

ALLAMBIE COTTAGES, 1256-1258 BELL'S LINE OF ROAD, KURRAJONG HEIGHTS

Sheet 0 - Introduction

The following sheets have been quickly prepared to summarise the issues regarding the Allambie Cottages in Kurrajong Heights in an effort (i) to conserve the environmental heritage of the Hawkesbury; (ii) to respond to the community's attachment and appreciation of the Kurrajong Heights and the contribution that Allambie makes to that precinct; and (iii) to address the longer-term potential needs of TfNSW.

These pages include the following:

Sheets 1 – Implications of Care and Maintenance

Regular maintenance is essential for all buildings, particularly historic buildings and especially unoccupied timber buildings. The relatively straightforward issue of lack of stormwater management can rapidly impact on a building's condition. There are statutory obligations for private and public heritage property owners to ensure that, in the best interests of heritage buildings, '*minimum standards of maintenance and repair*' are carried out at these significant places in NSW. A stitch in time. These sheets illustrate these points.

Sheets 2a – Authoritative Assessments

Heritage assessments of Allambie Cottages were carried out for the Department of Planning in 1983 and 1987 for Hawkesbury Council by well-experienced heritage practitioners who are leaders in their field. This sheet illustrates the authoritative nature of those assessments.

Sheets 2b – Points of Agreement - Overview

These sheets expand on the heritage listings, statutory obligations and opportunity to retain the cottages and still satisfy TfNSW's longer-term infrastructure needs, if found to be necessary.

Sheet 3 – Possible Next Steps

This sheet outlines a possible resolution relying on a working relationship partnered with Hawkesbury City Council, TfNSW and the local Community, all of whom have an interest in arriving at a satisfactory outcome as key stakeholders.

Christo Aitken +Associates

Conservation Architect





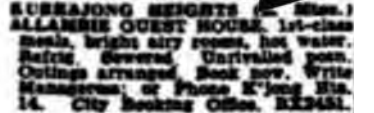



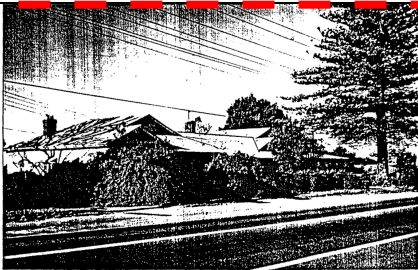


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Member Australian Institute of Architects
Member National Trust of Australia (NSW)
Member Australia ICOMOS
NSW Heritage Branch Heritage Adviser
NSW State and Local Awards for Excellence


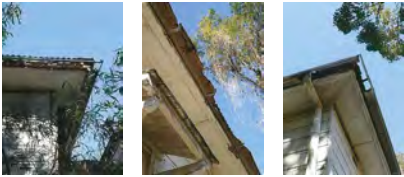

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Sheet 1 - Implications of Maintenance & Care

Key Dates	Illustrations, Notes and Detail	Activation, Occupation and Uses	Care & Maintenance Apparent
1925-1926 Period of articles in Windsor and Richmond Gazette regarding Proposal to build 3 cottages	<i>"Messrs J. J. Paine and Co., solicitors, Windsor submitted a plan of subdivision at Kurrajong Heights, on behalf of Mr. F. C. Peck. When approved Mr. Peck intends to build three cottages on the land"</i>	In May 1926, the <i>"ATTRACTIVE, MODERN COTTAGES of five rooms and modern conveniences"</i> were advertised for rent by H.E. Peck and Sons.	Yes ✓
1930 Likely build date of link. Period during which three cottages advertised for rent. H.E. Peck and Sons advertised a partly furnished guest house, suitable for up to 36 guests for rent	 Excerpt from SHM November 2 1932	Guest House proprietor Mrs Myers Up to 36 paying guests with modern conveniences	Yes ✓
1949 Period during which the property was old by the Peck family to Artur Percival Freeman in 1945		Guest House operated by Mary-Jean Chapman	Yes ✓
1950		Continued use as a popular Guest House operated by Mary-Jean Chapman. Comparative view of Cottage 3 in 1957 occupied, maintained and continued uses 	Yes ✓
1954 Period during which Amena Murray worked at Allambie and documented her life at the guest house	 Excerpt from SMH April 5 1954 <i>"Allambie Guest House, 1st-Class meals, bright airy rooms, hot water, Refrid. Sewered, Unrivalled position"</i>	Continued use as a popular Guest House <i>"At the time Allambie was a fully functioning guesthouse, and very popular. Built in the 1930's by the previous owners, the Peck family, Allambie had 80 rooms and was always full of life, playing home to people from all areas and walks of life"</i> (source : peezi.com <i>"Life of Amena Murray"</i>)	Yes ✓
1977 Establishment of the NSW Heritage Act 1977	Responsibilities of State Agencies under the Heritage Act included Section 170 obligations guiding <i>"its care, control or management are maintained with due diligence in accordance with State Owned Heritage Management Principles"</i> (Heritage Act S170, and 170A)	Used as a private residence by the Gorham family	Yes ✓
1960 - 1981 Final period prior to RTA ownership		Used as a private residence	Yes ✓

Key Dates	Illustrations, Notes and Detail	Activation, Occupation and Uses	Care & Maintenance Apparent
1984 Period of compulsory acquisition by Department of Motor Transport 1986 Period of Hawkesbury Heritage Study and recommendation for listing. No objections lodged by Department. 1992 Subsequent Gazettal of "Allambie" and listing in Schedule 5 of the HLEP		Cottages 1 and 2 tenancies gradually terminated. Date of last tenancy of cottages 1 and 2 in xxxx?? Cottage 3 on Douglass Street sold in xxxx?? By RTA and continues use as a private residence. Period of change of ownership from private to public	Partial by tenants ✓
1999 Minister for Urban Affairs & Planning releases the Heritage Amendment Regulation 1999 to address "Minimum Standards of Maintenance and Repair".	The Regulation (updated 2012) imposes the following: <ul style="list-style-type: none"> Condition inspections Weather Protection Fire protection Additional fire protection for unoccupied buildings Security Additional security measures for unoccupied buildings Essential maintenance and repair Conservation management plans This applies to private owners, local Councils and NSW State agencies and other organisations. https://www.environment.nsw.gov.au/topics/heritage/manage-heritage-items/minimum-standards-maintenance-repair-for-heritage-items	Cottages #1 and #2 continue unoccupied, and neglected	No X
2004 Minister for Infrastructure & Planning releases detailed guidelines for State Agencies to comply with the obligations of the NSW Heritage Act 1977	Foreward to the principles and guidelines "NSW Government agencies have a key responsibility to lead by example by adopting best practice heritage management strategies, processes and practices...the community expects the public sector to set the standard in the management of heritage assets as a model for the private sector..." (Infrastructure & Planning) https://www.environment.nsw.gov.au/research-and-publications/publications-search/state-agency-heritage-guide	Cottages #1 and #2 continue unoccupied, and neglected	No X
2006 - 2007 Period of RTA 1 st Demolition Proposal and first letter from Heritage NSW regarding neglect of care and maintenance. DA0956/06 was not supported by Council referred to DPE for determination.	 Extract from NSW Heritage Council regarding RTA proposed demolition: "...therefore recommends the application be refused for the following reasons (i) the cottages contribution to the character of Kurrajong Heights and their relationship with other historic buildings on Bells Line of Road (ii) to heritage assessments prepared (Howard and CCG) fail to adequately recognise this value and consequently underestimate the impact of their demolition	Cottages #1 and #2 continue unoccupied, and neglected Comparative view of Cottage #3 in 2007 which has been continuously occupied and maintained. 	No X

Key Dates	Illustrations, Notes and Detail	Activation, Occupation and Uses	Care & Maintenance Apparent
	<i>and (iii) the cost of repairing and restoring the cottages should not be included in the cost...as their condition results from neglect by the current owner and should be viewed as a separate issue” (ref NSW Heritage Office, Manager correspondence 8/02/2007)</i>		
2011 Period of informal follow up proposal from RTA to demolish Allambie.	<i>Response from Heritage Council “the demolition of any heritage listed property will materially affect identified heritage significance within the locality. The heritage significance of the Allambie Cottages (group) has been identified in a local instrument and the lack of detail related to a listing does not in itself indicate a lower grade of significance. The degraded state of any heritage building or place does not eradicate the contribution those buildings or places have made in their history of that particular locality. This concept is fundamental to heritage conservation practice.</i> <i>It is understood that the road widening is not being proposed at this stage...given this there appears to be an opportunity to explore options to reduce the impacts on the heritage significance further by revising any proposed alignment and considering options for retention and adaptive re-use of the dwellings...which may allow all stakeholders objectives to be met...” (ref Heritage NSW correspondence 22/07/2011)</i>	Cottages #1 and #2 continue unoccupied, and neglected 2 nd Correspondence from Heritage NSW following a further period of 5 years inaction regarding Allambie recommends alternative options are not explored by TfNSW.	No X
2016 Period of further consultants reports		Cottages #1 and #2 continue unoccupied, and neglected	No X
2022 DA0956/06 still undetermined by Department of Planning & Environment. In view of the extended delay in determination DA TfNSW asked to withdraw the 2006 DA and submit a new Application.	Extended neglect of relatively straightforward and essential rainwater management is clearly illustrated in the 2022 images taken by TfNSW consultants. The maintenance of this single issue would have substantially reduced the current ‘catch-up’ repairs necessary referred to in the Heritage NSW <u>2006</u> advice to TfNSW. 	Cottages #1 and #2 continue unoccupied, and neglected. Comparative view of Cottage #3 adjacent in 2023 which has been continuously occupied and maintained https://www.realestate.com.au/property/11-douglas-rd-kurrajong-heights-nsw-2758/ for detailed views of the condition and potential future presentation of ‘Allambie’ 	No X

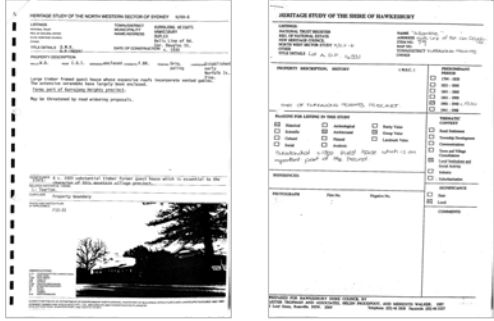
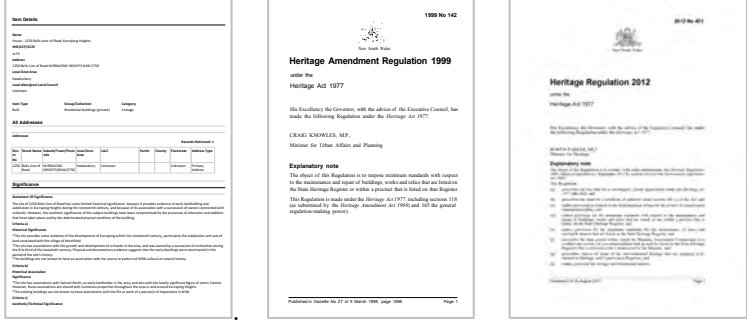
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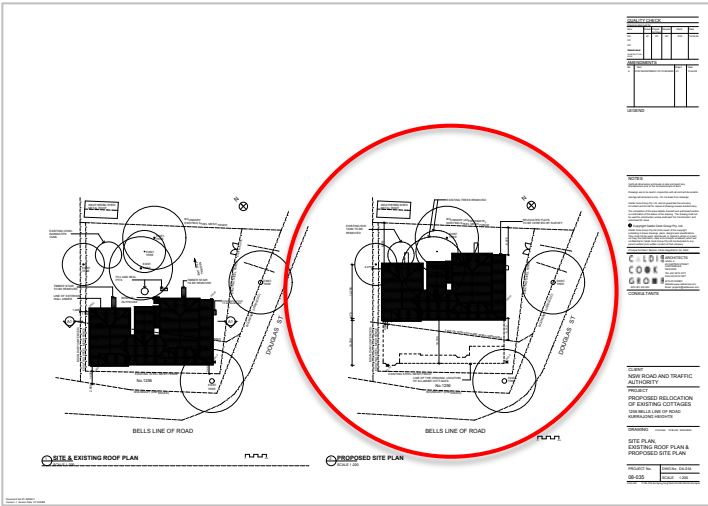
Sheet 2a - Points of Agreement - Significance

Date	Details	Authoritative
1983-84 Assessment by NSW Department of Planning NSW	Heritage Study of the North Western Sector of Sydney. <i>"a substantial 1920s timber guest house essential to the character of this mountain precinct".</i> Howard Tanner & Associates Howard Tanner OA: <ul style="list-style-type: none"> • Well-respected Sydney architect, former chair of the NSW Heritage Council. • Order of Australia for his significant service to architecture and to heritage conservation • Established the University of Sydney's conservation courses • Past President of the Royal Institute. Life Member. • Founding member Venice Biennale Committee • Extensive involvement in architecture, education and notable public works 	Yes ✓
1987 Assessment by Lester Tropman Helen Proudfoot Meredith Walker	Heritage Study of the Shire of Hawkesbury Helen Proudfoot, Historian and Planner: <ul style="list-style-type: none"> • A pioneer of the study of the natural and built environment and a founder of the Australian historic building preservation movement • Among the first female town planners in Sydney assisted the Cumberland Planning Scheme • Prepared the first heritage studies for State Government for Parramatta, Windsor, Richmond, Campbelltown, Liverpool and Central Sydney • Many publications including those for the State Planning Authority of NSW and remain important reference sources for students of Australian planning and heritage • Her master's thesis on the preservation movement in Australia in town and country planning • Seminal work on the five Macquarie towns of western Sydney and their historic buildings, Exploring Sydney's West (1987) • Awarded the Sidney Luker Memorial Medal in 1990 by the Planning Institute of Australia for her contribution to urban and regional planning • Awarded the National Trust of Australia's Gold Medal and was made an honorary life member in 1996 	Yes ✓
1988 Assessment by Conservation Architect Graham Edds	Kurrajong Heights : A Conservation Study of the Village Character Graham Edds, Conservation Architect, Richmond: <ul style="list-style-type: none"> • Established conservation architect focussed on the Hawkesbury region and its architectural history for 40+ years • Awarded Honorary Life Membership of the National Trust for his contribution to the National Trust and regional history • Active member of historical groups, committees and other interested local heritage bodies including the Heritage Advisory Committee of Hawkesbury City Council • Completed many reports and studies for Hawkesbury Council relating to significant buildings within the LGA 	Yes ✓



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Sheet 2b - Points of Agreement - Overview

Key Points	Details	Agreement
HLEP 2012 Listed	<ul style="list-style-type: none"> Ref HLEP 2012 Ref 1987 Heritage Study Tropman, Proudfoot, Walker Ref Inclusion in HLEP 1984 Ref 1983-84 Heritage Study NSW Sector Sydney, for NSW Department of Environment & Planning, Howard Tanner & Associates and subsequent inclusion in HLEP Schedule 11  <p>1983-84 1987</p>	Yes ✓
Integral Element of the Village	<ul style="list-style-type: none"> Ref 1988 Study – Kurrajong Heights, A Conservation Study of the Village Centre Management Plan, prepared by Graham Edds Ref 2007 and 2011 Heritage NSW response to RTA demolition proposals Ref 2007 and 2022 Hawkesbury City Council demolition response Ref National Trust of Australia (NSW) 2022 demolition response. Ref SixMaps illustrating that ‘Allambie’ property and the building footprint, represents approximately 30% of the Kurrajong Heights current active village frontage, which would be a substantial loss. Ref Hawkesbury DCP 2013 Part E Specific Areas - Kurrajong Heights. The DCP states that “this chapter of the Hawkesbury DCP has been prepared to conserve the character and <u>heritage</u> significance of Kurrajong Heights Village” 	Yes ✓
Valued by the Local Community	<ul style="list-style-type: none"> Ref 25+ public submissions regarding the 2022 DA to demolish Ref considered detail and content of public submissions 	Yes ✓
Section 170 Listed	<ul style="list-style-type: none"> Ref date of inclusion – uncertain Ref 1977 Heritage Act Clauses 170 & 170A Ref 1986 Inclusion in Schedule 11 HLEP 1984 inventory sheet notes that the condition of Allambie at that time was “Fair”. Under Department of Motor Transport ownership since 1984. Ref 1999 Heritage Regulation gazetted by Minister for Urban Affairs & Planning and Updated in 2012 	Yes ✓

Section 170 - 170A Responsibilities	<p>Essential Maintenance & Repair (extract from 2012 Regulation)</p> <p><i>118 (1)(a) the protection of the building, work or relic from damage or deterioration due to weather (including such matters as the weatherproofing of roof, doors and windows),</i></p> <p><i>118 (1)(d) essential maintenance and repair (being maintenance and repair necessary to prevent serious or irreparable damage or deterioration)</i></p> <div><div><p>State Agency Heritage Guide</p><p>Management of Heritage Assets by NSW Government Agencies</p><p>Part 1: State-owned Heritage Management Principles</p><p>Part 2: Heritage Asset Management Guidelines</p></div><div><p>State Agency Heritage Guide</p><p>Management of Heritage Assets by NSW Government Agencies</p><p>Contents</p><table><thead><tr><th>Section</th><th>Page No</th></tr></thead><tbody><tr><td>Guidelines</td><td>1</td></tr><tr><td>Part 1: State-owned Heritage Management Principles</td><td>4</td></tr><tr><td>Part 2: Heritage Asset Management Guidelines</td><td>4</td></tr><tr><td>1. Identify</td><td>13</td></tr><tr><td>2. Plan</td><td>17</td></tr><tr><td>3. Manage</td><td>20</td></tr><tr><td>4. Implement</td><td>24</td></tr><tr><td>5. Monitor & Report</td><td>24</td></tr><tr><td>Appendix A: Strategic Asset Management - Individual Heritage Assets</td><td>25</td></tr><tr><td>Appendix B: Heritage Asset Management Strategy - Asset Transfer Plan</td><td>26</td></tr><tr><td>Appendix C: Implementing the State Areas, Symbols and Standards Act</td><td>27</td></tr></tbody></table></div></div>	Section	Page No	Guidelines	1	Part 1: State-owned Heritage Management Principles	4	Part 2: Heritage Asset Management Guidelines	4	1. Identify	13	2. Plan	17	3. Manage	20	4. Implement	24	5. Monitor & Report	24	Appendix A: Strategic Asset Management - Individual Heritage Assets	25	Appendix B: Heritage Asset Management Strategy - Asset Transfer Plan	26	Appendix C: Implementing the State Areas, Symbols and Standards Act	27	
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State Agency Asset Management Guidelines	<ul style="list-style-type: none">Ref 2004 State-Owned Heritage Management Principles published by NSW Heritage CouncilRef 2005 State Agency Heritage Guide, published by NSW Heritage Council	Yes ✓																								
Adequate Lot Size to Accommodate Relocation	<ul style="list-style-type: none">Ref Architectural Drawings prepared by CCG Architects for RTA dwg 08-035 DA-01A dated 28/04/2008 <div><p>Potential relocation to the edge of the SP2 Zone</p></div>	Yes ✓																								
Ability to Relocate	<ul style="list-style-type: none">Ref Hawkesbury City Council’s heritage advisor 2022 formal advice as follows: “TfNSW should have engaged the following:<ul style="list-style-type: none">A termite inspection company with appropriate heritage experienceA structural engineering company with appropriate heritage experienceHeritage architects with appropriate experience to provide a detailed assessment of significant internal and external fabric that is capable of being retained and refurbished”Ref D.J. Hall Consulting Civil and Structural Engineers inspection May 2001. Copy not available to review at this stage. Note “Barker Ryan Stewart 2022 report summarises that “the assessment found that the structural defects in the building could be rectified...””.Ref Taylor and Herbert Structural Pty Ltd. inspection dated 17/08/2016 the following limitations regarding experience and extent of inspection are noted. The experience of the firm was not focussed																									

	<p>on addressing heritage buildings. The firm has subsequently ceased operation. The report noted the following:</p> <ul style="list-style-type: none"> • “some areas within the flats were not fully assessed” (p1) • “externally it was not possible to view the front or western face of the buildings” (p1) • “it was not possible given the unsafe condition of the floor boards to determine the extent of termite infestation” (p2) • The key issues were that “there had been “no effective rainwater dispersal” (p3) • The conclusion indicates the lack of appreciation of heritage issues “any attempt at restoration would be prohibitive given the extent any new works would involve a complete rebuild removing the heritage content” (p3) <ul style="list-style-type: none"> • Ref Barker Ryan Stewart RFI 21/12/22 do not appear to have prepared a structural report but have summarised the background, responded to the public submissions and suggested 8 possible options for consideration: <ul style="list-style-type: none"> • Issue 3 p21 relates specifically to a submissions referring to “Demolition by Neglect”. The response only notes that the “<i>The Allambie cottages have been in a significant state of disrepair since the first heritage assessment and structural report in 2001/06 when the building had to be vacated</i>”. The only money apparently spent by TfNSW according to the BRS response was that spent to secure the building (ie fencing) not on the repairs apparently identified in the 2001 condition report. • Options 1-8 were suggested for consideration. • Option 2 is clearly the first approach TfNSW should have undertaken in response to their responsibilities under the NSW Heritage Act. This option was dismissed by BRS on questionable grounds (i) cost (ii) future demolition and (iii) inadequate security measures. It was misleading to suggest demolition was the only outcome for Option 2. • Options 3 and 4 are clearly the long-term objective and could subsequently be considered having stabilised the building . Option 3 and 4 allow the possibility of TfNSW road widening. 	
Positive Aspects of Ability to Relocate	<p>The following specifics of the buildings and the site are positive aspects of a relocation:</p> <ul style="list-style-type: none"> • Conservation Philosophy. The ICOMOS Burra Charter refers to potential relocation of buildings. Ref <i>Article 9 Location</i>. <ul style="list-style-type: none"> • <i>Article 9.1 The physical location of a place is part of its cultural significance. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.</i> • <i>Article 9.3. If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate use. Such action should not be to the detriment of any place of cultural significance.</i> • <i>Therefore in the instance of Allambie, if there is a need for relocation within the lot the setting remains largely the same and the 3 cottages will still retain a visual inter-relationship with less impact than relocation off-site.</i> • Materials of Construction 1. Timber buildings can be readily relocated as compared to masonry buildings. A long history in Australia through the 19th and 20th centuries of moving and adapting historic timber buildings. Lightweight, flexible, easily separated into transportable sized units, easily ‘stitched’ back together. • Materials of Construction 2. A traditional timber building structure with typical timber beams and joists familiar to builders and experienced house movers • Materials of Construction 3. Typical timber materials largely still available without need for special exotic timber or complex sizing • Building Configuration 1 Relative ease with ‘Allambie’ already divided in 3 major elements. • Building Configuration 2. Timber buildings are raised off the ground allowing access to install temporary beams to support during the relocation. • Building Configuration 3. If the building is setback on its lot prior to the need for road widening the space could be used as small public green space maintained by TfNSW 	

	<ul style="list-style-type: none"> • Site Configuration 1. Available space towards the north of the existing block. • Site Configuration 2. The corner site allows for plant and equipment accessed from Douglass Street (not the busy Bell's Line of Road) • Site Configuration 3. The sloping site to the north allows the plant and equipment to work from the rear, on the lower side, with greater clearance above ground level. • Experience of Current Owner. TfNSW has a long history in NSW of successfully moving buildings associated with road widening ventures. <ul style="list-style-type: none"> • <i>Recent examples of the need to relocate historic buildings in the region include the Great Western Highway widening in Lawson. A number of timber and weatherboard buildings were moved back from the highway to allow for road widenings. Ref indicative photographs below illustrating an example of a timber residence being relocated approx 20m away from the GWH:</i> <div style="display: flex; justify-content: space-around; align-items: flex-end;"> <div style="text-align: center;">  <p>GWH, Lawson 2008</p> </div> <div style="text-align: center;">  <p>GWH, Lawson 2010</p> </div> </div>	
Existing Condition	<p>The ONLY major issue currently prohibiting the relocation of 'Allambie' is the uncertainty regarding the condition of the timber structure. If the building was still in "fair" condition, as it appears to have been at the time of transfer of ownership in 1984 to TfNSW, then relocation approximately 10m to the north would be an immediate possibility.</p> <p>However, the Baker Ryan Stewart 2022 OPTION 3 can resolve this issue.</p>	

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Sheet 3 - Possible Next Steps

<p>NEXT STEPS</p>	<p>A – Urgent (1-2 months) Step 1 repair the timber structure in situ. TfNSW to undertake immediate measures to urgently stabilise the buildings and halt the deterioration</p> <ol style="list-style-type: none"> 1. Detailed termite inspection from a company with appropriate heritage experience 2. Detailed structural engineering assessment by an appropriately heritage experienced structural engineer 3. Detailed fabric assessment of internal and external fabric by heritage architects with appropriate experience 4. Prepare a comprehensive CMP or a thorough Heritage Strategy Action Plan to guide the repairs, maintenance and future restoration. The CMP to include provision for consideration of strategies to address future road widening responses. 5. Detailed documentation to repair of structural timberwork and building envelope. The extent of the repairs and maintenance to be guided by the principles required by the Heritage Regulation 2012. 6. Comprehensive repair external envelope sufficient to keep the weather out of the building (ie roof sheeting, gutters downpipes and missing weatherboards through an experienced heritage builder) <p>B – Short-Term (2-12 months) Step 2 maintain the building and find a viable use in situ. A working group of the key stakeholders to be established. Options considered could include retention of the property by TfNSW as landlord or dedication to Council or Community.</p> <ol style="list-style-type: none"> 7. TfNSW, Hawkesbury City Council and Kurrajong Heights community to form a working partnership to find a viable and appropriate use for Allambie Cottages on the understanding that at some future date there may be need for some road widening. 8. The working group to work in a collaborative way to source funding to restore, adapt and re-occupy the buildings as active partners in the project. This may involve support for creative grant applications to, say, Local, State and Regional development programs and/or sourcing interested local businesses and investors. 9. Options developed for viable uses and their appropriateness for the building, the precinct and the Hawkesbury evaluated. 10. Council and the Community to source funding for the adaptive reuse of the Cottages and source appropriate lease(s) for the cottages. The CMP to guide the adaptive reuse. 11. If funding is not sourced, options could then include (i) maintain but mothball the building to halt deterioration (ii) relocate the building 10m to the rear and continue sourcing funding and / or (iii) relocate the building 10m to the rear and TfNSW sell the property and retain the SP2 Zoned portion. The longer-term care and maintenance by 'a private owner or a community group would be safely guided by the CMP <p>C - Long-Term (5-10+ years) Step 3 await need, or not, of future road widening.</p> <ol style="list-style-type: none"> 12. In the event that future road widening is unavoidable, the Cottages would be relocated in line with the CMP recommendations to the available space at the rear of the property. The leaseholder at that time would continue use of the buildings. 	
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