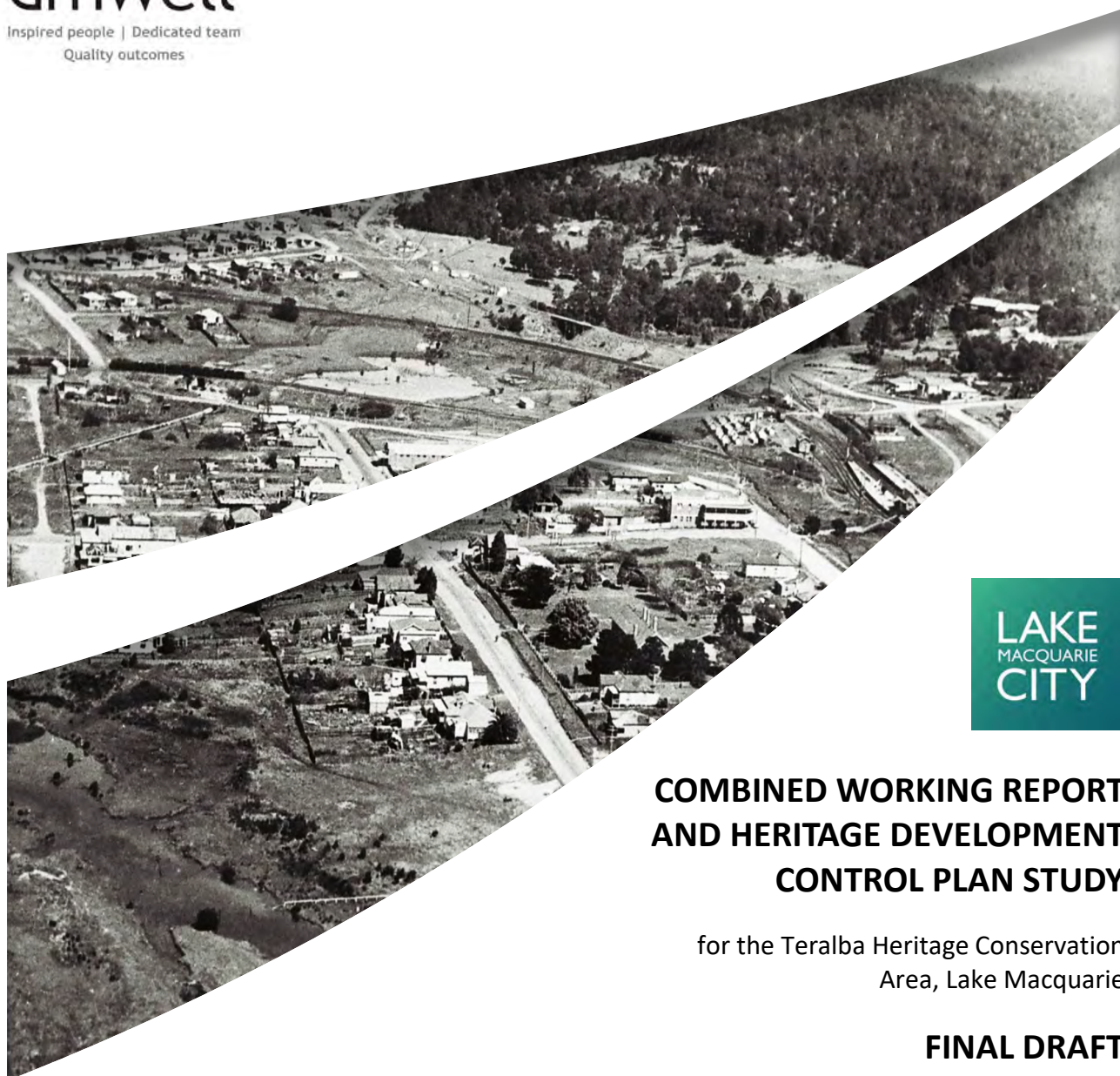




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COMBINED WORKING REPORT AND HERITAGE DEVELOPMENT CONTROL PLAN STUDY

for the Teralba Heritage Conservation
Area, Lake Macquarie

FINAL DRAFT

June 2021



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Lake Macquarie

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Prepared by
Umwelt (Australia) Pty Limited
on behalf of
Lake Macquarie City Council

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Report No. 4781/R02
Date: June 2021



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Executive Summary



Umwelt has been engaged by Lake Macquarie City Council (LMCC) to revise the sections of the Lake Macquarie Local Environmental Plan 2014 (LMLEP 2014) and Lake Macquarie Development Control Plan (DCP) 2014 (LMDCP 2014) that relate to the Teralba Heritage Conservation Area (HCA) and Teralba Heritage Precinct.

As part of the scope of works, Umwelt prepared an interim 'Working Report' detailing the following:

- A summary of the local and regional planning context;
- The results of a site visit of the HCA and Heritage Precinct;
- The draft results of a view analysis;
- A revised statement of significance for the HCA;
- Recommendations for amendments to the LMLEP 2014, including:
 - changes to existing individual heritage listings and/or;
 - proposed heritage listings;
 - changes to the Height of Buildings Map; and
- changes to the HCA boundaries recommendations for amendments to the DCP, including:
 - changes to the Heritage Precinct boundaries.

Based on the findings of the interim working report, revisions to the LMLEP 2014 and LMDCP 2014 are proposed. This report presents the Combined Working Report and Heritage Development Control Plan Study for the Teralba HCA, including these proposed changes. The **Revised DCP Controls** section of this report should be read as the revised Part 11.3 of the LMDCP 2014.

This report has identified all non-Aboriginal heritage values associated with the Teralba HCA, including the identification of contributory elements. It provides objectives and controls that are specifically intended to protect these identified heritage values, whilst providing direction for future development that enables the continued improvement and growth of the suburb.

It is acknowledged that components of this Study are not directly consistent with regional planning documents/strategies/plans, particularly in terms of development density, vertical additions, and scale of development (height controls). In their current configuration, these documents/strategies/plans do not seek to protect or enhance the heritage significance of the Teralba HCA, as the predominant focus of these documents is on facilitating development and change.

In response to this, the revised DCP controls and LEP amendments presented in this report are intended to ensure that new development (including alterations and additions) within the HCA is undertaken in a way that protects, conserves and respects its identified heritage significance, and have been developed with consideration of the overarching planning context.

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1.0 Introduction

Umwelt has been engaged by Lake Macquarie City Council (LMCC) to revise the sections of the Lake Macquarie Local Environmental Plan 2014 (LMLEP 2014) and LMDCP 2014 that relate to the Teralba Heritage Conservation Area (HCA) and Teralba Heritage Precinct. These two areas are shown in **Figure 2.1** for reference.

As part of the scope of works, Umwelt prepared an interim 'Working Report' detailing the following:

- A summary of the local and regional planning context;
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 - changes to the HCA boundaries;
- recommendations for amendments to the DCP, including:
 - changes to the Heritage Precinct boundaries.

Based on the findings of the interim working report, revisions to the LMLEP 2014 and LMDCP 2014 are proposed. This report presents the Combined Working Report and Heritage Development Control Plan Study for the Teralba HCA, including these proposed changes.

A summary of significance gradings in relation to property addresses within the revised HCA are included within **Appendix 1** Building Assessment sheets (or Inventory Sheets) for all properties within the revised HCA have been provided at **Appendix 2**.

The **Revised DCP Controls** section of this report should be read as the revised Part 11.3 of the LMDCP 2014.

1.1 Limitations

The following limitations apply to this study:

- The Building Assessment sheets have been prepared based on external visual inspection only. No internal inspections of privately owned properties were undertaken as part of this study.
- The Building Assessment sheets are predominately informed by high-level historical research only, in accordance with project scope and budget constraints. Additional information has been provided by property owners in some instances, and where relevant this has been incorporated into the Building Assessment sheets.
- This study does not consider Aboriginal cultural heritage in detail (refer to **Section 2.4**). Further work is recommended to better understand the Aboriginal cultural heritage and shared values of the Teralba Heritage Conservation Area, with such work being outside the scope of this study.

2.0 Local and Regional Planning Context

2.1 Strategic Overview

Teralba is situated in the north-west of Lake Macquarie, on the Main North Railway Line connecting Sydney and Brisbane. It consists of a local centre on the south side of the train station, with residential and industrial uses outside the local centre. The centre is located on the southern periphery of the North-West Lake Macquarie Catalyst Area (**Plate 2.1**) identified in the Greater Newcastle Metropolitan Plan and in the Lake Macquarie Local Strategic Planning Statement (LSPS).

The North West Catalyst Area will drive investment and change in the broader North West Growth Area of Lake Macquarie, which incorporates land between Speers Point, Edgeworth and Cardiff. The Catalyst Area provides opportunity to generate significant jobs, diversity of housing supply, and add more advanced manufacturing, recreation, open space and services to the broader region. Its proximity to the rail line and access to the arterial road network provides a solid foundation for a wide range of economic growth opportunities. These opportunities may include providing:

- large format retail, advanced manufacturing, office-based jobs and open space within a regionally significant catchment;
- A strategic gateway to Greater Newcastle; and
- An urban renewal precinct, meeting demand for affordable medium-density housing and enhanced lifestyle amenities.

The Teralba Precinct, which includes land to the north of the centre, is identified as one of seven precincts in the North West Catalyst Area. Identifying infrastructure required to increase opportunities for manufacturing, light industry and emerging new economic industries to support the transition from mining activities is a priority for this precinct. Local plans will need to be aligned to support commercial and industrial development that leverages the existing rail infrastructure. Suitable economic reuse of mining land is also to be investigated.

The LSPS guides the growth of Lake Macquarie City in line with State and regional planning goals. Teralba is identified as a future growth centre, supported by the Teralba train station, easy connection to surrounding areas, as well as Sydney and Newcastle, connection to the lake and the growing employment opportunities. More intensive residential development is envisaged to occur in and around the centre that is complimentary and sympathetic to its heritage values. In a broader context, investigation is to be undertaken into significant urban expansion from Teralba to the M1, and north to the Newcastle Link Road.

Enabling growth and more intensive development in Teralba while conserving the important heritage of the area is a key challenge. The LSPS highlights this need to review the Teralba HCA to balance development and growth pressures with delivery of heritage conservation outcomes.

Teralba is well positioned for active transport, with cycle way connections along the lake, through to Barnsley across the Barnsley Weir, and connection to the Great North Walk. There is also an approval for BlackRock Motor Park to the north-west of Teralba centre, making it a potential future tourist destination.

The suburb's historical background is associated with the development of quarrying activities and associated uses. In May 2020, there is still a quarry in operation, but there are also concrete manufacturers supporting the mining and construction industries. Aged care is also a major employer in Teralba.

Teralba businesses account for \$345 million of output each year, 1.7% of Lake Macquarie’s total output and 2.7% of the total exports of Lake Macquarie (2018). In 2016 the area provided 630 jobs, increasing to 718 jobs in 2018. This 13.9% increase was significantly higher than the Lake Macquarie job number increase of 6.6% for the same timeframe, demonstrating the significance of the Teralba area. Local businesses include an art gallery/café, a variety of artisan trades and the City’s biggest makers place, showcasing works by a host of local artists.

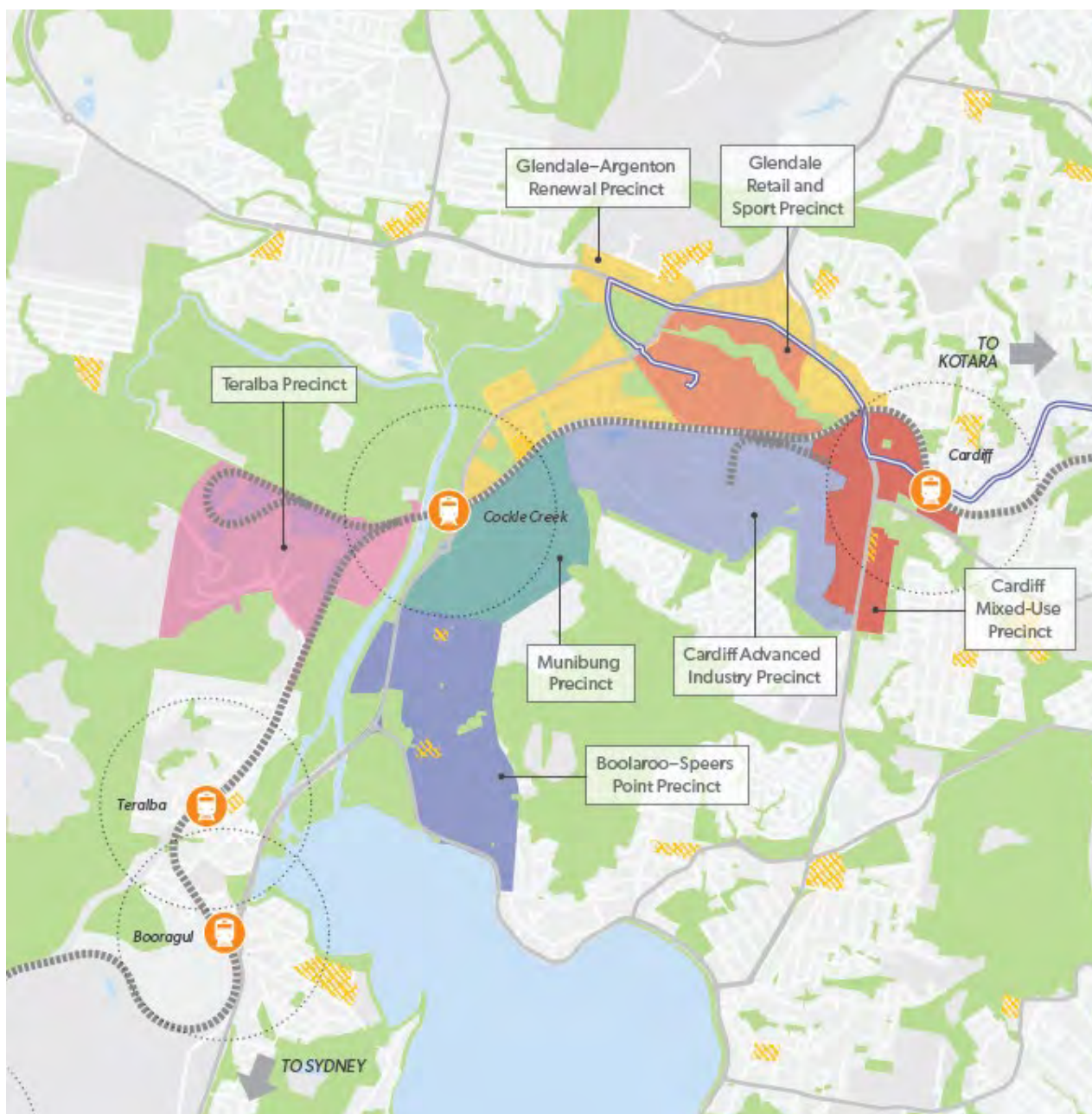


Plate 2.1 North-West Lake Macquarie Catalyst Area

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2.2 Applicable Planning Instruments

As part of the Lake Macquarie Local Government Area (LGA), Teralba is subject to the objectives, provisions and controls of both the LMLEP 2014 and the LMDCP 2014.

2.2.1 Lake Macquarie LEP 2014

An LEP is the principal legal document for controlling development and guiding planning decisions made by a local Council. As per Schedule 5 of the LMLEP 2014 and associated mapping, the suburb of Teralba forms, in part, an HCA of local significance. The boundaries of the HCA are shown in **Figure 2.1** for reference. At present, LMCC has not identified or applied heritage significance gradings to properties within the HCA.

Clause 5.10 (Heritage Conservation) of the LMLEP 2014 provides objectives and controls for the use, development and conservation of heritage items and areas listed on the LEP. The objectives of this clause are provided below for reference.

(1) Objectives

The objectives of this clause are as follows:

- a) *to conserve the environmental heritage of Lake Macquarie City,*
- b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- c) *to conserve archaeological sites,*
- d) *to conserve Aboriginal objects and Aboriginal places of heritage significance.*

There are 11 locally listed heritage items located within Teralba, as listed in Schedule 5 of the LMLEP 2014. These items are shown in **Figure 2.1**.

The LEP also includes objectives and controls for building heights and minimum lot sizes within the HCA boundaries.

2.2.2 Lake Macquarie DCP 2014

A development control plan is a document that supports the LEP with more detailed planning and design guidelines to support the planning controls in the LEP developed by a Council. The LMDCP incorporates provisions for works to heritage items, development in the vicinity of heritage items, and development within designated 'Heritage Areas' or precincts, as defined by the DCP.

Heritage item provisions are included throughout the DCP. Section 11.3 of the DCP ('Teralba Heritage Precinct') is specific to the Teralba Heritage Precinct (as mapped in this section of the DCP). This section of the DCP identifies 'specific issues relating to this locality', and provides a limited number of objectives and controls for development within the Precinct. These are provided below for reference. The boundaries of the Teralba Heritage Precinct are shown in **Figure 2.1** for reference.

Table 2.1 Current DCP content in relation to the Teralba Heritage Precinct

DCP Section	Content
Section 11.3 Part 1.3 Specific Issues Relating to this Locality	<p>Future development in Teralba will need to consider:</p> <ul style="list-style-type: none"> • The sense of social identity resulting from the area's history; • The physical boundaries of the locality including the bushland setting and separation from adjoining areas; • Heavy vehicle traffic from the mines and other industries generating noise and other pollutants; • Development that is compact and in scale with surroundings, including medium density and mixed-use development sensitive to the area's heritage character; • The proximity of the railway and provision of large lots that are appropriate for higher residential population densities; • Business growth that is based on unique local character. This needs to complement growing competition from larger town and regional centres; • Sensitive elements of the local topography and existing streetscapes.
Section 11.3 Part 1.4 Context and Setting	<p><u>Objectives</u></p> <ol style="list-style-type: none"> a) To safeguard the heritage and cultural values of the Teralba Heritage Precinct. b) To ensure that development complements the existing streetscape, local architectural style, decoration and adornments. c) To ensure that development does not detract from the significance of the dominant cultural and natural elements of the area. <p><u>Controls</u></p> <ol style="list-style-type: none"> 1) A detailed analysis of the streetscape and surrounding environment must accompany development proposals. 2) Development proposals must incorporate bulk, form, scale and landscaping that is consistent with, and complements the historic development of the Teralba Heritage Precinct.
Section 11.3 Part 1.5 Site Coverage	<p><u>Objectives</u></p> <ol style="list-style-type: none"> a) To ensure the bulk and form of future development reflects the historic development of the Teralba Heritage Precinct. b) To provide opportunities for the provision of landscaping and/or the enhancement of existing native vegetation. c) To promote on-site stormwater infiltration by encouraging pervious surfaces and landscaped areas. <p><u>Controls</u></p> <ol style="list-style-type: none"> 1) The maximum site coverage, including ancillary development, must not exceed 45%, unless it can be demonstrated that the proposal will not have a detrimental impact on the heritage values within the precinct.

2.3 Balancing the Local and Regional Planning Context with Heritage Conservation

This report has identified all non-Aboriginal heritage values associated with the Teralba HCA, including the identification of contributory elements. It provides objectives and controls that are specifically intended to protect these identified heritage values, whilst providing direction for future development that enables the continued improvement and growth of the suburb.

It is acknowledged that components of this Study are not directly consistent with regional planning documents/strategies/plans, particularly in terms of development density, vertical additions, and scale of development (height controls). In their current configuration, these documents/strategies/plans do not seek to protect or enhance the heritage significance of the Teralba HCA, as the predominant focus of these documents is on facilitating development and change.

In response to this, the revised DCP controls and LEP amendments presented in this report are intended to ensure that new development (including alterations and additions) within the HCA is undertaken in a way that protects, conserves and respects its identified heritage significance, and have been developed with consideration of the overarching planning context.

More intensive and higher density development can still occur within the HCA, provided that it is designed with regard for the heritage significance of the area, its streetscapes, and associated contributory elements. The proposed revisions and amendments predominately seek to limit the verticality of development/additions, but do not significantly limit horizontal development where this maintains the streetscape presentation of contributory elements and the impression of a predominant low-scale of development from the public domain.

This can be achieved through locating additions to the rear of existing dwellings, utilising underling topography where appropriate and considering lines of sight from the public domain (e.g. ensuring that multiple storey additions or new dwellings to the rear of existing dwellings are not visible from the public domain). Clear and detailed guidance in this regard is provided within the revised DCP controls. Further information is provided at Section 3.0 of the Part 11.3 document.

2.4 Aboriginal Cultural Heritage and Archaeology

Prior to European settlement of the region, the Lake Macquarie area was inhabited by the Awabakal people. The spatial distribution of Aboriginal archaeological sites within and around the Teralba area show that the lake itself along with watercourses such as creek lines were frequented by Aboriginal people in the past for the purposes of resource procurement and other activities. There are, however, no registered sites located within the Teralba HCA. This is likely to be due to the extent to which the area has been disturbed through industry and development.

Heritage NSW, which forms part of the Department of Premier and Cabinet (DPC, formerly the Office of Environment and Heritage -OEH) is primarily responsible for regulating the management of Aboriginal cultural heritage in New South Wales under the *National Parks and Wildlife Act 1974* (NPW Act). The NPW Act is accompanied by the *National Parks and Wildlife Regulation 2019* (the Regulation) and a range of codes and guides including the Guide to Investigating, Assessing and Reporting on Aboriginal Cultural Heritage in NSW (OEH 2011), the consultation requirements and the Code of Practice.

Cultural heritage value refers to the spiritual, traditional, historical or contemporary associations and attachments a place has for Aboriginal people (OEH 2011:8). There is not always a consensus about the cultural value of a place as people experience places and events differently. With regards to the Aboriginal cultural heritage of Teralba, it is noted that cultural significance can only be determined by Aboriginal people and is identified through Aboriginal community consultation.

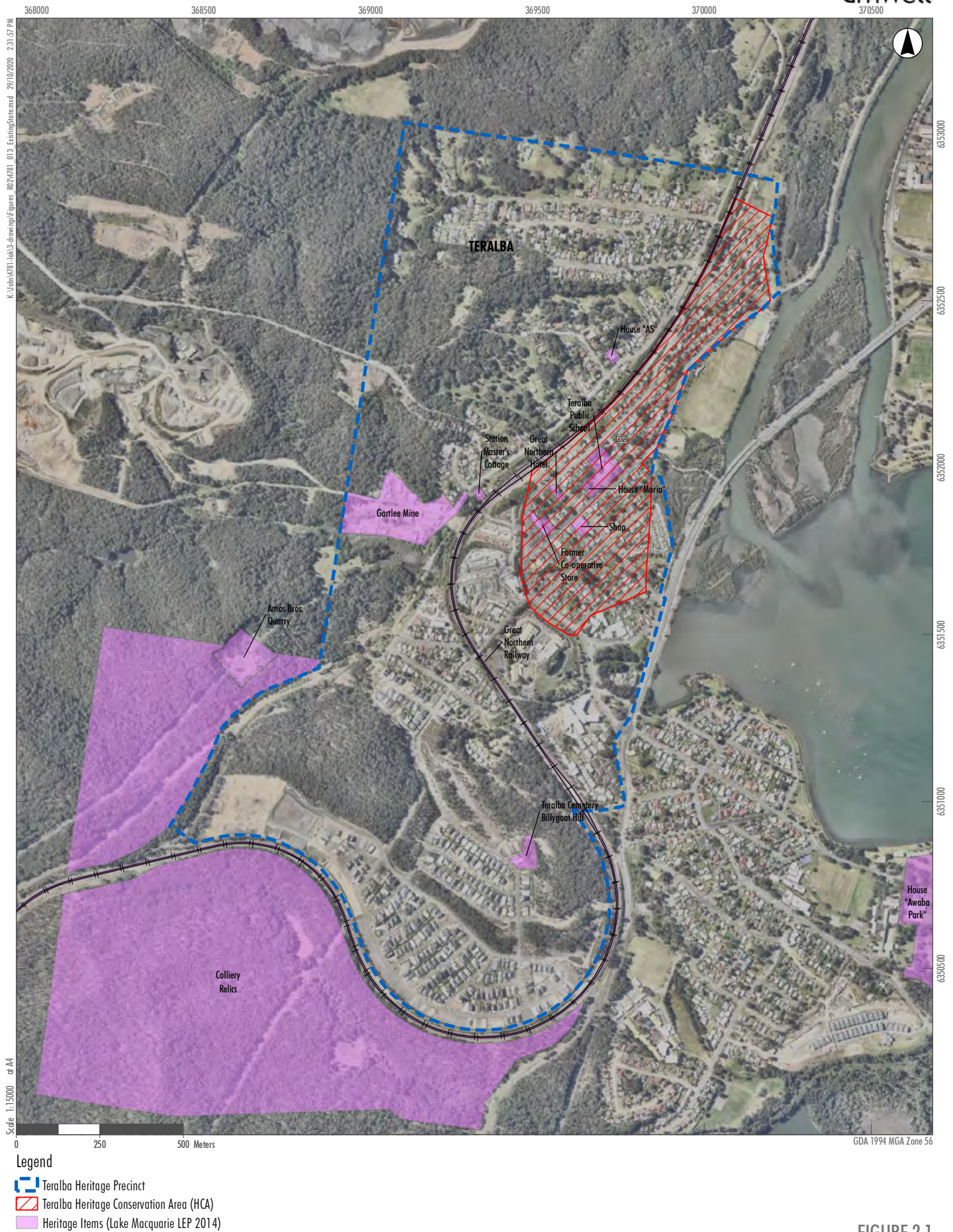


FIGURE 2.1

Existing boundaries of the Teralba HCA and
Teralba Heritage Precinct

3.0 Historical Summary

To inform this study, a review of Teralba's history was undertaken. Below is a brief summary of this history as it appears on the Lake Macquarie History resource webpage. The content below has directly informed the assessment and statement of significance for Teralba presented in this study, and has contributed to the development of objectives and controls within the revised DCP. It is noted that the below historical overview does not include information pertaining to Aboriginal cultural heritage, as noted in **Section 1.1** of this report.

3.1 Naming the Suburb

In 1831 the name 'Tirelbah' was recorded as the first European (non-Aboriginal) reference to the area. The current spelling was introduced in 1833. The name may have come from Ranclaud's 'Trialba' estate. It is thought that this, a Latin word for 'three white things', pertained to three local mountains. Alternatively, it may have derived from the Aboriginal words 'Tool-kar-bar' (a soft ti-tree place) or 'Tir-reel-ba' (place of ticks). Another possibility is '*place where edible bush grows*'. In 1884 the settlement was known as 'Fresh Water Creek' because of a small stream, used for drinking purposes. The 'Gravel Pits' and 'Glen Mitchell' were other early names. It was not until about 1887 that the railway station and its surrounding area became generally known as 'Teralba'.

3.2 Early Land Grants and Subdivisions, and Settlers

On 9 February 1830 Captain James St. John Ranclaud selected 914 acres (Teralba Parish). This grant (which ran south from the Five Islands to Marmong Creek) adjoined his first grant (which ran west to Killingworth and the Sugarloaf Range). Ranclaud's death led to the deed to his 914-acre grant being transferred, on 12 March 1842, to James Mitchell of Sydney. In February 1869 this estate and another (560 acres extending from Marmong Creek, southward towards Bolton Point, which was bought by Mitchell in 1836) were bequeathed to his daughter, Margaret Scott Quigley. This joint property was known as "Awaba Park Estate".

Around 1886 a section of the Quigley estate was surveyed, and subdivided into residential building blocks (see example plan in **Plate 3.1**). This subdivision was called "Glen Mitchell". In 1884 Mr. Rodgers (a baker) moved his family from Wakefield to Teralba, to seek employment on the railway construction. Prior to 1887, postmaster and railway officer-in-charge, H.F. Nesbitt arrived. In 1888 John Desreaux (Lake Macquarie Shire President 1916 - 1917) came from Woy Woy to settle. The town's first hotel proprietor, Thomas Williams, settled prior to 1888, whilst its second publican, John Hodges, arrived before 1890.

3.3 Early Industries

In 1884 Amos and Co., tenderers for the Northern Railway construction, opened a gravel quarry in 'Big Hill' (also known as 'Billy Goat Hill') south-west of the town. The Great Northern Coal Co. began mining in 1886 and production began on 23 July 1887. The company was financed by its employees (shares were 22 pounds each). The Colliery was renamed Northern Colliery in 1890; Pacific Co-operative Colliery in 1893; and the Pacific Colliery in 1914. After purchasing this colliery B.H.P. closed it to erect the Macquarie Colliery on the same site.

In 1890 Gartlee mine was opened. The mine's name was changed to Northern Extended in 1902. Owned by Andrew Sneddon, its first manager was David Miller. Interestingly, the initials A.S. are still emblazoned on the front brick wall of the former Sneddon residence in Railway Street overlooking the town and the lake. In the early days a sawmill was opened by the Turner Brothers at the railway entrance to the Northern Extended Colliery. Coke ovens were built nearby but the venture was a failure.

By 28 August 1903 Hodge's quarry was operational, and by 15 December 1909 so was Gardener and McNulty's. In 1922 these quarries were taken over by Teralba Gravel Quarries Ltd: both had closed by 1939. They now operate as a contemporary quarry.



Plate 3.1 Quigley Estate, township subdivision, Teralba, 1915

© Trove, MAP RM 4009 at <https://nla.gov.au/nla.obj-232410727/view>

3.4 Early Transport

Teralba station opened with the Gosford to Waratah section of the Great Northern Railroad on the 15th August 1887. During its construction period this station was known as 'Five Islands' or 'Lake Macquarie'. H.F. Nesbitt was the stations first Officer-in-charge; A.G. Sneddon was his assistant; Michael Meehan was the porter. Joseph Milligan was appointed as Teralba's first Station Master in 1902. During the building of the line, where it left Teralba Station on its way to Fassifern, it went through a place known locally as 'The Saddle'. This was between Billy Goat Hill and the larger Rhondda Hill. The line here had a high gradient.

Teralba Colliery and Northern Extended Colliery both had rail links, the latter having the Sydney line running to it. A second track was opened from Cockle Creek in May 1891, to cater for increased mining output. On 1 February 1903 the original line became redundant when a new track was laid around 'Big Hill' over the Booragul Loop with a lower gradient.

3.5 First Post Office, School and Other Organisations

The first post office was opened on 1 January 1885. It was known as 'Winding Creek' until its name was changed to 'Teralba' on 1 January 1888. H.F. Nesbitt was an early postmaster.

Teralba's first school was transferred from Cockle Creek. "The Temporary Public School Gravel Pits, Fresh Water Creek" operated in a rented house from 19 February 1886. In March 1886 this school was moved into the old Hillsborough School building (from Cockle Creek), which had been re-erected at the 'Gravel Pits' (Teralba). The school was now called 'Gravel Pits'. The name was changed to 'Glen Mitchell' in January 1889, and 'Teralba' in April 1891. Harry Wilkinson was the school's first teacher. By the end of 1886 over 90 pupils were enrolled.

The first meeting of Lake Macquarie Shire Council was held in Teralba Court House. This meeting of July 1906, proclaimed Mr. Stenhouse as temporary president. This was followed in December 1906 by the election of Mr. S. Croudace as President.

From 1906, the Lake Macquarie Coursing (greyhound racing) Club operated meetings at the "Plumpton" ground. "Plumpton Coursing" was a form of greyhound racing where two greyhounds contested against each other. A contemporary report of the opening stated: *'The fine ground of the Lake Macquarie Coursing Club at Teralba is almost ready for the holding of the opening meeting on 23rd and 24th May. The whole of the ground will be enclosed with a close paling fence, and this fence is nearly completed. It is on the slope of a hill, facing the waters of the lake, and is undoubtedly one of the finest and best situated coursing grounds in the State'*.

3.6 Development of the Town

The area developed in response to the railway works and mining ventures discussed above. In 1884 a camp for railway construction workers formed around the Amos and Co. Quarry. By 1885 about one hundred men worked this quarry; forty-five children lived in the camp.



Plate 3.2 The railway camp at the former Amos & Co. Quarry, 1887

© <https://newcastle-collections.ncc.nsw.gov.au/library?record=ecatalogue.15671>

It is probable that, prior to 1881, there were only two houses in the general area: Black's (at Cockle Creek) and Quigley's (near Marmong Point) (neither of which are located in the revised HCA). Most early settlers occupied - and later leased (usually for a fifty-year period) - land owned by the Quigley's. A survey of town allotments and streets was arranged by the Quigley Estate trustees about 1887. In 1886 the government surveyed a township. The area selected lay between the lake and the railway, only a short distance from the 'Fresh Water Creek' settlement near the quarry.

In 1886 the police station (officially named the 'Ballast Pit') opened on 'Billy Goat Hill'. Samuel Danks was its first police officer. Prior to 1887 the majority of settlers lived around 'Billy Goat Hill' (outside and to the south of the revised HCA). Teralba's first shop was built and operated by Thomas Gordon. This shop, which stood on the corner of William and Margaret Streets, was later occupied by James Bergin, and then by T.C. Frith and Co. On the adjacent corner Thomas McNamara opened a butchery.

In 1888 John Desreaux opened a blacksmith and wheelwright business in William Street, which was later moved to Pitt Street. In 1888 the first hotel - the Lake Macquarie - was opened by Thomas Williamson on the lakefront in Macquarie Street (outside the revised HCA). It closed in 1955 and has since been substantially modified for re-use as a hostel. A.M. Kearns operated Teralba's first bakery near this hotel.

The Great Northern Hotel, standing near the railway line, opened about 1890. John Hodges was its first publican. The present brick structure was erected in 1923 after the original two-storey weatherboard hotel was dismantled. In 1899 the old school building was renovated and used as a School of Arts. The water supply was established in 1916, and sewerage in 1963.

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FOR AUCTION SALE ON THE GROUND
On Saturday, 17th November, 1923, at 3 p.m.

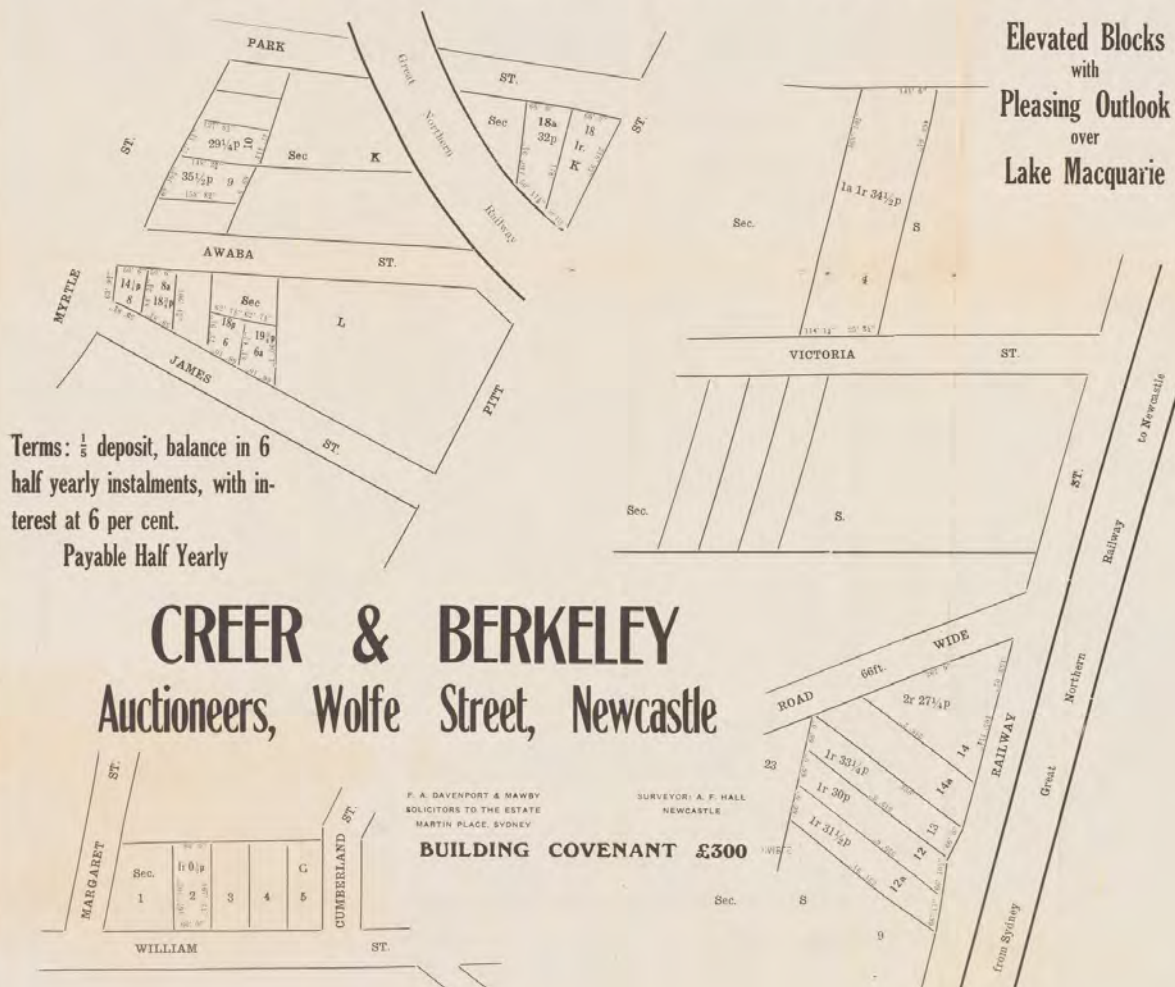


Plate 3.3 Teralba Freeholds plan, 1923

© Trove, MAP LFSP 1254, Folder 85 at <https://nla.gov.au/nla.obj-230250884/view>



Plate 3.4 Teralba 'On the Lake' subdivision plan, 1953

© Trove, MAP LFSP 1255, Folder 85 at <https://nla.gov.au/nla.obj-230250991/view>



Plate 3.5 Overview of Teralba including surrounding collieries, 1969

© Trove, MAP G8971.G46 svar (Copy 1) at <https://nla.gov.au/nla.obj-1481372346/view>

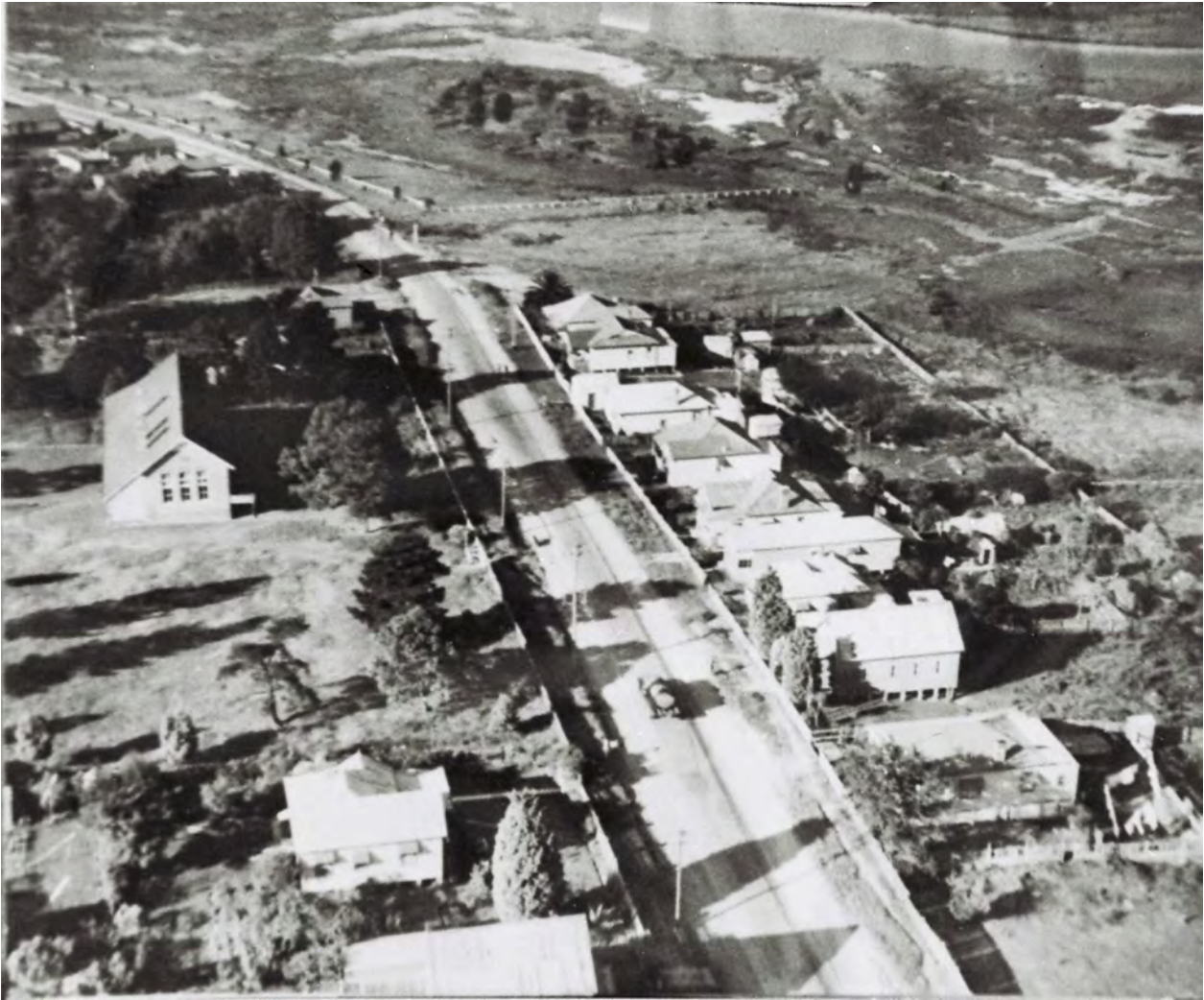


Plate 3.6 **Aerial view of the public school (left of frame) and early properties along York Street (right of frame)**

© Lake Macquarie History webpage, media section. Photo Ref: 487

4.0 Visual Inspection and Significance Gradings

Multiple site visits of the Teralba HCA and Heritage Precinct were undertaken by Karyn Virgin, Senior Consultant (Umwelt) throughout October and November 2019. One of these site visits was undertaken with Sherrie-Lee Evans, Heritage Support Officer, and Patricia Kinney, Development Planner Heritage, from LMCC.

The visual inspections of the HCA and Heritage Precinct were undertaken via vehicle and on foot. No access onto properties or into buildings was organised for the visual inspection, with all inspections undertaken from the public domain (i.e. from the footpath areas/road reserves).

Prior to undertaking the visual inspections, a preliminary 'core study area' was identified and mapped. Preliminary mapping assumed that the core study area would be generally in accordance with the existing boundaries of the Teralba HCA. However, as a result of the visual inspections, the core study area boundaries were revised and expanded. Changes to the core study area boundary were largely based on the identification of clusters of contributory buildings (graded as Contributory 1) outside of the existing HCA, particularly to the southwest. The final core study area is shown for reference in **Figure 4.1**. Also shown in this figure are the boundaries of the 'wider study area', as defined by the existing Heritage Precinct boundaries.

Within the core study area shown in **Figure 4.1**, every individual property was inspected, photographed and graded (refer to definitions below). Outside of the core area, but within the wider study area, properties were not individually graded but were subject to high-level inspection. This is predominately due to a review of relevant historical information coupled with this high-level inspection strongly suggesting that none of the properties in these areas are of heritage significance, nor could they be considered contributory to either the HCA or Heritage Precinct. However, where individual properties were identified within this high-level inspection to be of potential heritage significance, they were given a significance grading.

All field data was recorded on ArcCollector and converted into mapping by Umwelt's Spatial & Visualisation Services.

4.1.1 Significance Grading Classifications

Within the core study area shown in **Figure 4.1**, every individual property was inspected, photographed and graded as either:

- Contributory 1
- Contributory 2
- Non-Contributory
- Not assessed.

These significance gradings were adopted based on gradings developed and implemented by LMCC for previous projects, including Catherine Hill Bay. In terms of classification, the most widely used definitions of each grading are outlined in **Table 4.1**.

Table 4.1 Significance gradings used in preparation of this study

Grading	Definition
Contributory 1	Contributory 1 buildings are buildings that make an important and significant contribution to the character of the heritage conservation area or heritage streetscape. They have a reasonable to high degree of integrity and date from a key development period of significance. They are defined as buildings which are from a: (i) significant historical period layer, highly or substantially intact; or (ii) significant historical period layer, altered yet recognisable and reversible.
Contributory 2	Contributory 2 buildings are buildings that do not detract from the significant character of the heritage conservation area or heritage streetscape. Buildings that do not belong to a key period of significance, good contemporary infill, and development from a key period of significance which has been irreversibly altered, are identified as Contributory 2. They are defined as buildings which are from a: (i) significant historical period layer, altered in form, unlikely to be reversed; (ii) new sympathetic layer or representative of a new layer; or (iii) non-significant historical period layer
Non-Contributory	Non-Contributory buildings are buildings that are intrusive to a heritage conservation area or heritage streetscape because of inappropriate scale, bulk, setbacks, setting or materials. They do not represent a key period of significance and detract from the character of a heritage conservation area or heritage streetscape. They are defined as buildings which are: (i) new detracting development; or (ii) other detracting development.
Not Assessed	‘Not assessed’ refers to properties/buildings that were not able to be subject to visual inspection. This may have been due to a property owner (if approached at the time of inspection) refusing access, the property generally not being accessible (being located down a lengthy private driveway), or a property/building being almost completely obscured by vegetation.

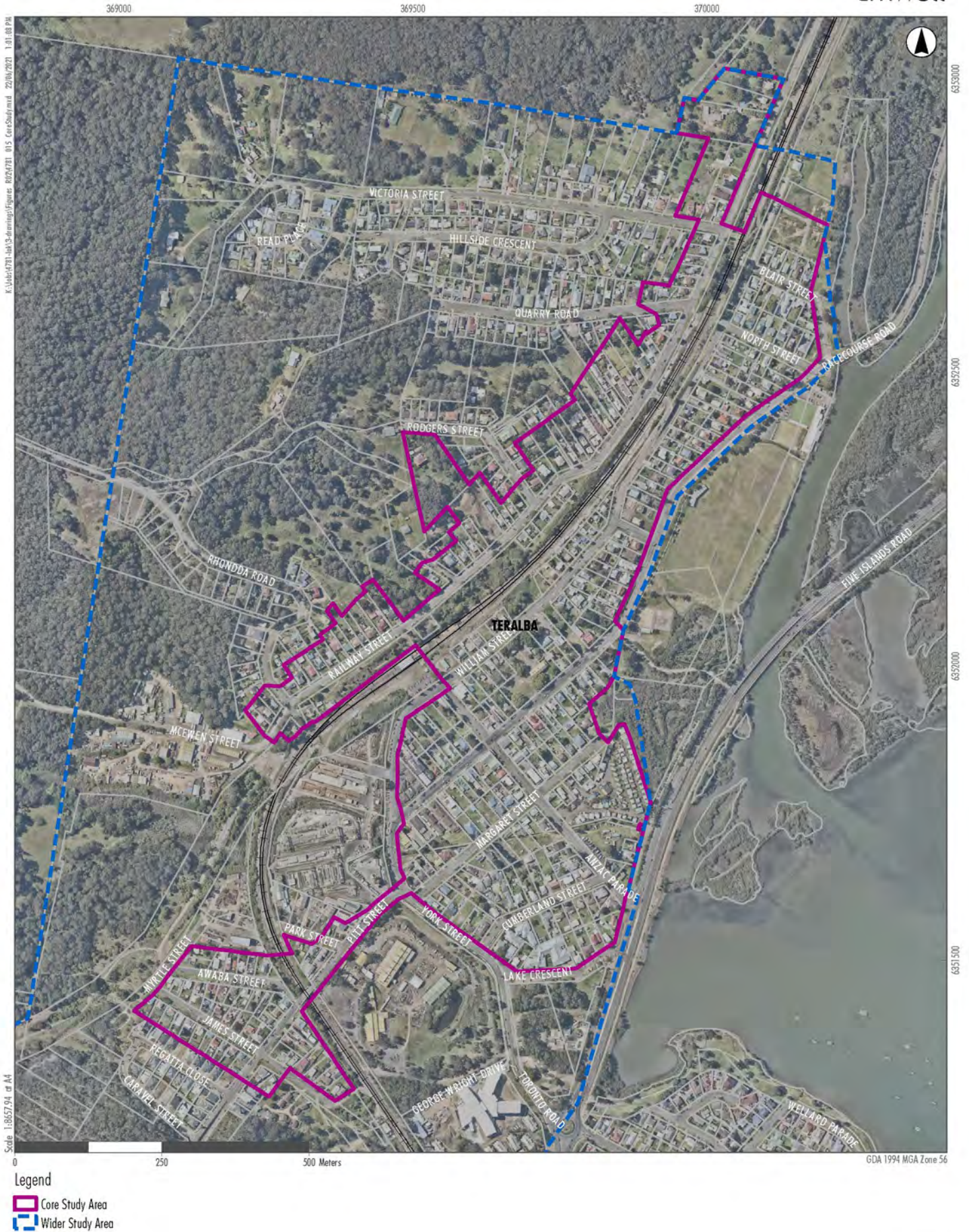


FIGURE 4.1
Core study area and
wider study area

4.2 Analysis of Results

The significance gradings of individual properties is shown in **Figure 4.2**. As demonstrated in this figure, there are relatively clearly defined clusters of Contributory 1 properties located in the following areas:

- Within the southwestern portion of the residential precinct, located on the southwestern side of the railway line. This includes properties located on Awaba Street and James Street;
- Within the northeast portion of the residential precinct, with properties clustered around the intersections of North Street, Blair Street, York Street, and William Street;
- Along the southern side of Railway Street and in proximity to the Teralba Public School;
- Along and around Short Street;
- Within the axis of the commercial precinct, located at the intersection of York Street and Anzac Parade. Additionally, residential properties located to the northeast of this precinct and along the southern side of York Street.

There are also a substantial number of Contributory 2 and Non-Contributory properties located throughout the core study area. The integrity of individual streetscapes has been significantly degraded through unsympathetic infill development, and inappropriate modifications to properties that are original or early. Broadly speaking, none of the streetscapes subject to inspection were identified to have a high degree of consistency in terms of scale, materiality, architectural style and period. Within the wider study area (and outside of the core study area), four Contributory 1 properties were identified. These four properties are isolated in terms of their grading (being the only Contributory 1 buildings identified within their streetscapes).

The streetscapes within which these properties are located did not display any integrity in terms of heritage (containing buildings that are inconsistent in terms of style, period, materiality and scale, and which are predominately contemporary) and were not identified to contribute to the aesthetic presentation or character of the Teralba HCA. As such, extending the HCA boundaries to encompass the four properties was assessed to be unjustified, and would extend the HCA development controls across a much broader area than is necessary to achieve the objectives of the HCA.

The most consistent portion of the core study area with regards to the nature and character of development is the axis of the commercial precinct, located at the intersection of York Street and Anzac Parade. Visually, this axis has retained the most integrity, and the building stock in this area continues to be reflective of the early history of the town. In addition to this, the consistent row of dwellings along the southern side of York Street and to the east of the commercial precinct, also retains a moderate degree of integrity.

The northwestern side of Railway Street contains several Contributory 1 buildings. The architectural character, physical integrity and condition of these properties means that they visually dominate specific aspects within this streetscape, despite the significant number of Contributory 2 and Non-Contributory properties that are also present. The most significant vista identified for the HCA (Vista 2, refer to **Section 5.0** below) is that which captures part of the residential portion of Teralba (particularly the northeast portion) as well as the more elevated properties on the northwestern side of Railway Street including the individually listed 'House A.S.' which has a high degree of architectural integrity and is recognised as locally significant.

The sweeping views of the northwestern side of Railway Street that are available from Five Islands Road, within which individual dwellings of high architectural integrity and impressive scale are visible, contribute strongly to Teralba's 'sense of place'. The scale of development in this area, which is in contrast to the remainder of the HCA, is reflective of the period of development that occurred in response to the increasing prosperity of the area, particularly in association with mining ('House A.S.', which is a former mine manager residence, exemplifies this). It is the aesthetic distinctiveness of this area, coupled with its contribution to the historical development of the area, that warrants its inclusion within the revised HCA boundaries.

The portion of the core study area located to the south of Margaret Street and to the east of York Street (including the caravan park) was observed to have a relatively low degree of integrity. The majority of properties within this area were assessed as being Contributory 2 and Non-Contributory, with only a handful of Contributory 1 properties identified. Where Contributory 1 properties were present, they did not form a discernibly cohesive streetscape or row of properties, occurring sporadically.

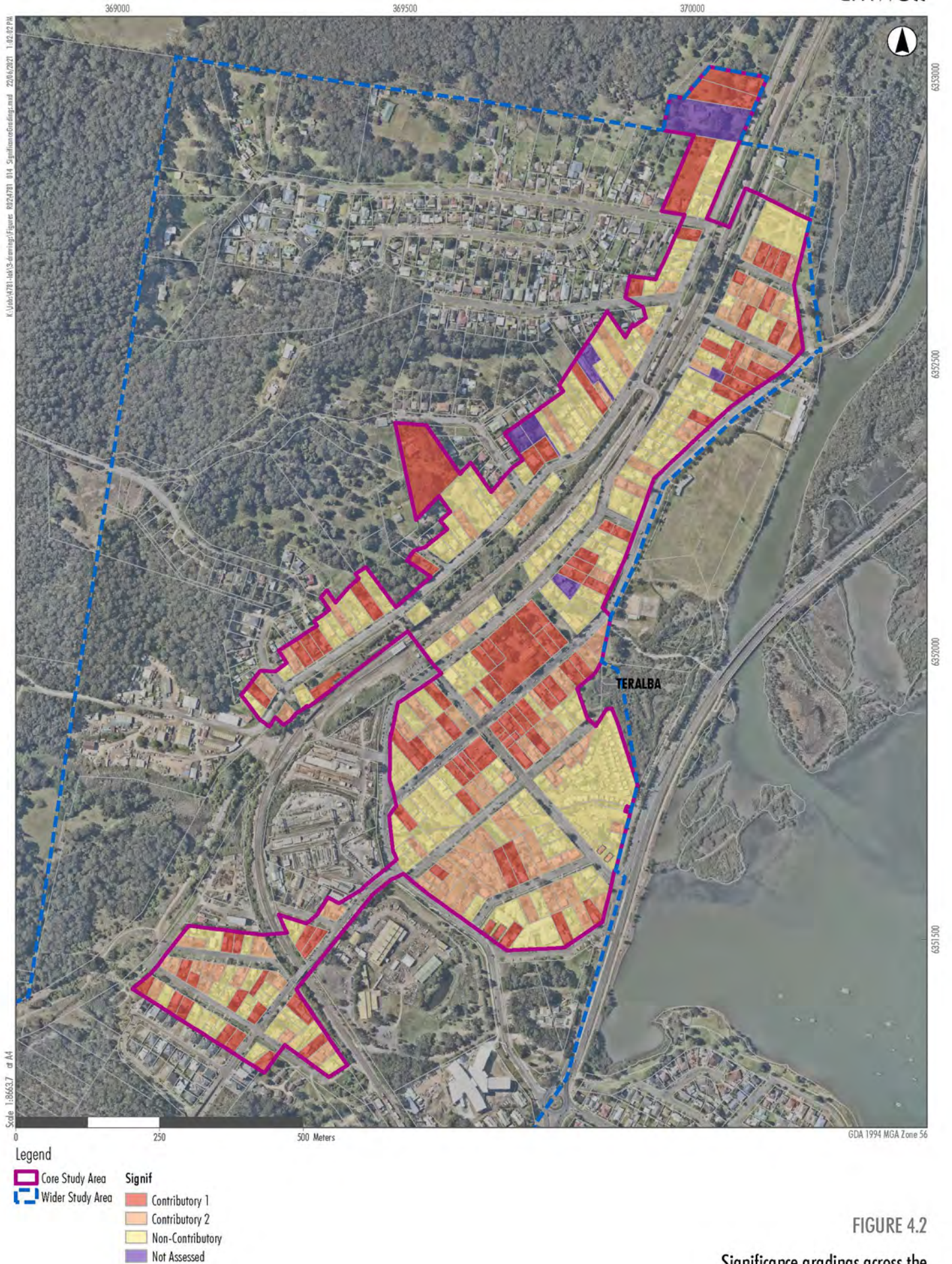


FIGURE 4.2

Significance gradings across the core study area

5.0 Views and Landscape Analysis

As part of the scope of works compiled by LMCC for this project, it was requested that a views analysis be undertaken. The purpose of a views analysis is to identify significant views and vistas within, to and from the HCA that contribute to the area's sense of place and overall heritage significance.

As part of the visual inspection described above, significant views and vistas were identified, captured and mapped. The below figures provide an overview of significant views and vistas that are located within the core study area. Photographs demonstrating these views have been included within the figures for reference.

5.1 Analysis of Results

5.1.1 Landscape Setting

The landscape setting of the Teralba HCA is strongly defined by the underlying topography and associated changes in elevation. In areas to the southeast of the rail line, the elevation is lower and the topography less variable. By contrast, areas to the northwest and southwest of the rail line are of a higher elevation with greater variability in the underlying topography.

As the landscape setting of the area has been subject to minimal change over time, the development of Teralba responds to and reflects this underlying topography. This is most evident on James Street and Railway Street, where larger block sizes and more variable topography has resulted in larger dwellings that tend to be of a larger-scale than those seen on flatter land where block sizes are generally smaller (such as in the vicinity of the principal commercial axis of York Street and Anzac Parade). Dwellings with a street presentation of one to two storeys are exclusively present on blocks that slope significantly up towards the rear, such as one James and Railway Streets. Where land is flat, the majority of dwellings have a single-storey street presentation.

In addition to the above, the presence of remnant vegetation around the periphery of the HCA contributes strongly to its setting and reinforces its character as a relatively isolated suburb developed between the lake to the east and elevated areas less suitable for residential development to the west.

5.1.2 Views

Following the visual inspection, a total of nine significant views were identified. These views, shown in **Figure 5.1**, are all located along streetscapes, and are relatively confined in terms of their visual reach. These views have been identified as significant based on their:

- Ability to reflect the more intact portions of the suburb;
- Inclusion of properties of contributory significance (graded as Contributory 1);
- Ability to convey a sense of the core study area's layout, character and scale.

These views are predominately concentrated within or in the vicinity of the commercial precinct, as this is the most intact area within the core study area. View corridors have also been identified in relation to consistent rows of relatively intact building stock (particularly along York Street).

5.1.3 Vistas

With regards to significant vistas, a total of five were identified within and around the core study area as shown in **Figure 5.2**.

These vistas are considered to be significant as:

- They provide vantage points from which a large portion of the building stock of Teralba is visible within a single view-line;
- They enable the topography and spatial span of the suburb to be appreciated, and provide a visual understanding of the suburb's development in relation to the landscape. These vistas achieve this by spanning one or more of the below:
 - both sides of the rail line;
 - one end of the residential precinct to the other;
 - a combination of residential, commercial and industrial areas within the core study area;
 - the surrounding (more distant) topography and landforms, as well as the relationship between Teralba and Lake Macquarie.

Vista 2 is particularly significant as it captures some of the more elevated properties along the northern side of Railway Street. This is significant because these properties, and particularly "House A.S.", are associated with the historical development of Teralba and particularly its association with the mining industry. "House A.S." was built for Andrew Sneddon, founder of the Northern Extended Colliery, also known as Gartlee Mine.

The visibility of "House A.S.", which has a high degree of integrity, is of a grander scale than housing stock elsewhere in the core study area, and is in an elevated position overlooking the township, conveys a sense of the importance of mining to the history of Teralba.

The limited number of significant vistas within and around the core study area is predominately due to the undulating topography that underlies the area, as well as the density of vegetation within and around the suburb which limits visibility within the suburb boundaries.

The commercial precinct, for example, is located at a lower elevation than surrounding residential development, but views towards the commercial precinct from points of higher elevation are obscured by both intervening residential development and vegetation.

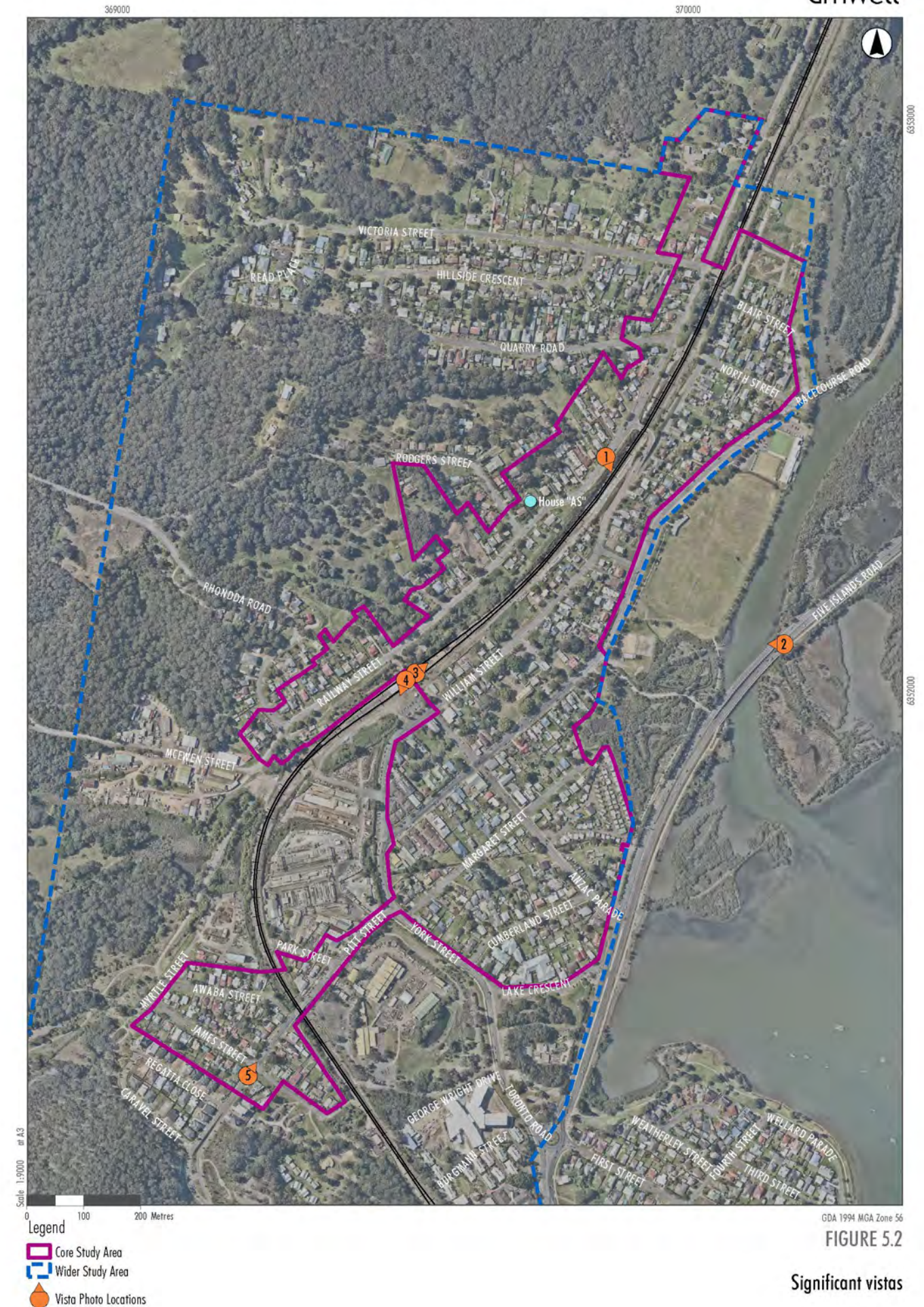
Whilst vistas of and around the core study area are available from more elevated positions, the actual visibility of building stock and other elements of Teralba within these vistas is negligible. As such, none of these vistas have been assessed as significant.

5.1.4 Scale of Development

The predominant scale of development within the revised HCA is single-storey. In some streetscapes, particularly where the topography lends itself to this, development of two to three storeys is present. Within the principal commercial axis, as defined by York Street and Anzac Parade, the height of development is variable, with commercial properties comprising a mixture of one and two storeys to the street, as well as one storey with full height parapets (giving the impression of two storeys to the streetscape).

Contributory and neutral buildings (gradings levels of Contributory 1 and Contributory 2) are almost exclusively one to two storeys in height, and typically have a street presentation of one storey. Buildings with a street presentation of two to three storeys within the HCA have generally been graded as 'Non-Contributory' as part of this assessment, as they are not in keeping with the predominant scale of development and as they interrupt the rhythm of streetscapes and obscure the original aesthetic intent of development within the HCA that is of heritage significance. Buildings with a street presentation of three storeys, being located within York Street, are highly detracting within the context.





6.0 Statement of Significance

The scope of works outlined by LMCC included the preparation of a revised statement of significance for the HCA. At present, two statements of significance are available for Teralba; one for the HCA defined in the LMLEP 2014, and one for the Heritage Precinct defined in the DCP 2014.

6.1 Current Statement(s) of Significance

The current statement of significance for the Teralba HCA, as it appears on the State heritage inventory (SHI) citation for the conservation area, is as follows:

“Teralba is closely associated with the coming of the railway to Lake Macquarie, & the railway was closely linked to the choice of site for Teralba's mines. The centre of the town changed from the west to the east side of the railway after the first 20 years, but considerable relics of early Teralba could be found & interpreted. There is certainly enough historic significance in the location of the early boundaries to justify enlarging the perimeter of the delineated Conservation Area.

Teralba is no longer a trading centre dependant on the railway quarries & coal mines for its existence, but life in the town is still strongly influenced by the movement of coal & quarry materials. Few early buildings survive, but the town retains a picturesque quality which could easily be destroyed by inappropriate development.”¹

The current statement of significance (which is framed as a statement of ‘History and Existing Character’) for the Teralba Heritage Precinct, as it appears in the LMDCP 2014 (Part 11, Revision 21, Adopted 11 June 2019), is as follows:

“The suburb of Teralba has considerable social and historical significance as one of the earliest railway and mining settlements in Lake Macquarie. The suburb also retains a distinctive traditional early twentieth century period character, due mainly to the consistency of timber and iron buildings and the cohesive streetscapes they form. The suburb is set in a semi-rural landscape with well-defined boundaries on the edge of Lake Macquarie and rising up a steep hillside to the west. This area enjoys views over Cockle Creek and the Lake.

Teralba was an important railway settlement and quarry site for several decades, and the railway and the station remain dominant physical elements in the landscape. The settlement is divided by the railway with each side of the suburb having its own distinct historical and aesthetic importance.

The original settlement, established in 1886, marked the arrival of both the railway and mining and was located on the west side of the railway line. Apart from the street layout, all that survives of the original settlement is a handful of original cottages.

The area east of the railway line developed later, as an extension to the town. It features a more formal street layout. Although most early cottages have disappeared, later cottages have adopted the traditional scale and form. There are also several individual buildings of note such as the Co-op Store and Post Office, located in the vicinity of the main commercial centre. The main street (York Street) was bypassed as a major route with the creation of Toronto Road. The original connection to Boolaroo was broken with the removal of Watkins Bridge.

Despite the loss of many early buildings, the settlement remains one of the notable historic precincts in Lake Macquarie. In particular the eastern precinct of the suburb continues to feature unified streetscapes characteristic of the early twentieth century. Although the settlement has taken on a predominantly suburban role, it retains its own distinct physical character and cultural identity.

¹ <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1910525>

The close physical proximity of the mines underlies the strong historical relationships between home and workplace. The location of the mines, in turn, was closely related to the siting of the railway station. The boundaries of the Teralba Heritage Precinct include several of these mining sites. This precinct is therefore an important archaeological resource for Lake Macquarie, with considerable potential as an industrial heritage site.”²

6.2 Revised Statement of Significance

Based on the background research undertaken to date, as well as the results of the visual inspection, the following revised and consolidated statement of significance for the Teralba HCA has been prepared. This revised statement of significance is based on the assessment of significance presented in **Table 6.1**. This statement better reflects the proposed amended HCA boundaries (refer to **Section 7.2**).

6.2.1 Assessment of Significance

Table 6.1 Assessment of significance for the Teralba HCA

Criteria	Assessment
A – Historical Significance An item is important in the course or pattern of the local area’s cultural or natural history.	<p>Teralba is one of the earliest railway and mining settlements in Lake Macquarie, and the conservation area is reflective of the key early industries that have historically characterised the development of individual townships within the Lake Macquarie local government area, including mining, the development of the railway, and the establishment and ongoing operation of small businesses intended to service local populations. The settlement is divided by the railway with each side of the suburb having its own distinct historical and aesthetic importance.</p> <p>The history of Teralba is inextricably linked with the early industries listed above, as well as with their economic dominance throughout the late nineteenth and early twentieth centuries.</p>
B – Associative Significance An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area’s cultural or natural history.	<p>Significant early enterprises associated with the Teralba conservation area include Gartlee Mine (also the Northern Extended), Rhondda Colliery, the Amos Bros Quarry and the Northern Colliery. Though these sites are located outside of the conservation area, the residential and commercial building stock of Teralba are a direct reflection of the economic significance of these enterprises and the role they played in the establishment and ongoing operation of the township.</p> <p>This is also conveyed by the landmark, individually listed Federation Queen Anne style dwelling “House A.S.”, which is located on the northern side of Railway Street and was constructed for Andrew Sneddon, founder of Gartlee Mine.</p> <p>The conservation area is also generally associated with all local residents and personalities that have resided and/or worked in the township over time. This connection is continued by current local residents, many of which have family lines that have been associated with the suburb for multiple generations.</p>

² <https://www.lakemac.com.au/downloads/CA1EC5A53100F14924CBEE2898F570DA7D2E1DC6.pdf>

Criteria	Assessment
<p>C – Aesthetic Significance</p> <p>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</p>	<p>In terms of aesthetic significance, the Conservation Area contains a number of both residential and commercial buildings that date from the early history of the town.</p> <p>Despite adverse impacts associated with the loss of many original/early buildings, more recent infill development and unsympathetic alterations and additions to original/early buildings throughout the township, Teralba has retained a sense of place and character that is clearly evidenced by pockets of intact building stock that date from the late nineteenth and early twentieth centuries. This includes the principal axis of the commercial precinct, located at the intersection of York Street and Anzac Parade, and the row of early twentieth century cottages present along York Street and opposite the public school.</p> <p>Significant buildings in this area include but are not limited to the Co-Op Building (73 York Street), the former Post Office (40 York Street), one of the former Police Stations (10 Anzac Parade) and the Teralba Public School (57 York Street).</p> <p>Later development, which dates from the inter-war period through to the mid-twentieth century, is also present within the suburb and is representative of the evolution of Teralba over time and in response to changing economic influences.</p> <p>The assortment of housing styles dating from a range of periods within Teralba is a testament to its longevity, established initially as a railway and mining settlement and continued into the twenty first century as a lake-side village held in high esteem by the local community for its historical character and picturesque location.</p>
<p>D – Social Significance</p> <p>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</p>	<p>The reverence in which the suburb's history is held by its local residents is demonstrative of the social significance of the place. Local residents have been active in compiling historical records relevant to the area, and the community's investment in the suburb is reflected by their active involvement in responses to development applications that would further degrade the conservation area's integrity.</p>
<p>E – Research Potential</p> <p>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</p>	<p>Further investigation and assessment of Teralba is likely to yield new and significant information regarding the township's history.</p> <p>There remains ample opportunity for additional research to supplement and enhance the current understanding of the suburb's historical development and heritage significance, and it is likely that this would contribute more broadly to an understanding of the history of the wider Lake Macquarie region.</p>
<p>F – Rarity</p> <p>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</p>	<p>Within the context of the Lake Macquarie local government area, the Teralba conservation area is one of only three listed conservation areas. It is relatively unique within a local context as a somewhat intact historical township that contains a concentration of locally listed heritage items and a clear continuation of use from the late nineteenth century onwards.</p> <p>This is predominately represented by Teralba's building stock, which contains an appreciable number of original and/or early buildings and elements.</p>

Criteria	Assessment
G – Representative An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's): <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments. 	<p>As noted above, the building stock of Teralba is representative of its historical development. There are an appreciable number of examples of dwelling and commercial buildings that are representative of:</p> <ul style="list-style-type: none"> • building styles, materiality and construction approaches from the late nineteenth century onwards • the influence of local industry on residential development and town layout. <p>As a whole, Teralba is an important representative example of a relatively intact late nineteenth century township within the Lake Macquarie region.</p>

6.2.2 Statement of Significance

The Teralba Heritage Conservation Area is of local heritage significance for its historical, associative, social and aesthetic heritage values, as well as its representativeness. Teralba is one of the earliest railway and mining settlements in Lake Macquarie, and the conservation area is reflective of the key early industries that have historically characterised the development of individual townships within the Lake Macquarie local government area, including mining, the development of the railway, and the establishment and ongoing operation of small businesses intended to service local populations. The settlement is divided by the railway with each side of the suburb having its own distinct historical and aesthetic importance.

The history of Teralba is inextricably linked with these early industries and their economic dominance throughout the late nineteenth and early twentieth centuries. Significant early enterprises associated with the conservation area include Gartlee Mine (also the Northern Extended), Rhondda Colliery, the Amos Bros Quarry and the Northern Colliery. Though these sites are located outside of the conservation area, the residential and commercial building stock of Teralba are a direct reflection of the economic significance of these enterprises and the role they played in the establishment and ongoing operation of the township. This is also conveyed by the landmark, individually listed Federation Queen Anne style dwelling "House A.S.", which is located on the northern side of Railway Street and was constructed for Andrew Sneddon, founder of Gartlee Mine.

In terms of aesthetic significance, the conservation area contains a number of both residential and commercial buildings that date from the early history of the town. Despite adverse impacts associated with the loss of many original/early buildings, more recent infill development and unsympathetic alterations and additions to original/early buildings throughout the township, Teralba has retained a sense of place and character that is clearly evidenced by pockets of intact building stock that date from the late nineteenth and early twentieth centuries. This includes the principal axis of the commercial precinct, located at the intersection of York Street and Anzac Parade, and the row of early twentieth century cottages present along York Street and opposite the public school. Significant buildings in this area include but are not limited to the Co-Op Building (73 York Street), the former Post Office (40 York Street), one of the former Police Stations (10 Anzac Parade) and the Teralba Public School (57 York Street).

Later development, which dates from the inter-war period through to the mid-twentieth century, is also present within the suburb and is representative of the evolution of Teralba over time and in response to changing economic influences. The assortment of housing styles dating from a range of periods within Teralba is a testament to its longevity, established initially as a railway and mining settlement and continued into the twenty first century as a lake-side village held in high esteem by the local community for its historical character and picturesque location.

The reverence in which the suburb's history is held by its local residents is demonstrative of the social significance of the place. Local residents have been active in compiling historical records relevant to the area, and the community's investment in the suburb is reflected by their active involvement in responses to development applications that would further degrade the conservation area's integrity. As a whole, Teralba is an important representative example of a relatively intact late nineteenth century township within the Lake Macquarie region.

7.0 Recommendations for Amendments to LMLEP 2014 and LMDCP 2014

7.1 Individual Heritage Listings

Four potential heritage items are identified in Appendix 1 of the *LMCC Heritage Guidelines*. These guidelines were adopted by Council on 11 June 2013. The *Heritage Guidelines* state that these potential heritage items were brought to Council's attention as having some cultural significance, but that the level of this potential significance is yet to be determined. These potential heritage items are listed in **Table 7.1** below.

Table 7.1 Potential heritage items in Teralba, identified in the LMCC Heritage Section 9 Guidelines

Item No.	Significance	Item	Address	Property Description
TA-24A	L	Dwelling	5 Victoria Street	Lot 1, DP 131451
TA-25A	L	St Hilda's Church	61A York Street	Lot 18, DP 770494
TA-27A	Not provided	Dwelling	12 Rodgers Street	Lot 100, DP 863559
TA-28A	L	St David's Church	St David's Church	Lot 4, DP 1128610

7.1.1 Proposal

It is not proposed to nominate any additional properties for individual heritage listing. Rather, properties of identified contributory value are proposed to be included as clearly identified contributory properties (graded Contributory 1) within the HCA. Appropriate objectives and controls for the management of these properties will be included within the revised DCP.

7.1.2 Justification

Discussions with LMCC to date have shown that the successful pursuit of individual heritage listings for properties within the Lake Macquarie LGA is dependent upon the co-operation of property owners, who are provided with an opportunity to object to any proposed listing over their property. It has been advised that the success rate for individual heritage listings within the Lake Macquarie LGA is low.

It is further noted that although the history of the wider suburb of Teralba is relatively well documented, information pertaining to individual properties, and particularly residential properties, is comparatively limited. This is demonstrated by the limited number of individual heritage listings within the suburb. Notable properties such as "House A.S." are demonstrative of relatively uncommon exceptions to this. By contrast, historical information related to communal buildings, such as churches, is likely to be more readily available.

Based on the above combined factors, it has been assessed that the pursuit of individual heritage listings for the two residential dwellings listed in **Table 7.1** is unlikely to be successful. Individual listings of the two churches listed in **Table 7.1** have a greater chance of success; however, it is noted that the process for individual listing requires additional research, reporting, and a formal application to be lodged. This is likely to be both a lengthy and costly process. For these reasons, the pursuit of individual listings does not form a recommendation of this report.

In lieu of this, significance gradings have been applied to all properties within the core study area. Properties assessed to be of contributory significance (graded as Contributory 1) will be managed and protected through objectives and controls within the revised DCP that are specific to their level of identified significance. This will ensure that these buildings are subject to an appropriate level of development control. As the LEP and DCP are to be revised irrespective of the application of significance gradings for the HCA, this approach negates the need for any additional and separate application and/or approval processes for individual listings.

7.2 Heritage Conservation Area

The Teralba HCA may have been initially developed as part of the Hunter Regional Environmental Plan 1989 (repealed). The boundaries of the HCA at that time including the commercial centre and public school. The boundaries were revised following the preparation of the 1993 *City of Lake Macquarie Heritage Study* by Suters Architects Snell for Lake Macquarie Council.

7.2.1 Proposal

It is proposed to amend the boundaries of the HCA to better reflect the spatial distribution of contributory properties (graded as Contributory 1), and to capture significant views and vistas that contribute to the setting, character and significance of the area.

7.2.2 Justification

The 1993 *Heritage Study* stated:

'The small delineated Conservation Area in the REP includes the commercial centre and school, but no mine sites or early development west of the railway. The centre of town changed from the west to the east side of the railway after the first 20 years, but considerable relics of early Teralba could be found and interpreted. There is certainly enough historic significance in the location of the early boundaries to justify enlarging the perimeter of the delineated Conservation Area.'

The existing boundaries of the HCA do not, however, include either land on the western side of the railway line or the location of known historical mine sites. The existing boundaries do not follow cadastral boundaries, and do not include all of the individual items (including residential properties) identified in the 1993 *Heritage Study* as being of heritage significance. The boundaries of the existing HCA appear arbitrary and as such, the revision of the existing HCA boundaries is considered warranted.

Based on historical research and a complete visual assessment of the area, proposed revised HCA boundaries have been identified, as shown in **Figure 7.1**. It should be noted that the proposed revised boundaries are in draft form only, pending further feedback and edits from LMCC upon review of this working report.

As noted above, the revised HCA boundaries have been developed to better reflect:

- The spatial distribution of Contributory 1 properties (refer to **Section 4.2**).
- The southwest residential precinct (being land on the southern side of the rail line, including properties along James Street and Awaba Street) is not included at all in the existing HCA, despite the 1993 *Heritage Study* identifying at least one property of significance in that area.
- Significant views and vistas that contribute to the setting, character and significance of the area (refer to **Section 5.1**).

- The present HCA boundaries do not afford protection to all of the significant views and vistas identified in the preparation of this report. This is particularly relevant to Vista 1, which shows properties on the northern side of Railway Street.
- The historical development of Teralba, including development on both the western and eastern sides of the railway line. Land to the western side of the railway line was developed first, from the mid-1880s.
- The eastern side of the railway line was not developed until some 20 years later, but is considerably more intact. Both portions of the suburb contribute to its historical, social and aesthetic significance, and should be included in the HCA.

It is noted that the revised HCA boundaries encompass a larger area than the existing HCA boundaries do. However, this increase in area is mitigated by the application of significance gradings to individual properties. It is also mitigated by the proposed removal of the Teralba Heritage Precinct, the inclusion of which within the current DCP is problematic with regards to development assessment (refer to **Section 7.3**).

The intention of the revised HCA boundaries, coupled with the application of significance gradings for individual properties, is to allow for a greater degree of development control for Contributory 1 buildings, whilst enabling an appropriate degree of flexibility for the development of Contributory 2 and Non-Contributory properties. The application of significance gradings means that although more properties are included within the revised HCA, there is a greater degree of discretion available in how individual streetscapes and properties are managed and protected by the DCP. Generally speaking, Contributory 2 and Non-Contributory properties will be subject to considerably less stringent objectives and controls than Contributory 1 buildings will.

Simultaneously, the overall character and setting of the wider suburb will be afforded a greater degree of cohesive protection, with objectives and controls able to be developed for:

- The area as a whole
- Identified significant views and vistas
- Individual properties
- Entire streetscapes.

This will effectively mitigate development assessment issues currently being experienced in relation to the existing DCP objectives and controls, which are limited and generalised. The revised DCP is also intended to take precedence over the *LMCC Heritage Guidelines*, which are not readily accessible to property owners, users or contractors. Ultimately, an overarching DCP that is thorough in its approach and that adequately addresses the nature and details of the Teralba HCA (including the relative gradings of individual properties) will be developed based on the changes proposed in this document.

For reference, the following table has been compiled to demonstrate the details of the proposed HCA boundary changes, as they relate to affected properties. As this table demonstrates, although the number of individual properties within the HCA has increased, the relative number of Contributory 1 properties, which are subject to more stringent development controls than Contributory 2 and Non-contributory properties, is low.

It is noted that the below figures are based on legal allotment boundaries, and do not necessarily reflect the number of individual structures present within each allotment.

Table 7.2 Details of changes associated with the revised HCA boundaries

Item	Result
Number of individual properties included within existing HCA	196
Number of individual properties included within revised HCA	276
Number of individual properties graded as Contributory 1 within revised HCA	78
Number of individual properties graded as Contributory 2 within revised HCA	67
Number of individual properties graded as Non-contributory within revised HCA	125
Number of individual properties not assessed within revised HCA	6

7.2.2.1 Removal of Properties from the Revised HCA

In total, two properties have been excised from the revised HCA boundaries: this includes 2B William Street, and the Pigeon Racing Club within part of Lot 2 DP 1001465, also on William Street. Both of these properties have been graded as Non-Contributory as a result of this assessment.

The removal of these properties from the revised HCA is predominately due to their Non-Contributory grading. In the case of the Pigeon Racing Club building, it is noted that the building is located on the periphery of the revised HCA; all other non-contributory properties located immediately adjacent to the revised HCA's boundaries (i.e. on the periphery of the revised HCA) have been included within the revised HCA as they form part of relatively intact streetscapes that warrant conservation in terms of bulk, scale and materiality. Excluding these properties from the revised HCA could result in the introduction of inappropriate infill development within streetscapes that could compromise the integrity and cohesiveness of the streetscape in the future.

By contrast, the southwestern side and end of William Street is not included within the revised HCA, meaning that the removal of the Pigeon Racing Club building from the revised HCA is not anticipated to result in adverse impacts to the wider streetscape within which it is located should inappropriate infill development be introduced within the excluded properties in the future. Inclusion of the Pigeon Racing Club building within the revised HCA has been assessed as unlikely to result in any discernible benefit in terms of heritage conservation.

With regard to 2B William Street, it is noted that at the time of inspection, this block was vacant and assessed as Non-Contributory. The block is located to the rear of houses along the northern side of Blair Street (therefore not forming part of this streetscape) and at the northernmost end of William Street; the block did not represent a continuation of any housing that fronted (faced west onto) William Street. Based on these factors, the block was assessed to be visually and physically separate from surrounding properties and non-contributory within adjoining streetscapes.

Further to this, research undertaken at the time of the visual inspection showed that multiple approvals had been granted for development within the block between 2003 and 2018, with approved development to be for multiple single storey dwellings of contemporary design and construction. As this development was already approved at the time this study was prepared, inclusion of this block within the revised HCA was not assessed to be warranted, and was not considered likely to contribute positively to the overall intent of the revised HCA.

The remainder of the existing HCA is replicated by the revised HCA, with these two properties being the only two proposed to be excised from the HCA as part of this study.

7.2.2.2 Park Street

As part of an earlier draft of this document, three properties within Park Street were included in the revised HCA boundary. As part of interim community consultation undertaken specific to Building Assessment sheets/inventories (where property owners were provided opportunity to revise and/or correct information contained within their relevant building assessment sheet/inventory) feedback was provided by the owners of two of these three properties.

The owners raised issues regarding the land zoning classifications that applied to their properties, which are zoned as IN2 Light Industrial. This zoning applies to the surrounding properties also, and is not present anywhere else within the revised HCA boundaries. In addition to this, the three properties on Park Street have an applicable height limit of 15 metres, which is higher (by five metres) than any other area within the revised HCA. This height limit applies to Park Street generally, and to immediately surrounding properties. Park Street is therefore unique within the context of the revised HCA, as it is subject to land zoning and height controls that do not apply anywhere else within the revised HCA.



Plate 7.1 Existing height controls that apply to the three properties in Park Street

© Lake Macquarie LEP 2014

The Park Street properties are located within an immediate area that strongly reflects the applicable zoning and height controls, with the southern side of the street in particular being clearly industrial in nature. Park Street is a relatively short street, and does not have a clear or strong visual relationship with the remainder of Teralba. In comparison to other streetscapes such as James Street, York Street and Anzac Parade, Park Street as a whole lacks integrity, and does not share the same ‘village feel’ as other more intact streetscape within the revised HCA do.

The immediate context of Park Street, which is strongly characterised by industrial development, is not consistent with the character or aesthetic presentation of the remainder of the revised HCA. In fact, industrial development like that present on the southern side of Park Street detracts from the heritage character of Teralba and its ‘village feel’.

Although two of the properties on Park Street are graded as Contributory 1, their immediate context and physical and visual separation from the remainder of the revised HCA means that their contribution to the wider revised HCA is limited. Ultimately, on the basis of the relevant land zoning, height controls and community feedback, it was determined to remove Park Street from the revised HCA boundaries.



Plate 7.2 Existing zoning classifications that apply to the Park Street properties

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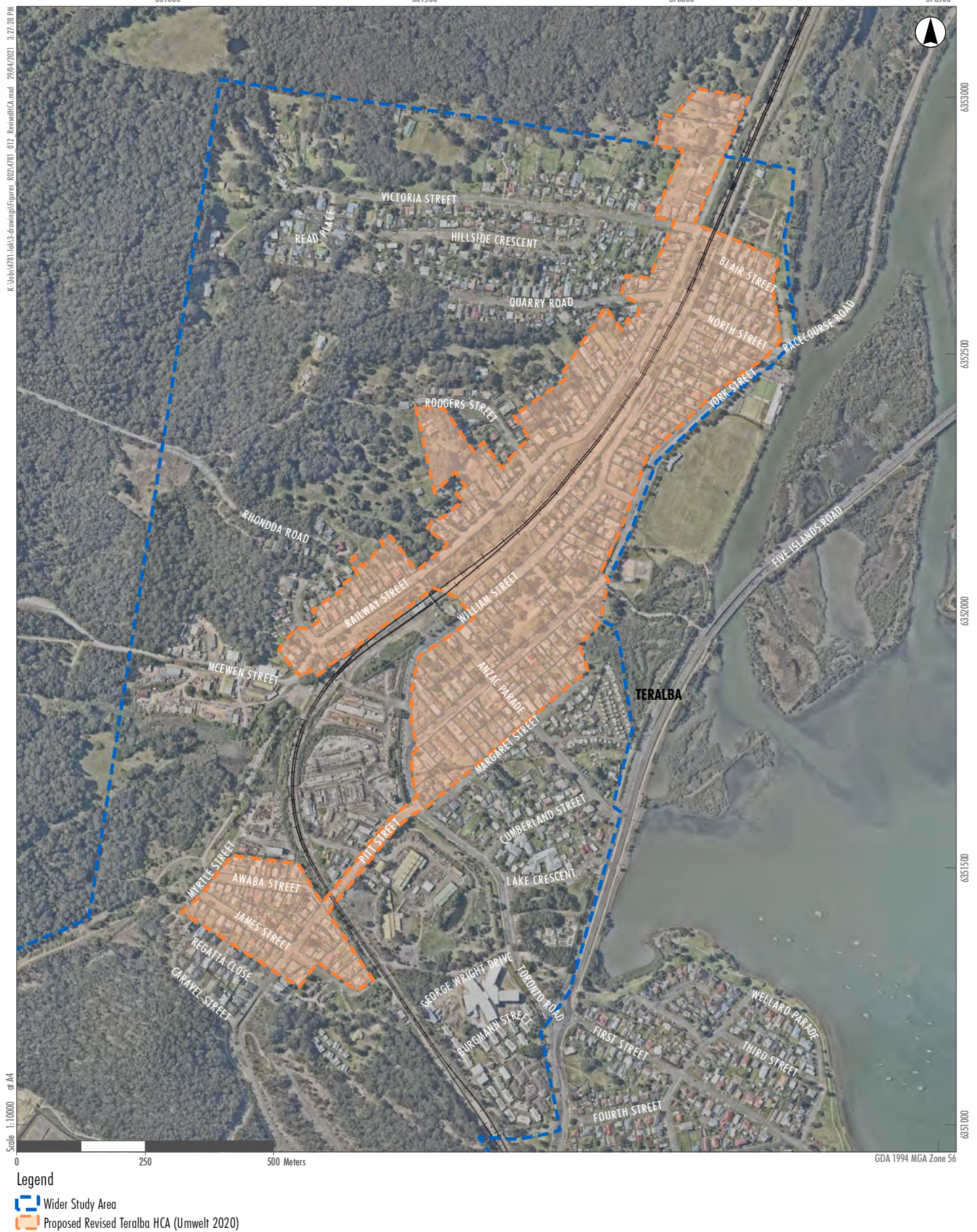


FIGURE 7.1

Proposed revised HCA boundaries

7.3 Heritage Precinct

The Teralba Heritage Precinct is included in the LMDCP 2014 as part of a 'Heritage Area Plan' within the Lake Macquarie LGA. The Teralba Heritage Precinct covers a significantly larger area than the Teralba HCA (as defined within the LMLEP 2014), extending as far south as Fisherman's Drive, which demarcates the southern boundary of the recently constructed Billy's Lookout residential development estate.

7.3.1 Proposal

It is proposed to remove the Heritage Precinct in its entirety from the LMDCP 2014.

7.3.2 Justification

As noted above, the Heritage Precinct boundaries encompass a large area, the majority of which has not been previously assessed to be of or contain elements of heritage significance. The boundaries of the Heritage Precinct, like those of the existing HCA, appear arbitrary, and are not adequately justified by the historical record. This means that all development applications within the Heritage Precinct, whether they apply to items of established or potential significance, or to buildings constructed in the recent past (i.e. within the last 5-10 years) that have no identified heritage significance, are being referred to Council's heritage officers as part of the development assessment process.

At present, the Heritage Precinct functions as an element within the DCP, and unlike the LEP (and the HCA) does not have statutory protection. Council have advised that in their experience, heritage protection afforded by the Heritage Precinct is generally overruled by the provisions of the *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008*. The Heritage Precinct therefore has little weight in terms of heritage protection and is not readily enforceable by Council's heritage officers.

For the reasons discussed above, the retention of the Heritage Precinct is not considered warranted. The removal of the Heritage Precinct as a mechanism for development control and heritage protection is, however, offset by the proposed expansion of the existing HCA (refer to **Section 7.2**), including the application of significance gradings and the identification of views and vistas of significance.

These mechanisms are anticipated to be considerably more effective in affording protection to the heritage significance of Teralba, whilst simultaneously providing greater clarity to Council, property owners/users and contractors with regards to the management and protection of heritage items and areas and their responsibility in that regard.

7.4 Height Controls

The existing height controls that apply to the proposed revised HCA are shown in **Figure 7.2**. As shown, the predominant height limit across the revised HCA is 10 metres, which allows for development of up to three storeys, depending on the way in which the development is designed. Higher development (15 metres) is permissible within land zoned for industrial use. In some areas, particularly those away from the principal commercial axis formed by York Street and Anzac Parade, development is restricted to 8.5 metres in height (up to two storeys depending on building design).

7.4.1 Proposal

It is proposed to vary the height of building provisions in LMLEP 2014 that apply within the revised HCA boundaries to better reflect and conserve the predominate scale and character of the area from which its identified significance is in part derived.

7.4.2 Justification

The predominant scale of development within the revised HCA is single-storey. In some streetscapes, particularly where the topography lends itself to this, development of two to three storeys is present. Within the principal commercial axis, as defined by York Street and Anzac Parade, the height of development is variable, with commercial properties comprising a mixture of one and two storeys to the street, as well as one storey with full height parapets (giving the impression of two storeys to the streetscape).

Contributory and neutral buildings (gradings levels of Contributory 1 and Contributory 2) are almost exclusively one to two storeys in height, and typically have a street presentation of one storey. Buildings with a street presentation of two to three storeys within the HCA have generally been graded as 'Non-Contributory' as part of this assessment, as they are not in keeping with the predominant scale of development and as they interrupt the rhythm of streetscapes and obscure the original aesthetic intent of development within the HCA that is of heritage significance. Buildings with a street presentation of three storeys, being located within York Street, are highly detracting within the context.

It is proposed to vary the height provisions of the LMLEP 2014 that apply to part of the revised HCA, as shown in **Figure 7.3**. It is proposed to lower the height limit in the hatched area in **Figure 7.3** from 10 metres (allowing development up to three storeys) to 8.5 metres (allowing development up to two storeys). The purpose of modifying these height controls is to ensure that the predominant scale of the HCA is maintained and reinforced, particularly as part of any new development including alterations and additions and infill development. Development of an inappropriate scale poses one of the major threats to the integrity and condition of the HCA. Development of an inappropriate scale, where present, has already resulted in a significant impact to the visual integrity of the HCA, and it is crucial that such development be discouraged in order to most effectively preserve and strengthen the heritage character and 'feel' of Teralba which is strongly communicated by its intact historical building stock. The existing height control of 10 metres (K classification) on the northwestern side of the railway line is not proposed to be changed due to:

- The scale of development along the northwestern side of the railway and Railway Street is already of a larger scale than that seen elsewhere within the Teralba HCA and/or the revised Teralba HCA boundaries. There is comparably much less consistency of scale along this streetscape.
- This area is physically and visually removed from the majority of the HCA, which is centred around the principal commercial axis of York Street and Anzac Parade:
 - This area has its own set of distinct viewlines and vistas (refer to **Section 5.0**) that extend from Five Islands Road across the majority of Teralba to capture the elevated Railway Street and properties located therein;
 - Visually, development along this streetscape does not have a direct connection to less elevated development located in proximity to the principal commercial axis, but is visually distinctive due to its elevation and the scale of development contained therein; it is this distinctiveness, coupled with the aesthetic integrity and significance of a number of the dwellings located along this streetscape that warrant its inclusion within the revised HCA;
 - Railway Street is much more elevated than the remainder of the HCA and is underlain by more variable topography which, in relation to some blocks, includes severe slopes;
- Many of the blocks along this streetscape are considerably larger (predominately deeper) than other blocks throughout the HCA. This gives them a greater capacity for more substantial development than smaller blocks located in less elevated areas within the HCA.

For these reasons, this area is assessed to have a greater capacity for development of a more substantial scale than the remainder of the revised HCA. Changes to the height controls that apply in this area are therefore not considered to be warranted.

The revised DCP controls also include more specific direction for the scale/height of development that is appropriate within the revised HCA, as this varies depending on the streetscape or area within which the development is proposed. Underlying topography has also been considered, as this can partially determine the scale of development that may be permissible within a specific block or streetscape.

It is noted that no changes are proposed to applicable land zoning classifications within the HCA, as this would result in limitations on the density of development that is achievable within the HCA in a way that conflicts directly with relevant planning objectives (refer to **Section 7.5**). By varying the height provisions within the LMLEP 2014 but maintaining the land zoning classifications, an increase in density can still be achieved provided that this is appropriately and sympathetically designed. It is also stressed that the proposed height controls will still allow for development up to two storeys in height and only places limitations on development that exceeds two storeys in height.

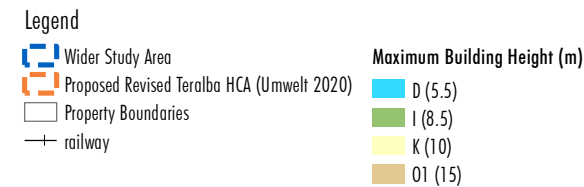
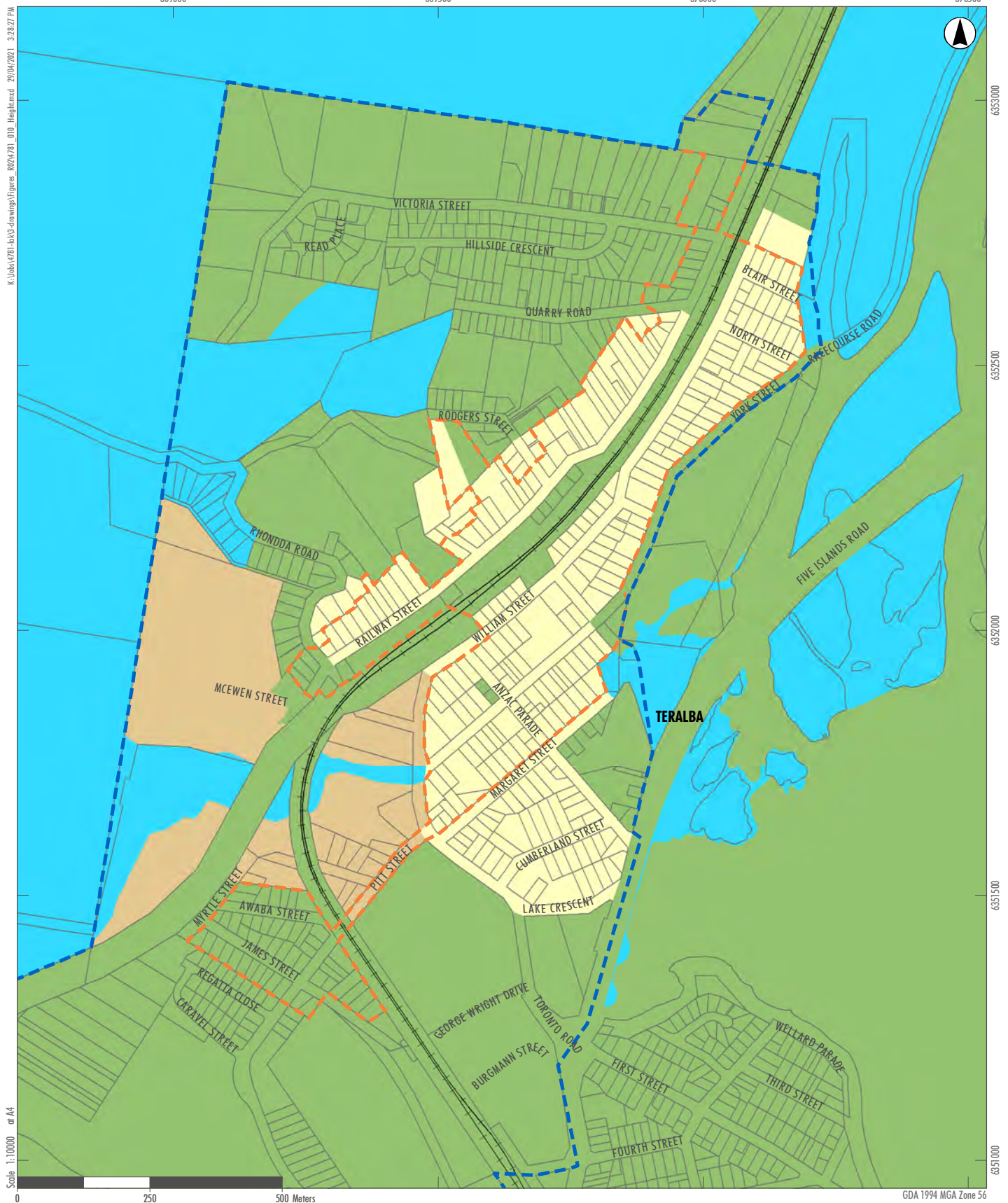


FIGURE 7.2

Revised HCA boundaries in relation to applicable height limits

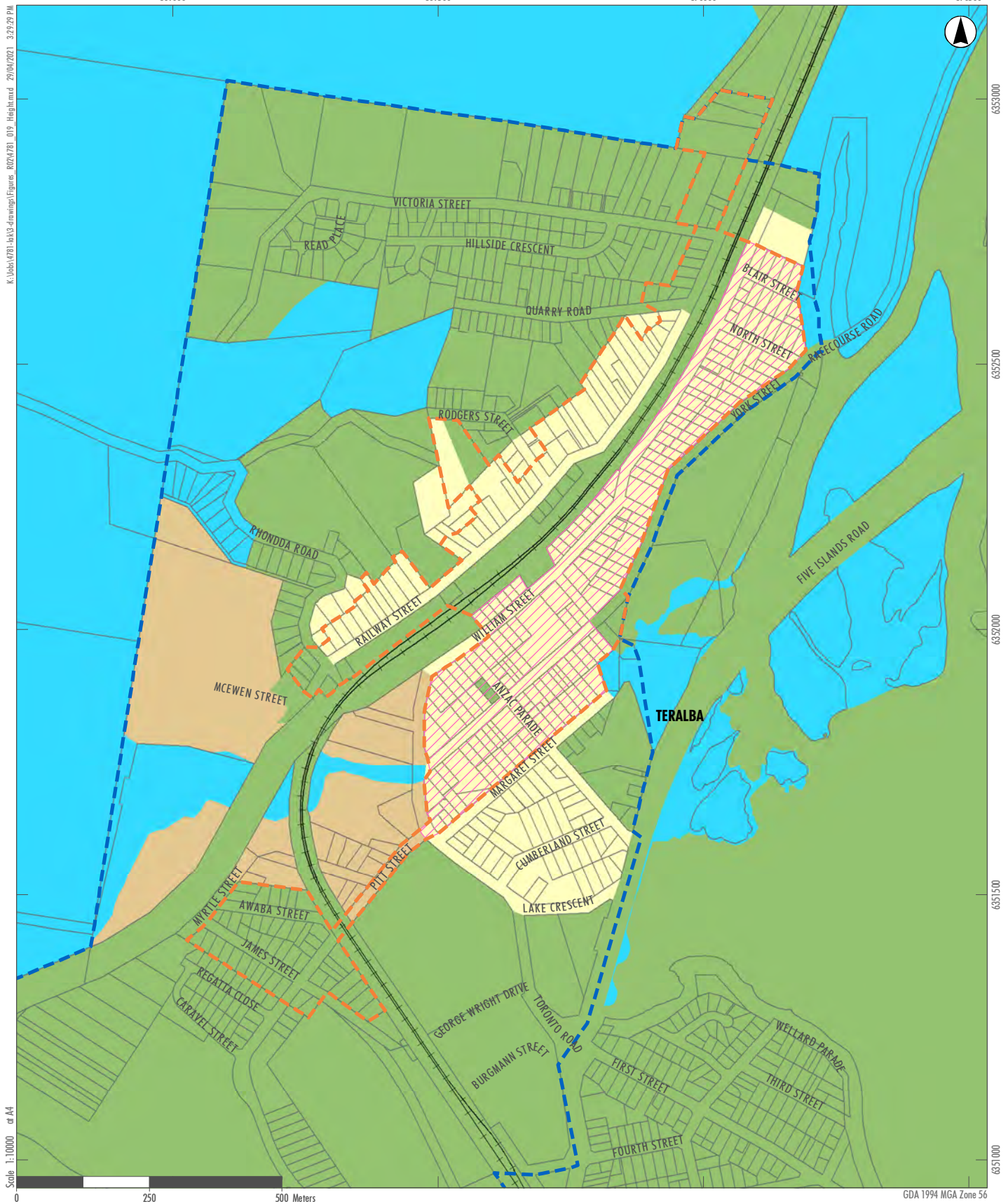
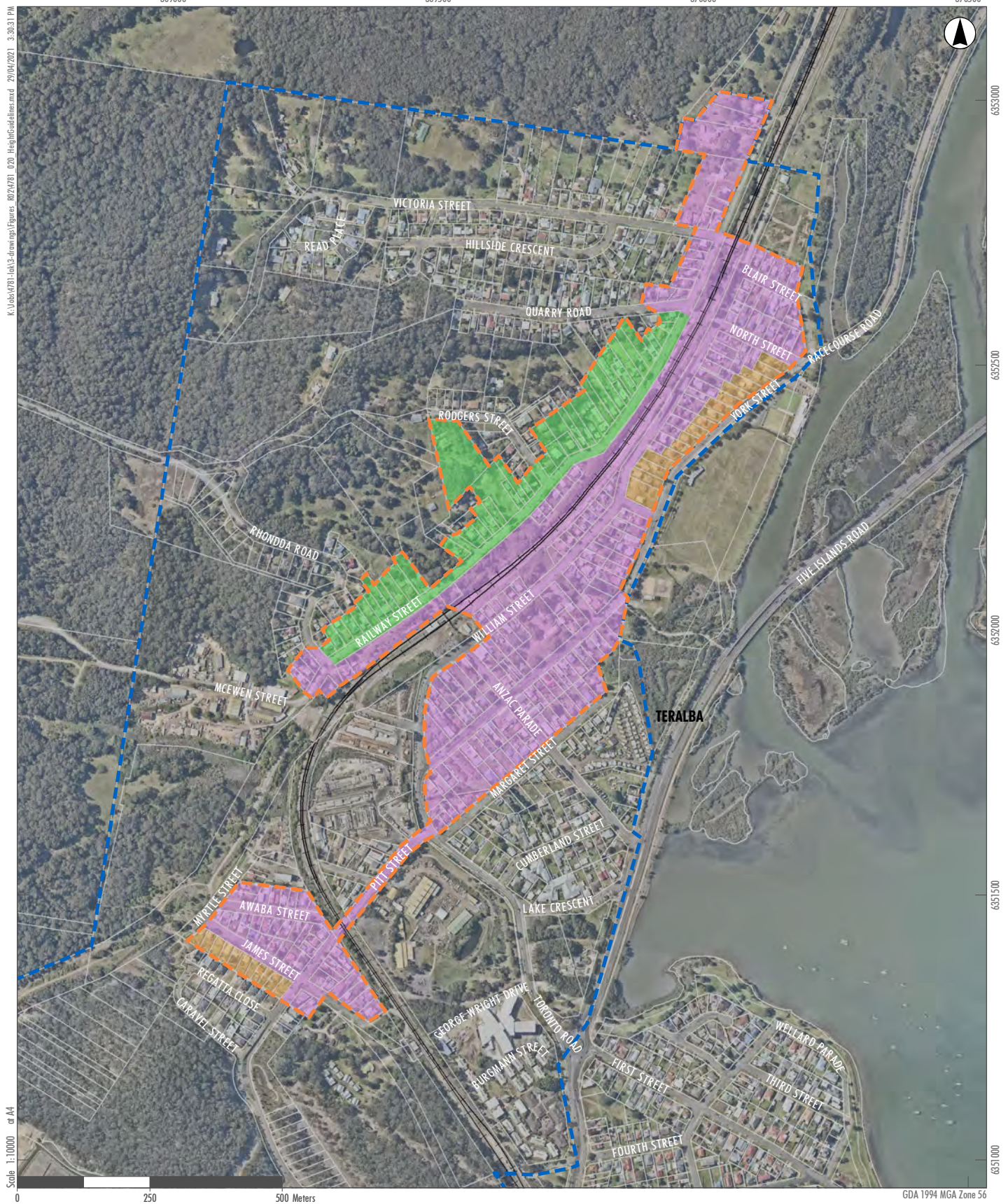


FIGURE 7.3

Revised HCA boundaries in relation to proposed revised height controls



7.5 Consideration of the Local and Regional Strategic Planning Framework

With regard to the wider planning context, the proposals outlined in this Working Report and DCP Study, and the associated LEP revisions and revised DCP controls are intended to conserve, reinforce and enhance the heritage character of Teralba in accordance with relevant planning documents, plans and strategies. This is summarised in **Table 7.3** below. Where conflicts have been identified between the findings of this study and relevant planning documents, plans and strategies, this is noted and discussed.

Table 7.3 Consideration of the Local and Regional Strategic Planning Framework

Planning Document and Select Statements	Discussion
Lake Macquarie City Housing Strategy 2020	
City Vision and Values <i>We value our unique landscape: a place where the natural environment (bushland, coast, lake and mountains) is protected and enhanced, where our existing urban centres are the focus of our growth, maintaining their unique characteristics.</i>	<p>This Heritage Development Control Plan Study has been prepared to identify and conserve the unique characteristics of the Teralba HCA. This content is based on a technical assessment of the HCA's heritage significance.</p> <p>It includes objectives and controls regarding the landscape setting of Teralba and its unique aesthetic character.</p> <p>This improves substantially on the existing DCP, which contains a limited number of objectives/controls for development.</p>
Housing Strategy Priorities in Brief – Strategy Objectives <i>Ensure infill development is sensitive to the character of existing places. Priority 3: Facilitating Infill Opportunities for Housing Close to Jobs and Services, and Appendix 1</i> <i>Ensure infill development is sensitive to the character of existing places.</i> <i>When increasing density potentials recognise the character of the place to ensure infill is sensitive to that character.</i>	<p>This Heritage Development Control Plan Study considers infill development in detail, and provides specific objectives and controls for infill development. This content is based on a technical assessment of the HCA's heritage significance.</p> <p>This improves substantially on the existing DCP, which contains a limited number of objectives/controls for development.</p>
The Hunter Regional Plan 2036:	
Goal 3 - Thriving communities <i>"Protecting built heritage values through revitalisation will create thriving communities that are great places to live.</i>	<p>This Heritage Development Control Plan Study has identified all heritage values associated with the Teralba HCA, including the identification of contributory elements. It provides objectives and controls that are specifically intended to protect these identified heritage values, whilst providing direction for future development that enables the continued improvement and growth of the suburb.</p>

Planning Document and Select Statements	Discussion
<p>Direction 19 – Identify and protect the region’s heritage</p> <p><i>Cultural heritage is important to communities by providing tangible connections to the past. Heritage items can also attract tourism, which can contribute to local economies.</i></p> <p><i>Interpreting and adaptively reusing built heritage items has been successful in giving smaller communities across the State a new lease on life.</i></p> <p><i>Enhancing main streets through heritage conservation creates authenticity, attracts new businesses and residents, and offers tourism potential, as demonstrated in Morpeth. It is worth investigating opportunities to do this in the region as it can contribute to building resilience in smaller communities such as Stroud, Denman and Wingham.</i></p> <p>Actions</p> <p><i>19.2 Assist the preparation of appropriate heritage studies to inform the development of strategic plans, including regional Aboriginal cultural heritage studies.</i></p>	<p>As above.</p> <p>This Study encourages improvements to the principal commercial axis of Teralba and the conservation of its ‘village feel’. This is a point of difference for the suburb that should be acknowledged and utilised to encourage tourism and specific commercial uses.</p> <p>This Study has been prepared to inform the development/revision of strategic plans.</p>
The Lake Macquarie Local Strategic Planning Statement 2020	
<p>Strategic Context – Heritage</p> <p><i>“Our challenge is to establish a robust basis by which this vibrant local character can be protected into the future whilst at the same time establishing a framework for new development within the City.</i></p> <p><i>Heritage listing within Lake Macquarie’s Local Environmental Plan (LEP) provides legal recognition that a place has heritage significance worth preserving for future generations, and is a physical link to the work and way of life of earlier generations. There are around 257 heritage items and three heritage conservation areas listed in the LEP.</i></p> <p><i>Planning controls in Lake Macquarie’s LEP and Development Control Plans, along with Council’s Local Heritage Places Grant Fund and other initiatives, support the conservation of Lake Macquarie’s heritage.</i></p>	<p>This Study focuses heavily on the preservation of the unique local character of the Teralba HCA as a late 19th century lakeside village and provides objectives and controls intended to preserve this character.</p> <p>It acknowledges that the application of the HCA means that the significance of Teralba has been established, and if afforded protection under the LEP (irrespective of where this conflicts with wider strategies and plans for development intensification).</p> <p>The objectives and controls presented in this Study support the conservation of Teralba, and consequently, Lake Macquarie’s heritage.</p>
<p>Planning Priority 2: A City to Call Home Principles</p> <p>Ensure future residential housing is located with access to jobs, shopping, services, community facilities, and public spaces by a range of transport modes and maintains important local conservation areas.</p> <p>Actions (Action 2.2)</p> <p>Review the Teralba Heritage Conservation Area to balance development and growth pressures with delivery of heritage conservation outcomes.”</p>	<p>This Study is intended to protect and maintain the local conservation area, which is one of only three within the Lake Macquarie LGA.</p> <p>It responds directly to Action 2.2.</p>

Planning Document and Select Statements	Discussion
<p>Planning Priority 5: A City of Progress and Play</p> <p>Lake Macquarie's heritage – built, Aboriginal and landscape – will be recognised, valued and protected, providing the community with a sense of living history and a physical link to the work and way of life of earlier generations.</p> <p>Principles</p> <p>Promote innovative approaches to the adaptive re-use of heritage places and buildings</p> <p>Actions (Action 5.13)</p> <p>Report the Teralba Heritage Area Plan to Council for exhibition.</p>	<p>This Study recognises the heritage significance of the Teralba HCA and provides objectives and provisions for its protection.</p> <p>It encourages appropriate adaptive re-use and provides useful guidance as to best practice approaches to alterations/additions that both allow for and guide new development within the HCA.</p>
<p>North West Growth Area - Teralba</p> <ul style="list-style-type: none"> • Conservation measures are implemented to protect the cultural heritage values of the centre • More intensive residential development occurs in and around the centre that is complementary and sympathetic to the heritage values • The local centre is reinvigorated with improved amenity, pedestrian, and cyclist connectivity • New economic uses and urban development evolve for the former mining lands and the existing industrial lands • Improved and more direct transport links, including potential adaptive re-use of the local heritage rail line for pedestrians and cyclists, are established between Teralba and Barnsley and across Cockle Creek • Conservation measures are implemented to protect natural areas, creeks and important wetlands, while recreation and enjoyment of these assets occurs 	<p>This Study responds to these objectives by providing objectives and controls intended to protect the cultural heritage values of Teralba.</p> <p>It provides detailed guidance for new development, including where more intensive residential development is appropriate, and where it is not, based on a detailed technical heritage analysis of the HCA.</p> <p>It encourages continued commercial uses within the principal commercial axis, and seeks to conserve the unique 'village feel' of this axis through the protection of buildings that contribute to and complement the heritage significance and character of the suburb. This creates a point of difference for Teralba that can be utilised to encourage tourism and more boutique commercial uses.</p>
The Greater Newcastle Metropolitan Plan 2036	
<p>Strategy 10 Create better buildings and great places</p> <p>Greater Newcastle's heritage is fundamental to its cultural economy. Regeneration of heritage assets through adaptive re-use will deliver unique and exciting places, along with opportunities for investment and jobs.</p> <p>Adaptively reusing heritage buildings will help to retain the distinctiveness of Greater Newcastle's neighbourhoods and celebrate their history and character. This is particularly important in neighbourhoods undergoing renewal and change.</p> <p>Recognising that every place and every community has its own character, the task of maintaining, renewing and creating great places will rely on local expertise, insight and participation. The stories, experiences and expression of local residents generate the sense of place, which can meet the many and varied liveability needs of diverse communities.</p>	<p>This Study recognises the heritage significance of the Teralba HCA and provides objectives and controls intended to protect and enhance this heritage significance.</p> <p>It considers conservation, adaptive re-use, new uses and alterations and additions, and provides clear and detailed guidance for how works within the HCA and to contributory elements can be appropriately undertaken. As stated in the Metropolitan Plan, this is particularly important for neighbourhoods undergoing renewal and change, and they are subject to a high degree of development pressure that can propose a direct risk to heritage significance and the integrity of streetscapes/areas of heritage significance.</p> <p>This Study specifically identifies the value of Teralba and its character to the local community as part of the statement of significance. The heritage significance of</p>

Planning Document and Select Statements	Discussion
<p>Actions</p> <p>10.1 Greater Newcastle councils will:</p> <ul style="list-style-type: none"> • promote innovative approaches to the creative re-use of heritage places, ensuring good urban design preserves and renews historic buildings and places 	<p>Teralba contributes strongly to Teralba's sense of place.</p>
<p>Strategy 11 Create more great public spaces where people come together</p> <p>Greater Newcastle's iconic tourist destinations and scenic landscapes from Nobbys Lighthouse to Mount Sugarloaf connect the contemporary urban environment with natural and historic landscapes. Great public spaces will preserve links to Greater Newcastle's Aboriginal, colonial, migrant and merchant heritage and culture, and create opportunities for tourism and recreation.</p> <p>Actions</p> <p>11.1 Greater Newcastle councils with support from the Department of Planning and Environment, will:</p> <ul style="list-style-type: none"> • identify, protect and celebrate Aboriginal cultural heritage, historic heritage and maritime heritage. 	<p>As above.</p>
Ministerial Directions under Section 9.1(2) of the Environmental Planning and Assessment Act	
<p>2.3 Heritage Conservation</p> <p>(1) The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.</p> <p>(4) A planning proposal must contain provisions that facilitate the conservation of:</p> <p>(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,</p> <p>(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and</p> <p>(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.</p>	<p>This Study responds directly to this Ministerial Direction by:</p> <ul style="list-style-type: none"> • encouraging the protection and conservation of the heritage significance of the Teralba HCA and contributory elements contained therein • providing greater clarity and direction for infill development and alterations and additions within the HCA to ensure that new development occurs in a manner that is sympathetic, complementary and appropriate. • acknowledging other relevant planning documents/strategies/plans, and identifying where and how these fail to adequately protect and conserve the heritage significance of the HCA, and where they encourage and support development outcomes that pose a direct risk to this significance. • allowing for an increase in density through the maintenance of applicable land zoning classifications, whilst providing a slight adjustment to applicable height provisions (reducing height controls from 10 metres to 8.5 metres in part of the HCA) to ensure that increases in density do not significantly adversely impact the heritage significance of the HCA.

Planning Document and Select Statements	Discussion
<p>3.1 Residential Zones</p> <p>(1) The objectives of this direction are:</p> <ul style="list-style-type: none"> (a) to encourage a variety and choice of housing types to provide for existing and future housing needs, (b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and (c) to minimise the impact of residential development on the environment and resource lands. <p>(5) A planning proposal must, in relation to land to which this direction applies:</p> <ul style="list-style-type: none"> (b) not contain provisions which will reduce the permissible residential density of land. <p>(6) A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Director-General of the Department of Planning (or an officer of the Department nominated by the Director-General) that the provisions of the planning proposal that are inconsistent are:</p> <ul style="list-style-type: none"> (b) justified by a study prepared in support of the planning proposal which gives consideration to the objective of this direction, or (c) in accordance with the relevant Regional Strategy, Regional Plan or Sub-Regional Strategy prepared by the Department of Planning which gives consideration to the objective of this direction 	<p>It is acknowledged that the objectives and controls presented in this Study, along with the proposed LEP amendments, do place restrictions on development within the Teralba HCA.</p> <p>However, the intent of these objectives, controls and LEP amendments is first and foremost to protect, conserve and enhance the heritage significance of the place, and contributory elements contained therein.</p> <p>Existing land zoning and height controls, as well as the majority of relevant planning documents, plans and strategies, do not adequately consider the identified heritage significance of Teralba and propose objectives and actions that pose direct risks to this significance. This is particularly the case for documents/strategies/plans that encourage an intensification of development within the HCA, and encourage and promote a higher density of development within the HCA.</p> <p>The significance of the HCA is in large part derived from its architectural character and aesthetic presentation. Contributory properties within the HCA are of a low-scale, and are generally single-dwellings that are Victorian, Federation and Inter-War in style. They are almost all single (detached) dwellings.</p> <p>Inappropriate development within the HCA includes multi-storey development, attached housing (such as townhouses), and double-storey single dwellings, and/or dwellings that are inappropriate in their form, materiality, etc. Examples of this are visible on the northern side of York Street, where significantly larger scale development clearly interrupts and adversely impacts the overall streetscape and the rhythm and scale of development contained therein.</p> <p>These dwelling types are inconsistent with the heritage character of the HCA, have adversely impacted its aesthetic integrity and have significantly eroded its character.</p> <p>The intent of this Study is to prevent further deterioration of the heritage character and significance of the HCA, which is a direct risk posed by high density, intensive development.</p> <p>The proposed DCP revisions and LEP amendments presented in this Study are adequately supported by the Working Report component of this Study, which has been informed by a comprehensive technical heritage analysis of Teralba.</p> <p>It is noted, however, that the Study has been prepared with reference to relevant planning documents/strategies/plans, and with considerations for the local and regional planning objectives for Teralba. As such, the Study proposes development controls that balance heritage conservation with development objectives.</p>

Planning Document and Select Statements	Discussion
	<p>It is noted that no changes are proposed to applicable land zoning classifications within the HCA, as this would result in limitations on the density of development that is achievable within the HCA in a way that conflicts directly with relevant planning objectives. By varying the height provisions within the LMLEP 2014 but maintaining the land zoning classifications, an increase in density can still be achieved provided that this is appropriately and sympathetically designed. It is also stressed that the proposed height controls will still allow for development up to two storeys in height and only places limitations on development that exceeds two storeys in height.</p> <p>Vertical development is proposed to be minimised through the revision of the LEP height controls, and the implementation of DCP controls that limit vertical additions. This has been done because the predominate low-scale character of the HCA contributes directly to its identified heritage character and significance.</p> <p>The Study does not, however, limit horizontal development, provided that this is done in such a way as to conserve and protect identified heritage values. Examples of this within the HCA include recent alterations/additions to properties in Blair Street where larger-scale multi-dwelling development has occurred to the rear of a Contributory 1 building without adversely impacting the Contributory 1 building's overall aesthetic presentation or identified heritage significance.</p> <p>An increase in density therefore remains achievable under the proposed LEP amendments and DCP revisions, provided that this is done with regard for the heritage significance of the HCA and contributory elements contained therein. Ultimately, this will encourage more refined and higher quality design outcomes that balance planning objectives with heritage conservation.</p>
<p>5.10 Implementation of Regional Plans</p> <p>(1) The objective of this direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans.</p> <p>(4) Planning proposals must be consistent with a Regional Plan released by the Minister for Planning.</p> <p>(5) A planning proposal may be inconsistent with the terms of this direction only if the relevant planning authority can satisfy the Secretary of the Department of Planning and Environment (or an officer of the Department nominated by the Secretary), that the extent of inconsistency with the Regional Plan:</p>	<p>Refer above.</p> <p>It is acknowledged that components of this Study are not directly consistent with regional planning documents/strategies/plans, particularly in terms of development density, vertical additions, and scale of development (height controls).</p> <p>In their current configuration, these documents/strategies/plans do not seek to protect or enhance the heritage significance of the Teralba HCA, as the predominant focus of these documents is on facilitating development and change.</p> <p>In response to this, the revised DCP controls and LEP amendments presented in this Study are intended to ensure that new development (including alterations and additions) within the HCA is undertaken in a way that protects, conserves and respects its identified</p>

Planning Document and Select Statements	Discussion
<p>(a) is of minor significance, and</p> <p>(b) the planning proposal achieves the overall intent of the Regional Plan and does not undermine the achievement of its vision, land use strategy, goals, directions or actions.</p>	<p>heritage significance. Increasing the density and scale of development within the HCA poses a direct and significant risk to its integrity and significance, and is not appropriate to its identified heritage values.</p> <p>More intensive and higher density development can still occur within the HCA, provided that it is designed with regard for the heritage significance of the area, its streetscapes, and associated contributory elements. The proposed revisions and amendments predominately seek to limit the verticality of development/additions, but do not significantly limit horizontal development where this maintains the streetscape presentation of contributory elements and the impression of a predominant low-scale of development from the public domain.</p> <p>This can be achieved through locating additions to the rear of existing dwellings, utilising underling topography where appropriate and considering lines of sight from the public domain (e.g. ensuring that multiple storey additions or new dwellings to the rear of existing dwellings are not visible from the public domain). Clear and detailed guidance in this regard is provided within the revised DCP controls.</p>
<p>6.3 Site Specific Provisions</p> <p>(1) The objective of this direction is to discourage unnecessarily restrictive site-specific planning controls.</p>	<p>Refer above.</p>
State Environmental Planning Policies (SEPPs)	
<p>Various SEPPs</p>	<p>This study is generally consistent with applicable SEPPs, noting that further assessment/analysis will be required at the planning proposal phase of this project.</p>

8.0 Notes

8.1 Land Zoning Changes

As part of the preparation of this report, LMCC have requested that changes to existing land zoning classifications within the revised HCA boundaries be considered. Existing land zoning classifications within the revised HCA boundaries are shown in **Figure 8.1**.

Changing the land zoning classifications within a local environmental plan is a complex and lengthy process that can result in inflexible outcomes, particularly within areas that are likely to experience increased development pressures in the future.

Professional experience in working in heritage conservation areas in other LGA's around New South Wales has demonstrated that DCP controls can be enforced in lieu of corresponding LEP controls regarding use and development typologies, where Council's heritage officers are confident that it is appropriate to do so.

As such, the approach presented in this report recommends that the DCP be revised to ensure that the use of buildings be based on their heritage significance, where it is clear that the use of a building contributes to its heritage significance, and/or that a change in use would result in an unacceptable degree of physical change to a building. It has also been written to ensure that the predominately residential character of the Teralba HCA is maintained and reinforced, along with the commercial character of the principal commercial axis (defined by York Street and Anzac Parade). Although the applicable zoning may in some areas allow a greater density of development than would be considered appropriate within the HCA (e.g. where R3 zoning applies to encourage multi-dwelling housing in areas where single dwellings would be more historically appropriate), this has been mitigated through the application of revised height controls within the LEP and corresponding development controls and guidelines within the DCP.

This approach is recommended as it negates the need to make formal changes to the LEP with regards to land zoning classifications. It also allows Council to exercise a greater degree of discretion when assessing development applications. The intention is to effectively manage, rather than inflexibly restrict, contemporary development within the HCA. This also means that the LEP will not conflict with existing strategies or documents including the *Lake Mac Housing Strategy*.

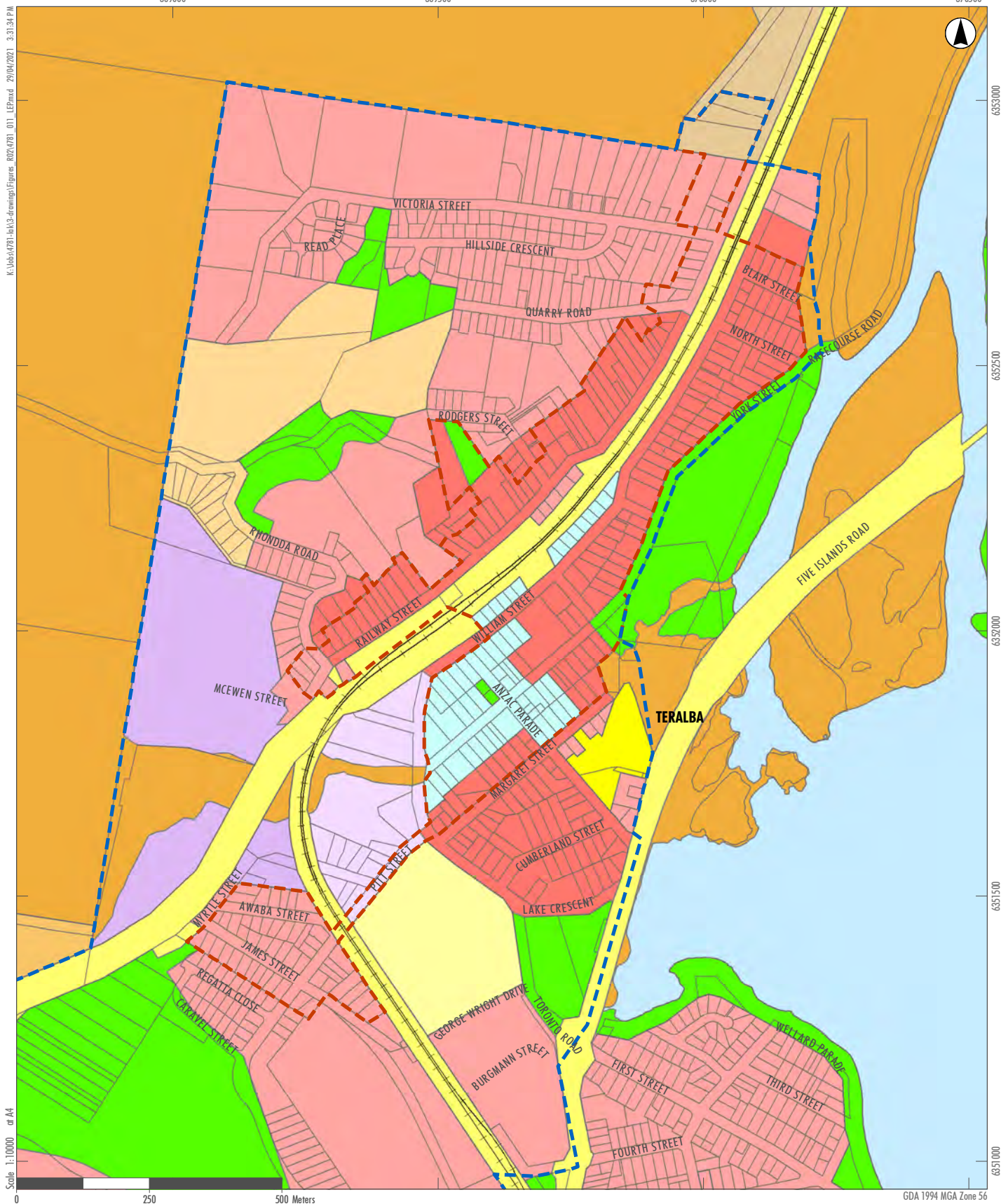
However, if Council determine that changes to the LEP are desired in addition to the revised controls proposed in this report, proposed changes to the LEP with regard to land zoning classifications may be:

- applying an R2 (low density residential) zoning across all residential properties within the HCA. The intent of this would be to maintain and reinforce the low-scale, single-dwelling-per-lot character of the HCA, which more appropriately reflects the historical development of the area.
- maintaining the IN2 zoning.
- maintaining the RE1 zoning.
- maintaining the B1 (neighbourhood centre) zoning.

8.2 Archaeology

The brief for this project also involved the identification of archaeological sensitive areas. Based on the background research undertaken to inform this study, potential archaeologically sensitive sites within Teralba are located outside of the revised HCA boundaries, and in association with former mines/other industrial enterprises. A number of these areas are already listed in Schedule 5 of the LMLEP 2014 as archaeological sites, and are therefore afforded protection under individual heritage listings.

No areas of archaeological sensitivity have been identified within the revised HCA boundaries. As such, this report does not propose any objectives or controls specific to archaeology. It is also noted that the wider DCP already contains sufficient provision for the management and protection of both historical and Aboriginal archaeology within the Lake Macquarie LGA.



Legend

- Wider Study Area
- Proposed Revised Teralba HCA (Umwelt 2020)
- Property Boundaries
- + railway

Zoning

- | | |
|--|--|
| B1 Neighbourhood Centre | R2 Low Density Residential |
| E2 Environmental Conservation | R3 Medium Density Residential |
| E3 Environmental Management | RE1 Public Recreation |
| E4 Environmental Living | RU2 Rural Landscape |
| IN1 General Industrial | SP1 Special Activities |
| IN2 Light Industrial | SP2 Infrastructure |
| | SP3 Tourist |
| | W1 Natural Waterways |

FIGURE 8.1

Revised HCA boundaries in relation to applicable land zoning

9.0 References

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