planning pioneer Ebenezer Howard. Using standardised materials and architectural styles, these built-up rural or semi-rural places created a village atmosphere that blurred the boundaries between country and town. (Ashton 2008)

In 1913, the Town Planning Association NSW was founded by Florence Taylor. Members included WB Griffin, RF Irvine, JD Fitzgerald and JJC Bradfield.

Early NSW legislation affected town planning and development patterns, including Acts such as the Width of Streets and Lanes Act 1881. In 1919, the Local Government Amending Bill 1919 set standards for predominantly new suburbs. This specified minimum lot sizes of 2500 (sq ft), as well as separation of residential areas from industrial and commercial sites. It prevented 'noxious' hoardings. It also specified widening and improving of main traffic arteries, and the graduated size of roads to suit their prospective uses (Karskens, in Kelly p.135).

Grace Karskens observed that the suburb of Concord "enjoyed its sense of place in a way that no outsider could fully appreciate. In shaping their environment so successfully suburban people created one of the earliest recognisable cultural landscapes."

The growth of suburbia boomed from the second decade of the twentieth century. In 1911, census figures reveal that more than a third of Sydney's population resided in the City of Sydney and its adjoining suburbs within walking distance – Glebe, Newtown, Redfern, Paddington, Erskineville and Waterloo. A decade later that figure fell to just under one quarter. At the 1933 census, only 16% of the inhabitants of greater Sydney lived in the City and its immediately adjoining inner suburbs. (Ashton 2008)

There was a clear suburban hierarchy in the cost of both new dwellings and land, closely related to the social class of the area (Spearritt, p.30). The businessmen who moved to Gordon parish during the 1890s were wealthy and built large homes set in several acres of gardens. The area began to show exclusive pockets of expensive housing designed by people such as John Sulman and Horbury Hunt. Eccleston de Faur, who was instrumental in having declared Ku-ring-gai Chase declared a national park in 1892, built his house "Pibrac" in Warrawee in 1888-89. Long settled residents of the area included James G Edwards, WH McKeown, the McIntosh family and the Waterhouse family.

A number of suburbs were developed as model or garden suburb estates, as part of land speculation. In 1902, Richard Stanton developed Haberfield, utilising Australian motifs designed by John Spencer Stansfield, planned for 1500 houses as a "garden suburb". In 1903, George Hoskins developed Appian Way in Burwood for 30 large Federation homes. In 1909, Croydon's Malvern Hill Estate was developed. In 1907, Henry Halloran developed Seaforth. In 1921, Arthur Rickard developed the Portico Estate in Toongabbie 1921 as a "garden suburb" (Freestone, in Kelly p.62). JJC Bradfield, founding member Town Planning Association, lent his name to West Killara redevelopment of Moore Estate into distinct suburbs. Walter Burley Griffin developed Castlecrag as "first class, safeguarded, homogeneous, residential waterside suburb" (Freestone, in Kelly p.64).

High levels of migration following World War I from 1921 to 1933 maintained pressure on Sydney's housing stock. Rent levels rose in response to the demand for houses. Although the suburban cottage was still regarded as the ideal, the number of such house did not meet demand. "The flat" was, by the 1920s, adding a new dimension to suburban Sydney. Between the wars in 1935, most of the buildings approved for erection in Mosman, Woollahra and Waverley were blocks of flats.

The suburbs continued to expand during the long boom after World War II in a different economic environment, style and influences. In the 1940s, soon after the war, owner-builders constructed modest suburban cottages. This was followed from the late 1950s by project builders. The Great Depression and war left housing shortages. Wartime rationing of building materials continued into the 1950s. Young working-class couples struggled in early married life to establish a home. Planning for the dream home would increasingly take into consideration cars, television and American-style freeways and shopping centres.

At the beginning of the 1960s, just over one-fifth of Australia's population lived in suburbs in metropolitan Sydney. (Ashton 2008)



Above: Killara Station and surrounding housing in 1924 (Source: State Archives, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW115668623)

Ku-ring-gai's town planning and settlement

The major defining force in the history of Ku-ring-gai's development, and its evolution to the distinctive suburbia of the present is the coincidence of the urban and architectural reform movements with the building of a railway down the Hornsby Plateau (Pike, 2000, p.11).

Early Ku-ring-gai residents were generally labelled "settlers" and were looked upon as of the bush. The Ku-ring-gai area was then referred to the Gordon parish and the Pacific Highway was then known as Lane Cove Road and Gordon Road. In contrast to Lane Cove, which relied on train line to the city via St Leonards station and Crows Nest, the settlements of Ku-ring-gai were developed as houses clinging "closely to the railway" and no house "more than half a mile from open bushland" (Spearritt p.46).

By the end of the 1890s, changes in the Gordon parish were beginning. The postal service was extended. Train timetables were built around the ferry times. Local roads were established around areas with new housing. Lane Cove Road was still in poor condition.

Ku-ring-gai's subdivision booms began with the first wave after the 1880 railway and tramway expansion. By the early 1900s the Ku-ring-gai landscape was still largely rural. Orchards remained, with dirt tracks and expanses of open paddocks.

In 1906, the shire of Ku-ring-gai was founded. The “railway suburbs” from Roseville to Wahroonga were incorporated into the new shire under the Local Government Act on 28 Dec 1906. At the end of 1906, a council of six officers took office, to serve a population of approximately 9000. Wealthy residents dominated local politics and were instrumental in having the entire area proclaimed a shire.

Following World War I, there were many new subdivisions in Ku-ring-gai, with many advertised for sale from 1921. The 1920s boom brought an end to the rural atmosphere. Blocks were marked out for sale and cleared. Ideal allotments were flat and regular. Subdivisions of the land referred to as the “The North Shore Line District” opened up large areas of land for development.

In Ku-ring-gai, the space of new allotments allowed for a house surrounded on all sides by a garden separating it from its neighbours and the street. No provision was made for semi-detached or attached houses. The new streets were wider than those in the earlier estates and, anticipating sewerage, no back lanes were provided. Much of the subdivided land was also sold with covenants requiring a quality of housing, such as for brick, tile or slate materials, minimum value and single dwellings.

Front gardens were largely a symbolic and little-used area. The backyard was intensively used and more utilitarian. The lawn was usually flat and safe, with a paling fence, clothesline and space for a garage. For many, the backyard was also a source of food – large vegetable gardens, chooks, particularly during the depression.

Street trees were often planted by council on the verge, part of the Garden Suburb ideal. These trees were significant in providing a visual context for the perception of uniformity and rhythm, so important in the built environment and the architectural character of the area. Eventually the edges were sealed and nature steps contained between concrete guttering and footpaths.

In Sydney, the 1920s-30s saw a proliferation of flats in certain parts of the city, not including Ku-ring-gai. Ku-ring-gai had one of the lowest proportion of flats. There were 4.7% recoded flats in Ku-ring-gai in the 1933 census. This reflected the low demand, with the distance from the city. It also reflected the policy of most middle-class north shore councils to use the Residential District Proclamation provision of the 1919 Local Government Act to prohibit flat construction in all but a few selected areas (Spearritt p.71).

It was largely the work of the Sydney own Planning Association which brought about the Local Government Act of 1919, and particularly the town planning regulations of Part XIIA, which were gazetted as an amendment to the Act in 1920. Ku-ring-gai was at the forefront of local government planning at the time, using residential district proclamations to set aside land for residential purposes, to exclude industry and pubs (except for two already existing at Killara and Pymble) and to assign only particular areas for flats or shops. By the 1930s it had 81 residential district proclamations, more than any other local government area in NSW.



Above: Gordon Station and surrounding housing in 1924 (Source: State Archives, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW115668621)

Progress Associations

The first Progress Association in the Ku-ring-gai area, possibly New South Wales, were established as the Lindfield Progress Association and Wahroonga Progress Association. Both were in existence by 1896. In Ku-ring-gai, these were followed by the Pymble Progress Association in 1901, Gordon Progress Association in 1901, the Roseville Progress Association of undetermined date, Killara Progress Association of 1904 and Turramurra Progress Association of 1905.

These lobbied on behalf of the local middle-class newcomers for the provision of the amenities of metropolitan Sydney, including roads, street lighting and rail services. They also advocated for small local projects, such as public park for Pymble. Following 1900, the Progress Associations advocated for a bridge across the harbour. The Progress Associations continued to lobby for water and sewerage supplies, better train timetables, improved roads. They also raised money for local improvements.

Many of the prominent residents commuted to the city, with the result that the Progress Associations spent a large proportion of their time making requests to the Railway Commissioners.

By the second annual report of the Lindfield Progress Association in 1902, topics covered included the population growth, postal facilities, Towns Police Act, public school, Lindfield station, telephone connection, parks, water rates, division of electorate, Conference of Progress Associations, railway hoardings, tram to Field of Mars, drainage, St John Ambulance Association, roads, bridge across the Harbour. As so many progress associations had many common interests, in July 1902 a Joint Committee of the Northern Suburbs was formed combining those of Ku-ring-gai and Willoughby Council.

There was a certain amount of rivalry between the suburbs with local patriotism in each small suburb. Distinct identities developed as a result. The railway was the centre of each small community. These were divided from each other by acres of bush and woods.

The suburbs varied in size so their financial resources were unequal. In 1906, Lindfield was the largest suburb in the parish of Gordon, but according to its Progress Association annual report, Wahroonga was the most prosperous.

The commercial hub of the entire area ran from Gordon to Turramurra, where the largest concentration of local tradesmen and primary producers were found.

Economy, population and migration

Sydney in the 1890s experienced a depression, drought, slow recovery from collapse of banks and slow development.

Following the Federation of Australia in 1901, Sydney experienced nationalistic enthusiasm, alongside high unemployment and a very full property market. From 1905, the economy improved, with increased industrialisation, end of drought and return of optimism.

The centralisation of rail transport and differential freight rates made Sydney the most profitable place to establish many manufacturing enterprises.

The establishment of unimproved capital value rating on suburban lands around Sydney opened up many new areas for development. Speculators and investors who held large area of and or small groups of allotments put them on the market to escape increased holding charges.

From 1901-1911, 75,400 people arrived in Sydney. From 1911-1921 214,100 people arrived in Sydney (Kass, in Kelly p.79). In the fifty years from 1921 to 1971 Sydney's population trebled, from less than a million to almost three million.

Ku-ring-gai population grew following World War I as follows:

- 1921 – 19,209
- 1933 – 27,931
- 1947 – 39,874
- 1954 – 52,615
- 1961 – 74,821
- 1966 – 88,876
- 1971 – 98,589
- 1976 – 100,100

(Spearritt p.255)

During the 1930s depression, Ku-ring-gai had one of the lowest levels of male unemployment in Sydney as documented in the 1933 census. By 1971, Ku-ring-gai had the highest average income per employed person at \$8317, following Mosman at \$7013 and Woollahra at \$6581 (Spearritt p.194-5).

Home ownership and aspiration

Rents increased rapidly in the first decade of the 1900s. In Ashfield in 1912, rents rose by 10-20% in one year (Kass, in Kelly, p.79), placing pressure on existing accommodation. Rapidly increasing rents encouraged many households to seek to purchase their own home.

In 1916, Arthur Rickard marketed ownership as "Fair rent is good. Be your own Landlord is Better!!" for land including Wahroonga Heights and Heart of Lindfield Estate. (Kass, in Kelly p 83).

By the end of World War I, the suburban cottage had become firmly established as the accepted ideal home for Australian citizens. Acquisition of a building site on suburban fringe was easier and cheaper than buying a house.

Home ownership became associated with patriotism. Sales were marketed as "a stake in the country" (Master Builders Association conference 1918 – Spearritt p.29). They also became egalitarian. The Master Builders Association in 1918 sought "instead of the Fair Rents Court, a system of encouraging the workers to have their own houses rather than pay rents." Home ownership became a bipartisan issue as people of all political parties came to see it as the panacea to the housing problem (Kass, in Kelly p.84).

Marketing at the time demonstrated this shift. The contemporary journal, "The Property Owner", originally aimed at interests of landlords and investors, re-emerged as "The Commonwealth Home". This began to inspire readers to "own a bit of the land you own". The real estate agency industry grew as rent rolls gave way to house and land sales. In 1918, Henry Gorman, of Hardie & Gorman Real Estate Agents, urged readers to seek a suburban home.

By the 1920s builders and real estate agents were exploiting the supposed link between paying rent and poverty, crowding, ill-health and social stigma (Karskens, in Kelly p.132). The stuccoes terrace became anathema. Replaced by desire for residences of Queen Anne Federation suburban houses and their 1920s successors, the cottages and bungalows, set on individual blocks on wide streets, the antithesis of city living and unmistakable sign of respectability. Building companies, speculators, financiers and some architects quickly took up the catch-cry, "For every man his home", and tied every possible middle class value to it. Much of the writing in advertising, however, showed that such professionals were out of touch with the aspirations and financial limitations of ordinary people (Karskens, in Kelly p.132). Local estate agents advertised Concord's "preponderance of brick buildings over weatherboard" which proves the popularity of this suburb for home seekers.

In the 1921 Census, the highest levels of owner occupied were in outer-suburban working class local government areas such as Canterbury (71%) and middle class such as Ku-ring-gai (73%). BY 1933, these numbers were 60% and 68%. (Karskens, in Kelly p.141). Women were frequently and intimately involved in buying, building and decorating processes.

It is from this post-war 1940s period of reconstruction that the home ownership ideal became more commonly referred to as the "great Australian dream." Typically, the dream represented ownership of a detached house on a quarter acre suburban block surrounded by a garden, for family life and prosperity. Australia-wide, while almost 50% of Australian households owned their homes through the first half of the century, this increased to more than 70% in the 20 years after World War II.

By 1966, Australia had achieved a rate of home ownership which was extremely high by world standards. The main causes included rent control, favourable economic circumstances of the period, liberal home loan policies and the difficulty obtaining accommodation other than home ownership.

Finance

Government policy sought to encourage home ownership, largely through the provision of housing finance, leaving the provision of land and the building of homes to private industry.

Government involvement in the financing of home ownership meant there were now two ways of financing home ownership. Before World War I, finance had been provided by banks, insurance companies and by small scale lenders. They tended to favour builders, housing investors and the middle class in steady employment as they were a more reliable risk.

The NSW Government, via the Government Savings Bank, made housing loans available.

The Commonwealth Government, via the War Service Homes Commission, provided loans to ex-servicemen, either to build new homes or purchase existing. By June 1929, 5788 houses in NSW, the bulk in Sydney suburbs, had been completed with assistance from the War Service Homes Commission (Kass, in Kelly p.86).

The majority of home loans were still through the private mortgage market.

NSW Premier Bertram Stevens created co-operative building societies to revitalise housing in Sydney based on British model. Aimed to bring cheap housing within the reach of more wage-earners, this was "preferable to the arbitrary method of fixing rents, which might have the effect of discouraging building enterprise".

Co-operative Building Societies could be formed by any group of people with some common interest. Once established in line with Government model, a loan from a lending institution could be negotiated. This money was then lent to society members. They were able to lend up to 90% of the value (previously lending institutions were generally to a max of 70%). Low deposit/low interest rate.

Architecture

In September 1921, the British-born Australian architect Leslie Wilkinson stated in relation to architecture, "it is estimated that fully 70% of the houses erected today are produced without reference to the [architect] profession. Until this state of affairs is altered and until the public appreciate the difference between the beautiful, the good and the horrid, admirable work will continue to be a rarity (Building, Sept 1921).

Prominent architects such as H. Desbrowe Annear, Leslie Wilkinson, William Hardy Wilson and many others condemned suburbia. Annear stated popular small houses invariably involved "perverted ideas of economy... (which) impel the budding householder to obtain cheap substitutes for his plans and specifications (and) the materials" (Karskens, in Kelly p.126). Annear blamed builders for the alleged poor planning and monotonous styles, because "the builder has but one rule and one method for the lot, and it is in the exact repetition that he scores, whether they prove suitable or not".

Professor Leslie Wilkinson wrote in 1919 that it was the great mass of ordinary residential work that must be improved", for "a country's domestic architecture will be judged on the general output and not by the bright example present in the struggling minority" (Karskens, in Kelly p.126).

The bane of the architects were the plebian builders and owner-builders. Most house designs of the twenties were the work of builders and owner-builders, often copied from plans in magazines such as George and Florence Taylors "Building" founded 1907, "Australian Home Builder" founded 1920s, "Home" (1920-42) and Florence Taylor's "Commonwealth Home" (1925-30). Architects were seen as the losers in the suburban boom, while untrained lay persons were shaping the face of new areas. From a historical point of view, architectural aesthetics cannot be used to understand the material culture of the 'ordinary' suburb" (Karskens, in Kelly p.128). By the 1960s, red-tiled suburban expanses became associated with suburban people (Spearritt).

Architects derided the "Queen Anne front Mary Anne back" syndrome since the turn of the century, including JR Brogan in "101 Australian Homes" (1936) and WR Butler in "Modern Architectural Design" paper read before RVIA Melbourne (1902).

John L. Berry won "The Ideal Australian Home" competition in 1921 with his essay and drawings of a Spanish style house – as different in colour, texture, siting and expense from the ordinary suburban home as he could make it.

Some suburbs and their buildings were designed and developed in a different model. The north shore was distinct as recorded in 1903, when Macleod wrote that "By contrast, the North Shore line is comparatively uncontaminated by the tail of the jerry-builder. The residents in that district are, for the most part, people of substance, who have been impelled thither by the praiseworthy desire to make for themselves, in the midst of beautiful surroundings a beautiful home. Nowhere in the suburban area does one find such a high standard of architecture as prevails here, nor can I call to mind any place where better kept gardens are to be found...at each place on the line one finds in existence a Progress Association, which is invariably a progressive body in fact as well as in name...beyond these local bodies, there is in existence a central organisation known as the Joint Committee of the North Shore line, which deals with the larger matters affecting the interests of the whole district. Each Progress Association has several representatives on the Committee."

Macleod further recorded in 1903 "the standard of domestic architecture on the North Shore is agreeably high...is worthy of warm commendation...The north shore line districts...are becoming thickly studded with red architectural gems of more or less value. Here the houses are mostly more imposing than those in the lower Northern Suburbs, and at, notably, Pymble and Wahroonga are to be found in all necessary plenty absolutely some of the finest examples of domestic architecture to which the State can lay claim. I can imagine no easier and few more pleasant tasks than the compilation of an album of selected residences in these places, and affirm that the work therein represented would receive nothing but praise from the most critical examiners...If there is one characteristic of our houses more in evidence than another it is suitability. Witness the prevalence of the bungalow type, and quote Mr. Barlow:-"The necessity for verandahs and balconies in this semi-tropical climate of ours, and the fondness of the people for the cottage – or, more properly speaking, the bungalow – principle of planning, is slowly but surely evolving a type of house which may be claimed to be almost distinctly Australian"... "Simplicity is the dominant feature in northern suburbs architecture, and all familiar with the latter must admit that it is a feature of the utmost desirability."

Architects and related professions

Architecture as a profession in Australia was relatively new in the twentieth century. In 1871 the Institute of Architects in Sydney was formed. In the 1880s, Sydney University began regular course in architecture and building. Specific education for architects was first offered in Sydney as a degree in 1919. Ku-ring-gai resident, Leslie Wilkinson, was the first architectural professor as the first Chair of Architecture for Sydney University.

Architects practicing in Australia before this time were semi-qualified (Boyd p.168) or gained a degree overseas typically from England. The state's first Colonial Architect from 1816, Francis Greenway arrived as a convict, trained in England. The first town planners of Sydney were arguably key early Governors of New South Wales - Arthur Phillip, Lachlan (and Lady) Macquarie, and their surveyors.

The primarily twentieth century development of Ku-ring-gai coincided with the burgeoning architecture and built environment professions in Australia. Ku-ring-gai became an enclave for the architects of the twentieth century, both as their place of residence and practice. As a result, Ku-ring-gai contains works from the most prominent Australian architects of the Federation, inter-war and post-war periods. Pike concluded in 2000 that Ku-ring-gai area represents one of Australia's most comprehensive repositories of fine twentieth century domestic architecture (Pike, 2000, p.13).

Prominent local architects were also influential in the town planning and transport for the development of Ku-ring-gai and more broadly Sydney. The most notable Ku-ring-gai residents and influential professionals of the period included architects John Sulman and Professor Leslie Wilkinson, and Harbour Bridge and railways engineer John Bradfield. Further leading architects that lived and/or designed homes in Ku-ring-gai included Howard Joseland, Walter Liberty Vernon, John Berry, William Hardy Wilson, John Burcham Clamp, John Brogan, James Peddle, Harry Seidler, Bruce Rickard, Sydney Ancher, Jack Russell, James John, amongst numerous others extending into the late twentieth century.

Further professions relating to the environment, culture and the arts also developed in Ku-ring-gai through leading figures who lived and/or worked on the north. For instance, prominent photographer Harold Cazneaux and heritage conservationist, Annie Wyatt who established the National Trust of Australia in the 1940s.

Architects and their inspiration			
Period	Movement	World Architects	Australian Architect
Victorian 1837-1901		Norman Shaw HH Richardson Louis Sullivan	Horbury Hunt Hardy Wilson
Federation 1901-1910	Queen Anne Arts and Crafts Californian Bungalow Mediterranean Art Nouveau	Philip Webb Edwin Lutyens CFA Voysey HM Baillie-Scott Frank Lloyd Wright Greene & Greene Parker & Unwin	Liberty Vernon Robin Dodds Desbrowe-Annear Robert Haddon Jefferson Jackson Leslie Wilkinson James Peddle Alexander Jolly

Inter-war 1918-1939	Art Deco International Modernism Organic Mediterranean	Le Corbusier Hendric Berlage Mies van der Rohe Oscar Niemeyer Frank Lloyd Wright	Raymond McGrath Bruce Dellit Harry Norris Emil Sodertsein John D Moore Walter Burley Griffin BJ Waterhouse
Post-war 1945-1960	Post-war Modernism Brutalism	Le Corbusier Mies van der Rohe Walter Gropius Marcel Breuer	Sydney Ancher Harry Seidler Arthur Baldwinson Robin Boyd

(Cox et al p.75)

Bungalow typology

Towards the end of the nineteenth century, there was a break with the Victorian way of design and construction. New methods were tried, such as the cavity wall (an Australian invention which became standard practice in 1895) as were new materials, such as the use of terra coat tiles (the Marseilles tile first appeared in Australia in 1886) (Pike, 2000, p.11).

At the same time in Britain, many reacted against the style of High Victorian architecture, and as early as the 1860s, the work of Phillip Webb and Norman Shaw who reinterpreted historical style in a new and creative way, were particularly influential. William Morris and the Arts and Crafts Movement looked back to a simpler way of life. They rejected the mass produced factory goods of the industrial cities and the cluttered interiors they encouraged. A number of influential British architects settled in Australia. In addition to John Sulman, also Spencer Stansfield, who designed most of the houses in Haberfield, and the Canadian Anglophile, John Horbury Hunt. Their work influenced Australian architects who were to design houses in Ku-ring-gai (Pike, 2000, p.11).

From the end of World War I, Sydney and Ku-ring-gai experienced a second wave of suburban development. In Ku-ring-gai, this included domestic construction using the latest architectural ideals, including the Arts and Crafts style with work by Halligan, Colonial Revival works by Hady Wilson, Californian Bungalow works by Walter and Marion Burley Griffin and Alexander Jolly.

Bungalows, partly derived from the California bungalow style, were imported and promoted by builders and architects from approximately 1907. These were casual informal houses, intended to blend with natural settings and to express the unity of man and nature via honest craftsmanship. Built of wood and stone, bungalows were simply designed, with shallow pitched roofs, broad overhanging gables and cool, cavernous verandahs. Textures were rough and unfinished, rubble, stone, exposed timber, and the shapes thick and heavy (Karskens, in Kelly p.140).

In the suburban form of the California Bungalow, such as those at Concord, many feature were excluded, with the exception of the large gables. Nature was firmly excluded from consideration in anything but a negative sense in the design and building process. The function of middle class suburban houses, such as those in Concord, was not to invite nature in or harmonise within, but to keep it at bay and provide shelter from light and heat. Timber was subject to weather, termites, fire and was for those that could not afford brick, as aptly shown in magazines and brochures advertising small, cheap timber "bungalows and cottages for the working class" (Karskens, in Kelly p.140).

In Concord, the Marseilles tiles were economic and practical. This meant the roofs had to be more steeply pitched than a typical bungalow, reducing the idea of affinity with the earth. WB Griffin despised the tiles but homeowners liked them.

The acceptable variations to facades included the addition of window surrounds, doors, lead lights, tiles, Art Nouveau roses and tendrils. Windows on the bay projection had small awnings roofs with brackets or a pitched roof which ran on from the verandah. Verandahs had heavy piers and brick walls enclosed tile paving and glazed tile risers. Roofs often had a second or even third gable, pitched, hipped or flat. These had tapered piers in brick or roughcast and chunky colonettes about 30cm high, plus a mirrored plate with house name set by front door pre street numbering.

These bungalows had their own sense of formality based on unpretentious firmness. Important social mores, proper methods for social interaction. They spoke of middle-class virtues of industriousness and thrift, of sobriety and sensible pleasures, practical choices and avoidance of the outrageous, and above all, putting on and maintaining a respectable face.

In the period following world war II, architectural innovation continued in Ku-ring-gai, with the post-war work of Harry Seidler, as well as works by Bruce Rickard, John Brogan, Sydney Ancher, Allan Jack & Cottier, and the Petit + Sevitt "nuts and berries" houses of the seventies, mostly located on the edge of the bushland reserves. Into the twenty first century the tradition continued with designs by Glenn Murcutt.



Above: Typical Killara home off railway, as described by State Rail, c1910 (State Records, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW117024483)

Transport

Steam power allowed the suburban expansion necessary for the home ownership dream. The earlier horse-buses were ill-adapted to longer routes.

The topography of Sydney added complexity to the construction of rail lines. The rail line from Redfern to Parramatta opened in 1855. This remained the only train route until the 1880s.

In the 1880s, the construction of the tramway system made it possible for people to live some distance from their workplace. This opened up most of the middle class suburbs. However, this did not include Ku-ring-gai because the tram only extended as far as Willoughby.

In 1874, James G Edwards prepared a petition advocating for a north shore line. In 1881, a second petition campaign argued that a very attractive district could be opened for residential development if the railway was built (Dungey, p.17).

The prospect of a railway for the district immediately enhanced land values in the parish of Gordon. Land values escalated through the area during the 1880s. During the 1890s, the population of the parish grew from 1000 in 1891 to 4000 in 1901. In the decade to 1911 the population grew to 9,459 (Dungey, p.32).

Suburbs radiated out from the city along the railway lines. The railway was the unifying factor for the entire north shore district. When first listed in Sands in 1903, the area was identified by the subheading of "Milsons Point Line".

The railway and associated subdivision shaped the character of Ku-ring-gai. Development was so rapid that by 1909 the rail line was duplicated. There was still no town centre set aside for Ku-ring-gai, and no land reserved for Government buildings. The railway station was the centre of each village community, surrounded by shops on both sides of the line. It was at the station, or nearby, that each village built its war memorial, and the gardens attached to each station became a focus of civic pride and competition

The form emerged in Sydney along the North Shore Line. This created a continuous line of suburbs with each station spaced at no more than 1.5km apart (Cox p.41).

The north shore line was finished in two stages – Pearce's Corners to St Leonards and then St Leonards to Milsons Point. The north shore line was more of a passenger conveyance than a goods line (Dungey p.41).

When the railway to Milsons Point opened in April 1893, this enabled a relatively simple journey for a workers to travel from his new home to the suburban station, train to Milsons Point, cross by ferry to Circular Quay. Contemporary records indicated that the Wahroonga to General Post Office was then a 45 minute journey.

In October 1888, soon after the construction had begun on the single line railway from Pearce's Corner to St Leonards, 1265 acres of Crown land close to Lindfield station was offered for sale. Auction disposed of 500 acres, average price of £66 per acre. The best blocks fetched £2566 per acre.

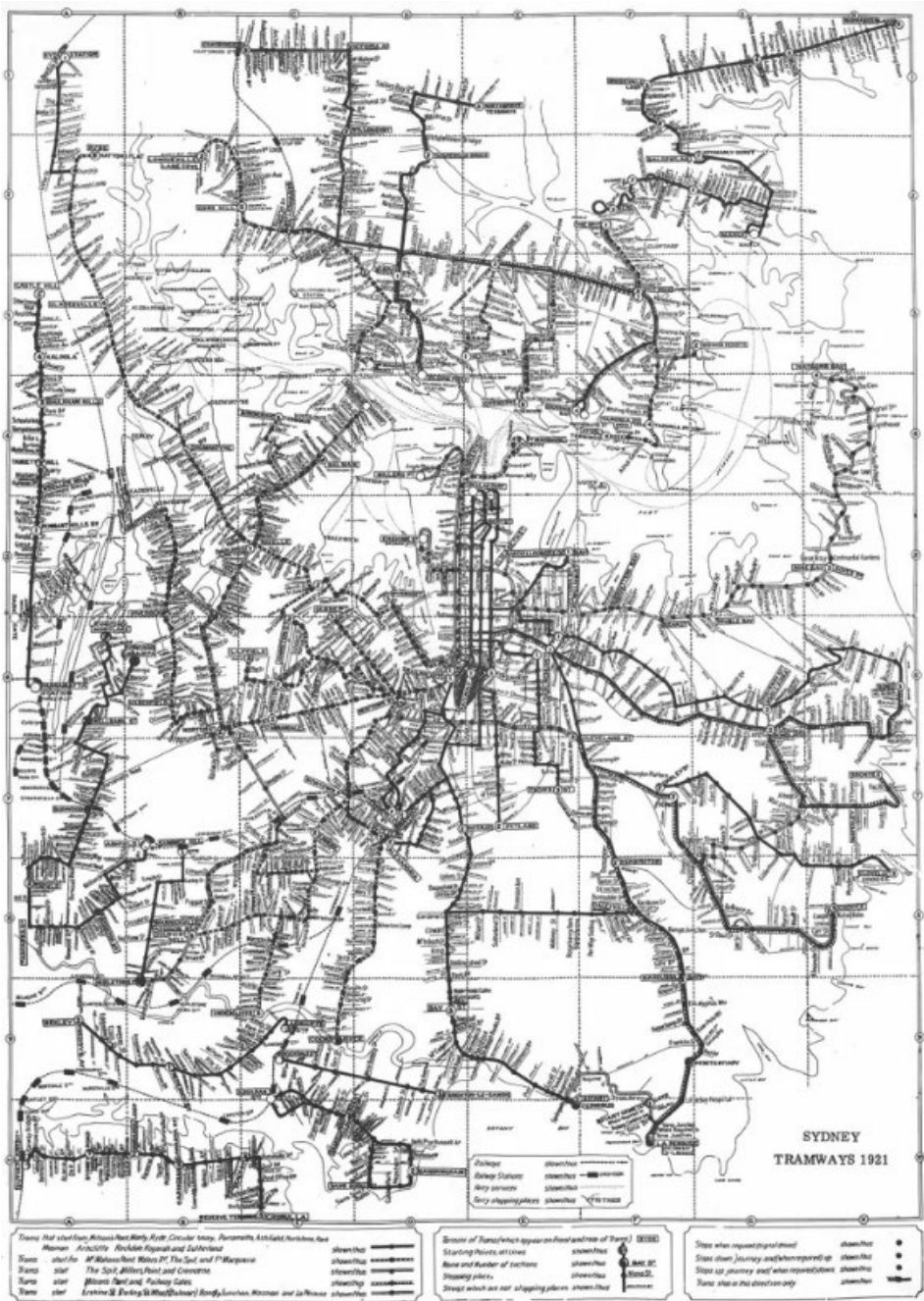
New stations opened along the line as the population grew, with Killara in 1899 and Warrawee 1900. Killara was the result of negotiations between the Railway Commissioners and some local residents. Warrawee was built largely at the behest of a prominent local resident, Mr John C. Remington (Dungey, p.33).

In 1932, the construction of Sydney Harbour Bridge was completed. This completed the extension of the city to Hornsby rail line. This made Ku-ring-gai readily accessible to the centre of Sydney.

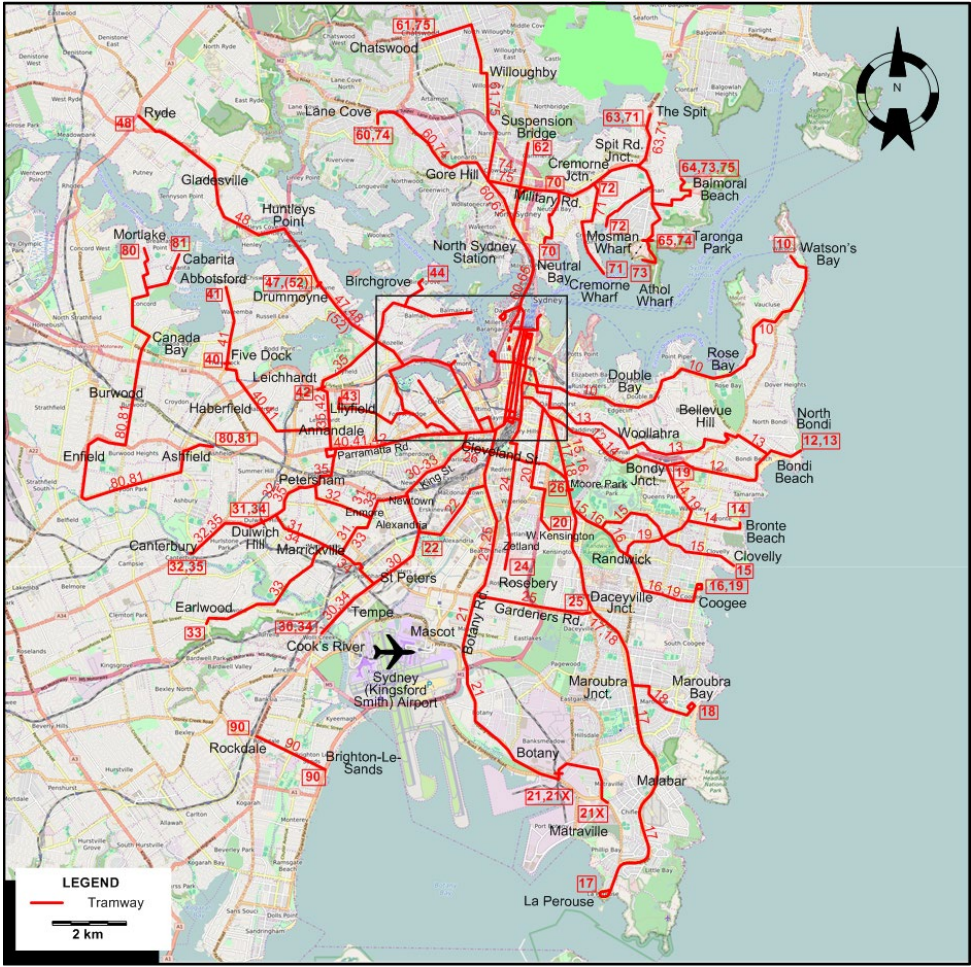
The Aboriginal track which once provided the only land access to the Hornsby Plateau became part of the Pacific Highway, the main transport route to eventually encircle the country. The implications for the "garden suburb" were significant. Instead of suburban villages linked by rail, the suburbs are cut in two by an ever wider and ever busier highway (Pike, 2000, p.12).



Above: Roseville Station and surrounding housing in 1924 (Source: State Archives, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW115668622)



Above: The extensive former tramway network of Sydney and suburbs as documented in 1921 (Source: Transit Maps <https://transitmap.net/1921-sydney-tramways/>)



Above: The former tramway network in 1947, showing how trams extended to the most northern extent at Chatswood (Source: The Dictionary of Sydney, accessed 15 October 2024, <https://dictionaryofsydney.org/entry/trams>)

Religion, education and culture

Most of Ku-ring-gai was built as an exclusively residential area, with few pubs and some limited commerce along the railway and Pacific Highway spine. Beyond the City of Sydney, only the working class suburbs had substantial concentrations of pubs, such as in Balmain, Paddington, Redfern (Spearritt p.229). In Ku-ring-gai, asides from housing, schools and churches predominated.

Early churches constructed included St James Turramurra and St Johns Gordon. These reflected the predominant protestant population and culture, as distinct from other parts of Sydney.

In 1927, Charles Witham in his unpublished "History of the North Shore" recorded Ku-ring-gai's population comprised "about 84% are protestants"... "The proportion of Catholics is smaller than in the districts on the south side of the harbour. There are a few Jews and many Scots" (Spearritt p.209). The census of 1921 and 1933 support those observations.

Some of the early constructed schools in Ku-ring-gai included Gordon Public School, Warrawee Public School, Roseville College, Pymble Ladies College, Abbotsleigh, Knox and Ravenswood.

By 1950, three-quarters of all non-Catholic primary and secondary private schools in Sydney in were in four areas – 12 between Stanmore and Strathfield, 20 in the Eastern suburbs, 17 on lower north shore from Hunters Hill to Manly, and 16 of the upper north shore from Roseville to Hornsby.

Health and recreation were also a focus in Ku-ring-gai. Early sporting clubs were developed including the Killara Lawn Tennis, Killara Bowling and Killara Golf Club. Hospitals constructed in Ku-ring-gai included the Sydney Adventist Hospital at Wahroonga, Royal North Shore Hospital, Lady Davidson, and house hospitals such as Chasecote at Turramurra.

In 1903, Macleod wrote "it is agreed that no portion of Sydney is healthier than the North Shore, and no portion of North Shore healthier than the North Shore line. Plentiful evidence in support of this statement was afforded by the recent attempt on the part of the authorities to locate a consumptives' home at Hornsby. The people living along that line appreciated to the full the compliment thus paid the health-giving powers of the air in that district".

THEMATIC HISTORY CONCLUSIONS

Where historic areas are identified as having heritage value, known as 'heritage conservation areas', these demonstrate more than just an aesthetic character or streetscapes. Heritage conservation areas from the inner city, across west, east, south and north Sydney, provide evidence of the history of Sydney's planning and development. Through their surviving cohesion, these heritage precincts tell the story of Sydney's settlement from key periods, perhaps better than any individual site. Historic areas like those found in Ku-ring-gai specifically demonstrate the process of suburbanisation, arguably one of the most important in Australia's European development history – to the extent that Sydney has been described as the 'City of Suburbs'.

More than just housing or architecture, historic areas demonstrate important shifts in Australia's governance, technology, economy and society. Sydney's heritage conservation areas demonstrate key historic changes of European settlement that formed greater Sydney – from a penal colony to Australian federation, from city plague to city beautification, from rental to home ownership, from inner city to suburbs, as well as changes in population migration and education. Concentrated areas of historic housing document the extension of important transport routes from rivers to trams, bridges, rail and roads. Historic areas of housing also embody the changing aspirations of Australian society for living and home ownership, perhaps best known from the twentieth century as the 'great Australian dream'.

Each heritage conservation area demonstrates its own part in this broader development of Sydney, with an identity particular to its locality and historic period. The surviving unity of heritage conservation areas is no accident, but the result of key historic influences, their original planning and development, and subsequent community value and protection.



Above: Killara, Springdale Road, near station in c.1910 (State Archives, https://search.records.nsw.gov.au/permalink/f/1ebnd1/ADLIB_RNSW115668623)



Above: Killara, Springdale Road, Karranga Avenue and Arnold Street in circa 1933-34.
(Source: State Library, <https://collection.sl.nsw.gov.au/record/nGm3O3jY>)



Above: Killara, Karranga Avenue, in 1915 (Source: Ku-ring-gai local history collection)

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Attachment 5. TOD & Alternative Scenarios Maps

Map 9. Scenario 1 - TOD Controls Retained



LEGEND

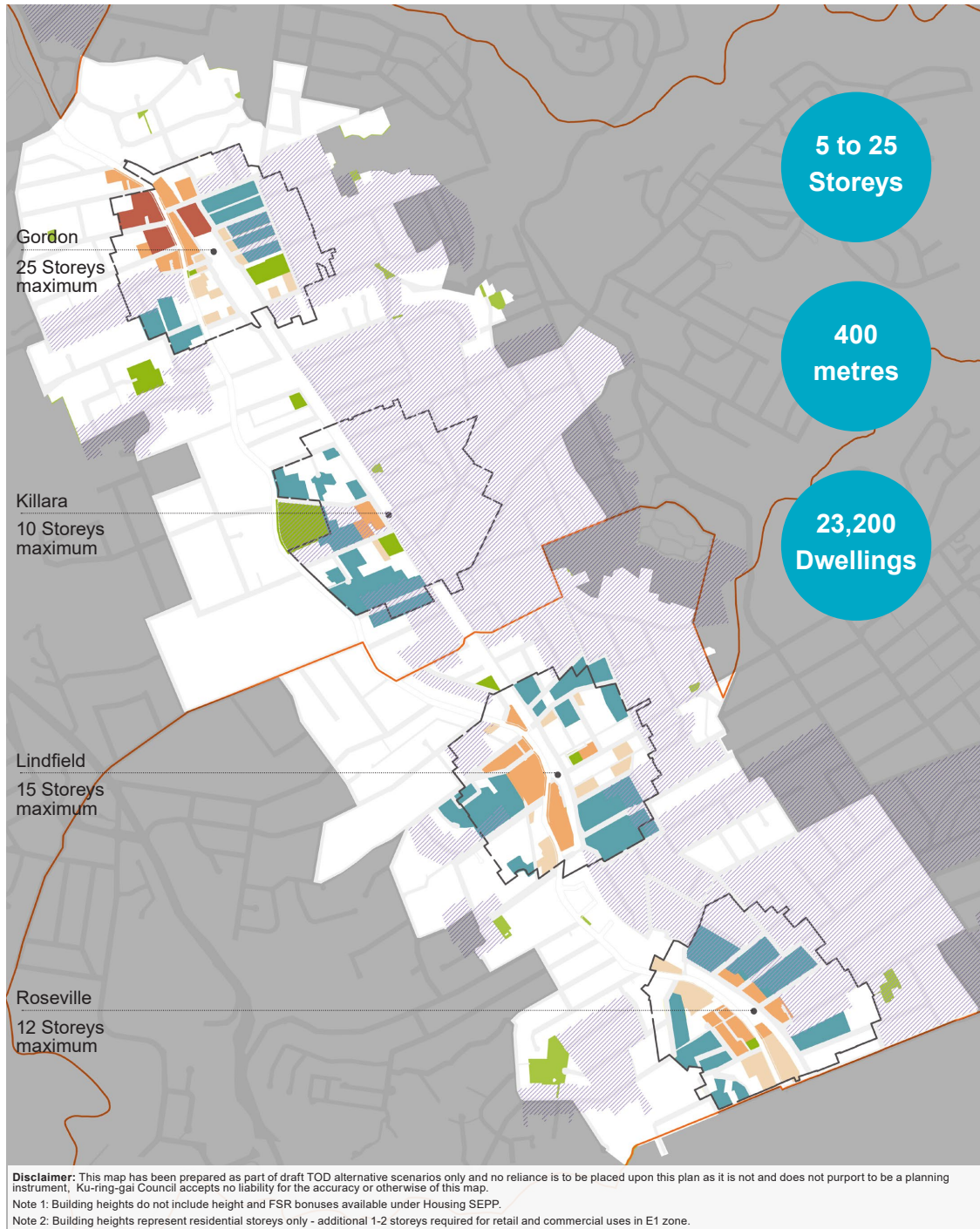
- Ward Boundary
- TOD Boundary (400m)
- Existing Green Assets
- TOD Controls - Building height 6 storeys and FSR 2.5:1
- Building height 8-15 storeys and FSR range 3.0:1 to 3.5:1
- Building height 16-25 storeys and FSR range 3.0:1 to 3.5:1
- Building height 20+ storeys and FSR range 1.1:1 to 15:1
- Building height 5 to 8 storeys and FSR range 1.2:1 to 1.5:1 + 50% Deep Set
- Land considered unlikely to redevelop (refer to Assumptions)
- Heritage Conservation Areas

TOD SEPP Corridor Scenario 1

SCALE: fit @ A4

N

Map 10. Scenario 2 - Safeguard & Intensify



LEGEND

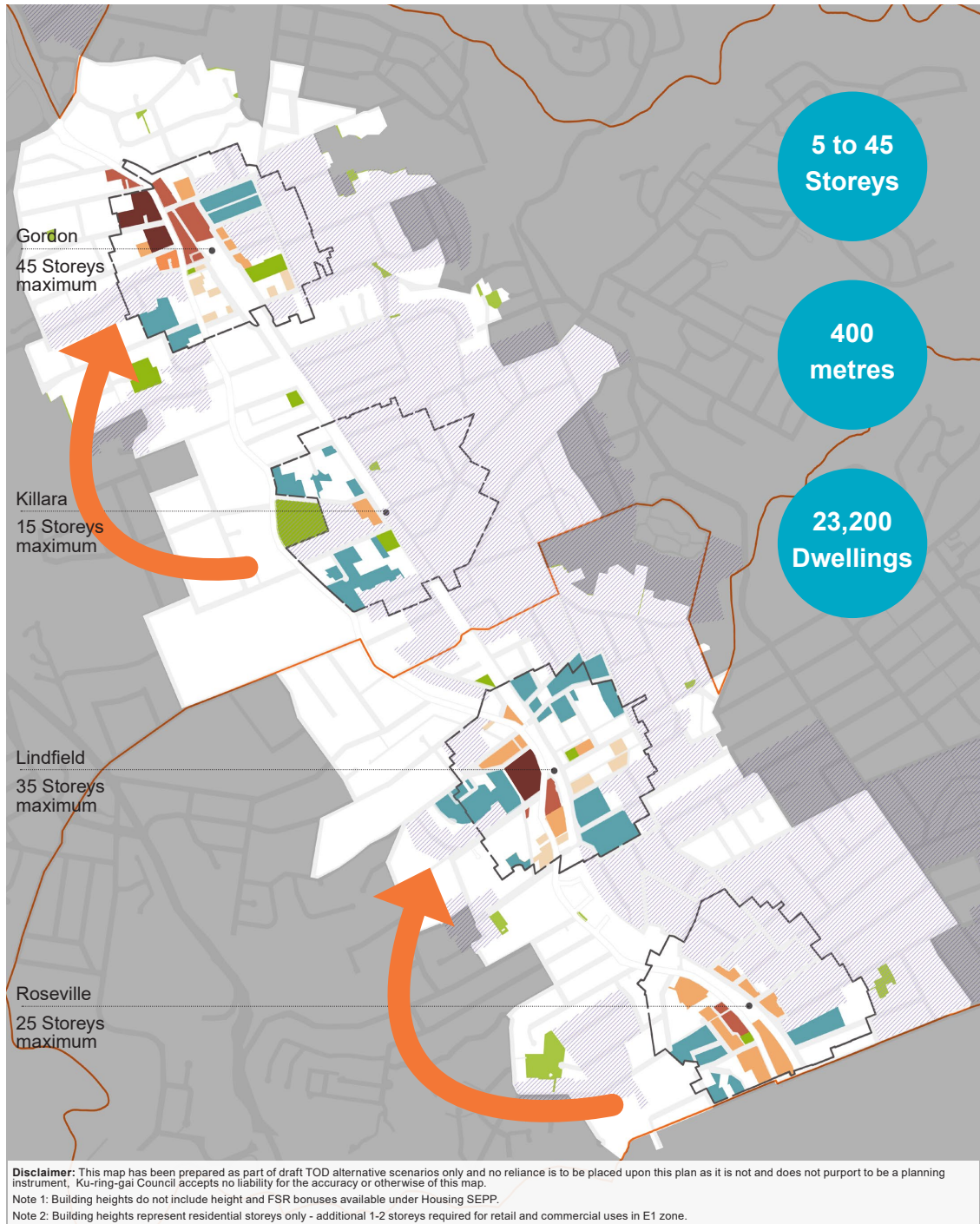
- Ward Boundary
- TOD Boundary (400m)
- Existing Green Assets
- TOD Controls - Building height 6 storeys and FSR 2.5:1
- Building height 8-15 storeys and FSR range 3.0:1 to 6.1:1
- Building height 16-25 storeys and FSR range 5.0:1 to 8.1:1
- Building height 20+ storeys and FSR range 7.1:1 to 10.0:1
- Building height 5 to 8 storeys and FSR range 1.3:1 to 1.8:1 + 50% Deep Soil
- Land considered unlikely to redevelop (refer to Assumptions).
- Heritage Conservation Areas

TOD SEPP Corridor Scenario 2

SCALE: fit @ A4

N

Map 11. Scenario 3a - Preserve & Intensify



LEGEND

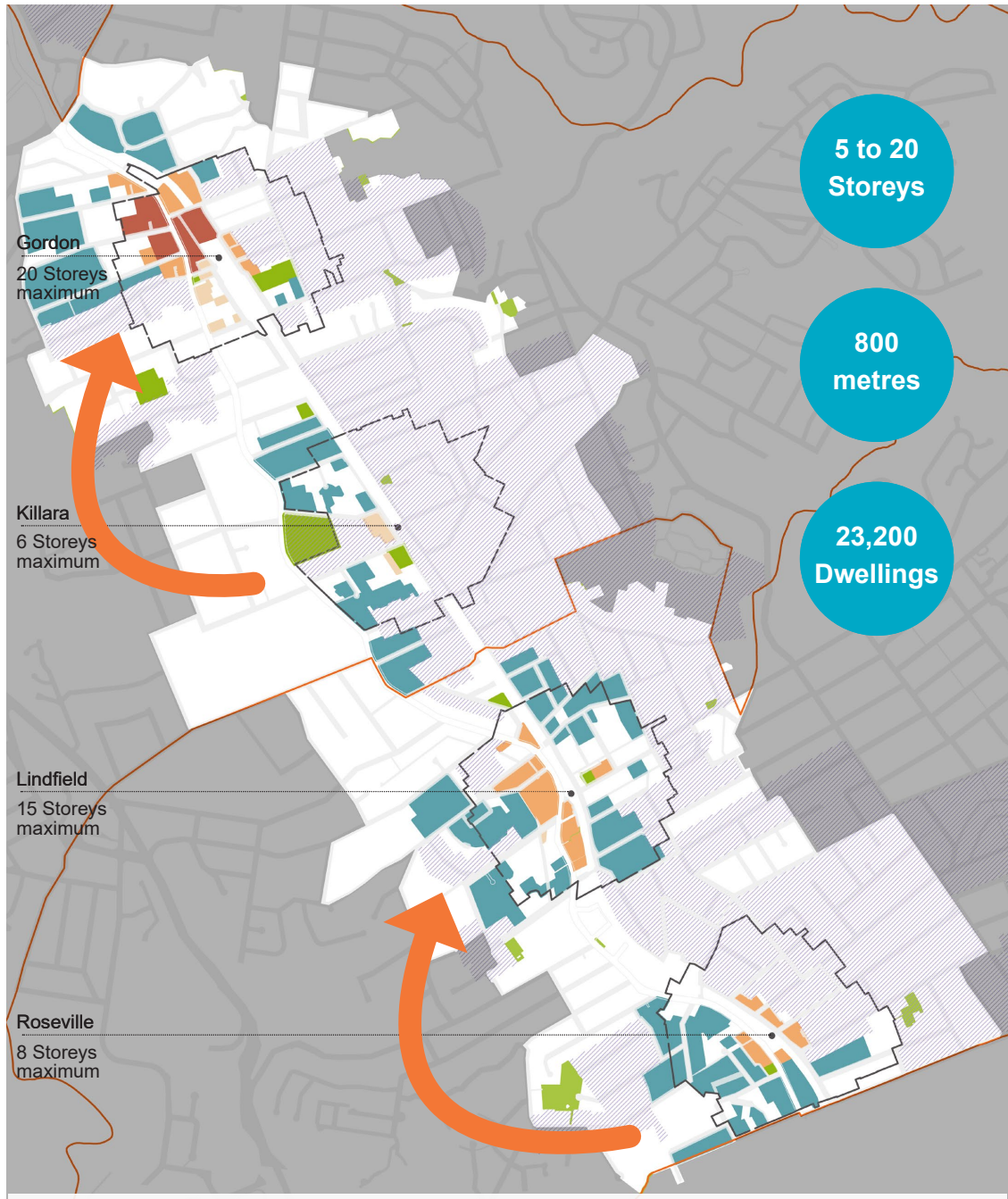
Ward Boundary	TOD Controls - Building height 6 storeys and FSR 2.5:1	Building height 26+ storeys and FSR range 7.1:1 to 10.0:1
TOD Boundary (400m)	Building height 8-15 storeys and FSR range 3.0:1 to 6.1:1	Building height 5 to 8 storeys and FSR range 1.3:1 to 1.8:1 + 50% Deep Soil
Existing Green Assets	Building height 16-25 storeys and FSR range 5.0:1 to 8.1:1	Land considered unlikely to redevelop (refer to Assumptions).
		Heritage Conservation Areas

TOD SEPP Corridor Scenario 3a

SCALE: fit @ A4

N

Map 12. Scenario 3b - Preserve, Intensify & Expand



Disclaimer: This map has been prepared as part of draft TOD alternative scenarios only and no reliance is to be placed upon this plan as it is not and does not purport to be a planning instrument. Ku-ring-gai Council accepts no liability for the accuracy or otherwise of this map.
 Note 1: Building heights do not include height and FSR bonuses available under Housing SEPP.
 Note 2: Building heights represent residential storeys only - additional 1-2 storeys required for retail and commercial uses in E1 zone.

LEGEND

Ward Boundary	TOD Controls - Building height 6 storeys and FSR 2.5:1	Building height 20+ storeys and FSR range 1.1:1 to 15:1:1
TOD Boundary (400m)	Building height 8-15 storeys and FSR range 3.0:1 to 6.1:1	Building height 5 to 8 storeys and FSR range 1.3:1 to 1.8:1 + 50% Deep Soil
Existing Green Assets	Building height 16-25 storeys and FSR range 5.0:1 to 8.1:1	Land considered unlikely to redevelop (refer to Assumptions).
		Heritage Conservation Areas

TOD SEPP Corridor Scenario 3b

SCALE: fit @ A4

N

COMMUNICATIONS AND CONSULTATION PROGRAM - ALTERNATIVE SCENARIOS TO THE TOD SEPP

EXECUTIVE SUMMARY

PURPOSE OF REPORT:

To present to Council a draft communication and community engagement program in relation to proposed land-use scenarios being considered by Council as alternatives to the Transport Oriented Development (TOD) State Environmental Planning Policy (SEPP).

BACKGROUND:

At an Extraordinary Meeting on 8 May 2024 Council resolved to commence studies around the four Transport Oriented Development precincts of Gordon, Killara, Lindfield and Roseville. Council's objective was to explore better outcomes than what is currently in place under the TOD SEPP, which came into force on 13 May 2024.

Council's resolution requires any studies and scenario analysis to be presented to Council within nine months (of May 2024), including community engagement.

COMMENTS:

To meet Council's resolution, exhibition of draft scenarios needs to occur in late 2024 to allow consideration of community feedback in a report back to Council in February 2025. Council needs to adopt draft scenarios for consultation purposes. These scenarios are the subject of GB.1 on this EMC agenda

RECOMMENDATION:

[Refer to the full Recommendation at the end of this report]

That Council endorse the proposed approach to communication and community engagement in relation to the alternative land-use scenarios around the four TOD station precincts.

PURPOSE OF REPORT

To present to Council a draft communication and community engagement program in relation to proposed land-use scenarios being considered by Council as alternatives to the Transport Oriented Development (TOD) State Environmental Planning Policy (SEPP).

BACKGROUND

At an Extraordinary meeting on 8 May 2024 Council considered a Mayoral Minute titled "NSW Labor is Building the Plane While Flying it". On consideration of the minute, Council resolved, among other things:

C. That Council commences studies around the four Transport Oriented Development precincts of Gordon, Killara, Lindfield and Roseville to explore better resident outcomes than what is currently in place (as of 13 May 2024). The studies, scenario analysis and community engagement should be presented before councillors within nine months for a decision. Such scenarios may include:

- i) Base Case – Identification of new infrastructure and amenities to support the state-imposed TOD precincts in their current form.*
- ii) Minor Amendment Case – In addition to the Base Case, it will selectively spare key Heritage Conservation Areas as well as improve urban canopy outcomes by shifting dwellings towards key sites in the town centre.*
- iii) More Extensive Case – In addition to the Base Case, a more ambitious effort to save multiple Heritage Conservation Areas as well as improve urban canopy outcomes by shifting dwellings towards non-heritage areas in the town centre.*
- iv) As well as any other scenarios that Council staff choose to identify.*

CARRIED UNANIMOUSLY

This report sets out a program and draft consultation program for alternate TOD scenarios.

COMMENTS

Council's May 2024 resolution seeks a report by February 2025 on "*studies, scenario analysis and community engagement*". To meet this timeframe, the exhibition of draft scenarios needs to occur in late 2024.

Given the nature of the process Council is undertaking in the development of alternate TOD scenarios, this consultation is best characterised as non-statutory. Formal consultation would arise only in the event Council resolves to progress a particular scenario as a statutory Planning Proposal, most likely at the February 2025 meeting.

In relation to the scenarios which are before Council at this meeting, it is proposed to hold a 28-day exhibition period, which is the minimum period contemplated (unless there are exceptional

circumstances) in Council’s *Community Engagement Policy*. This exhibition period would run from mid-November to mid-December 2024.

Historical and proposed dates for delivering the alternative scenario program are outlined below in Table 1.

Activity	Relevant date/s
Council resolution requesting staff to prepare alternative scenarios	8 May 2024
Undertaking dwelling yield and constraints analysis and developing scenarios	May-October 2024
Councillor briefing on scenarios	9 October 2024
Decide whether to proceed with scenarios for consultation	28 October 2024 Extraordinary Meeting (this meeting)
Discussions with NSW Government on Council’s approach	Commencing after 28 December (if Council adopts scenarios for exhibition).
Exhibition of scenarios	From mid November 2024 to 17 December 2024
Review feedback	From mid December 2024 to mid-January 2025
Prepare Council report	Week commencing 6 January 2025
Councillor briefing	Late January 2024 or early February 2025
Report public and Council forum	Early February
Council meeting	Late February

Table 1 – TOD SEPP Alternative Scenarios Program

INTEGRATED PLANNING AND REPORTING

Theme 1 – Community, People and Culture

Theme 3 – Places, Spaces and Infrastructure

Community Strategic Plan Long Term Objective	Delivery Program Term Achievement	Operational Plan Task
C6.1 Housing diversity, adaptability and affordability is increased to support the needs of a changing community	C6.1.1 Councils planning approach to the provision of housing across Ku-ring-gai is responsive and addresses the supply, choice and affordability needs of the community and the changing population	C6.1.1.1 Implement the Ku-ring-gai Housing Strategy to 2036 C6.1.1.3 Identify opportunities to provide a range of housing choices and part of the implementation of the Ku-ring-gai Housing Strategy to 2036
P2.1 A robust planning framework is in place to deliver quality design outcomes and maintain the identity and character of Ku-ring-gai	P2.1.1 Land use strategies, plans and processes are in place to effectively manage the impact of new development	P2.1.1.1 Prepare plans and strategies as required by the Local Strategic Planning Statement (LSPS)
C1.1: An empowered community where	1.1.1: Innovative and effective community engagement that increases opportunities for	C1.1.1.4: Monitor and report on the outcomes of

Community Strategic Plan Long Term Objective	Delivery Program Term Achievement	Operational Plan Task
opportunities are provided for all voices to be heard and participation and engagement are encouraged.	participation by all members of the community.	community engagement and consultation.

GOVERNANCE MATTERS

The Department of Planning, Housing and Infrastructure (DPHI) recently released a document titled *“Transport Oriented Development –Guide to strategic planning”* (**Attachment A1**). Council was not notified of the release of the document despite it applying to all TOD councils. The exact date of publication is unknown.

In respect of community consultation, the guide says it will:

.....help councils to undertake local planning in a swifter way to make sure that the intended effect of the Transport Oriented Development provisions is achieved as quickly as possible. This approach could represent a new way for councils and the Department of Planning, Housing and Infrastructure to work together to deliver local planning outcomes.

In respect of community consultation for planning within TOD precincts, the guide says:

Consultation

While we expect councils to undertake consultation, this consultation may be shorter than the normal consultation period outlined in Council’s Community Participation Plan.

A targeted 2 week public exhibition is considered reasonable because:

- The intended uplift in the Transport Oriented Development precincts has already been communicated through the Transport Oriented Development program and these are precincts where the NSW Government has made it clear that growth is happening.*
- The adequacy of State and local infrastructure to accommodate the anticipated growth has already been considered. Heritage considerations have already been taken into account.*

If councils choose to conduct further community consultation, this must be carried out prior to the scheduled finalisation date for the Transport Oriented Development precinct. Otherwise the Transport Oriented Development provisions will take effect and remain in place until suitable alternative local planning controls are developed.

Councils should consult with agencies in the NSW Government that might have advice as a result of impacts not considered in detail by the Transport Oriented Development provisions, or local planning results in impacts greater than envisaged by the Transport Oriented Development provisions. Councils should discuss with the Department of Planning, Housing and Infrastructure on which agencies to consult with on local planning.

Item GB.2

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Proposed exhibition material is to be shared with the Department's Local Planning and Council Support and Housing Policy and Codes teams for validation prior to commencing community consultation.

The fundamental premise on which a condensed consultation period of 2 weeks is justified is not accepted by Council. Such an approach would not meet Council's engagement principles, as articulated in its *Community Engagement Policy*, which states engagement should be "undertaken appropriately for the scope and impact of the project" and "is inclusive and accessible for the community to participate". It would also not meet the policy's stated minimum 28-day exhibition period.

Similarly, prior endorsement by the DHPI of consultation materials is not reasonable, at some stage Council will have to engage with DPHI on TOD alternatives. Prior to Council deciding whether to proceed with scenarios for consultation, this has not been possible.

RISK MANAGEMENT

Community acceptance of alternate scenarios to that reflected in the TOD SEPP amendments requires robust and transparent engagement practices where all affected community stakeholders have an opportunity to participate.

FINANCIAL CONSIDERATIONS

Key elements of the draft community engagement strategy for engagement on TOD housing options for Roseville to Gordon are outlined in the Community Consultation section of this report. It is estimated that the cost of the program is approximately \$200,000.

A key element of the engagement program is to facilitate discussions with and survey randomly-selected community members (the representative survey and workshops mentioned above). These activities will take place alongside traditional opt-in engagement. By doing this, Council will be in a strong position to receive balanced, meaningful, and useful input, which is both reflective of community sentiment and also allows any person to raise issues which are important to them.

Council's policy response to the State Government's housing policy changes, including this engagement program, is currently unfunded. This issue will need to be addressed in a next quarterly budget review.

SOCIAL CONSIDERATIONS

The social implications of the TOD Program and the Low and Mid-rise Housing provisions have been detailed in a number of reports to Council, submissions to Government and DPHI, as well as a number of presentations to the community.

ENVIRONMENTAL CONSIDERATIONS

The environmental implications of the TOD Program and the Low and Mid-rise Housing provisions have been detailed in a number of reports to Council, submissions to Government and DPHI, as well as a number of presentations to the community.

COMMUNITY CONSULTATION

Community participation plays an important part in Ku-ring-gai Council's decision making. Council is committed to effective community consultation and engagement, recognising the important connection between elected representatives, staff and the community and potential benefits derived by using these to make better decisions.

Council is committed to robust and transparent engagement practices where all affected community stakeholders have an opportunity to participate. Two key principles – the NSW Social Justice Principles and the International Association of Public Participation (IAP2) underpin this approach:

A range of communication and engagement activities are proposed in relation to the alternative scenarios. These activities represent the aspiration that Council will seek to meet in conducting engagement, while noting that it may not be possible to deliver every proposed activity in such a short timeframe.

Key communication elements of the draft program are:

- Letter notification to all landowners and occupants in Roseville and Gordon Wards;
- Specific project page on Council's engagement portal;
- Summary video, including an animated fly-through version of the scenarios (optional);
- Brochure, posters and DL flyer to be distributed in Council venues;
- Media release;
- Standard Council communications (e-news, social media, tile on home page);
- Emails to key stakeholder groups and businesses;
- Digital signage at overhead footbridge on Pacific Highway, Gordon;
- Local newspaper advertising;
- Bus shelter advertising; and
- Translated 'call to action' text in notification letter and brochure.

Key engagement elements include:

- Conducting a telephone and/or online survey of community members in the Roseville and Gordon wards, with this survey to be statistically significant and representative of the age and gender of members living in these wards;
- Conducting two facilitated workshops, with participants selected at random from Roseville and Gordon wards, where participants will discuss and debate the scenarios;
- Two public meetings, and an online forum, which any community members can attend to ask questions or make comments;
- Two drop-in sessions, where community members are able to ask questions about the engagement activity directly to staff.

INTERNAL CONSULTATION

As appropriate, consultation has occurred with the Corporate Lawyer, Director Development and Regulation, Manager Corporate Communications and the Corporate Communications team, and the General Manager.

Councillors were briefed on the TOD alternative scenarios and the proposed community engagement strategy on 9 October 2024.

SUMMARY

A range of communication and engagement activities are proposed to ensure Council receives balanced, meaningful and useful input in relation to land-use scenarios for areas close to Roseville, Lindfield, Killara and Gordon stations.

RECOMMENDATION:

That Council:

- A. That Council endorse the proposed communication and engagement activities for land-use scenarios in TOD precincts between Roseville to Gordon, as outlined in this report.
- B. That Council allocate a provisional amount of \$200,000 to support these activities, while noting this amount may be amended as costs are confirmed and will be subject to the quarterly budget review process.

Andrew Watson
Director Strategy & Environment

Virginia Leafe
Manager Corporate Communications

Attachments: A1 [↓](#) Transport Oriented Development - Guide to Strategic Planning 2024/330984

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Department of Planning, Housing and Infrastructure

dphi.nsw.gov.au



Transport Oriented Development – Guide to strategic planning



Photo: Turella Station

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Acknowledgement of Country

The Department of Planning, Housing and Infrastructure acknowledges that it stands on Aboriginal land. We acknowledge the Traditional Custodians of the land, and we show our respect for Elders past, present and emerging through thoughtful and collaborative approaches to our work, seeking to demonstrate our ongoing commitment to providing places in which Aboriginal people are included socially, culturally and economically.

Published by NSW Department of Planning, Housing and Infrastructure

dphi.nsw.gov.au

Transport Oriented Development – guide to strategic planning

First published: August 2024

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Introduction

This guide includes information on the required strategic planning for precincts in Tier 2 of the Transport Oriented Development program.

The Transport Oriented Development program is a key part of the NSW Government's planning reform program to make sure that NSW is well placed to meet its commitments under the National Housing Accord.

The NSW Government recently released local housing targets for each local government area across Greater Sydney, the Illawarra and Shoalhaven, Central Coast, the Lower Hunter and Greater Newcastle. The homes delivered under the Transport Oriented Development program will be critical to meeting these targets.

This guide will help councils to undertake local planning in a swifter way to make sure that the intended effect of the Transport Oriented Development provisions is achieved as quickly as possible. This approach could represent a new way for councils and the Department of Planning, Housing and Infrastructure to work together to deliver local planning outcomes.

Background

On 24 April 2024, the NSW Government amended the State Environmental Planning Policy (Housing) 2021 (Housing SEPP), to introduce new Transport Oriented Development provisions.

From 13 May 2024, the Transport Oriented Development provisions apply new planning controls to land generally within 400 m of the 18 stations in **Table 1**. These planning provisions will remain in place until councils have finalised strategic planning work to deliver suitable alternative local planning controls for the identified station precincts in ways that align with the NSW Government's policy objectives, if they wish to do so.

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Table 1. Initial stations included in the policy

Station	Local government area	Station	Local government area
Adamstown	Newcastle	Lindfield	Ku-ring-gai
Booragul	Lake Macquarie	Morisset	Lake Macquarie
Corrimal	Wollongong	Newcastle Interchange	Newcastle
Gordon	Ku-ring-gai	Roseville	Ku-ring-gai
Hamilton	Newcastle	Teralba	Lake Macquarie
Killara	Ku-ring-gai	Turella	Bayside
Kogarah	Bayside/Georges River	Wyong	Central Coast
Kotara	Newcastle	Cardiff	Lake Macquarie
Lidcombe	Cumberland	Woy Woy	Central Coast

The Transport Oriented Development provisions will apply to the remaining identified stations in **Table 2**, over a staged finalisation throughout 2024 and early 2025.

Table 2. Remaining stations – staged finalisation

Station	Local government area	Month for finalisation
Banksia	Bayside	July 2024
Dapto	Wollongong	July 2024
Gosford	Central Coast	July 2024
Rockdale	Bayside	July 2024
Tuggerah	Central Coast	July 2024
Berala	Cumberland	October 2024
Canterbury	Canterbury Bankstown	October 2024
North Strathfield Metro	Canada Bay	October 2024
Ashfield	Inner West	December 2024
Dulwich Hill	Inner West	December 2024
Marrickville	Inner West	December 2024
Croydon	Burwood/ Inner West	January 2025
North Wollongong	Wollongong	April 2025
St Marys Metro	Penrith	April 2025
Wiley Park	Canterbury Bankstown	June 2025

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Station	Local government area	Month for finalisation
Belmore	Canterbury Bankstown	December 2024
Lakemba	Canterbury Bankstown	December 2024
Cockle Creek	Lake Macquarie	April 2025
Punchbowl	Canterbury Bankstown	June 2025

These commencements will allow councils to master plan the remaining precincts and complete the required strategic planning to introduce provisions that are equivalent to or exceed the Transport Oriented Development provisions, prior to the scheduled finalisation date. This will be determined based on a range of provisions including building heights and floor space ratios across the precinct.

If councils do not complete the required strategic planning in line with the NSW Government’s main priority of delivering more high quality, well-located homes near transport, community services and open spaces, the Transport Oriented Development provisions will switch on from the scheduled commencement.

This guide explains the strategic planning process to complete the necessary master planning to amend or replace the Transport Oriented Development provisions and the expectations of the Department.

Summary of Transport Oriented Development provisions

The Transport Oriented Development provisions introduced new development standards (as summarised in **Table 3**) for land within 400m of the identified stations.

Table 3. Changes and corresponding zones

Feature	Zones to which changes apply	Residential flat buildings	Shop-top housing
Permissibility	R1, R2, R3, R4	✓ Yes	✗ No
	E1 (B2)	✓ Yes	✓ Yes
	E2 (B2)	✗ No	✓ Yes
Floor space ratio	All zones*	2.5:1	2.5:1

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Feature	Zones to which changes apply	Residential flat buildings	Shop-top housing
Building height		22 m	24 m
Lot size		No minimum lot sizes	No minimum lot sizes
Lot width		21 m	21 m
Active street frontages	E1 (B2)	✓ Yes	✓ Yes

*Relevant zones are defined in Section 151 of the Housing SEPP.

Varying development standards

The above development standards in **Table 3** can be varied through clause 4.6 of the Standard Instrument – Principal Local Environmental Plan (Standard Instrument LEP). The clause allows councils to grant consent to development that varies one or more development standards.

See the [Guide to Varying Development Standards](#) for more information on the requirements for preparing, assessing and determining requests to vary development standards.

Strategic planning guidance

The purpose of this guidance is to provide certainty and clarity for councils affected by the Chapter 5 of the Housing SEPP. Councils should use this guidance for:

- The purposes of undertaking masterplanning in Transport Oriented Development precincts that have been staged to allow for local planning, or
- The purposes of undertaking masterplanning and a planning proposal to replace the Transport Oriented Development provisions.

For the staged precincts, if the necessary strategic planning work is not completed by the relevant date, or will not provide equal or greater housing outcomes, the Transport Oriented Development provisions will come into effect in those identified locations and remain in place until suitable alternative local planning controls are developed.

For these staged precincts, to expedite the strategic planning process, a planning proposal will not be required to introduce alternative local planning controls. A SEPP will be prepared to

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amend the relevant LEP, based on the strategic planning information provided by council.

Council will be consulted on drafting of the instrument and mapping.

Council will need to provide a masterplan and map(s), with heights of buildings and floor space ratios, plus any other development standards they would like to see in their LEP, subject to including the below.

Council strategic planning for any Transport Oriented Development precinct must consider:

- an increase in housing in the precinct equal to or exceeding the Transport Oriented Development provisions
- use of planning controls and land use zones that reflect medium-high density potential in the precinct
- a residential supply pipeline into the future
- provisions for long-term affordable housing
- amenity outcomes, including provisions for open space
- any environmental or hazard matters.

Councils may choose to extend the application of the provisions beyond the proposed 400 m radius for their Transport Oriented Development precinct where this will deliver a better outcome. The impact of proposed low- and mid-rise housing reforms should also be considered in that case.

As with the Transport Oriented Development provisions, any alternative local planning controls will not apply to local or state heritage items, but will apply to heritage conservation areas. Councils are very well placed to assess applications for the impact on heritage conservation areas and often encourage new development to occur in those areas where it's contributing to the heritage values of those locations. That might involve the removal of a non-contributory building to the heritage value of that area. That new development may improve and enhance the heritage values of those locations.

To remove duplication and potential conflict between the two policies, the proposed low- and mid-rise housing reforms will not apply to the Transport Oriented Development precincts.

Further studies into heritage or infrastructure capacity are not required as such issues were considered in the development of the Transport Oriented Development precinct. Councils should focus on other considerations such as:

- solar access
- interface with open space and adjoining areas
- site constraints like hazards or biodiversity
- tree canopy and landscape areas, and

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- ability to comply with ADG requirements.

Ministerial directions issued under section 9.1 of the *Environmental Planning and Assessment Act 1979* are to be considered to the extent of their relevance to council's masterplanning.

Considerations for switching off the Transport Oriented Development provisions

Reflect or exceed the Transport Oriented Development provisions

Councils must demonstrate how the proposed local planning controls reflect or exceed the Transport Oriented Development provisions.

Specifically, the proposed local planning controls must:

- maintain or add to the permissible land uses for land within the precinct
- maintain or exceed the 2% affordable housing requirement with a published schedule to increase the affordable housing requirement over time.
- match or exceed maximum floor space ratio and building heights across the relevant precinct
- maintain, remove or reduce minimum site width requirements
- maintain, remove or reduce parking requirements.

Council's planning information must demonstrate that the increase in housing in these locations meets or exceeds that provided by the Transport Oriented Development program and aligns with other government priorities. This will be assessed based on metrics including building heights, floor space ratios, and other measures, and the Minister for Planning and Public Spaces will be the final decision maker for any proposals.

Reflect medium-high density potential

Planning controls for identified locations must be amended to reflect a medium-high density built form to increase the capacity for homes in these locations.

Amendments to planning controls to ensure a residential outcome of medium-high density may include:

- changing permissibility to include residential flat buildings in all residential zones and the E1 local centre zone
- changes to maximum floor space ratios with a maximum floor space ratio of at least 2.5:1 and maximum building heights of at least:
 - 22 m for residential flat buildings

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- 24 m for shop-top housing
- changes to minimum lot sizes and widths.

Sustaining housing supply into the future

Housing delivery in the Transport Oriented Development precincts is critical to meeting the NSW Government's recently released housing targets for each local government area across Greater Sydney, the Illawarra and Shoalhaven, Central Coast, the Lower Hunter and Greater Newcastle and its commitments under the National Housing Accord. Monitoring housing delivery in these locations, as well as housing need, will make sure that undersupply can be addressed.

Dwelling capacities and targets will need to ensure rates of housing delivery and supply are sustained into the future. This may include monitoring occupation certificates, as well as indicators of the housing supply pipeline, such as development application approvals and lodgements.

The capacity of potential new homes can also be based on feasibility analysis calculated for the precinct, local government area or region. Council can acquire its own feasibility analysis of the number of potential new homes, or the Department can provide this information through its Development Capacity Model with Council's inputs.

Long-term affordable housing

Longer term strategic planning for Transport Oriented Development areas should set ambitious yet feasible rates of affordable housing. Regional plans will guide the target contribution rate of new floor area provided as affordable housing, if a site is viable for development.

In the first instance, the prescribed affordable housing rate within the Housing SEPP will apply. In the event that a council takes a different rate or approach, we expect that councils will prepare an affordable housing contribution scheme that prescribes the rate and mechanism for delivering affordable housing. This may be through delivery of dwellings on site, and dedication to council or a community housing provider, or an equivalent monetary contribution or a land dedication.

It is expected that any proposed local planning will match the applicable affordable housing rate required under the Housing SEPP at that time. A published schedule to increase the affordable housing requirement over time will also be required. Where a higher affordable housing rate is proposed, this will need to be supported with feasibility testing. This can be considered across the Transport Oriented Development precincts in a local government area - e.g. higher affordable housing rate in some areas and lower in others.

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Parking

Parking will be an important element of the strategic planning process in the Transport Oriented Development precinct areas. The Department encourages councils to develop parking rates that are suitable for Transport Oriented Development precincts, based on local characteristics. The future parking provisions will shape travel behaviour and community expectations of public transport. Proposed parking rates should be equal to or lower than those that currently apply under the Housing SEPP.

Timeframes

Consultation

While we expect councils to undertake consultation, this consultation may be shorter than the normal consultation period outlined in Council's Community Participation Plan.

A targeted 2 week public exhibition is considered reasonable because:

- The intended uplift in the Transport Oriented Development precincts has already been communicated through the Transport Oriented Development program and these are precincts where the NSW Government has made it clear that growth is happening.
- The adequacy of State and local infrastructure to accommodate the anticipated growth has already been considered. Heritage considerations have already been taken into account.

If councils choose to conduct further community consultation, this must be carried out prior to the scheduled finalisation date for the Transport Oriented Development precinct. Otherwise the Transport Oriented Development provisions will take effect and remain in place until suitable alternative local planning controls are developed.

Councils should consult with agencies in the NSW Government that might have advice as a result of impacts not considered in detail by the Transport Oriented Development provisions, or local planning results in impacts greater than envisaged by the Transport Oriented Development provisions. Councils should discuss with the Department of Planning, Housing and Infrastructure on which agencies to consult with on local planning.

Proposed exhibition material is to be shared with the Department's Local Planning and Council Support and Housing Policy and Codes teams for validation prior to commencing community consultation.

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