

### 4.3. Holt Avenue Properties - Interim Heritage Order

**AUTHOR:** Jayden Perry, Strategic Planner

**ENDORSED BY:** Joseph Hill, Director City Strategy

**ATTACHMENTS:**

1. Signed Delegated Report - Holt Avenue IHO - 7 March 2022 [4.3.1 - 12 pages]
2. Signed Gazette Notice - Holt Avenue IHO - 7 March 2022 [4.3.2 - 2 pages]
3. GML Preliminary Assessment Report - Holt Avenue - 7 March 2022 [4.3.3 - 90 pages]

**PURPOSE:**

The purpose of this report is to advise Council of the progress in the issuing of an Interim Heritage Order (IHO) for several properties in Holt Avenue, Cremorne, in response to Council's resolution at its meeting on 24 January 2022.

**EXECUTIVE SUMMARY:**

In response to concerns raised in submissions relating to DA 239/21 at 131, 133, 135, 137 and 139 Holt Avenue, Cremorne and DA 243/21 at 115, 117 and 119 Holt Avenue, Cremorne, Council considered a Notice of Motion at its meeting on 24 January 2022, and resolved:

1. *THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.*
2. *THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.*
3. *THAT the review consider whether there are contributory items within any recommended conservation area.*

In accordance with this resolution, Council engaged heritage consultants GML to prepare a preliminary heritage assessment (Preliminary Assessment) to determine if the properties may potentially satisfy the criteria for heritage listing under North Sydney Local Environmental Plan 2013 (NSLEP 2013).

Council received GML's finalised Preliminary Assessment in early March 2022, which identified that the sites have potential heritage significance and indicated that they are worthy of further investigation.

Under section s.25 of the Heritage Act 1977, local councils have the authorisation to make Interim Heritage Orders (IHOs). Furthermore, this authorisation to make an IHO was delegated to Council's General Manager by Council resolution on 17 March 2014.

Council must not make an Interim Heritage Order unless it has considered a preliminary heritage assessment of the item(s) prepared by an appropriately qualified person and considers that the item is or is likely to be found of local heritage significance, is likely to be harmed and is confined to the items under threat.

DA 239/21 and DA 243/21 are currently under assessment, with both likely to be determined in the coming months. Furthermore, the applicant at any time has the option of pursuing demolition of the properties through a complying development certificate. The properties at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne are therefore under threat of being demolished and subsequently qualify for interim heritage protection under the Act.

The General Manager, under delegation, authorised Council on Monday 7 March 2022 to make an Interim Heritage Order at the properties at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne. Council has since received confirmation that the gazette notice will be published on Friday 11 March 2022.

It should be noted that the properties at 121, 123 and 125 Holt Avenue are not considered to be under immediate threat. Therefore, an IHO cannot be prepared for these sites. Should the threat of demolition arise, Council Officers will reconsider this matter and may issue a separate IHO at these sites.

#### **FINANCIAL IMPLICATIONS:**

The costs of further engaging heritage consultants, circa \$10,000-\$15,000, can be accommodated under the current Local Environmental Plan Review budget allocation.

#### **RECOMMENDATION:**

- 1. THAT** Council note the report.

## **LINK TO COMMUNITY STRATEGIC PLAN**

The relationship with the Community Strategic Plan is as follows:

### 2. Our Built Infrastructure

2.1 Infrastructure and assets meet community needs

### 3. Our Future Planning

3.5 North Sydney is regulatory compliant

### 4. Our Social Vitality

4.4 North Sydney's history is preserved and recognised

### 5. Our Civic Leadership

5.1 Council leads the strategic direction of North Sydney

5.3 Community is informed and consulted

## **BACKGROUND**

On 12 July 2013, a Ministerial Order was gazetted which granted authorisation to all local councils in NSW to make Interim Heritage Orders (IHOs) in accordance with s.25 of the Heritage Act 1977 and subject to meeting the conditions listed in Schedule 2 of the Order. An Interim Heritage Order is a temporary measure that prohibits demolition of a building or structure, to enable a detailed heritage assessment to be made as to whether or not the building or place should be listed under a local environmental plan. This authorisation to make an IHO was delegated to Council's General Manager by Council resolution on 17 March 2014.

During the assessment of:

- DA 239/21 at 131, 133, 135, 137 and 139 Holt Avenue, Cremorne for the demolition of the existing structures, excavation and construction of a five-storey mixed use development with basement parking and stratum subdivision, and
- DA 243/21 at 115, 117 and 119 Holt Avenue, Cremorne for the demolition of existing structures and construction of a residential flat building with basement parking,

a number of submissions to the public exhibition of both DAs raised potential heritage concerns.

In response to these concerns, Council considered a Notice of Motion at its meeting on 24 January 2022, and resolved:

1. *THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117,119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.*
2. *THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117,119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.*
3. *THAT the review consider whether there are contributory items within any recommended conservation area.*

In accordance with this resolution, Council engaged heritage consultants GML to prepare a preliminary heritage assessment (Preliminary Assessment) to determine if the properties may potentially satisfy the criteria for heritage listing under North Sydney Local Environmental Plan 2013 (NSLEP 2013).

## **CONSULTATION REQUIREMENTS**

The issuing of an IHO carries obligations with respect to notification of property owners and placement of notices on Council's website and newspaper. Any future wider community engagement will be undertaken in accordance with Council's Community Engagement Protocol.

## **DETAIL**

Council received GML's finalised Preliminary Assessment in early March 2022, which identified that the sites have potential heritage significance and indicated that they are worthy of further investigation:

*As a group, 115-125 Holt Avenue have potential to meet the threshold for listing as a historically and aesthetically representative group, and potentially a rare group within the Cremorne Area. There is further potential for the properties to demonstrate connections with significant local builders and/or architects. As a pair, 131-133 Holt Avenue have the potential for listing for their historical, aesthetic and rarity significance. They are among the earliest surviving houses from the late Victorian period.*

Broadly speaking, a Council must not make an Interim Heritage Order unless it has considered a preliminary heritage assessment of the item prepared by a person with appropriate heritage knowledge, skills and experience employed or retained by the council and considers that:

- the item is or is likely to be found, on further inquiry and investigation, to be of local heritage significance;
- the item is being or is likely to be harmed;
- the IHO is confined to the item determined as being under threat; and

It is noted that DA 239/21 and DA 243/21 are currently under assessment, with both likely to be determined in coming months. Furthermore, the applicant at any time has the option of pursuing demolition of the properties through a complying development certificate. The properties at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne are therefore under threat of being demolished and subsequently qualify for interim heritage protection under the Act.

The properties at 121, 123 and 125 Holt Avenue are not considered to be under immediate threat. Therefore, an IHO cannot be prepared for these sites.

The General Manager, under delegation, authorised Council on Monday 7 March 2022 to make an Interim Heritage Order at the properties at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne. Council has since received confirmation that the gazette notice will be published on Friday 11 March 2022.

The issue of an IHO will grant Council adequate time to fully investigate the properties and to prepare a Planning Proposal for listing as heritage items under NSLEP 2013, if the more detailed investigation finds it may be warranted. If unwarranted, then Council would need to consider revoking the IHO under this course of action. Further advice will be provided to Council on receipt of the additional work.

Should the threat of demolition or harm arise at the remaining properties identified by Council but not considered for IHO listing, Council Officers would revisit this matter and may, at that time, recommend the additional properties be listed under an IHO.

Notwithstanding this, their heritage significance will be assessed under the broader review in conjunction with the other properties mentioned above.

Further detail is provided in Attachment 1 to this report.



## DELEGATED REPORT

## CONFIDENTIAL REPORT TO THE GENERAL MANAGER

Attachments:

1. Preliminary Assessment of Cultural Significance
2. Interim Heritage Order Government Gazette Notice
3. Interim Heritage Order Process

**SUBJECT:** Interim Heritage Order Proposal – 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.

**AUTHOR:** Jayden Perry, Strategic Planner

**EXECUTIVE SUMMARY:**

On 12 July 2013, a Ministerial Order was gazetted which granted authorisation to all local councils in NSW to make Interim Heritage Orders (IHOs) in accordance with s.25 of the Heritage Act 1977 and subject to meeting the conditions listed in Schedule 2 of the Order. An Interim Heritage Order is a temporary measure that prohibits demolition of a building or structure, to enable a detailed heritage assessment to be made as to whether or not the building or place should be listed under a local environmental plan. This authorisation to make an IHO was delegated to Council's General Manager by Council resolution on 17 March 2014.

During the assessment of:

- DA 239/21 at 131, 133, 135, 137 and 139 Holt Avenue, Cremorne for the demolition of the existing structures, excavation and construction of a five-storey mixed use development with basement parking and stratum subdivision, and
- DA 243/21 at 115, 117 and 119 Holt Avenue, Cremorne for the demolition of existing structures and construction of a residential flat building with basement parking,

a number of submissions to the public exhibition of both DAs raised potential heritage concerns.

In response to these concerns, Council considered a Notice of Motion at its meeting on 24 January 2022, and resolved:

1. *THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.*
2. *THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.*
3. *THAT the review consider whether there are contributory items within any recommended conservation area.*

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Re: Interim Heritage Order Proposal – Holt Avenue Properties, Cremorne

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In accordance with this resolution, Council engaged heritage consultants GML to prepare a preliminary heritage assessment (Preliminary Assessment) to determine if the properties may potentially satisfy the criteria for heritage listing under North Sydney Local Environmental Plan 2013 (NSLEP 2013).

The Preliminary Assessment identified that the sites may be eligible for heritage listing as:

*As a group, 115-125 Holt Avenue have potential to meet the threshold for listing as a historically and aesthetically representative group, and potentially a rare group within the Cremorne Area. There is further potential for the properties to demonstrate connections with significant local builders and/or architects. As a pair, 131-133 Holt Avenue have the potential for listing for their historical, aesthetic and rarity significance. They are among the earliest surviving houses from the late Victorian period.*

The properties are not located within a conservation area and are not currently listed as heritage items under NSLEP 2013. However, they are in the vicinity of two heritage conversation areas (HCAs) located within the neighbouring Mosman local government area (Holt Avenue HCA and Glover and Nathans Estate HCA).

It is evident from the Preliminary Assessment undertaken as part of this report, that the properties at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne have potential heritage significance and are worthy of further investigation as to whether it should be listed as a heritage item under NSLEP 2013.

It is noted that DA 239/21 and DA 243/21 are currently under assessment, with both likely to be determined in the coming weeks or months. The properties at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne are therefore under threat of being demolished and it is recommended that Council pursue the issuing of an IHO over the properties to prevent their demolition. The issue of an IHO will grant Council adequate time to fully investigate the properties and to prepare a Planning Proposal for listing as heritage items under NSLEP 2013, if warranted.

The properties at 121, 123 and 125 Holt Avenue are not considered to be under immediate threat. Therefore, an IHO cannot be prepared for these sites. Should the threat of demolition or harm arise at the remaining properties identified by Council but not considered for IHO listing, Council Officers would revisit this matter and may, at that time, recommend the additional properties be listed under an IHO.

Notwithstanding this, their heritage significance will be assessed under the broader review in conjunction with the other properties mentioned above.


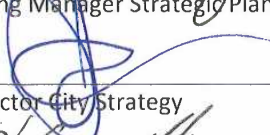

#### RECOMMENDATION:

1. **THAT** the General Manager, under delegation, make an Interim Heritage Order in accordance with Section 25 of the Heritage Act, 1977 for numbers 115, 117, 119, 131 and 133 Holt Avenue, Cremorne.
2. **THAT** Council forward a copy of this report and notice to the State Government for inclusion in the next Government Gazette. The request is to include a contact name and phone number.
3. **THAT** once the Interim Heritage Order is notified in the Government Gazette:
  - a. Council places a notice in a local newspaper and Councils website within 7 days of the Gazette notifying of the issue of the Interim Heritage Order.

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- b. Council notifies the property owner and issues a copy of the Interim Heritage Order to the property owner.
- c. Council request that the independent heritage consultant proceed with the preparation of a detailed heritage assessment of the subject site.
- d. Council instigate the preparation of a Planning Proposal to amend NSLEP 2013 should the findings and recommendations of the detailed heritage assessment provide the justification for such amendment.

Signed:		<u>7/3/22</u>
	Acting Manager Strategic Planning	Date
Signed:		<u>7 MARCH 2022</u>
	Director City Strategy	Date
Endorsed by:		<u>7 March 2022</u>
	General Manager	Date



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#### LINK TO DELIVERY PROGRAM

The relationship with the Delivery Program is as follows:

- Direction: **2. Our Built Environment**
- Outcome: 2.2 North Sydney's heritage is preserved and valued
- Direction: **4: Our Social Vitality**
- Outcome: 4.4 North Sydney's history is preserved and recognized

#### CONSULTATION REQUIREMENTS

If an Interim Heritage Order (IHO) is made, Council will be required to publish the order in the Government Gazette, provide published notice of the making of the order in a manner that the Minister or the council is satisfied is likely to bring the notice to the attention of members of the public in the area in which the item is situated, and notify the affected property owner(s) in accordance with s.28 of the Heritage Act, 1977. Consultation will occur as the matter proceeds to determination of whether formal heritage listing is warranted.

#### SUSTAINABILITY STATEMENT

The following table provides a summary of the key sustainability implications:

QBL Pillar	Implications
Environment	<ul style="list-style-type: none"> <li>No anticipated impacts.</li> </ul>
Social	<ul style="list-style-type: none"> <li>Application of an IHO will enable the protection of a potentially important piece of North Sydney Heritage.</li> </ul>
Economic	<ul style="list-style-type: none"> <li>No anticipated impacts.</li> </ul>
Governance	<ul style="list-style-type: none"> <li>Application of an IHO will enable the protection of a potentially important piece of North Sydney Heritage.</li> </ul>

#### BACKGROUND

##### A. *Development Application*

On 5 June 2021, a development application (DA 239/21) was lodged with Council seeking the demolition of the existing structures, excavation and construction of a five-storey mixed use development with basement parking and stratum subdivision at 131 and 133 Holt Avenue, Cremorne (also encompassing the neighbouring properties at 135, 137 and 139 Holt Avenue).

On 9 August 2021, a development application (DA 243/21) was lodged with Council seeking the demolition of existing structures and construction of a residential flat building with basement parking at 115, 117 and 119 Holt Avenue, Cremorne.

During the public exhibition period of both development application, Council received several submissions objecting to the proposed development on heritage grounds.

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### **B. Notice of Motion**

In response to the submissions made to DA 239/21 and DA 243/21 that related to heritage concerns, Council considered a Notice of Motion at its meeting on 24 January 2022, and resolved:

1. *THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.*
2. *THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.*
3. *THAT the review consider whether there are contributory items within any recommended conservation area.*

This report has been prepared in response to this Council resolution.

### **DETAIL**

#### **1. Assessment of Heritage significance**

##### **1.1. Introduction**

The purpose of this section of the report is to determine whether the placing of an IHO under s.25(2) of the Heritage Act 1977 to protect the properties at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne. This assessment does not constitute a comprehensive analysis of heritage significance using the State Heritage Inventory (SHI) criteria developed by the NSW Heritage Office. Since the identification of the threat, there has been insufficient time to prepare such a report. Nevertheless, a preliminary heritage assessment has been prepared to determine whether Council should proceed to place an IHO over the subject site, based on the SHI criteria.

Council engaged heritage consultants GML to undertake an independent preliminary heritage assessment against the State Heritage Inventory, NSLEP 2013 and local heritage records. A copy of this assessment is provided in Attachment 1.

##### **1.2. The subject sites**

The subject sites are comprised of the following:

<b>Address</b>	<b>Lot and DP</b>
115 Holt Avenue, Cremorne	Lot 1 DP 929395
117 Holt Avenue, Cremorne	Lot 1 DP 980 449
119 Holt Avenue, Cremorne	Lot 1 DP 929074
121 Holt Avenue, Cremorne	Lots 1 and 2 DP 135515
123 Holt Avenue, Cremorne	Lot 1 DP 947542
125 Holt Avenue, Cremorne	SP 11200
131 Holt Avenue, Cremorne	Lot 2 DP 602238
133 Holt Avenue, Cremorne	Lot 1 DP 602238

The sites are located along the northern side of Holt Avenue, between Spofforth Street and Military Road in Cremorne. Access to the sites are made from Holt Avenue.

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The properties at 115-125 Holt Avenue contain a group of detached Federation era Bungalow style houses, set on large allotments with wide frontages to Holt Avenue. The properties at 131 and 133 Holt Avenue comprise a pair of modest, single-storey semi-detached Victorian dwellings, with simplified Italianate details.

### 1.3. Heritage Context

The subject sites are not identified in Schedule 5 – *Environmental Heritage* to NSLEP 2013, nor are they located within a Heritage Conservation Area. The current statutory heritage context is provided in Figure 1.

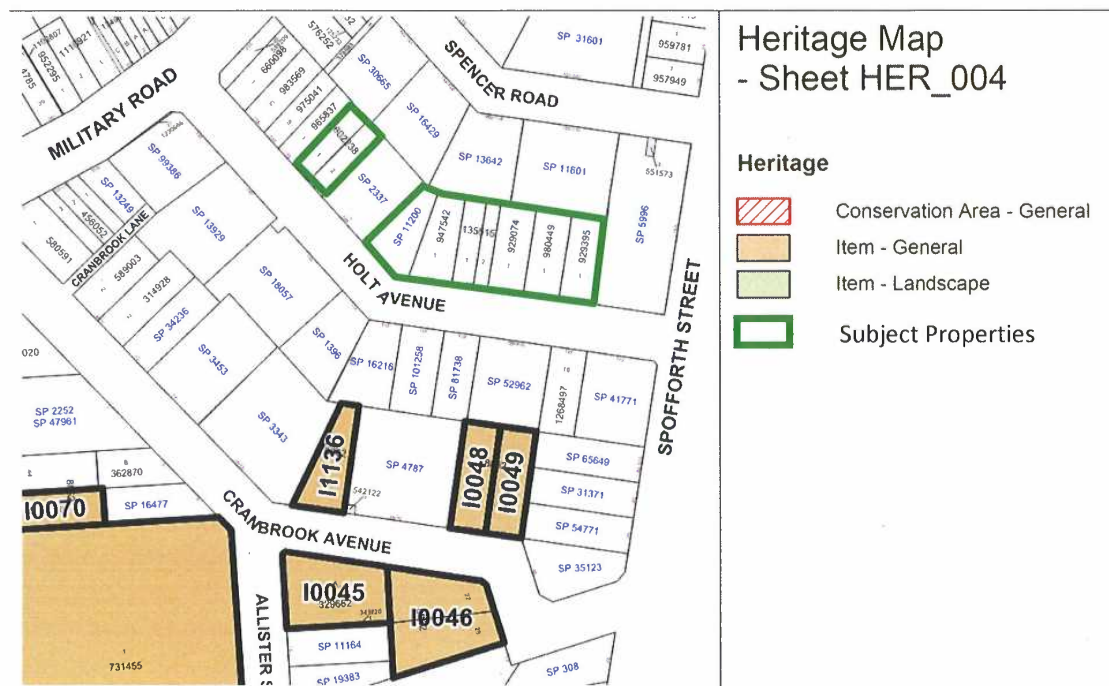


FIGURE 1: Extract from NSLEP 2013 Heritage and Conservation Map

### 1.4. Similar buildings in the Area

The Preliminary Assessment undertook an analysis of the heritage context of the locality. It identified that the subject properties are within the vicinity of the Holt Estate HCA and Glover and Nathans Estate HCA, both located within the Mosman LGA. The assessment identified that, due to its close proximity to the subject properties, it is likely that they are likely to share historic and aesthetic similarities to the existing HCAs.

### 1.5. Assessment of significance

In relation to the properties at 115-125 Holt Avenue, the Preliminary Assessment noted that:

*As a group, 115-125 Holt Avenue have potential to meet the threshold for listing as a historically and aesthetically representative group, and potentially a rare group within the Cremorne Area. There is further potential for the properties to demonstrate connections with significant local builders and/or architects.*

In relation to the properties at 131 & 133 Holt Avenue, the Preliminary Assessment noted that:

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*As a pair, 131-133 Holt Avenue have the potential for listing for their historical, aesthetic and rarity significance. They are among the earliest surviving houses from the late Victorian period.*

## 2. Is there a threat of harm?

### A. 115, 117 & 119 Holt Avenue

As indicated in the Background section of this report, Council received a development application (DA 243/21) on 9 August 2021 seeking the demolition of existing structures and construction of a residential flat building with basement parking at 115, 117 and 119 Holt Avenue, Cremorne. The plans illustrate the complete demolition of the buildings and structures at the three sites to accommodate the proposed development. These plans provide clear intent to harm the potential heritage items through demolition.

### B. 131 & 133 Holt Avenue

As indicated in the Background section of this report, Council received a development application (DA 239/21) on 5 June 2021 seeking the demolition of the existing structures, excavation and construction of a five-storey mixed use development with basement parking and stratum subdivision at 131 and 133 Holt Avenue, Cremorne (also encompassing the neighbouring properties at 135, 137 and 139 Holt Avenue). The plans illustrate the complete demolition of the buildings and structures at the three sites to accommodate the proposed development. These plans provide clear intent to harm the potential heritage items through demolition.

As the properties at 115, 117, 119, 131 and 133 Holt Avenue are not identified heritage items nor are they located within a heritage conservation area, there is a chance that the potential heritage items could be lawfully demolished as complying development under the Demolition Code of State Environmental Planning Policy (Exempt and Complying Development Code) 2008 or illegally before an IHO could be imposed under current processes.

### C. Remaining Properties (121, 123 and 125 Holt Avenue)

Council's resolution made reference to a number of properties along the northern side of Holt Avenue which are not the subject of current Development Applications. Preliminary assessment shows that the properties at 121, 123 and 125 Holt Avenue are not considered to be under immediate threat, as no application exists for the demolition or significant alteration of the properties.

## 3. Can an IHO be applied

IHOs can be made by the Minister for Heritage on the recommendation of the Heritage Council, or by local councils under delegation under Part 3 – *Interim heritage orders for items of State or local heritage significance* of the Heritage Act 1977. On 12 July 2013, a Ministerial Order was gazetted which granted authorisation to all local councils in NSW to make IHOs in accordance with s.25 of the Heritage Act 1977 and subject to meeting the conditions listed in Schedule 2 of the Order.

As discussed in the above section of this report, the properties at 121, 123 and 125 Holt Avenue are not considered to be under immediate threat. Therefore, an IHO cannot be granted.

For the remaining properties which have been identified as being under threat, the making of an IHO is considered to be in accordance with the relevant provisions of s.25 of the Heritage Act as demonstrated in Table 1.

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TABLE 1: Assessment Against s.25 of the Heritage Act 1977	
Requirement	Comment
(1) The Minister may, by order published in the Gazette, authorise a council to make interim heritage orders for items in the council's area.	Authorisation was granted to North Sydney Council on 12 July 2013.
(2) A council authorised under this section may make an interim heritage order for a place, building, work, relic, moveable object or precinct in the council's area that the council considers may, on further inquiry or investigation, be found to be of local heritage significance, and that the council considers is being or is likely to be harmed.	<p><b>Local Heritage Significance</b> This issue is addressed in Section 1 to this report. It is considered that the subject sites contain potential items of local heritage significance.</p> <p><b>Threat of harm</b> This issue is addressed in Section 2 to this report. It is considered that there is a threat of demolition to the potential items.</p>
(3) An interim heritage order made by a council is of no effect in so far as it applies to any of the following items:	
(a) an item to which an interim heritage order made by the Minister applies,	No IHO applies to the subject sites which has been issued by the Minister for Heritage
(b) an item listed on the State Heritage Register.	The properties are not listed on the State Heritage Register.
(4) An authorisation under this section can be given subject to conditions and a council cannot act in contravention of the conditions of its authorisation.	Authorisation conditions are addressed in Table 2 to this report.
(5) The Minister may at any time by notice published in the Gazette withdraw a council's authorisation or change the conditions of its authorisation. The withdrawal of a council's authorisation does not of itself affect any interim heritage order made before the authorisation was withdrawn.	An IHO has not yet been placed on the subject properties and therefore cannot be withdrawn.

The making of an IHO is considered to be in accordance with the conditions listed in Schedule 2 of the Order issued on 12 July 2013 as demonstrated in Table 2.

TABLE 2: Conditions for Local Councils to make Interim Heritage Orders		
Condition	Comment	Complies?
(1) A council must not make an Interim Heritage Order (IHO) unless:		
(a) an environmental planning instrument containing a schedule of heritage items derived from a heritage study and provisions for the management of those items is in force in the Local Government Area; and	NSLEP 2013 applies to the whole of the North Sydney LGA and contains a list of heritage items which have been derived from numerous comprehensive heritage studies.	YES

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<b>TABLE 2: Conditions for Local Councils to make Interim Heritage Orders</b>		
<b>Condition</b>	<b>Comment</b>	<b>Complies?</b>
(b) it has considered a preliminary heritage assessment of the item prepared by a person with appropriate heritage knowledge, skills and experience employed or retained by the council and considers that:	<b>Refer to Section 1 of this report.</b> The preliminary heritage assessment has been prepared by independent heritage consultants GML on behalf of North Sydney Council.	YES
(i) the item is or is likely to be found, on further inquiry and investigation, to be of local heritage significance;	<b>Refer to Section 1 of this report.</b> The preliminary heritage assessment concludes that the items are of potential local heritage significance, are likely to be harmed, and the IHO will only apply to the items determined as being under threat.	YES
(ii) the item is being or is likely to be harmed;	<b>Refer to Section 2 of this report.</b> The subject sites are subject to a current DA which involves the demolition of all buildings upon the subject sites, including the potential heritage items. Therefore, there is an intent to harm this potential item of local heritage significance. The building may also be demolished at any time by way of complying development certification.	YES
(iii) the IHO is confined to the item determined as being under threat; and	<b>Refer to Section 1 and Attachment 2 of this report.</b> The IHO will only apply to the items determined as being under threat.	YES
(c) where the IHO is made over land which includes an item which is likely to be found, on further inquiry and investigation, to be of significance to Aboriginal people, a council must refer the proposal to make an IHO to the Office of Environment and Heritage for assessment regarding significance and community consultation, before the IHO is made. Council must comply with the recommendations of the Office of Environment and Heritage made in its assessment prepared pursuant to the referral.	<b>Refer to Section 1 of this report.</b> The subject is <u>not identified</u> as containing significance to Aboriginal people, therefore referral to the Office of Environment and Heritage is not required before the IHO is made.	YES
(2) A council must not make an IHO where:		
(a) the item is listed on:		

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TABLE 2: Conditions for Local Councils to make Interim Heritage Orders		
Condition	Comment	Complies?
(i) an environmental planning instrument as an item of environmental heritage;	The subject sites are <u>not listed</u> as items of environmental heritage under any environmental planning instrument	YES
(ii) the item is within a heritage conservation area identified in an environmental planning instrument; or	The subject sites are <u>not identified</u> as being located within a heritage conservation area under any environmental planning instrument	YES
(b) the item is covered by: (i) an order under s.136 of the Heritage Act, 1977; or	The subject sites are <u>not covered</u> by an order under S.136 of the Heritage Act.	YES
(c) the council has previously placed an interim heritage order on the item; or	The subject sites have <u>not been subject to an IHO</u> in the past.	YES
(d) a development consent (other than a complying development certificate), has been granted in relation to the item that permits the item to be harmed, and the development consent is still in force; or	<u>No such development consent has been issued.</u>	YES
(e) a complying development certificate has been granted for the demolition of an existing dwelling and the erection of a new single storey or two storey dwelling house, and the complying development certificate is still in force.	<u>No such complying development certificate has been issued.</u>	YES
(3) A council must not make an IHO in relation to item(s) that are located on land:		
(a) that is Crown land; or	The subject sites <u>do not comprise</u> Crown Land	YES
(b) which is being developed by or on behalf of the Crown; or	The subject sites are <u>not being developed</u> by or on behalf of the Crown	YES
(c) which is subject to a development for which the Minister for Planning and Infrastructure is the consent authority or approval authority under the Environmental Planning & Assessment Act 1979.	The subject sites <u>do not have</u> the benefit of Ministerial approval	YES

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TABLE 2: Conditions for Local Councils to make Interim Heritage Orders		
Condition	Comment	Complies?
(4) A council must not make an IHO in respect of an item (which includes a building, work, relic, or place) that is subject to an approval, consent, licence, permit, permission or any other form of authorisation that requires or permits the item to be harmed and that is issued by the Crown, an officer or employee of the Crown or a Minister.	The subject properties <u>do not have</u> the benefit of an approval, consent, licence, permit, permission or any other form of authorisation that requires or permits the item to be harmed and that is issued by the Crown, an officer or employee of the Crown or a Minister.	YES
(5) An IHO made by a council must contain the following condition: <i>"This Interim Heritage Order will lapse after six months from the date it is made unless the local council has passed a resolution before that date; and</i> <i>(i) in the case of an item which, in the council's opinion, is of local significance, the resolution seeks to place the item on the heritage schedule of a local environmental plan with appropriate provisions for protecting and managing the item; or</i> <i>(ii) in the case of an item which in the Council's opinion, is of State heritage significance, the resolution requests the Heritage Council to make a recommendation to the Minister for Heritage under section 32(2) of the Heritage Act to include the item on the State Heritage Register."</i>	<b>Refer to Attachment 3 to this report.</b> This condition is contained.	YES
(6) A council must publish annually in its State of Environment Report or Annual Report a summary of all decisions regarding IHOs for that year and provide a copy to the Office of Environment and Heritage.	This can be complied with once the IHO has been issued.	YES

#### 4. What are the next steps?

In order to assist Council in ensuring compliance with the criteria and limitations which apply to the use of IHOs under Section 25 of the Heritage Act, a flow chart has been prepared (refer Attachment 4). It illustrates the relevant steps required in the implementation of an IHO and subsequent steps to have the property listed as a heritage item under NSLEP 2013. The identified process would be applied to 115, 117, 119, 131 and 133 Holt Avenue, Cremorne in the event that an IHO is made by Council.

It should be noted that an opportunity to appeal the imposition of the IHO through the Land and Environmental Court will become available to the land owner and any other effected party.

Should the threat of demolition or harm arise at 121, 123 or 125 Holt Avenue, Council Officers would



Report of Jayden Perry, Strategic Planner  
Re: Interim Heritage Order Proposal – Holt Avenue Properties, Cremorne

(12)

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revisit this matter and may, at that time, recommend the additional properties also be listed under an IHO.

Council should note that additional costs, including staff resources, would be incurred by Council when an IHO is applied and an amendment to NSLEP 2013 required. A Planning Proposal would be required to be prepared and publically exhibited for the properties identified in the report to amend Schedule 5 of NSLEP 2013 to add the properties as heritage items.

#### **5. Timing of LEP amendment**

If an IHO is imposed over the property, it is anticipated that a Planning Proposal report recommending the listing of the subject site as a heritage item under NSLEP 2013 will be put to Council for its consideration by the August 2022 meeting at the latest if warranted by the further heritage assessment of the property. If the recommendation for listing is adopted by Council, the Planning Proposal will be forwarded to the Department of Planning and Environment seeking a Gateway Determination to publically exhibit the Planning Proposal.

#### **6. Conclusion**

It is clear from the Preliminary Assessment prepared by GML that the Holt Street properties assessed have potential heritage significance and are worthy of further investigation as to whether they should be listed as heritage items under NSLEP 2013. Furthermore, a number of the properties are currently under threat of being demolished and it is recommended that Council pursue the issuing of an IHO over the properties to prevent their demolition in the short term. The issue of an IHO will grant Council adequate time to fully investigate the properties and to prepare a Planning Proposal for listing as a heritage items under NSLEP 2013 subject to the further assessment to be conducted.

**North Sydney Council**

Heritage Act 1977

Interim Heritage Order No. 1/2022

115, 117, 119, 131 and 133 Holt Avenue, Cremorne

Under Section 25 of the Heritage Act, 1977, North Sydney Council, do by this notice:

- I. Make an Interim Heritage Order to cover the items of the environmental heritage specified or described in Schedule 'A'; and
- II. Declare that the Interim Heritage Order shall apply to the curtilage or site of such items, being the land described in Schedule 'B'

This Interim Heritage Order will lapse six months from the date that it is made unless the local council has passed a resolution before that date either:

- (1) In the case of an item which, in the council's opinion, is of local significance, to place the item on the heritage schedule of a local environmental plan with appropriate provisions for protecting and managing the item; and
- (2) In the case of an item which in the council's opinion, is of State heritage significance, nominate the item for inclusion on the State Heritage Register.



Ken Gouldthorp  
General Manager

North Sydney Council

Dated at North Sydney 7 March 2022

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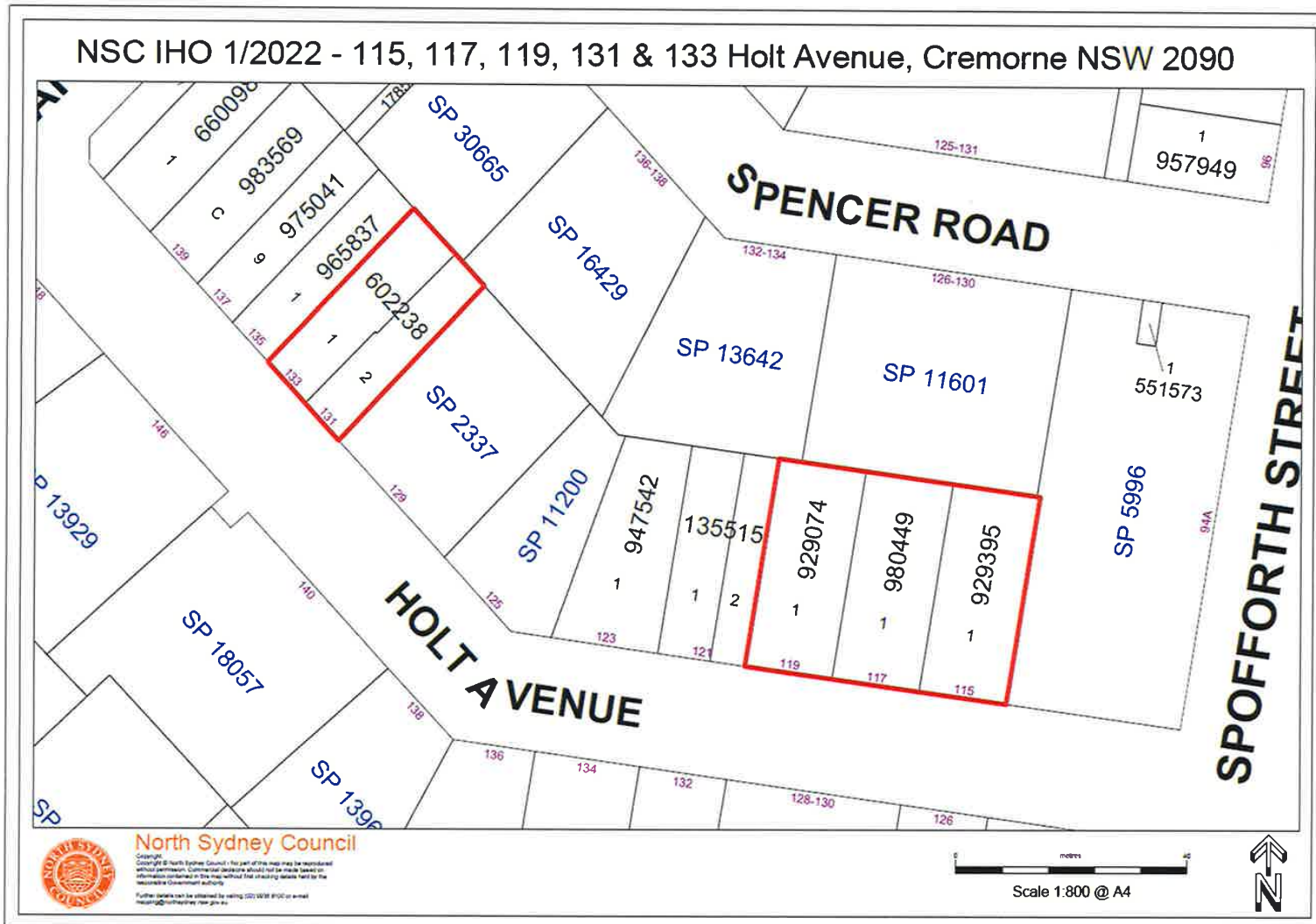
SCHEDULE 'A'

The properties situated at 115, 117, 119, 131 and 133 Holt Avenue, Cremorne NSW 2090 on the land described in Schedule 'B'.

---

SCHEDULE 'B'

The parcels of land known as Lot 1 DP 929395, Lot 1 DP 980 449, Lot 1 DP 929074, Lot 2 DP 602238 and Lot 1 DP 602238, shown edged heavy red on the plan catalogued NSC IHO 1/22.





**115–125, 131–133 Holt  
Avenue, Cremorne**

**Preliminary Heritage Assessment**

**Report prepared for North Sydney Council**



## Acknowledgement of Country

We respect and acknowledge the First Nations of the lands and waterways on which we live and work, their rich cultural heritage and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with First Nations to support the protection of their culture and heritage. We strongly advocate social, cultural and political justice and support the Uluru Statement from the Heart.

## Cultural warning

Aboriginal and Torres Strait Islander readers are advised that this report may contain images or names of First Nations people who have passed away.



## Report register

The following report register documents the development of this report, in accordance with GML's Quality Management System.

Job No.	Issue No.	Notes/Description	Issue Date
22-0023	1	Draft Report	28 February 2022
22-0023	2	Draft Report	2 March 2022
22-0023	3	Final Report	7 March 2022

### Quality assurance

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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## Executive summary

North Sydney Council (Council) has engaged GML Heritage Pty Ltd (GML) to provide a heritage assessment of the properties at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne (the properties), in order to determine whether any of the properties are eligible to be the subject of an Interim Heritage Order (IHO). This assessment was commissioned in response to a resolution of Council.

At its meeting on 24 January 2022, Council resolved:

1. THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.
2. THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117, 119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.
3. THAT the review consider whether there are contributory items within any recommended conservation area.

This resolution was in response to concerns about development applications that involve a number of the subject properties. These proposals involve the demolition of the existing buildings on the sites, and as such represent a threat of harm.

The existing properties are not currently listed as heritage items. However, they are in the vicinity of two existing heritage conservation areas (HCAs) located within the neighbouring Mosman local government area (Holt Avenue HCA and Glover and Nathans Estate HCA).

This report forms the first stage of the project, being an initial assessment of the significance of the group of dwellings at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne, to determine if they have potential to reach the threshold for heritage listing and therefore warrant protection under an IHO.

This Preliminary Assessment Report includes:

- a review of previous heritage reports, LEP maps, recent development applications and other relevant material provided by Council
- preliminary historical research



- physical analysis of the group of houses and surrounding area (based on inspections undertaken from the public domain)
- review of the applicants' heritage reports accompanying development applications DA 243/21 and DA 239/21 and the heritage assessment report by Cremorne Conservation Group
- preliminary, high-level assessment of the group of houses at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne
- preliminary, high-level advice as to the potential of the surrounding area (bounded by Cranbrook Avenue, Spofforth Street, Cabramatta Road and Military Road) to warrant assessment as a heritage conservation area (HCA).

The key outcomes of this report are as follows:

- The applicants' heritage documents are inconsistent with their application of the 'NSW Assessing Heritage Significance' guidelines and do not provide an adequately rigorous assessment of the heritage significance of the buildings.
- As a group, 115–125 Holt Avenue have potential to meet the threshold for listing as a historically and aesthetically representative group, that is potentially rare within the Cremorne area. There is further potential for the properties to demonstrate connections with significant local builders and/or architects.
- As a pair, 131–133 Holt Avenue have the potential for listing for their historical, aesthetic and rarity significance. The dwellings are among the earliest surviving houses from the late Victorian period.
- Preliminary assessment suggests that among the eight dwellings there are several potential groupings that may demonstrate shared heritage values which could reach the threshold for heritage listing. These groupings are:
  - a. the 'Holt Avenue Group' (provisional title) comprising all eight properties
  - b. Nos 115, 117, 119, 121, 123 and 125 as a cohesive row of Federation dwellings
  - c. Nos 115, 117, 119 and 121 as a consistent row of Federation Bungalows constructed by Thomas Ross the same builder and property owner.
  - d. Nos 123 and 125 as a pair of Federation dwellings constructed by the same builder, and likely the same architect.
  - e. Nos 131 and 133 as a pair of potentially rare late Victorian dwellings in the Cremorne area
- An investigation of a potential HCA (bounded by Spofforth Street, Military Road, Cabramatta Street and Holt Avenue) has determined that the area is highly unlikely to meet the threshold for listing under any criteria due to the following:
  - The area no longer displays a cohesive historic character or provide an understanding of the historic development of the area, with few remaining original buildings.





- Due to its zoning, the area is predominantly contemporary residential and commercial development from the late twentieth and early twenty-first century.
- The original subdivision pattern has largely been altered.
- The only streetscape that retains an historic character is the northern side of Holt Avenue, and the dwellings on Cranbrook Avenue which are already individually heritage listed.

The recommendations of this report are:

1. An Interim Heritage Order be placed on Nos 115, 117, 119, 131, and 133 Holt Avenue Cremorne in order to protect the buildings from demolition whilst a detailed assessment of their heritage significance is undertaken to determine if the properties qualify for heritage listing within Schedule 5 of NSLEP 2013;
2. Council undertake further detailed assessment of the shared heritage values of the houses at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue to determine their potential for group heritage listing. The potential groupings are:
  - a. the 'Holt Avenue Group' (provisional title) comprising all eight properties
  - b. Nos 115, 117, 119, 121, 123 and 125 as a cohesive row of Federation dwellings
  - c. Nos 115, 117, 119 and 121 as a consistent row of Federation Bungalows constructed by Thomas Ross the same builder and property owner.
  - d. Nos 123 and 125 as a pair of Federation dwellings constructed by the same builder, and likely the same architect.
  - e. Nos 131 and 133 as a pair of potentially rare late Victorian dwellings in the Cremorne area; and
3. The assessment of the current development applications should have consideration for these recommendations.



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# 1 Introduction

## 1.1 Background

North Sydney Council (Council) has commissioned GML Heritage Pty Ltd (GML) to provide a heritage assessment of the properties at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne (the properties), in order to determine whether any of the properties are eligible to be the subject of an Interim Heritage Order (IHO). This assessment was commissioned in response to a resolution of Council.

At its meeting on 24 January 2022, Council resolved:

1. THAT Council obtain urgent advice, including review of existing studies in relation to whether an Interim Heritage Order(s) can be supported in respect of a group of dwellings known as 115, 117,119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne.
2. THAT Council prepare an urgent report, including review of existing studies to assess whether a new Heritage Conservation Area ought to be identified and adopted in relation to the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne and that such review consider the inclusion of the group of dwellings at 115, 117,119, 121, 123, 125 and 131, 133 Holt Avenue, Cremorne and be informed by the provisions relating to Mosman Council's Holt Estate Conservation Area.
3. THAT the review consider whether there are contributory items within any recommended conservation area.

This resolution was in response to concerns about development applications that involve a number of the subject properties. These proposals involve the demolition of the existing buildings on the sites, and as such represent a threat of harm.

The existing properties are not currently listed as heritage items. However, they are near two existing heritage conservation areas (HCAs) located within the neighbouring Mosman local government area (LGA) (Holt Estate HCA [C3] and Glover and Nathans Estate HCA [C12]). One of the subject properties, 125 Holt Street, was formerly heritage listed under the *North Sydney Local Environmental Plan 2013* (NSLEP 2013). However, it was de-listed during the 2007 Heritage Review.

This report forms the first stage of the project, being an initial assessment of the significance of the group of dwellings at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne, to determine if they have potential to reach the threshold for



heritage listing and therefore warrant protection under an IHO. This Preliminary Assessment Report includes:

- a review of previous heritage studies, LEP maps, recent development applications and other relevant material provided by Council
- preliminary historical research
- physical analysis of the group of houses and surrounding area (informed by inspections undertaken from the public domain)
- preliminary, high-level advice as to the potential of the surrounding area (bounded by Cranbrook Avenue, Spofforth Street, Cabramatta Road and Military Road) to warrant assessment as a HCA.

Should the assessment recommend that Council proceed with an IHO over the properties, a further detailed assessment of the heritage significance of the dwellings and/or wider area would be provided, as required by the terms of an IHO.

The historical research, site investigation and heritage assessment in Sections 3–7 of this report provide the framework for determining whether an IHO should proceed on one or more of the subject properties.

## 1.2 Identification of Study Area

The subject sites are located at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne, within the North Sydney Local Government Area (LGA), and are identified in Figure 1.1 and 1.2 below. The properties occupy the majority of the southeastern side of Holt Avenue between Military Road in the north and Spofforth Street in the east. The lot numbers, land zoning and maximum building height of the properties are outlined in Table 1.1 below.

Table 1.1 Property Information.

Address	Lot Number	Land Zoning	Maximum Building Height
115 Holt Avenue	Lot 1 DP 929395	R3: Medium Density Residential	8.5m
117 Holt Avenue	Lot 1 DP 980449	R3: Medium Density Residential	8.5m
119 Holt Avenue	Lot 1 DP 929074	R3: Medium Density Residential	8.5m
121 Holt Avenue	Lots 1 and 2 DP 135515	R3: Medium Density Residential	8.5m
123 Holt Avenue	Lot 1 DP 947542	R3: Medium Density Residential	8.5m



Address	Lot Number	Land Zoning	Maximum Building Height
125 Holt Avenue	SP 11200	R3: Medium Density Residential	8.5m
131 Holt Avenue	Lot 2 DP 602238	R4: High Density Residential	12m
133 Holt Avenue	Lot 1 DP 602238	R4: High Density Residential	12m

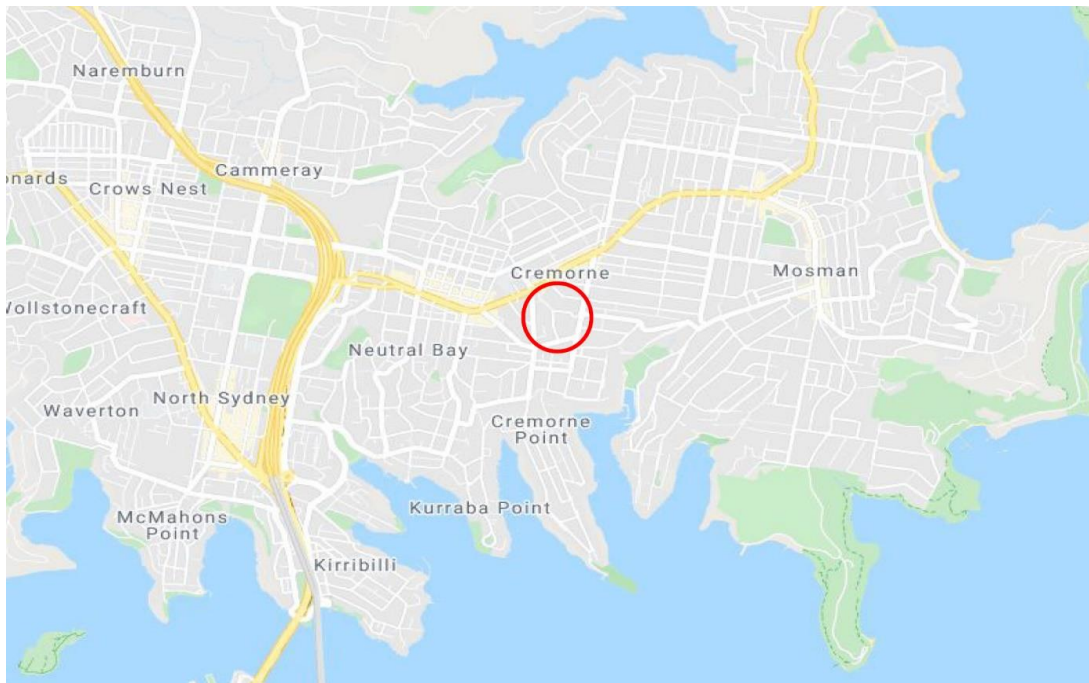


Figure 1.1 Location of Cremorne in its wider context. (Source: © Google Maps with GML overlay, 2022)



Figure 1.2 Location of the subject dwellings and potential heritage conservation area. (Source: Nearmap with GML overlay, 2021)

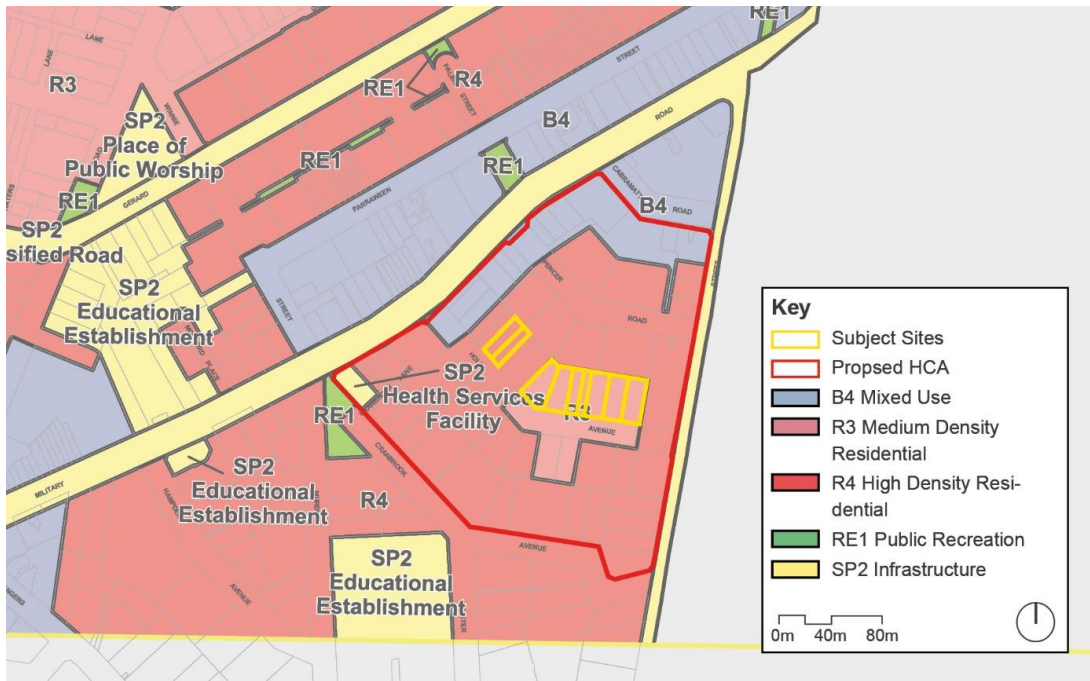


Figure 1.3 LEP zoning relating to the subject sites and potential heritage conservation area. (Source: North Sydney LEP 2013, Land Zoning Map – Sheet LZN\_003 with GML overlay)



## 1.3 Current Development Applications

Council has received two development applications (Das) that involve several of the subject properties:

- **DA 239/21:** Demolition of existing structures, excavation and construction of a five-storey mixed use development with basement parking and stratum subdivision.
- Lodged on 5 June 2021, this DA affects the properties at 131 and 133 Holt Avenue (and also encompasses the neighbouring properties at 135, 137 and 139 Holt Avenue).
- **DA 243/21:** Demolition of existing structures and construction of a residential flat building with basement parking.
- Lodged on 9 August 2021, this DA affects the properties at 115, 117 and 119 Holt Avenue.

## 1.4 Methodology

The approach, methodology, assessment procedures, criteria and recommendations of this Preliminary Heritage Assessment have been prepared in accordance with the *Australia ICOMOS Charter for Places of Cultural Significance, 2013* (the Burra Charter) and the guideline 'Assessing Heritage Significance' prepared by the Heritage Division of the Office of the Environment and Heritage and contained in the *NSW Heritage Manual*.

## 1.5 Terminology

The terminology used in this report is consistent with the *NSW Heritage Manual*, prepared by the Heritage Office (now Heritage NSW), and the Burra Charter.<sup>1</sup>

- **Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.
- **Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.
- **Fabric** means all the physical material of the place including components, fixtures, contents, and objects.





- **Conservation** means all the processes of looking after a place so to retain its cultural significance.
- **Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.
- **Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration.
- **Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- **Reconstruction** means returning the place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.
- **Adaptation** means modifying a place to suit the existing use or a proposed use.
- **Use** means the functions of a place, as well as the activities and practices that may occur at the place.
- **Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
- **Curtilage** is defined as the area of land surrounding an item that is required to retain its heritage significance. The nature and extent of the curtilage will vary and can include but is not limited to lot boundaries and visual catchments.
- **Setting** means the area around a place, which may include the visual catchment.
- **Related place** means a place that contributes to the cultural significance of another place.

## 1.6 Limitations

This report was informed by a physical inspection of the sites and the surrounding area from the public domain only, a desktop analysis of available information and reports, and additional primary and archival research undertaken at the North Sydney Heritage Centre (Stanton Library).

## 1.7 Acknowledgements

GML gratefully acknowledges the assistance of North Sydney Council in providing background information and support.



## 1.8 Endnotes

- <sup>1</sup> Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC.



## 2 Statutory context

### 2.1 Introduction

In NSW, items of heritage significance are afforded statutory protection under the following New South Wales Acts:

- Heritage Act 1977 (Heritage Act)
- Environmental Planning and Assessment Act 1979 (EPA Act).

### 2.2 Heritage Act 1977

The Heritage Act is a statutory tool designed to conserve the state's environmental heritage. It is used to regulate the impacts of development on the state's heritage assets. The Heritage Act describes a heritage item as 'a place, building, work, relic, moveable object or precinct'.

There are no items listed on the State Heritage Register (SHR) in the study area. There are two items listed on the SHR in the wider vicinity. These are 'Belvedere' at 7 Cranbrook Avenue, and 'Egglemont' at 11 Cranbrook Avenue.

### 2.3 Environmental Planning and Assessment Act 1979

The EPA Act is administered by the NSW Department of Planning, Industry and Environment and provides for environmental planning instruments to be made to guide the process of development and land use. The EPA Act also provides for the protection of local heritage items and conservation areas through listing on Local Environmental Plans (LEPs) and State Environmental Planning Policies (SEPPs) which provide local councils with the framework required to make planning decisions.

### 2.4 North Sydney Local Environmental Plan 2013

The NSLEP 2013 is the principal environmental planning instrument applying to the land. Schedule 5 of the NSLEP identifies heritage items and HCAs. The subject site is not listed as a heritage item nor is it located within a listed HCA.



The objectives of Clause 5.10 are as follows:

- (a) to conserve the environmental heritage of North Sydney,
- (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.

The subject properties are not currently listed as a heritage item, nor are they within a HCA, within the NSLEP.

## **2.5 North Sydney Development Control Plan 2013**

The *North Sydney Development Control Plan 2013* (NSDCP 2013) Part B Section 13 (Heritage and Conservation) provides specific development objectives and controls for conservation areas (including contributory, neutral or uncharacteristic properties), heritage items and development in the vicinity of heritage items.

The subject properties are not currently listed as a HCA; however, this review will provide high-level guidance as to whether they should be investigated for listing as an HCA.



## 3 Historical Overview

### 3.1 Introduction

This section provides an overview of the historical background of the Holt Avenue properties and surrounding area. It is based upon secondary sources, supplemented with additional desktop research from the National Library of Australia (NLA), the State Library of NSW, North Sydney Heritage Centre (Stanton Library) and NSW Land Registry Services.

### 3.2 Aboriginal North Sydney

Aboriginal people have occupied Sydney's North Shore for thousands of years; radiocarbon dating of archaeological material from Cammeray dates Aboriginal occupation of the area back to at least 5,800 years ago. The Cammeragal (Cammeraygal) and the Wallumedegal occupied the North Shore of Sydney in 1788, when the First Fleet arrived in Sydney Cove. Boundaries were not clearly defined, but Governor Phillip noted that the Cammeragal (sic) occupied the 'north-west part of this harbour' and Wallumedegal the 'opposite shore'.

The groups were nomadic and had various camp sites that were used depending on the season and availability of food or other requirements. They sheltered in sandstone rock shelters, which lined waterways, and huts constructed from local resources. The groups fished, hunted and harvested food from abundant local resources. They had a complex cultural life, with distinct languages, customs and a rich spirituality.

The devastation wrought by colonisation and the outbreak of smallpox did not mean the end of Aboriginal occupation in Sydney's North Shore. The ongoing presence of Aboriginal people is recorded in paintings, personal letters from the time and oral histories. In 1878, the *Sydney Morning Herald* reported that many Aboriginal people from the Shoalhaven had established camps at Berrys Bay and other northern sites—scattered outposts in a rapidly growing colonial city.

### 3.3 Early land grants and European occupation

The subject sites are located on part of a 700-acre (283 hectare) grant secured by John Piper for his son-in-law Alfred Thrupp in 1814. Thrupp and his wife, Sally, departed for Tasmania soon after and never occupied the land. It appears to have been sold to Piper



in the process, because on his bankruptcy in 1827, the land was purchased by Solomon Leve and Daniel Cooper. The following year they gave permission to James Milson to 'take charge' of Thrupp's Farm to prevent the theft of firewood. A building known popularly as Thrupp's Cottage was built on the foreshore alongside Hayes Street in the 1820s.

Daniel Cooper died in 1853, bequeathing the land to his nephew John. John Cooper progressively subdivided and leased parcels of land for 99-year terms over the following 60 years. These leaseholds generally comprised large blocks of land and the lessees mostly subdivided the land and assigned underleases.

In 1881 John Cooper conveyed a lease of 120 acres (48.5 hectares) to William Henry Paling and Andrew Hardie McCulloch junior for the term of 99 years. Paling and McCulloch subdivided their leasehold and sold the allotments as underleases. In August 1885 Paling and McCulloch conveyed the lease to 13 acres, 2 roods and 15 perches in total (over 5 hectares) to Adolph Caesar Shadler of St Leonards, a bread and biscuit manufacturer.

Shadler subdivided his property into 118 allotments as the Long View Estate (or Longview Estate), also popularly known as Shadler's Estate. The subdivision was registered at the Land Titles Office as Deposited Plan 4764 (see Figure 3.1). The 118 allotments were laid out across three sections bounded by existing roads, Military Road and Spofforth Street, with three new streets formed in the estate, Short Street (now known as Cabramatta Road), Middle Street (now Spencer Road) and Shadler Street (renamed Holt Avenue).

The Long View Estate was advertised for auction sale on 21 November 1885, comprising 'level building allotments, elevated positions, grand views', with leases to run for 95 years. Richardson and Wrench reported that portions of the leasehold estate sold at prices ranging from 4 shillings and 9 pence to 3 shillings and 9 pence per foot per annum. The first auction was not a success. Two years later, on 10 September 1887, 115 unsold allotments were advertised for auction sale:

*This part of the North Shore will undoubtedly become the most fashionable spot in the locality, and persons in search of land suitable for Villa Residences ... should not allow this opportunity to pass.<sup>1</sup>*

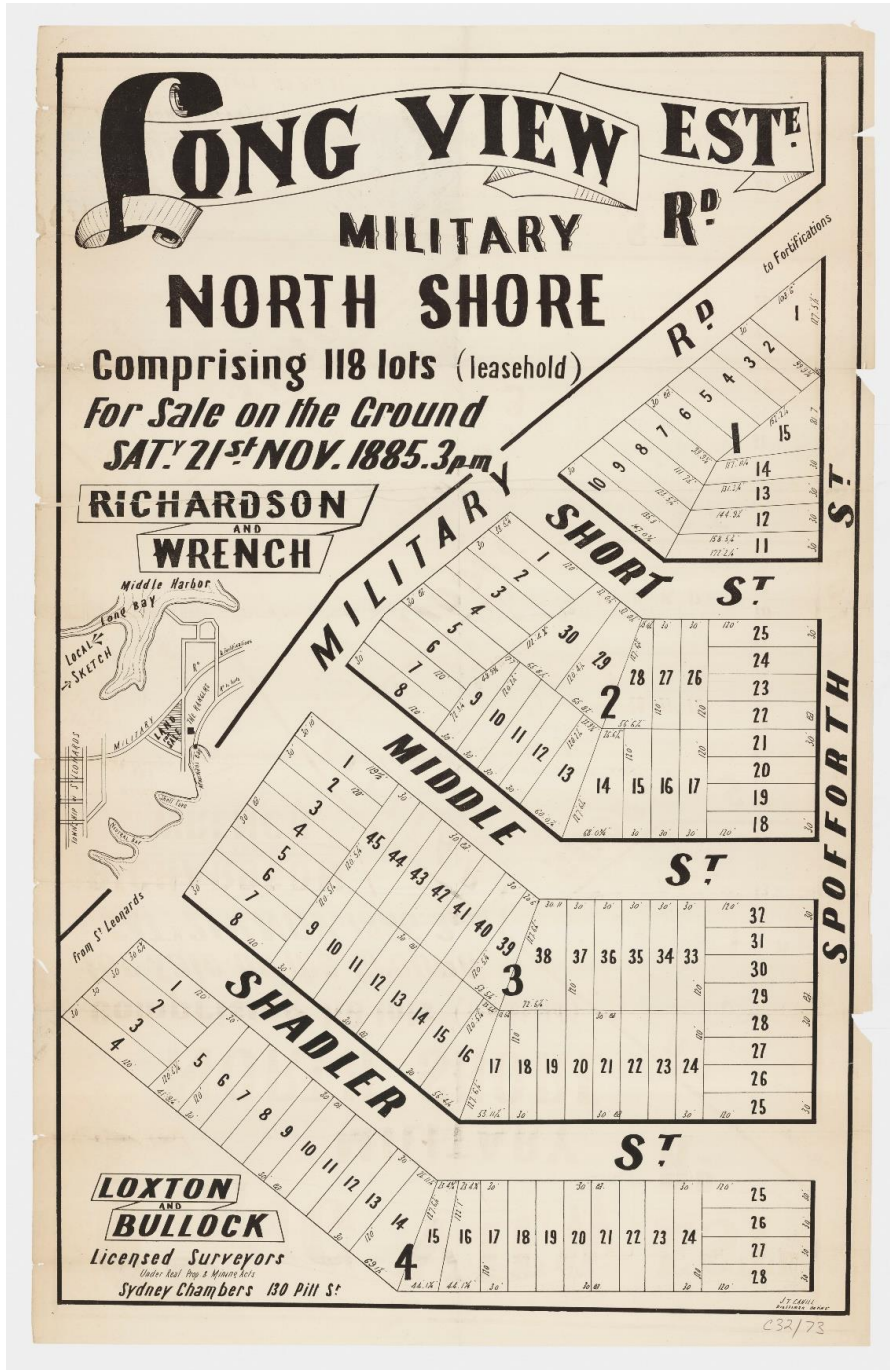


Figure 3.1 Long View Estate Military Road, North Shore, 21 November 1885. (Source: State Library of NSW, a4688067)



The subject sites comprise several allotments in Section 3 of the estate. A brief history of each of the subject sites is outlined below.

### 3.3.1 115 Holt Avenue

No. 115 Holt Avenue is located on Lot 24 and part lots 25 to 28 in Section 3 of DP 4764 (Long View of Longview Estate).

Thomas Ross, a builder, purchased the underlease of several adjoining allotments in Section 3 of the Longview Estate in 1906 and 1907 from the Perpetual Trustee Company Limited and The Assets Realization and General Finance Company Limited (lessees from the Cooper Estate). Lease 458230 comprised Lot 25 and part lots 25 to 28, the study site.

Thomas Ross erected a house on this site in 1907; the Council Rate Book contains an entry for a single-storey house of six rooms, owned by John Cooper, leased to Thomas Ross and occupied by Arthur G Humphries. According to the Sands Directory 115 Holt Avenue is first listed in 1909 as a house called 'Manningham' occupied by Arthur Cottle.

In 1913 Tom Raine Raine and Claude Gerard Phillips, trustees of the Cooper Estate, converted over 63 acres (more than 25 hectares) of leasehold land to Torrens title. Five years later they sold the freehold title of much of this land in the two estates to the Warringah Property Company, including lots 19–28 in Section 3 of the Long View Estate.

In 1924 the subject site, lot 24 and part lots 25–28 were sold to General Investments Ltd.<sup>2</sup>

No. 115 Holt Avenue was occupied by a succession of tenants until at least 1932–33 when the Sands Directory ceased publication. Tenants included Meredith Hammond, WH Brown, Mrs Beatrice Fleming and Harold A Martel. The Council Valuation Books list some of these tenants too, namely Hammond Meredith (1911–13 and 1914–16), William H Brown (1917–19 and 1920–22) and George Henry Fleming (1922–24 and 1925–57).

In 1931 General Investments Limited conveyed several parcels of land, including Lot 24 and part lots 25–28 in Section 3 of the Long View Estate, to Arthur Perkins Reynolds of Sydney, company director.<sup>3</sup> Reynolds sold the subject site in March 1946 to George Henry Fleming of Cremorne, law clerk.<sup>4</sup> He promptly sold 115 Holt Avenue in January 1947 to Bernard Moreton Birkenhead Riley of Sydney, medical practitioner. Following his death, the property passed by transmission in 1986 to John Richard Roy Simpson who sold it the same year to Comserve (No. 1935) Pty Ltd and Jedapac Pty Ltd as tenants in common. Kathleen Teresa Stirling became registered owner of 115 Holt Avenue in June 1987.





### 3.3.2 117 Holt Avenue

No. 117 Holt Avenue is located on Lot 23 and part Lot 22 in Section 3 of DP 4764 (Long View of Longview Estate).

Thomas Ross, a builder, purchased the underlease of several adjoining allotments in Section 3 of the Longview Estate in 1906 and 1907 from the Perpetual Trustee Company Limited and The Assets Realization and General Finance Company Limited (lessees from the Cooper Estate). Lease 448388 comprised Lot 23 and part Lot 22, the present site of 117 Holt Avenue.

Thomas Ross erected a house on this site in 1907; the Council Rate Book for 1907–08 contains an entry for a single-storey house of six rooms owned by John Cooper, leased to Thomas Ross and described as vacant. No. 117 Holt Avenue is first listed in the Sands Directory in 1908 as a house called Abi Ofa occupied by Arthur Humphries; this entry is repeated the following year (1909). The 1910 edition lists Mrs J Prendergast in the house, then renamed Ritherdon. This was one of the first two houses built by Ross in the street, the other being Thornley (119 Holt Avenue).

In 1913 Tom Raine Raine and Claude Gerard Phillips, trustees of the Cooper Estate, converted over 63 acres (more than 25 hectares) of leasehold land to Torrens title. Five years later they sold the freehold title of much of this land in the two estates to the Warringah Property Company, including lots 19–28 in Section 3 of the Long View Estate.

Abraham Falk and Esther Falk were listed at this address in the Council Valuation Books as the ratepaying lessees/occupiers in 1914–16 through to 1922–24. Throughout this period the house was called Ritherdon, sometimes misspelt as Rethorden or Ruthorden.

In 1924 the subject site, Lot 23/part Lot 22 was sold to General Investments Ltd.<sup>5</sup> Two years later that company sold this property to Raymond Carbery Addison and Ida Stanley Addison as joint tenants.<sup>6</sup> Raymond was described as a bank officer. They owned and occupied 117 Holt Avenue until 1945 when the property was transferred to Alison Raymond Storey, wife of Arthur Stanley Storey, Lieutenant Commander in the Royal Australian Navy. It is unclear if the family were in residence at this time, as Commander Storey was appointed as the Director of Naval Intelligence Melbourne in 1946. The property changed hands in 1949 to Arthur William Coleman of Cremorne, builder, and his wife Maisie Agnes Coleman as tenants in common. They lodged a successful application to North Sydney Council to undertake minor alterations to the house (Figure 3.2).

Kenneth Wilton Crowe became the registered proprietor of 117 Holt Avenue in February 1952. He owned the property until May 1974 when it changed hands to Seaconwil Pty Ltd.<sup>7</sup>

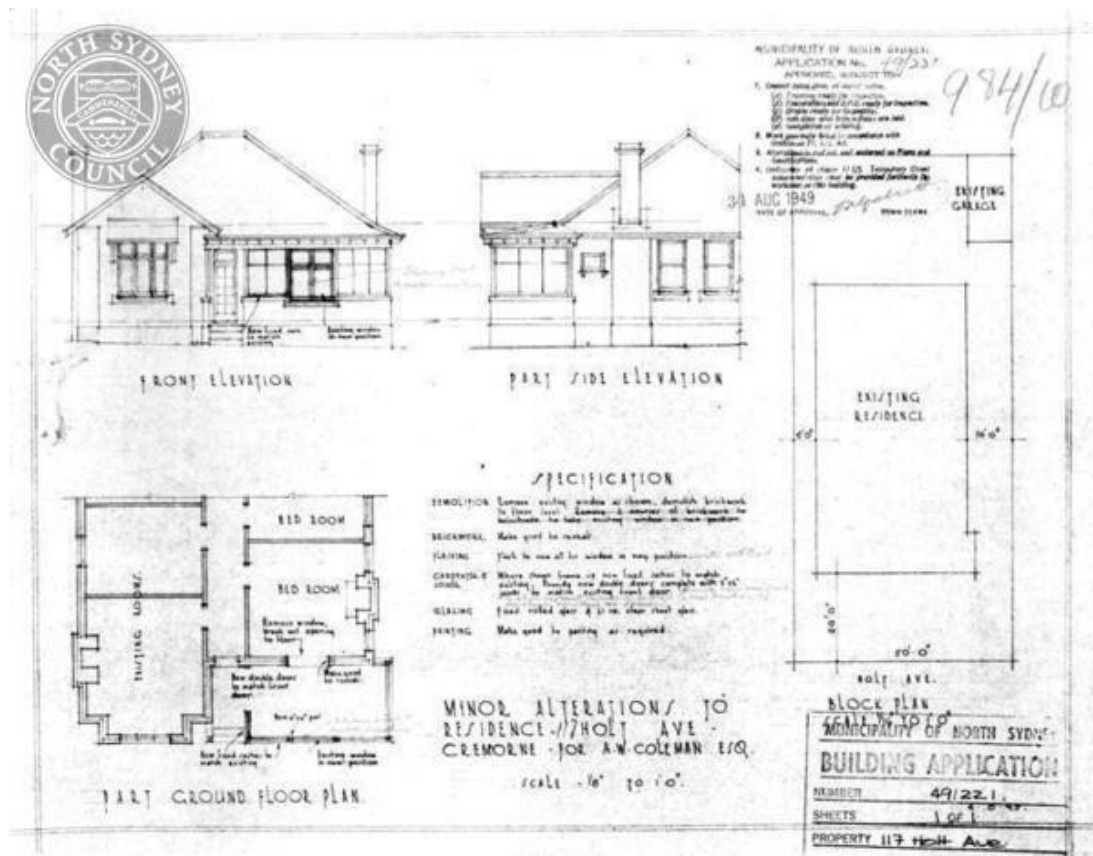


Figure 3.2 Building application for minor alterations to 117 Holt Street for AW Coleman, 1949. (Source: North Sydney Heritage Centre, NSMCA BA 49/221)

### 3.3.3 119 Holt Avenue

No. 119 Holt Avenue is located on Lot 21 and part lots 20 and 22 in Section 3 of DP 4764 (Long View of Longview Estate).

Thomas Ross, a builder, purchased the underlease of several adjoining allotments in Section 3 of the Longview Estate in 1906 and 1907 from the Perpetual Trustee Company Limited and The Assets Realization and General Finance Company Limited (lessees from the Cooper Estate). Ross obtained lease 448390 comprising Lot 21 and part lots 20 and 22, the present site of 119 Holt Avenue, on 22 November 1906.

Thomas Ross erected a house on this site in 1907; the Council Rate Book for 1907–08 contains an entry for this property, owned by John Cooper, leased to Thomas Ross and



occupied by Mrs Lena Martin. This was one of the first two houses built by Ross in the street, the other being Abi Ofa (117 Holt Avenue).

No. 119 Holt Avenue was first listed in the Sands Directory in 1908 as a house named Thornley (later Thornleigh) occupied by Francis S Hall.

The Warringah Property Company sold multiple allotments in the Long View and Parraween estates in September 1919 to John William Reynolds of Bondi, company manager.<sup>8</sup> He sold 119 Holt Avenue in early 1924 to Robert James Rain of Neutral Bay, surveyor, and Ethel Mills Rain. They owned and occupied Thornleigh until mid-1932 when they sold it to Estelle Maude Spain. She and Kenneth Bayer Spain, a draughtsman, are listed at 119 Holt Avenue in the electoral rolls during this period.

In 1938 the property changed hands to Cremorne widow Blanche Helen Champion. She owned and occupied 119 Holt Avenue until her death in October 1959. The following year the property passed to Dennys Alexander Hill Champion of Cremorne, an electrical engineer. He promptly sold it the same year to Neutral Bay widow Frances Fanny Neill. She owned and occupied it until at least 1980.

No. 119 Holt Avenue was sold most recently in April 2020, when it was named Oakhurst.

### 3.3.4 121 Holt Avenue

No. 121 Holt Avenue is located on Lot 19 and part Lot 20 in Section 3 of DP 4764 (Long View of Longview Estate).

Thomas Ross, a builder, purchased the underlease of several adjoining allotments in Section 3 of the Longview Estate in 1906 and 1907 from the Perpetual Trustee Company Limited and The Assets Realization and General Finance Company Limited (lessees from the Cooper Estate). On 22 November 1906 Ross obtained lease 448387, comprising Lot 19 and part Lot 20, the present site of 121 Holt Avenue.

Ross erected a house on this site in 1907; the Council Rate Book for 1908–09 lists a vacant house on this site leased to Thomas Ross. The 1910 Sands Directory lists Mrs L Marton at Leonville in Shadler Street (now Holt Avenue). The 1911–13 Valuation Book contains an entry for a house called Leonville on this site. The 1914 Valuation Book lists Lena Martin as the occupant of 121 Holt Avenue, and the ratepaying lessee was Mrs Esther Falk from 1914 to at least 1917–19. The house was variously occupied in the 1920s including by HE Taylor and then Alfred Williams. Williams was the occupant of 121 Holt Avenue in the 1917–19 through to 1925–27 Triennial Valuation Books.

The freehold of multiple allotments in the Long View and Parraween estates, including the subject land, was sold to General Investments Limited in January 1924. He sold 121



Holt Avenue in May 1943 to Annie Agnes Williams, George Williams and Kathleen Williams as tenants in common.<sup>9</sup>

Kathleen Selway, a widow of Cremorne, became the registered proprietor of 121 Holt Avenue in October 1947. The property changed ownership in April 1963 to Emily Marjorie Bawtree Alley of Cremorne, a 'spinster'. She owned it to December 1984 when it passed by transmission to Vivienne Watkins. The following year Watkins conveyed 121 Holt Avenue to Richard Maxwell Fyson Woods.

### 3.3.5 123 Holt Avenue

No. 123 Holt Avenue is located on Lot 18 and part Lot 17 in Section 3 of DP 4764 (Long View of Longview Estate).

On 24 October 1907 the Warringah Property Company Limited conveyed the underlease of two adjoining parcels of land to Richard Henry Pearce, builder, namely Lot 16/part Lot 17 (site of 125 Holt Avenue) and Lot 18/part Lot 17 (site of 123 Holt Avenue).<sup>10</sup> Consequently 123 and 125 Holt Avenue share a common history.

In the 1907–08 Rate Book, Edward Skelton Garton was listed as the rate-paying lessee of lots 16, 17 and 18; however, this is not borne out by land title documents. Though Garton's wife Helen was the owner of underleases of several allotments in sections 1 and 4 of the Long View Estate, the first reference to the underlease of the subject land on the certificate of title records only the underlease to Richard Henry Pearce of the three allotments.

In the 1908–09 Rate Book Garton's name is struck out and amended to Richard Henry Pearce (builder) and Wickham Reginald Septimus (auditor) as the new lessee and occupier of the land respectively, effective from 26 June 1908. The 1908–1910 Valuation Book described the property as being occupied by Reginald Wickham, owned by John Cooper and leased to Richard Henry Pearce. The valuation entry indicates it was an 'unfinished house' but the unimproved, improved and annual values of £300, £775 and £55 listed respectively indicate that the house was completed during the three-year period, most likely in 1908 or 1909.

The house was possibly designed by Edward Skelton Garton, as he and Richard Henry Pearce appeared to have an agreement to jointly build houses in the Mosman and Cremorne area. However, a dispute arose between the two men which resulted in court proceedings that led to Edward Skelton Garton being declared bankrupt by public notice on 8 December 1908.

The partnership between the two men was severed in 1908 when Garton accused Pearce of lying about their business arrangement and not giving him the profits from the sales of



houses they had jointly built. This financial dispute resulted in court proceedings that led to Edward Skelton Garton being declared bankrupt by public notice on 8 December 1908. The court found there was a partnership and he was Pearce's architect.<sup>11</sup> The newspaper accounts do not specifically mention Holt Avenue (formerly Shadler Street) but the rate records certainly connect Garton and Pearce to the subject site, and the house was built around this time.

The house, called Bangalow, was first listed in the Sands Directory in 1910, and occupied by Mrs Agnes Mack. She was listed here until 1912. The next occupant is Mrs RF Furber in 1913 and 1914.

In 1915 Richard Henry Pearce sold the subject site to Annie Rebecca Small, wife of William Paul Small of Sydney, a company manager, and Hilda Beaumont Moginie, wife of Arthur Harold Moginie of Neutral Bay, a manufacturers' agent. AH Moginie is listed at this address in the Sands Directory from 1915.

Annie Rebecca Small leased the property in November 1922 to Herbert Woodley Gilles, a company manager. The following year the property was advertised to lease as a 'five roomed cottage, glassed-in sleeping-out verandah, all conveniences, lawns etc'.<sup>13</sup> No. 123 Holt Avenue was occupied from this time by a succession of tenants.

Following the death of Annie Rebecca Small in 1945 the property changed hands in December 1950 to Kenneth James Turton of Neutral Bay, a clerk. He and his wife Joan Noeleen Turton are listed at 123 Holt Avenue in electoral rolls from at least 1954 until 1972. In November that year the property was sold to Thomas Murray Slimmon of Cremorne, trader (owner of adjoining property, 125 Holt Avenue). It changed hands again in October 1975 to David Graham Slimmon of Cremorne, animator. Slimmon owned the property until July 1986 when it was conveyed to Geoffrey Thomas Butterworth and Margaret Yvonne Butterworth. Sarah Elizabeth Wansey became the registered proprietor in January 1995.<sup>14</sup>

### **3.3.6 125 Holt Avenue**

No. 125 Holt Avenue is located on Lot 16 and part Lot 17 in Section 3 of DP 4764 (Long View of Longview Estate).

On 24 October 1907 the Warringah Property Company Limited conveyed the underlease of two adjoining parcels of land to Richard Henry Pearce, builder, namely Lot 16 and part Lot 17 (site of 125 Holt Avenue) and Lot 18 and part Lot 17 (site of 123 Holt Avenue).<sup>15</sup> Consequently 123 and 125 Holt Avenue share a common history.

In the 1907-08 Rate Book, Edward Skelton Garton was listed as the rate-paying lessee of lots 16, 17 and 18; however, this was not borne out by land title documents. His wife,



Helen, was the owner of underleases of several allotments in sections 1 and 4 of the Long View Estate, but the first reference to the underlease of the subject land is as mentioned earlier when Richard Henry Pearce was noted as the owner of said lease of the said allotments.

In the 1908–09 Rate Book, Garton's name is struck out and amended to Richard Henry Pearce (builder) and Wickham Reginald Septimus (auditor) as the new lessees of the land, effective from 26 June 1908.

The most likely explanation of the contradictory documentation relates to an arrangement that existed in this period between the two gentlemen. Edward Skelton Garton and Richard Henry Pearce appeared to have an agreement whereby Pearce agreed to take ownership of the underlease of several parcels of land at Mosman, employ Garton to design houses which Pearce would erect on the sites, with the subsequent profit from the sales being split between the two men. Their dispute is described in Section 3.3.5 as mentioned before the newspaper accounts do not refer to Holt Avenue (formerly Shadler Street).

In December 1913 Richard Henry Pearce, builder, lodged a successful building application to North Sydney Council to build a cottage on lot 16 (and part Lot 17). It is possible that Pearce utilised Edward Skelton Garton's drawings to complete 125 Holt Avenue given their former partnership in building houses in the area.

The house was completed by November 1914, when Edna Walker of 'Carina [125 Holt Avenue], Shadler Street, Neutral Bay' reported the theft of a gold brooch during an excursion to the beach. This was the first mention of a house name for this property. In May 1915 Richard Henry Pearce sold the property to Julia Jones White and Harriet Susanna Walker as tenants in common.<sup>17</sup> Carina is first listed in the Sands Directory in 1916 in the occupation of Mrs HS Walker and Mrs JJ White.

No. 125 Holt Avenue was advertised for sale in December 1917 as a 'Modern Detached DF Brick Cottage, slate roof, 6 large rms, lounge hall, and offices, in perfect order, 3 verandahs, 2 mins from Military-rd. Land 79 x 21, Torrens'.<sup>18</sup> The property was sold to Emily Grace Brooke of Cremorne, a 'spinster', in March 1918. She is accordingly listed at 125 Holt Avenue in the Sands Directory after this date, and from 1930 in the electoral rolls.

A local builder, M de Chateaubourg of Wollstonecraft, carried out additions to the residence in 1924.<sup>19</sup>

Following Brooke's death in May 1942 the property was conveyed to Wilfred Clarence Brooke of Cremorne, a retired stock and station agent. He died in 1948 and the property changed hands in May 1950 to William Carl Chadwick and Shaw Strickland as tenants in



common. Two months later they transferred 125 Holt Avenue to Elsie Moulder Maclean, Marion Isabel Wallen, Dorothy Edith Bagot and Helen Edith Elaine Moore as tenants in common. The following year William Henry Cary Allison and Gwendoline Charlotte Allison became registered proprietors of the property.

Following the death of William Henry Cary Allison, his widow sold the property in March 1955 to James Daniels of Cremorne, airline employee, and his wife, Isabel Joan Daniels. James became the sole owner in April 1959 following Isabel's death. He owned 125 Holt Avenue until December 1970 when it was sold to Thomas Murray Slimmon of Cremorne, a trader. It changed hands once again in October 1975 to David Graham Slimmon of Cremorne, an animator. The following year David Leslie Abrahams became the new owner of 125 Holt Avenue. At this date the deed was cancelled and a strata plan registered.<sup>20</sup>

The North Sydney Heritage Review (1998) described 125 Holt Avenue as a 'rare successful synthesis of styles which has produced an attractive building whose bulk is not apparent from the frontage. It is a rare survivor in its immediate vicinity'.

### 3.3.7 131 and 133 Holt Avenue

No. 131 Holt Avenue is located on lots 11 and 12 in Section 3 of DP 4764 (Long View or Longview Estate).

In May 1891 Adolph Caesar Shadler sold the underlease of lots 11 and 12 in Section 3 of the Long View Estate to James Smith of North Willoughby, builder.<sup>22</sup> The following year William Henry Paling and The Assets Realization and General Finance Company Limited (the new lessees of the Long View Estate) re-conveyed the underlease of Lots 11 and 12 in August 1892 to James Smith of North Willoughby, builder.<sup>23</sup> At this date Smith mortgaged the land to Amos Downes Shephard to secure £400.<sup>24</sup> Smith built upon the land some time between May 1891 when he first purchased the underlease and late 1892. The 1893–93 rate book contains an entry for a vacant, six-roomed brick house with a slate roof, with an annual value of £50, which was sited on Lot 11, owned by Cooper and leased by James Smith.

The detail survey map (Figure 3.3) shows the house spanning both lots. According to the 1896–97 Rate Book the relevant property entry notes 'land belongs to house'.

The 1893 Sands Directory listed AC Cunningham as the first occupant of the house. By 1896 Smith had defaulted on the mortgage so the property underlease was conveyed to Amos Downes Shephard and, after his death, passed in 1900 to Blanche Robinson of Columbia, New York, USA.<sup>25</sup> In April 1903 she assigned the underlease of lots 11 and 12



to Charles Edward Robinson of North Sydney.<sup>26</sup> He conveyed the underlease in 1909 to his wife Mary May.<sup>27</sup>

Mary Robinson sold the underlease of lots 11 and 12 in 1911 to Mrs Mira Kate Reynolds, the wife of Arthur Joseph Reynolds, for the sum of £409.<sup>28</sup> Arthur Reynolds (1865–1948) was a solicitor and alderman of North Sydney Council.

Arthur Reynolds promptly lodged two building applications (BAs) to North Sydney Council on 1 August and 21 September 1911. The first named application comprised 'additions to resident 27 Shadler st' and the latter BA was for 'alterations to cottage'; they were respectively approved on 4 August and 22 September. The collective works extended the building and subdivided the cottage into two residences known as 27 and 27A Holt Avenue (131 and 133 Holt Avenue). The 1913 Rate Book records two houses on lots 11 and 12.



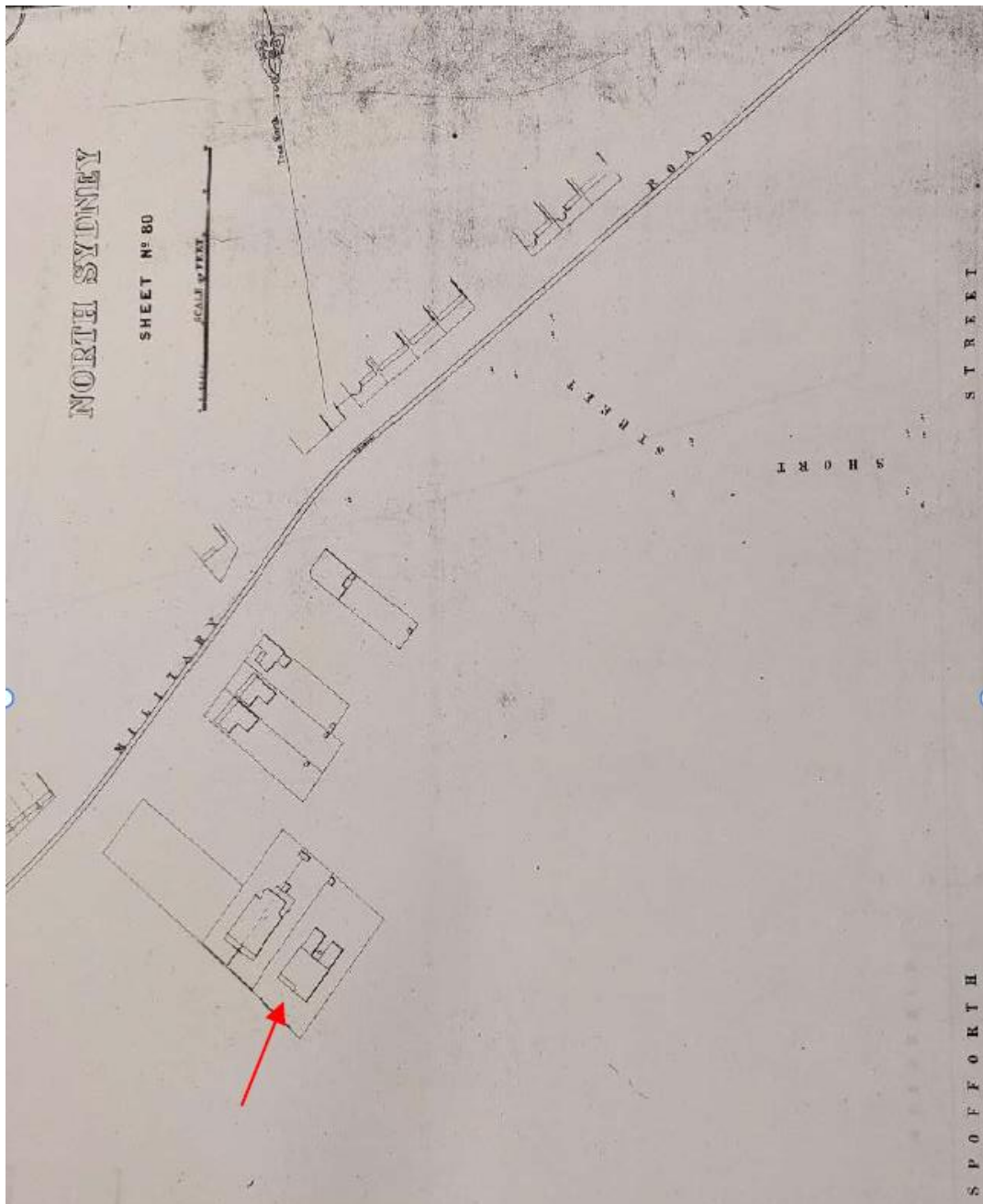


Figure 3.3 Extract from Detail Survey North Sydney Sheet 80, 1896. 131–133 Holt Avenue indicated by red arrow. (Source: North Sydney Heritage Centre, Stanton Library)



Figure 3.4 Block plan accompanying building application for '27 Shadler Street', 1 August 1911. (Source: North Sydney Heritage Centre, Stanton Library, NSCMA 91/5.36, Box 6, Folder R, 1911)

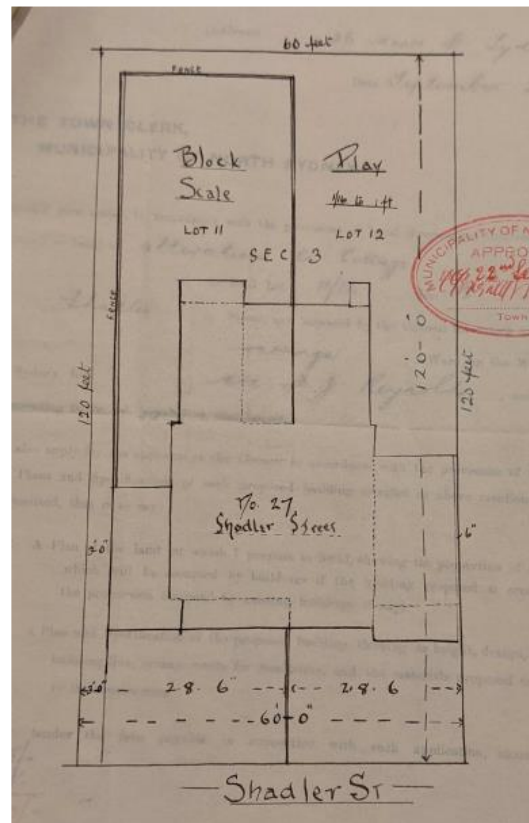


Figure 3.5 Block plan accompanying building application for alterations to cottage, 21 September 1911. (Source: North Sydney Heritage Centre, Stanton Library, NSCMA 91/5.36, Box 6, Folder R, 1911)

The Warringah Property Company, the new lessee of the lands from the Perpetual Trustee Company Limited (trustees for the estate of the late William Henry Paling), and the Assets Realization and General Finance Company Limited together converted several parcels of land to Torrens title in 1915. Underlessees such as Mira Kate Reynolds were offered the opportunity to acquire the freehold title. Accordingly on 12 July 1916 Reynolds purchased lots 11 and 12.<sup>29</sup> She promptly sold the property to Ernest Shoebridge Carr. He in turn sold to Rosamond Mary Penn in 1919. Two years later 131 and 133 Holt Avenue changed ownership to Leopole Bremner. The property changed ownership to Vida Matthew in 1933 and 1934. The property was owned from 1934 to 1979 by members of the Brimbecom family.



In 1979 the property was formally subdivided into two separate allotments. No. 131 Holt Avenue was sold to Pamela Burns and 133 Holt Avenue to AD Pitt Nominees Pty Ltd. Both houses have been variously owned since that time.

Pamela Burns lodged an application in July 1979 to demolish the weatherboard toilet at the rear of 131 Holt Avenue and build 'a new structure containing laundry facilities, W.C. [water closet] and shower.' Amended plans submitted in August 1979 were approved one month later providing 'the dwelling shall be used as a single family residence and shall not be used or adapted to be used as flats.'

In March 1982, architects David Liddy and Associates lodged a building application to remove and replace two timber windows in the kitchen on the northwestern elevation of 133 Holt Avenue.

### 3.4 Endnotes

- <sup>1</sup> 'Advertising', *Evening News*, 3 September 1887, p 6, Trove, National Library of Australia, viewed 17 Feb 2022 <<http://nla.gov.au/nla.news-article108005430>>.
- <sup>2</sup> NSW Land Registry Services, CT Vol 3547 Fol 243.
- <sup>3</sup> NSW Land Registry Services, CT Vol 3547 Fol 243.
- <sup>4</sup> NSW Land Registry Services, CT Vol 5830 Fol 29
- <sup>5</sup> NSW Land Registry Services, CT Vol 3547 Fol 243.
- <sup>6</sup> NSW Land Registry Services, CT Vol 3881 Fol 191.
- <sup>7</sup> NSW Land Registry Services, CT Vol 6091 Fol 142.
- <sup>8</sup> NSW Land Registry Services, CT Vol 2967 Fol 195.
- <sup>9</sup> NSW Land Registry Services, CT Vol 5377 Fols 28-30.
- <sup>10</sup> NSW Land Registry Services, CT Vol 1726 Fol 204, Lease 478082.
- <sup>11</sup> 'In Bankruptcy', *Sydney Morning Herald*, 23 February 1909, p 5, Trove, National Library of Australia, viewed 21 Feb 2022 <<http://nla.gov.au/nla.news-article15038242>>.
- <sup>13</sup> 'Advertising', *Sydney Morning Herald*, 8 December 1923, p 21, Trove, National Library of Australia, viewed 21 Feb 2022.
- <sup>14</sup> NSW Land Registry Services, CT Vol 2582 Fol 72.
- <sup>15</sup> NSW Land Registry Services, CT Vol 1726 Fol 204, Lease 478082.
- <sup>17</sup> NSW Land Registry Services, CT Vol 2575 Fols 122/123.
- <sup>18</sup> 'Advertising', *Sydney Morning Herald*, 5 December 1917, p 6, Trove, National Library of Australia, viewed 21 Feb 2022.
- <sup>19</sup> *Construction and Local Government Journal*, 16 April 1924, p 2, Trove, National Library of Australia, viewed 21 Feb 2022.
- <sup>20</sup> NSW Land Registry Services, CT Vol 2575 Fols 122/123.
- <sup>22</sup> NSW Land Registry Services, OST Bk 464 No 752.
- <sup>23</sup> NSW Land Registry Services, OST Bk 499 No 291.
- <sup>24</sup> NSW Land Registry Services, OST Bk 499 No 292.



- <sup>25</sup> NSW Land Registry Services, OST Bk 739 No 319.
- <sup>26</sup> NSW Land Registry Services, OST Bk 739 No 319.
- <sup>27</sup> NSW Land Registry Services, OST Bk 893 No 627.
- <sup>28</sup> NSW Land Registry Services, OST Bk 942 No 323.
- <sup>29</sup> NSW Land Registry Services, Dealing A25870.



## 4 Site Analysis

This section provides an analysis of the physical attributes of the study area, including the individual properties on Holt Avenue, the wider potential HCA, and the area of Holt Avenue that is located within the Mosman LGA. GML consultants inspected the area on 17 February 2022. All observations and photographs were taken from the public domain; the rear and interiors of the properties have not been accessed for the purposes of this report.

### 4.1 Local Context

Holt Avenue, Cremorne extends from the major transport corridor of Military Road in the northwest to Spofforth Street in the east. The street slopes down from Military Road with a dog-leg bend at its middle. Spofforth Street forms the eastern boundary of the North Sydney LGA, with Mosman LGA located to the east. Spofforth Street is also a significant through road, providing an alternative route to the city for residents of Mosman and Cremorne. Holt Avenue extends into the Mosman LGA, connecting the eastern side of Spofforth Street to Cowles Road. Approximately three-quarters of Holt Avenue is located within the Mosman LGA.

The southern side of Holt Avenue that is located within the North Sydney LGA is characterised by residential flat buildings from the late twentieth and early twenty-first century. Some of these have been completed recently, replacing earlier dwellings.

Going from west to east, the northern side of Holt Avenue contains commercial development on the corner of Military Road, a child care centre at 139 Holt Avenue, two highly modified semi-detached dwellings at 135 and 137 Holt Avenue, two semi-detached Victorian era dwellings at 131 and 133 Holt Avenue, a mid-twentieth century residential flat building at 129 Holt Avenue, a two-storey Federation era duplex at 125 Holt Avenue, and a group of single-storey detached Federation bungalows at 115–123 Holt Avenue. A mid-twentieth century high rise flat building is located at the corner of Holt Avenue and Spofforth Street.

The dwellings at 131–133 and 125–135 Holt Avenue are the subject of more detailed description in the sections below.



## 4.2 115–125 Holt Avenue

The properties at 115–125 Holt Avenue contain a group of detached Federation era Bungalow style houses, set on large allotments with wide frontages to Holt Avenue. Each house in the group shares a number of similar elements, including:

- an asymmetric front façade with projecting gable and open verandah
- high pitched roof, originally terracotta tiled (some have been replaced)
- centrally located front door and hallway (except 125)
- bay window with timber casement windows to the projecting gable
- timber shingles to gables (except 119)
- timber joinery and fretwork to the verandah, with variations to the stylistic detailing.
- original timber windows and doors
- coloured glass fan light windows
- rough cast render chimneys
- formal front gardens.

The group is largely intact when viewed from the street. The houses retain their original form, scale, architectural style, historic character, and Federation details and features. Each house has undergone some degree of change, yet the group's integrity remains largely intact. Changes include:

- All houses are face brick except 117 (rough cast render) and 119 and 125 (painted brick).
- All houses are single-storey except 125 which is now two storey. Unlike 115–123, which are located on generally flat sites, No. 125 slopes steeply from west to east. As a result, the house has an understorey that has been converted into apartments.
- All houses were originally built with terracotta roof tiles; these have been replaced with new terracotta roof tiles (123), concrete roof tiles (121), painted roof tiles (125) and corrugated metal sheet (119).
- A dormer window in the front roof plane (117 and 115).
- A carport or garage at side (115).
- A carport or garage at side, forward of the building line (119, 121).
- A carport or garage at rear (117).



- A hardstand car space at side (123, 125).
- A contemporary addition at rear, partially visible from street (123).
- A high front fence (119).

### 115 Holt Avenue



Figure 4.1 View of the property at 115 Holt Avenue, looking north.



Figure 4.2 View showing the verandah and access path.



Figure 4.3 View of the western elevation and the original chimney, looking northeast.



## 117 Holt Avenue



Figure 4.4 View of 117 Holt Avenue from the street, looking north.



Figure 4.5 View showing the verandah and access path.



Figure 4.6 View showing the dormer window and front yard, looking northwest.

## 119 Holt Avenue



Figure 4.7 View of the primary elevation of 119 Holt Avenue.



Figure 4.8 View of 119 Holt Avenue from the street, looking north.





Figure 4.9 View showing the garage addition, looking northwest.



Figure 4.10 View showing a detail of the roof form, with decorative timber detailing, brackets and finial.

## 121 Holt Avenue



Figure 4.11 View of the primary elevation of 121 Holt Avenue, looking north.



Figure 4.12 View showing the carport with matching timber shingles, looking northwest.



Figure 4.13 View showing the property from the street, with stone fence and timber balustrade, looking northwest.



### 123 Holt Avenue



Figure 4.14 View showing the primary elevation of 123 Holt Avenue, looking north.



Figure 4.15 View showing the eastern elevation, roof form and temporary car shade, looking northwest.

### 125 Holt Avenue



Figure 4.16 View of the primary elevation of 125 Holt Avenue, looking north.



Figure 4.17 Detailed view of the balcony with rendered columns with timber accent, and timber shingles, looking northwest.



Figure 4.18 View showing a detail of the upper storey of the eastern elevation. The enclosed balcony, with timber detailing, is visible.

## 4.3 131 and 133 Holt Avenue

Nos 131 and 133 Holt Avenue comprise a pair of modest, single-storey semi-detached Victorian dwellings, with simplified Italianate details. Each house has an asymmetric form with a projecting gable and front verandah. The main roof form is pitched with cross-gables, with a lower roof over the front verandah. The original roof is likely to have been terracotta tiles, now replaced with concrete tiles. External walls are rendered and painted. The pair of dwellings are set on a generally flat site with a small garden at the front.

No. 133 Holt Avenue appears largely intact from the street. The projecting gable retains its original timber casement windows, decorative plaster sill, window hood with exposed rafters and coining to the corners. The verandah retains two original arched double-hung windows and simplified Italianate detailing. The two doors are the only discernible non-original features. The property has a low timber picket fence. The house appears to have been vacated.

No. 131 Holt Avenue is in a better condition than No. 133 and has had its original features conserved and restored. The projecting gable has two arched double-hung windows with Italianate details including plaster arches, decorative sill and coining to the corners. The dwelling has a central front door accessed from the verandah, and a bank of three timber casement windows with fanlights above. The verandah joinery is more decorative than No. 133. It has a brick and timber picket fence and hard stand car space in the front setback.



Figure 4.19 View of the primary façade of 133 Holt Avenue.



Figure 4.20 View of the primary façade of 133 Holt Avenue.



Figure 4.21 View of the primary elevation of 133 Holt Avenue, looking north-east.

## 4.4 Potential Heritage Conservation Area

Council’s resolution requested the consideration of the area bounded by Spofforth Street, Military Road, Cranbrook Avenue and Cabramatta Road, Cremorne, for its potential as a HCA and for the potential inclusion of the Holt Avenue houses as contributory buildings within the potential HCA.

The area was investigated for its characteristic built form and any remaining historic character.

- This section of Military Road does not retain any original buildings or historic character. It is dominated by late twentieth-century and early twenty-first century mixed use and commercial developments of varying scale and character.
- Cabramatta Road, Cremorne, displays a similar character and built form as Military Road.
- The western side of Spofforth Street between Military Road and Holt Avenue, comprises predominantly high-rise residential and low-mid scale commercial and mixed use development with no distinct building typology or historic character.
- Spencer Road, Cremorne, is characterised by late-twentieth and early twenty-first century residential flat buildings. One earlier flat building is retained. This part of Spencer Road has not retained its historic character.
- Holt Avenue, Cremorne, is characterised by late-twentieth and early twenty-first century residential flat buildings on the southern side and a group of intact late nineteenth-century / early twentieth-century dwellings on the northern side. The



northern side of Holt Avenue is the only part of this wider area that retains a historic character.

#### 4.4.1 Photographs of the Potential Heritage Conservation Area

Representative photographs of the potential HCA are shown below in Figure 4.22 to Figure 4.29.



Figure 4.22 Typical streetscape within the proposed HCA, showing street trees and the slope of the road, looking west.



Figure 4.23 View of a residential streetscape with a mixed character.



Figure 4.24 View of the northwestern portion of Cabramatta Road, looking east.



Figure 4.25 View of mixed use commercial buildings along Military Road, which would form the northwestern boundary of the proposed HCA.



Figure 4.26 Typical view of commercial properties and lots along Military Road.



Figure 4.27 View towards apartment buildings fronting Spofforth Street, which would form the southeastern boundary of the proposed HCA.



Figure 4.28 View of a typical contemporary apartment building.



Figure 4.29 View of a lot currently under construction, representative of the development of the area.

## 4.5 Holt Avenue, Mosman

The Mosman part of Holt Avenue is a long tree-lined avenue connecting Spofforth Street in the west and Cowles Road in the east. The Holt Estate Conservation Area (C3) is listed as an HCA within the *Mosman Local Environmental Plan 2012* (MLEP). It is defined by detached and semi-detached housing from the early twentieth century on narrow allotments. Original houses have generally been sympathetically altered and extended, retaining their original scale, form and architectural features.

Some properties on the northern side have had simple carports, garages and hardstands built/installed in their front yards, accessed from Holt Avenue. Houses on the southern side have access to Bloxsome Lane at the rear where carparking structures are located.

The Mosman part of Holt Avenue has a character that is distinct from the Cremorne part. Original low-scale housing has been retained on both ends of the street. Although the



housing in Holt Avenue, Mosman, originates from the same era as the Federation houses on the northern side of Holt Avenue, Cremorne, the Mosman houses are located on smaller blocks with narrow street frontages.

### 4.5.1 Photographs of Holt Avenue Mosman

Representative photographs of typical properties from Holt Avenue, Mosman, are shown below in Figure 4.30Figure 4.35.



Figure 4.30 View of Holt Avenue, Mosman, showing the street trees, looking east.



Figure 4.31 View of Holt Avenue, Mosman, showing the typical scale and character of the HCA.



Figure 4.32 View of a typical, modified Federation dwelling.



Figure 4.33 View of a typical Federation Bungalow.



Figure 4.34 View of a typical Federation dwelling with a modified attic space.



Figure 4.35 View showing characteristic typologies with rear additions.



## 5 Heritage Context

### 5.1 Heritage Listings

The subject properties are not currently listed as heritage items under Schedule 5 of the NSLEP 2013, nor are they listed within an HCA. There are no existing heritage items in the immediate vicinity of the properties within the North Sydney LGA, although there are several items of local and state significance in the surrounding area. The heritage context of the subject properties within the NSLEP is shown in Figure 5.1.

The subject properties are adjacent to the boundary between the North Sydney LGA and the Mosman LGA. Within the Mosman LGA, the eastern portion of Holt Avenue is located within the Holt Estate HCA (C3). The Mosman section of Holt Avenue also incorporates two heritage listings recognised under Schedule 5 of the MLEP, 'Divided Road' (I379) and 'Street Trees' (I380). The subject properties are similarly in the vicinity of the Glover and Nathans Estate HCA (C12). There are several further individually listed items in the wider vicinity of the subject properties within the Mosman LGA. The heritage context of the subject properties within the MLEP is shown in Figure 5.2.



Figure 5.1 The heritage context of the subject properties within the NSLEP. (Source: North Sydney LEP 2013 Heritage Map – Sheet HER\_003 with GML overlay)



Figure 5.2 The heritage context of the study area and adjacent Mosman LGA. (Source: Mosman LEP 2012 Heritage Map – Sheet HER-002 with GML overlay)

## 5.2 Heritage items in the vicinity

Table 5.1 Heritage items in the vicinity of the subject properties within the North Sydney LGA.

Item Name	Address	Significance	Listing	Item No.
Belvedere	7 Cranbrook Avenue	Local	State Heritage Register NSLEP 2013	00320 I0045
Egglemont	11 Cranbrook Avenue	Local	State Heritage Register NSLEP 2013	00321 I0046
House	32 Cranbrook Avenue	Local	NSLEP 2013	I0048
House	34 Cranbrook Avenue	Local	NSLEP 2013	I0049
SCEGGS Redlands	53–57 Murdoch Street	Local	NSLEP 2013	I0067



Item Name	Address	Significance	Listing	Item No.
Former Cremorne Hall	57 Murdoch Street (2 Allister Street)	Local	NSLEP 2013	I0068
House	59 Murdoch Street	Local	NSLEP 2013	I0070
House	24 Cranbrook Avenue	Local	NSLEP 2013	I1136

Table 5.2 Heritage items in the vicinity of the subject properties within the Mosman LGA.

Item Name	Address	Significance	Listing	Item No.
Holt Estate Heritage Conservation Area		Local	MLEP 2012	C3
Divided Road	Holt Avenue	Local	MLEP 2012	I379
Street Trees	Holt Avenue	Local	MLEP 2012	I380
Glover and Nathans Estate Conservation Area		Local	MLEP 2012	C12
House	69 Rangers Avenue	Local	MLEP 2012	I254
House	64 Spencer Road	Local	MLEP 2012	I281
Divided Road and Street Trees	Spencer Road	Local	MLEP 2012	I450

### 5.3 The Holt Estate Heritage Conservation Area (Mosman LGA)

The Holt Estate HCA is a heritage conservation area listed under Schedule 5 of the MLEP 2012. The historic and aesthetic character of the HCA is outlined in the *Mosman Residential Development Control Plan 2012* (Mosman Residential DCP 2012). Although the HCA is located in a separate LGA, it is situated in close proximity to the subject properties, roughly 50m to the east. The subject properties are located on a separate



block to the northwest; however, they are likely to share historic and aesthetic similarities to the existing HCA.

The Mosman Residential DCP 2012 defines the area and character of the Holt Estate HCA (C3) as:

The area slopes gently in a south easterly direction from Military Road down towards Mosman Bay. The gentle slope, as well as the consolidated ownership of the area allowed for the planned regular grid pattern of the streets.

The area comprises houses generally of similar scale and form, most of which would have been erected soon after subdivision in 1902. However, many of the houses in this conservation area have been modified. The modifications are chiefly the painting of face brickwork never intended to be treated this way, the erection of intrusive garages or carports mostly in front of houses, the concealment of the houses by high, opaque front fences, and the building of severe first-floor additions.

The character of the area is now greatly dependent upon the efficacy of the street plantings of plane and brush box trees in both roads, which to some degree conceal or ameliorate the effects of alterations and additions.<sup>1</sup>

The existing Statement of Significance for the Holt Estate HCA (C3) is as follows:

The Holt Estate Conservation Area is a complete early subdivision containing a great many buildings from its original residential development. Its significance has been diminished by modifications which have catered to the requirements of individual owners' amenity at the cost of respecting and retaining heritage values.<sup>2</sup>

The location and boundaries of the Holt Estate HCA are shown below in Figure 5.3.



Figure 5.3 The location and boundaries of the neighbouring Holt Estate HCA (C3) in the Mosman LGA. (Source: Mosman Residential DCP 2012, Heritage Map 002)

## 5.4 The Glover and Nathans Estate Conservation Area

The Glover and Nathans Estate HCA is an existing HCA listed under Schedule 5 of the MLEP 2012. The historic and aesthetic character of the HCA is outlined in the Mosman Residential DCP 2012. Although the HCA is located in a separate LGA, it is in proximity to the subject properties, roughly 180m to the northeast. The subject properties are located on a separate block to the southwest, yet they are likely to share historic and aesthetic similarities to the existing HCA.

The Mosman Residential DCP 2012 defines the area and character of the Glover and Nathans Estate HCA (C12) as:

The Crescent Conservation Area is characterised by a gentle slope and curvature of the street, with grid street layout to the north and east of The Crescent, and Mosman Park to the west. The area is predominantly characterised by single-storey and comparatively modest housing. The architectural value of the area lies in its harmonious small scale, the predominance of Federation and Inter-War period buildings and the way the few larger sized housing of later periods generally complement this character. Two buildings in this



area have heritage significance; they are 'Omaha' at No. 27 and the Third Church of Christ Scientist Church. There are also a number of interesting components in the streetscape including the original fence of timber pickets shaped with an Art Nouveau motif at No. 3 The Crescent. The Crescent Conservation Area is significant for its aesthetic qualities, including its relationship with the open space and margin foliage of Mosman Park, including some large Banyan-like figs and other fine mature trees. Community facilities include the former Christian Science Church and Mosman Park, including children's playground in the south-east corner of the park.<sup>3</sup>

The existing Statement of Significance for the Glover and Nathans Estate HCA (C12) is as follows:

This remnant of the Lennon Estate provides excellent evidence of the character of an early subdivision in Mosman. It is historically associated with an important developer of the Federation period and with the paddock purchased from Gouldsbury Lennon which eventually became Mosman Park and the Allan Border Oval.

The Crescent Conservation Area is significant for its aesthetic qualities deriving from the slope and curvature of the street and its relationship with the open space and margin foliage of the park, including some large Banyan-like figs and other fine mature trees. These particular qualities are unique and not combined this way anywhere else in Mosman.

Its architectural value lies in its harmonious small scale, the predominance of Federation and Inter-War period buildings and the way the few structures of later periods generally complement this character. One of the buildings, the Third Church of Christ, Scientist, Sydney, is deemed to have State heritage significance.<sup>4</sup>

The location and boundaries of the Glover and Nathans Estate HCA are shown in Figure 5.4.



Figure 5.4 The location and boundaries of the neighbouring Glover and Nathans Estate HCA (C12) in the Mosman LGA. (Source: Mosman Residential DCP 2012, Heritage Map 002)

## 5.5 Endnotes

- <sup>1</sup> 'Holt Estate Conservation Area', Mosman Residential Development Control Plan 2012, p 141.
- <sup>2</sup> 'Holt Estate Conservation Area', Mosman Residential Development Control Plan 2012, p 141.
- <sup>3</sup> 'Glover and Nathans Estate Conservation Area', Mosman Residential Development Control Plan 2012, p 135.
- <sup>4</sup> 'Glover and Nathans Estate Conservation Area', Mosman Residential Development Control Plan 2012, p 135.



## 6 Applicant's Heritage Assessments

In preparing this report, GML has reviewed the heritage assessment and historical information contained in the applicant's heritage impact statements and heritage assessment reports submitted with the DAs as well as additional information provided by Council. GML has reviewed the historic information and heritage assessment of the properties provided in the applicants' heritage assessments to determine if the information is adequate to support the conclusions made in relation to the significance of the properties. This review covered the following documents.

Table 6.1 Overview of the documents submitted in relation to DAs.

DA No	Address	Heritage Report
DA 243/21	115-119 Holt Avenue	Urbis, <i>115-119 Holt Avenue, Cremorne Heritage Assessment</i> , July 2021
		Weir Phillips Heritage and Planning, <i>Nos. 115-119 Holt Avenue, Cremorne Heritage Impact Statement</i> , August 2021
DA 239/21	131-139 Holt Avenue	Urbis, <i>131-139 Holt Avenue, Cremorne Heritage Assessment</i> , April 2021
		John Oultram, <i>131-139 Holt Avenue, Cremorne, NSW Heritage Assessment</i> , June 2021
		Weir Phillips Heritage and Planning, <i>Nos. 131-139 Holt Avenue, Cremorne Heritage Assessment</i> , June 2021
		NBRS Architecture and Heritage, <i>131 &amp; 133 Holt Avenue, Cremorne, Heritage Assessment</i> , June 2021
		City Plan Heritage, <i>131 &amp; 133 Holt Avenue, Cremorne NSW Heritage Assessment</i> , June 2021
GBA Heritage, <i>131-133 Holt Avenue, Cremorne Heritage Assessment</i> , June 2021		

Table 6.2 Overview of additional report.

Address	Report
115-133 Holt Avenue	Cremorne Conservation Group, Submission 'Holt Avenue Dwellings', 2022





## 6.1 Review of Applicant's Heritage Assessments

### 6.1.1 Review of Heritage Assessment of 115–119 Holt Avenue (DA 243/21)

Table 6.3 Review of Heritage Assessment report by Urbis, July 2021, of 115–119 Holt Avenue accompanying DA 243/21.

Urbis, 115–119 Holt Avenue, Cremorne Heritage Assessment, July 2021
<p><b>Analysis of Historical Information</b></p> <p><b>The desktop history included in the Urbis Heritage Assessment is flawed from the outset and accordingly inadequate for a proper assessment of significance of the study site for the following key reasons:</b></p> <ul style="list-style-type: none"> <li>• Section 3.2 of the report relies solely on desktop research in the preparation of the history, which has been prepared with reference to land title documents, the Sands Directory, and online aerial photographs—sources which do not examine the complete history and development of the site. It appears no research was undertaken in the North Sydney Heritage Centre collections at Stanton Library, which holds the Council Archives, including rate and valuation books, building records, block plan series, minute books and correspondence files. There is also no evidence that active and semi-active property files for the most recent history of the subject site were consulted.</li> <li>• The Sands Directory entries are indicative but not necessarily accurate owing to the publisher's methodology and timeframe for publication with date collected the year before publication. Tenant and house names are highly likely to have changed by the date of publication, so using this information without supplementary resources is likely to result in inaccuracies. Sands is a useful resource, particularly in some localities where there are no surviving council records. However, Sands should be used in conjunction with other primary source documents such as council rate/valuation and building records.</li> <li>• The significant North Sydney Council Rate Books from 1869 and Valuation Books from 1908–1910 were not consulted. These complete records document the ownership/lessee/occupation history of every property in the North Sydney Council area. The Rate Books were produced annually and updated as necessary. They list each property's owner/lessee/occupant and provide a brief description of the property and rating values. Some annotations may also reflect building works.</li> <li>• The report does not accurately date or document alterations and additions to the subject buildings in Section 3.4.1–3.4. Evidence from the North Sydney Council Building Registers 1920–1994 and accompanying indexes were not consulted or referred to. These records would have provided an accurate list of building and DAs and the necessary detail to understand the building history of each of the subject sites.</li> </ul>



#### Urbis, 115–119 Holt Avenue, Cremorne Heritage Assessment, July 2021

- Section 3.5 lists the owners (leasehold and freehold) of each of the houses but does not document the ownership after the title was converted to auto-consul. There has been no attempt to research biographical information of the various lessees/occupants and determine the historical associations in the assessment of significance.

#### Analysis of Assessment Methodology

##### Assessment

The Urbis Heritage Assessment was informed by an internal and external inspection of the property, and high-level desktop historical research (appearing to be restricted to an overview of land titles and the Sands Directory).

The Heritage Assessment report generally follows the NSW Heritage Assessment Guidelines. However:

- The report acknowledges that the properties are characteristic of the Federation period, but determines that the properties have neither representative nor rarity value due to modifications and the presence of 'numerous and much better examples of Federation Bungalow dwellings' which are 'in proximity of the subject site'. The report does not provide a comparative analysis or a list of proximal dwellings that are currently listed on the North Sydney LEP to substantiate this argument.

Research suggests that, although Federation Bungalows are found elsewhere in the North Sydney LGA, this group of three has local representative and rarity value within Cremorne.

- The report takes a limited view of the heritage context and neither acknowledges nor addresses the neighbouring Holt Estate HCA (C3) in the Mosman LGA in the assessment.
- The report describes the changing character of the street to contemporary apartment buildings to support the removal of the properties, suggesting that the altered setting and context is 'not suitable for the making of a group listing or conservation area'. The report does not consider that the dwellings are currently situated next to a series of Federation dwellings to the northwest, which maintain the character and scale of the subject properties at 115–119 Holt Avenue.

Further, although there is contemporary development in the surrounding area, the location of the properties on the lower end of a slope partially conceals contemporary development to the northwest towards Military Road. Nor does the report consider that the presence of contemporary apartment buildings is not considered to detract from the heritage significance of existing items at Cranbrook Avenue (such as I1136, I0048 and I0049).

- The report describes all three properties as reflecting typical Federation Bungalow typologies and details, yet determines that due to modifications, they hold no representative value. Despite the altered setting and the modification of the houses, as a consistent grouping of dwellings constructed generally contiguously in 1907 and in a 'characteristic' Federation style, the three dwellings together have aesthetic and representative local value in the Cremorne area.
- The report does not note that all three properties were constructed by Thomas Ross, who owned several other leases throughout the Cremorne area. There is potential for



Urbis, 115–119 Holt Avenue, Cremorne Heritage Assessment, July 2021
<p>further investigation to determine whether Thomas Ross may have some associative significance to the local area.</p> <ul style="list-style-type: none"> <li>The report notes that 'research does not indicate any strong or special association with any group or cultural community' but does not outline the methodology, analysis or data which informed this assessment.</li> </ul>
<p><b>Conclusion</b></p>
<p>In conclusion, the applicant's Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 115–119 Holt Avenue, because:</p> <ol style="list-style-type: none"> <li>The historical background and documentation is limited and does not accurately address the construction of the properties, or the implications for the historic character and development of the area.</li> <li>As the history of the construction/development of the properties was not adequately addressed, there is potential for further investigation into the possibility of associative values for the dwellings.</li> <li>An assessment of the aesthetic, representative and rarity value of 115, 117 and 119 Holt Avenue is made without a detailed comparative analysis of comparable dwellings in the Cremorne area, and/or North Sydney LGA, or of existing listed properties within the North Sydney LEP.</li> <li>The report takes a limited view of the heritage context of the properties and does not address heritage listings in the neighbouring Mosman LGA including the Holt Estate HCA (C3), or the listed items 'Street Trees' and 'Divided Road' located on Holt Avenue.</li> <li>The aesthetic value of the properties as a group and their contribution to the Holt Avenue streetscape has been understated. The assessment of significance views each of the properties discretely. While it acknowledges that at 115 Holt Avenue 'the front façade is largely intact', the report does not consider the significance of the aesthetic contribution the properties make to the streetscape as a group.</li> </ol> <p>Although modified, alterations to the primary façades are generally sympathetic and do not detract from their historic character. Further, the properties retain consistent setbacks, gardens, and fences which add to the visual quality of the streetscape.</p>



## 6.1.2 Review of the Heritage Impact Statement prepared for 115–119 Holt Avenue

Table 6.4 Review of Heritage Impact Statement report by Weir Phillips, August 2021, prepared for 115–119 Holt Avenue accompanying DA 243/21.

Weir Phillips, 115–119 Holt Avenue, Cremorne Heritage Assessment, August 2021
<p><b>Analysis of Historical Information</b></p> <p>No historical research was undertaken as part of this assessment.</p>
<p><b>Analysis of Assessment Methodology</b></p> <p><b>Assessment</b></p> <p>The Weir Phillips Heritage Impact Statement, dated August 2021, was informed by an inspection of the site and a review of the existing heritage inventory sheets relating to existing heritage items in the vicinity of the subject properties.</p> <ul style="list-style-type: none"> <li>As the properties are not currently listed, the report notes that no heritage assessment was provided for the subject properties. As this appears to be beyond the scope, no historical investigation was undertaken, and the physical examination of the properties appears to be limited to the exterior.</li> <li>The report provides an assessment of potential impacts upon items which are currently heritage listed. However, it does not address the heritage potential of the neighbouring Federation dwellings at 121–133 Holt Avenue. While this was likely beyond the remit of the scope, it is likely that the development of the properties at 115–119 Holt Avenue would reduce the potential significance of the adjacent properties at 121–133 Holt Avenue.</li> <li>The report considers the potential impacts on heritage items I1136, I0048 and I0049 in the vicinity of the subject site. These impacts are predominantly considered to be the potential for disruptions of view corridors. The determination that the heritage impacts would be acceptable is largely based on the visual separation of the subject site from the heritage items, and the precedent development in the area.</li> <li>The report acknowledges that although contemporary development would further alter the setting of the item, it would be 'acceptable because the proposed works are consistent with the existing character of the area surrounding the items'. It surmises that contemporary development in the surroundings 'will have no impact on the ability for the public to understand and appreciate the historic and aesthetic significance of the heritage items as Federation dwellings'. By extension, precedent development around the subject site should not be considered sufficiently detrimental to the heritage potential of the subject site.</li> <li>The report also considers the impacts of potential development on items in the Mosman LGA, including 'Street trees', I379. It notes that there is an established view corridor to Holt Avenue in the west. The figures demonstrating this visual corridor show that the setback of the contemporary apartment building to the west of 115 Holt Avenue provides views to the house from the neighbouring item.</li> </ul>



#### Weir Phillips, 115–119 Holt Avenue, Cremorne Heritage Assessment, August 2021

- The report considers impacts on the Holt Estate HCA (C3) in the Mosman LGA and notes that there is a visual corridor between this item and the subject properties. It suggests that 'any visual relationship the subject site may have had to the Conservation Area has been diminished by the construction of contemporary residential flat buildings fronting Spofforth Street'. However, Figure 42 demonstrates that the setback of the apartment building on the corner of Spofforth Street and Holt Avenue provides a vista towards the subject properties; the eastern elevation of 115 Holt Avenue is visible, as are parts of the roof forms, garden walls and other elements of the other subject properties. This would suggest that a visual element remains between the HCA and the subject properties.
- Further, there seems to be an inconsistency in the report as to the extent of the visual relationship between the existing items and the subject properties. In sections 3.5.1 ('Street trees' Holt Avenue, Mosman), 3.5.1.5 (View Corridors [Street Trees]) and 3.5.2 ('Holt Estate Conservation Area', Cremorne), the report acknowledges the item and area are 'visible from the site and vice versa'. Yet in Section 3.5.2.5 (View Corridors [Holt Estate HCA]) it states
- that there are only 'limited views' between the HCA and the subject properties. Although the physical separation of properties by 'intermediate dwellings and vegetation by a distance of approximately 65m' is acknowledged, it appears that views are available, with the consistency of street trees along Holt Avenue adding to the visual setting and character of the subject properties at 115–119 Holt Avenue.
- Note: The report includes the citation of the Holt Estate HCA in the Mosman Residential DCP 2012, which notes that the HCA includes modified properties including 'painting of face brickwork ... the building of severe first-floor additions'. The assessment determines that views to this HCA are 'characteristically of Federation and Inter-War dwellings set within garden settings and seen through street trees', which could similarly describe the properties at 115–119 Holt Avenue.

#### Conclusion

In conclusion, the applicant's Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 115–119 Holt Avenue, because:

- a) It was beyond the scope of this Heritage Assessment to investigate or assess the heritage potential of the subject properties at 115–119 Holt Avenue. As such, it provides little analysis of the site beyond a description of the exterior.
- b) The impact assessments were limited to existing items on Cranbrook Street, and neighbouring items and an HCA in the Mosman LGA. Due to the physical separation of the sites, the potential impacts were described as relating to the visual corridors. However, there seems to be some inconsistency with the extent of views available between the subject properties and the Holt Estate HCA. The effect of this visual relationship in relation to the enhancement of the subject site is not addressed (however, this was beyond the scope of the report).



**Weir Phillips, 115–119 Holt Avenue, Cremorne Heritage Assessment, August 2021**

- c) Potential impacts to the heritage potential of the neighbouring properties at 121–133 Holt Avenue were not addressed.

### 6.1.3 Review of Heritage Assessment of 131–135 Holt Avenue (DA 239/21)

#### Heritage Assessment—Urbis

Table 6.5 Review of Heritage Assessment report by Urbis of 115–119 Holt Avenue accompanying DA 243/21, July 2021.

**Urbis, 131–139 Holt Avenue, Cremorne Heritage Assessment, July 2021**

**Analysis of Historical Information**

The desktop history included in the Urbis Heritage Assessment is flawed from the outset and inadequate as an assessment of **significance of the study site for the following key reasons:**

- It is clear that Section 3.2 of the report relies solely on desktop research in the preparation of the site history, namely land title documents, Sands Directory and online aerial photographs, which do not examine the complete history and development of the site. Urbis did not undertake research in the North Sydney Heritage Centre collections at Stanton Library, which holds Council Archives, including rate and valuation books, building records, block plan series, minute books and correspondence files. There is also no evidence that Urbis consulted active and semi-active property files for the most recent history of the subject site.
- The report relies predominantly on the land title history, which documents the successive ownership of parcels of land via lease and underlease then freehold. This documentary source cannot be used to date buildings and subsequent alterations and additions to the property.
- The Sands Directory entries are indicative but not necessarily accurate owing to the publisher's methodology and timeframe for data collection and compilation. Tenant and house names are highly likely to have changed between data collection and the date of publication, so using this information without supplementary resources is likely to result in inaccuracies. Sands is a useful resource, particularly in localities where there are no surviving council records; however, it should always be used in conjunction with other primary source documents such as council rate/valuation and building records.
- While the report does include land title block plans, subdivision maps and some 1943 aerial photographs, it fails to utilise other relevant maps and plans such as the 1890s Detail Series (held at Stanton Library), Sydney Water Plans and building applications.
- There is no attempt by Urbis to utilise the most important primary documentary sources held in the North Sydney Heritage Centre, Stanton Library, namely the North Sydney



#### Urbis, 131–139 Holt Avenue, Cremorne Heritage Assessment, July 2021

Council Rate Books from 1869 and Valuation Books 1908–1910. There is a complete set of these books in the library which were either produced annually (rate books) or triennially (valuation lists) and document the ownership/lessees/occupation history of every property in the North Sydney Council area. These books together list the owner/lessee/occupant of each property, provide a brief description of the property and rating/assessment values, estate and lot information, and sometimes contain annotations reflecting building works and alterations to property values.

- The report does not accurately date or document alterations and additions to the subject buildings in Section 3.4.1–3.4. Urbis has not researched the North Sydney Council Building Registers 1920–1994 and accompanying indexes. These records would have provided an accurate list of building and development applications and the necessary detail to understand the building history of each of the subject sites.
- Section 3.5 lists the owners (leasehold and freehold) of each of the houses but does not document the ownership after the title converted to auto-consul. There has been no attempt to research biographical information of the various lessees/occupants and determine historical associations in the assessment of significance.

#### Analysis of Assessment Methodology

The Urbis Heritage Assessment, dated July 2021, was informed by an internal and external inspection of the property, and high-level desktop historical research (appearing to be restricted to an overview of land titles and the Sands Directory). The Heritage Assessment report generally follows the NSW Heritage Assessment Guidelines. However:

- The report does acknowledge nor address the neighbouring Holt Estate HCA in the Mosman LGA in the assessment.
- A robust assessment of the modifications to the external features and primary façade has not been carried out. Preliminary assessment suggests the primary elevations of the dwellings had undergone substantial modifications in 1911–12. The report did not acknowledge these modifications in the assessment of the significance.
- The historical significance of the dwellings has been understated and excluded on the grounds of ‘incidental or unsubstantiated connections with historically important activities or processes’. However, historical research suggests that the dwellings date from an early period of development (pre-1895) of the Cremorne area and were likely among the first houses in Cremorne.
- As a detailed assessment of the historical ownership of the dwellings has not been undertaken in the report, the associative significance assessment does not acknowledge that 131 was owned by Mira Reynolds, wife of former North Sydney Alderman Arthur Reynolds nor examine the associative significance of the Reynolds nor other owners and occupants in a meaningful manner.
- The report understates the aesthetic value of the two dwellings as a pair. The dwellings are architecturally distinct as a pair of atypical unmirrored semi-detached form and demonstrate many features typical of the Victorian Italianate architectural style with an overlay of Federation features.



#### Urbis, 131–139 Holt Avenue, Cremorne Heritage Assessment, July 2021

- The report notes that a majority of the alterations to 131 are internal. Further, the report states that 133 Holt Avenue is overall a relatively intact dwelling with few alterations. Finally, the report states that the dwellings are excluded from aesthetic significance solely on the basis that they are not a major work by an important designer or artist. This is not sufficient grounds for exclusion.
- The rarity significance has been assessed with no comparative analysis. Research of the existing heritage items within Cremorne suggests that dwellings from the late Victorian period are rare within the Cremorne area.
- The representative significance has been assessed with no comparative analysis. Further, the report notes that the modifications are largely restricted to the interiors and the dwellings serve as typical examples of late Victorian semi-detached typologies.

#### Conclusion

In conclusion, the applicant's Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 131 and 133 Holt Avenue, because:

- a) The historical research undertaken is limited and does not address the role of the properties in relation to the historic character and development of the area.
- b) The historical assessment does not adequately address the history of ownership and occupancy of the dwellings, and as such the associative values have not been assessed in a meaningful manner.
- c) The aesthetic value of 131 and 133 Holt Avenue as a pair has been understated.
- d) The representative and rarity significance of the dwellings has been assessed without detailed comparative analysis with dwellings of a similar style or period within Cremorne or the North Sydney LGA.

## Heritage Assessment—John Oultram

Table 6.6 Review of the heritage assessment by John Oultram, 131–139 Holt Avenue, Cremorne, NSW Heritage Assessment, June 2021.

#### John Oultram, 131–139 Holt Avenue, Cremorne, NSW Heritage Assessment, June 2021

#### Analysis of Historical Information

Section 2 of this report detailing the development of 131–133 and 135–137 Holt Avenue is based on a satisfactory yet incomplete **historical research methodology for the following reasons:**

- It contains a detailed and well-considered overview of the Thrupp grant and subsequent leasehold, utilising land title documents and newspaper articles which are footnoted throughout the chapter. Appendices 1–5 comprise tables outlining all leases and underleases obtained from the land title search. Appendix 6 comprises a list of occupants





#### John Oultram, 131–139 Holt Avenue, Cremorne, NSW Heritage Assessment, June 2021

of each of the individual study site buildings gleaned from the Sands Directory, but does not list each and every edition to 1932–33.

- The report provides a detailed site history using maps and plans, rate and valuation records, land title documents and Sands Directory listings, which are fully documented in the report footnotes, figure captions and appendices. Sydney Water archival plans and the early building application block plans are used within the chapter to illustrate phases of the buildings at different times.
- North Sydney Council Archives were consulted during preparation of Section 2, as the consultants located early building application files for the property dated to 1911. This report does not, however, document subsequent building and development application plans and files held in the Archives collection within the North Sydney Heritage Centre, Stanton Library. The library holds the Building and Development Applications Indexes from 1920 to 1994 and the Building and Development Registers from 1908 to 1994. Therefore the development history of the study site is incomplete.
- Similarly the Heritage Assessment does not research later valuation records held in the library which date from 1909–10 to the 1960s, so the list of occupants may not be complete. There is little biographical information on the successive owners and occupants, possibly undermining the complete significance assessment of the study area.

#### Analysis of Assessment Methodology

The Heritage Assessment, dated June 2021, was informed by an internal and external inspection of the property, and historical research. The Heritage Assessment report generally follows the NSW Heritage Assessment Guidelines. However:

- The report does acknowledge nor address the neighbouring Holt Estate HCA in the Mosman LGA in its assessment.
- The historical significance does not consider that the dwellings were among the earliest dwellings in the Cremorne area which have survived to date.
- The physical description does not assess the setting of 131 and 133 Holt Avenue within the Holt Avenue streetscape and surroundings.
- The assessment of the aesthetic values acknowledges that the front elevations of the Victorian dwellings, with the Edwardian overlays, are 'nicely detailed and the early changes are of interest rather intrinsically significant'. The exclusion of the dwellings under this criterion is based on modifications to the internal fabric alone. A rigorous assessment is needed to justify whether that is sufficient grounds for exclusion.
- The rarity significance has been assessed with no comparative analysis. Preliminary research of the existing heritage items within Cremorne suggests that dwellings from the late Victorian period are relatively rare within the Cremorne area.
- The assessment of the representative values notes that 'the houses are an interesting example of their type and retain some of their original and early characteristics but are neither one thing or the other in terms of a typology'. The statement is contradictory and understates the representative value of the two dwellings.



John Oultram, 131–139 Holt Avenue, Cremorne, NSW Heritage Assessment, June 2021
<p><b>Conclusion</b></p> <p>In conclusion, the applicant’s Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 131 and 133 Holt Avenue, because:</p> <ul style="list-style-type: none"> <li>• The analysis of the historical information is relatively detailed but lacks the assessment of building applications, DAs and valuation records held at Stanton Library, which precludes a complete understanding of the building’s history and thus results in an incomplete comparative analysis.</li> <li>• The assessment lacks an analysis of the Holt Avenue streetscape and the existing Holt Estate HCA in the Mosman LGA.</li> <li>• The representative and rarity significance of the dwellings has been assessed without a detailed comparative analysis with dwellings of a similar style or period within Cremorne or the North Sydney LGA.</li> <li>• The report acknowledges the architectural value of the dwellings but understates their representative and aesthetic values.</li> </ul>

## Heritage Assessment—Weir Phillips

Table 6.7 Assessment of the Weir Phillips, 131–139 Holt Avenue, Cremorne Heritage Assessment, June 2021.

Weir Phillips, 131–139 Holt Avenue, Cremorne Heritage Assessment, June 2021
<p><b>Analysis of Historical Information</b></p> <p><b>The site history (Section 2) in the Heritage Assessment is incomplete and inadequate for a proper assessment of significance for the following key reasons:</b></p> <ul style="list-style-type: none"> <li>• Section 1 of the report acknowledges that the methodology was limited to a desktop survey and provides a list of readily available sources including heritage studies, a selection of land title documents, a 1943 aerial photograph, subdivision plans, and Sydney Water Archive detail survey plans from 1896 and 1922. Newspaper articles and advertisements are referenced in footnotes within the section.</li> <li>• The author apparently consulted the 1913 rate records but did not reference them in detail in the body text or in the footnotes, nor does the report document earlier and subsequent rate books and valuation listings to provide a complete rate and valuation history of the site.</li> <li>• Section 2 does not attempt to understand who owned/leased and occupied the house to determine if any owners/occupiers etc were significant in the history of the broader area. This prevents an appropriate assessment of the potential associative significance of the site.</li> <li>• The unnumbered table on page 8 contains a list of the owners of the property. The next table lists the occupants from 1893–1912 as noted in the Sands Directory. The table on</li> </ul>



#### Weir Phillips, 131–139 Holt Avenue, Cremorne Heritage Assessment, June 2021

the following page lists the Sands Directory entries for 131 and 133 Holt Avenue from 1913 to 1932–33. The Sands Directory is not an accurate record of occupancy of buildings over time and should not be relied upon as the sole source of this information as the entries were often obsolete and out of date by the time of publication and unreliable.

- This report does not, however, document subsequent building and development application plans and files held in the Archives collection within the North Sydney Heritage Centre, Stanton Library. The library holds the Building and Development Application Indexes, 1920 to 1994 and the Building and Development Registers from 1908 to 1994. Therefore, the development history of the study site is incomplete.
- Similarly, the Heritage Assessment does not include reference to later valuation records held in the library, which date from 1909–10 to the 1960s, so the list of occupants may not be complete. There is also little biographical information on the successive owners and occupants. This may possibly impact a full assessment of significance of the study area.

#### Analysis of Assessment Methodology

The Heritage Assessment, dated June 2021, was informed by an internal and external inspection of the property, historical research and comparative analysis with similar properties in the North Sydney LGA and Cremorne. However:

- The analysis of the historical information is relatively detailed but lacks the assessment of building applications, DAs and valuation records held at Stanton Library, which precludes a complete understanding of the building's history and thus results in an inadequate comparative analysis.
- The report includes a detailed physical assessment which notes the Victorian features and the Federation overlay to the primary elevations of the dwelling. Yet this analysis of the physical features is not adequately reflected in the significance assessment.
- The significance assessment of the dwellings under the historic, aesthetic and representative criteria imply that the addition of the Federation features results in a confused fabric record. However, given that Federation modifications date from an early period and contribute to the architectural value of the dwellings, it is likely that the Federation overlay contributes to the distinct character of the dwellings.
- There is no detailed assessment of the associational value and whether the former owners and occupants had any meaningful connections to the dwelling.
- The comparative analysis notes that the North Sydney LGA contains heritage items which have undergone modifications and are moderately intact. Insufficient discussion is provided to substantiate their conclusion.

#### Conclusion

In conclusion, the applicant's Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 131 and 133 Holt Avenue, because:



#### Weir Phillips, 131–139 Holt Avenue, Cremorne Heritage Assessment, June 2021

The significance assessment understates the contributions of the early Federation features to the dwelling and the distinct character it provides to the dwellings.

The associative significance does not take into consideration the owners and occupants of the dwellings and whether they contributed to the heritage value of the dwellings.

The comparative analysis in the report indicates that North Sydney LGA contains heritage items which have undergone modifications similar to 131 and 133 Holt Avenue. This has not been adequately explored in the assessment of the heritage significance of the dwellings.

### Heritage Assessment—NBRS

Table 6.8 Review of Heritage Assessment report by NBRS Architecture and Heritage, 131 & 133 Holt Avenue, Cremorne, Heritage Assessment, June 2021.

#### NBRS Architecture and Heritage, 131 & 133 Holt Avenue, Cremorne, Heritage Assessment, June 2021

##### Analysis of Historical Information

The Heritage Assessment demonstrates a sound historical methodology and use of a range of primary and secondary sources.

- The Aboriginal history is satisfactory for the purposes of this assessment.
- The Long View Estate background history from the 1880s is adequate but does not explore in detail the complex history of the Thrupp Grant and subsequent leaseholds and underleases. The basic details are reported but there could have examined in more detail the leasehold system which has influenced the pattern of development in the estate, street, and locality.
- The report utilises a wide range of documentary sources including rate and valuation records to 1925–27, subdivision plans, 1890s Detail Survey, land title documents, Building Application files and Sands Directory. Information from these sources are either documented in the body of the text and footnoted, or listed in tables as in the case of the Sands Directory (Section 2.3.5) and Valuation Book Search (Section 2.3.6).
- Section 2 provides evidence that NBRS undertook detailed research in the North Sydney Council Archives held at Stanton Library. The report does not extend the search of Council valuation records beyond 1925–27, which may have supported a more complete developmental history of the buildings as with the BA files and plans. More detailed information on the BA plans would have been useful; the documentation could have been included as an appendix to the report.
- There is limited analysis of biographical information on owners and occupants in Section 2.3.4 but it is insufficient for the purposes of undertaking a proper assessment of significance on associative grounds.

##### Analysis of Assessment Methodology

The Heritage Assessment, dated June 2021, was informed by an internal and external inspection of the property, historical research and comparative analysis with similar properties within the



#### NBRS Architecture and Heritage, 131 & 133 Holt Avenue, Cremorne, Heritage Assessment, June 2021

North Sydney LGA and Cremorne. The physical assessment is robust and the examples used for the comparative analysis is appropriate. However:

- The historical significance assessment states that the subsequent changes to the original cottage (to a duplex) have impacted the original residential character in the area. However, there is no assessment of whether all modifications to the original dwelling detract from the character of the dwelling.
- Similarly, the assessment of the aesthetic value notes that the combination of Victorian and Federation style detailing diminishes the overall cohesiveness. Given that the additions from the Federation period are true to its period and style, a counter argument could be made that the Federation details are a significant overlay and contribute to the aesthetic value of the dwellings.
- The aesthetic value of the dwellings is understated, with the justification that 133 Holt Avenue in particular appears rather heavy set, due to the different gable proportions and the elongated frontage under the low roof pitch. This is a subjective opinion.
- The assessment of the rarity value notes that as a pair 131–133 Holt Avenue is an unusual example of a single Victorian style residence that was divided and extended into two semi-detached cottages in 1911. However, the rarity value of the property is subsequently understated.

#### Conclusion

The report relies on a fairly detailed historical analysis, physical assessment and appropriate examples for comparative analysis. However:

- The cultural significance of the dwellings is understated despite the report acknowledging the historical and rarity value of the dwellings.
- The assessment does not differentiate between the Federation modifications, which contribute to the aesthetic value of the dwelling, and the unsympathetic additions from a later period.

## Heritage Assessment—City Plan

Table 6.9 Review of Heritage Assessment report by City Plan Heritage, 131 & 133 Holt Avenue, Cremorne NSW, June 2021.

#### City Plan Heritage, 131 & 133 Holt Avenue, Cremorne NSW Heritage Assessment, June 2021

#### Analysis of Historical Information

City Plan provides a site history in Section 2 of the Heritage Assessment, written utilising a range of desktop sources. Consequently the report contains an inadequate and incomplete site history lacking in detail and supporting documents and analysis. The history supplied in the heritage assessment is inadequate to form the basis for a property assessment of significance for the following reasons:



#### City Plan Heritage, 131 & 133 Holt Avenue, Cremorne NSW Heritage Assessment, June 2021

- It does not sufficiently explain the leasehold link between Paling, and McCulloch and others and Shadler, between 1881 and 1885. There is no reference to the land title documents to verify this part of the history.
- It does not explain the leasehold and underleases in Shadler's Estate pertaining to the study site (though a summary chain of ownership included at Appendix 6.1).
- The report contains a single short paragraph noting the date of building and supposed builder as well as the first tenant of the then single house. This is supported by Subdivision Plans, a Sands Directory entry and 1896 Detail Survey Sheet. Sands Directory entries are included at Appendix 6.2.
- It provides a brief explanation of the conversion of Cooper Estate leaseholds to freehold leases and change of ownership.
- It does not explore the biographical information of owners and occupants.
- The site history does not extend beyond 1925 and is therefore incomplete and insufficient to undertake a proper assessment of significance.
- City Plan made no attempt to research building applications and has not used the North Sydney Council Archives held at Stanton Library.
- It does not adequately reference and footnote source material.
- The specific site history is only five pages in length, of which a large portion is devoted to graphics.

#### Analysis of Assessment Methodology

The Heritage Assessment, dated June 2021, was informed by an internal and external inspection of the property, and historical research. The Heritage Assessment report generally follows the NSW Heritage Assessment Guidelines. However:

- The lack of a robust assessment of historical information and physical assessment has resulted in an inadequate assessment of the historical modifications to the dwelling. The full extent of the modifications and their impact on the integrity of the dwellings has not been explored.
- The report does not contain a comparative analysis with dwellings of a similar style and period, therefore the assessment of the representative and rarity values lacks sufficient supporting evidence.
- The assessment of significance of the historical value appears to support the inclusion of the criteria and states that 'The pair of cottages located at 131 and 133 Holt Avenue have survived as isolated examples within Section 3 of the Long View Estate, which included housing generally dating from after 1910'. This also appears to be in support of inclusion under the rarity value.
- The assessment of the rarity value states that 'the 131 and 133 Holt Avenue are representative of modest cottages constructed throughout North Sydney in the late nineteenth century' but this opinion is not expressed under the assessment of the representative value.



City Plan Heritage, 131 & 133 Holt Avenue, Cremorne NSW Heritage Assessment, June 2021
<ul style="list-style-type: none"><li>• The assessment of the aesthetic significance understates the architectural interest of the Victorian and Federation features to the primary façade.</li></ul>
<b>Conclusion</b>
<p>In conclusion, the applicant’s Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 131 and 133 Holt Avenue, because:</p> <ul style="list-style-type: none"><li>• The report lacks a robust historical and physical assessment of the dwellings and thus the significance assessment is not adequately backed by evidence.</li><li>• The assessment of the significance appears to be in support of inclusion under the historical, representative and rarity values. However, the concluding statements are in contradiction to the assessment.</li></ul>



## Heritage Assessment—GBA Heritage

Table 6.10 Review of GBA Heritage, 131–133 Holt Avenue, Cremorne Heritage Assessment, June 2021.

GBA Heritage, 131–133 Holt Avenue, Cremorne Heritage Assessment, June 2021
<p><b>Analysis of Historical Information</b></p> <p>The Historical Summary (Section 2) in the GBA Heritage Assessment is extremely inadequate and incomplete and does not meet satisfactory standards for the preparation of a history for inclusion in a heritage assessment report. The key weaknesses of this history are as follows:</p> <ul style="list-style-type: none"> <li>• The site history is confined to two pages including graphics.</li> <li>• The history appears to have been prepared using solely desktop research and only utilises secondary sources and some land title documents. The land title documents are noted in footnotes and the block plans shown on old system deeds and certificates of title are reproduced in the report.</li> <li>• The report does not outline a date of construction, builder information nor the owner/lessee/occupant history of the property.</li> <li>• The report refers to Thrupp Estate but does not examine in depth the conversion of Cooper Estate leaseholds to freehold leases and changes of ownership which can be used to assess the significance of the subdivision, street and property history.</li> <li>• GBA provided a very brief summation of the ownership of the property but does not supply a full account of the leaseholds and underleases pertaining to the site.</li> <li>• The history does not refer to occupants and owners of the house and does not examine the possible significance of individuals associated with the study site.</li> <li>• The report does not attempt to document the building development history of the site and did not research building and development applications/files in Stanton Library which are readily available in a public collection.</li> <li>• GBA did not undertake a search of North Sydney Council rate and valuation records, which are held at Stanton Library from 1869 to at least the 1960s.</li> </ul>
<p><b>Analysis of Assessment Methodology</b></p> <p>The Heritage Assessment, dated June 2021, was informed by an internal and external inspection of the property, historical research and comparative analysis with similar properties within the North Sydney LGA and Cremorne. However:</p> <ul style="list-style-type: none"> <li>• Due to the lack of rigorous historical assessment, the date of construction of the dwelling has been incorrectly stated as 1915–1916, although the dwelling dates from the early 1890s.</li> <li>• The physical assessment is simple and lacks a detailed assessment of additions and alterations to the dwelling and their impact on the integrity of the dwelling.</li> <li>• The comparative analysis incorrectly compares the dwellings to Federation dwellings of a different period and architectural style.</li> <li>• The assessment of historical significance attributes the dwelling to an incorrect period of development.</li> </ul>





GBA Heritage, 131–133 Holt Avenue, Cremorne Heritage Assessment, June 2021
<ul style="list-style-type: none"> <li>• Due to the lack of detailed historical research of historical owners and occupants of the dwelling, the assessment of the associative significance is inadequate.</li> <li>• The assessment of the aesthetic values of the property is inadequate, because the dwellings have been attributed to an incorrect architectural style and period of development.</li> <li>• The assessment of the rarity value is incorrect as the dwellings have been compared to Federation dwellings in North Sydney rather than the late Victorian period and style.</li> </ul>
Conclusion
<p>In conclusion, the applicant’s Heritage Assessment is inadequate to make an informed assessment of the significance of the existing dwellings at 131 and 133 Holt Avenue, because:</p> <ul style="list-style-type: none"> <li>• The report lacks a robust historical and physical assessment of the dwellings and thus the significance assessment is not sufficiently backed by evidence.</li> <li>• The dwellings are attributed to the incorrect building style and period, which results in an inadequate comparative analysis and significance assessment.</li> </ul>

## 6.1.4 Review of the Cremorne Conservation Group Addendum Report for the ‘Holt Avenue Group’

Table 6.11 Review of the Addendum report by the Cremorne Conservation Group, ‘Holt Avenue Group’ at 115–133 Holt Avenue in response to DAs 239/21 and 243/21.

Cremorne Conservation Group, 115–133 Holt Avenue, Case for Interim Heritage Order
Analysis of Historical Information
<p>The Cremorne Conservation Group (CCG) demonstrates the use of important documentary resources held at the North Sydney Heritage Centre, Stanton Library.</p> <ul style="list-style-type: none"> <li>• The report does not outline the historical information in detail, merely summarising the key information.</li> <li>• The report relies upon some land title research but does not footnote/reference this material.</li> <li>• The CCG submission reproduces the subdivision plans within the assessment of significance table but not in the body of the history in pages 1-6.</li> <li>• There are no other maps and plans beyond the subdivision maps. The CCG did not reproduce the block plans attached to the land title deeds and certificates of title which would better explain the subdivision history as it applies to the subject sites (ie not identical with the original subdivision layout).</li> <li>• What the report does well is to examine, however tenuous, persons associated with the properties on pages 2 and 3. While it refers to Richard Henry Pearce , Edward Skelton Garton and Thomas Ross, key figures in the development of these properties, the CCG</li> </ul>



#### Cremorne Conservation Group, 115–133 Holt Avenue, Case for Interim Heritage Order

does not provide any further detail on these people. The assessment of associative significance is consequently not complete nor accurate.

- The CCG did not undertake research into building and development applications which are readily available at the North Sydney Heritage Centre in the North Sydney Council Archives. The history does not examine the built history of the site, nor outline alterations and additions which could have supported the assessment of significance.

#### Analysis of Assessment Methodology

##### Assessment

The Cremorne Conservation Group prepared a submission to Council to make the case for the institution of an IHO on the properties at 115–133 Holt Avenue. The report was informed by an inspection of the properties online and from the public domain, and by desktop and library historical research.

The report assesses the properties both as a potential group item and a potential heritage conservation area. These assessments generally follow the NSW Heritage Assessment Guidelines. This review notes that:

- Although the historical background provided is limited, it accurately shows the shared history between groupings of the houses (ie 115–121 Holt Avenue, 123–125 Holt Avenue and 131–133 Holt Avenue).
- The report discusses the de-listing of 125 Holt Avenue which occurred during the 2007 Heritage Review.
- It notes that ‘the early occupants of this group of houses show consistency in social class ... which confirms the “Holt Avenue Group” were built to a superior standard of quality ... befitting the aspirations of the original occupants’. Many properties throughout New South Wales, and in the area originating from Alfred Thrupp’s grant in North Sydney in particular, can claim similar pedigree. However, a historical study which thoroughly considers the associative value potential of the occupants of the houses, and a detailed comparative analysis of comparable properties in the area to determine their relative quality and rarity has not been undertaken. As such, the heritage potential of the properties under these values cannot be discounted.
- It draws attention to the potential of the properties to ‘collectively exhibit the typical streetscape of the original subdivision’. Following an investigation of the site, this appears to be correct, with the houses providing an understanding of the historic character of the area, and contributing to the visual character of the streetscape.
- The assessment of historical significance of the group of eight draws heavily on the local significance of Captain John Piper. Although Piper owned the land, his holdings comprised a significant portion of the North Sydney LGA, and there is neither substantial evidence that he resided in this area generally, nor is there physical evidence of his occupation in the subject site specifically. However, the report does effectively present the potential for the properties to have representative historic significance relating to the early development of the Cremorne area, evinced by the subdivision pattern—maintained



#### Cremorne Conservation Group, 115–133 Holt Avenue, Case for Interim Heritage Order

from the Longview Estate—and the retention of the original siting of the properties and their setbacks.

- The assessment indicates several individuals with potential for associative significance such as Edward Skelton Garton, Mira Kate Reynolds and Frank Sunderland Hall. However, further investigation would be required to determine whether there is tangible or sufficient intangible evidence to demonstrate a significant period of use or occupation for these individuals.
- In assessing the group for potential significance as an HCA, the report describes the houses as 'good examples of the Federation Queen Anne period'. This assessment finds the properties are better representations of the Federation Bungalow style, although some demonstrate elements of the Queen Anne style.
- The report suggests a comparison between a potential HCA at the subject properties, 115–133 Holt Avenue, and existing listings such as Oaks Avenue Conservation Area, Kirribilli Avenue and Waruda Group, Wycombe Road Group, Holt Estate Conservation Area and Glover Street Conservation Area. However, the comparison is not elucidated. Initial research suggests that there are strong elements of comparison between the subject site and the indicated groups/areas to warrant further comparative investigation.

#### Conclusion

In conclusion, the Cremorne Conservation Group's submission indicates that there is potential for either a group heritage item or HCA to be created amongst the subject properties at 115–133 Holt Avenue.

- a) The report indicates that there is potential for historic, associative, aesthetic, rarity and representative values. However, the assessment provided does not demonstrate sufficient evidence to demonstrate historic or associative significance. Further investigation into these values is required.
- b) The assessment indicates the potential for some (125, 131 and 133 Holt Avenue) or all of the properties to demonstrate rarity value. Further investigation is required to determine whether the rarity of these items has been maintained.
- c) The assessment suggests the properties have aesthetic and representative value in the North Sydney LGA, supported by a comparison to similar group items and HCAs. However, this comparative assessment was not detailed, and requires further assessment.



## 7 Assessment of significance

This section provides a high-level, preliminary assessment of the heritage significance of the properties in accordance with the standard criteria established in the NSW Heritage Office guidelines (Appendix A of this report). The evaluation includes consideration of the original and subsequent layering of fabric, uses, associations and meanings of the place, as well as its relationship to both the immediate and wider setting.

The *NSW Heritage Manual* guidelines, prepared by the NSW Heritage Office and Department of Urban Affairs and Planning (July 2001), provide the framework for the preliminary assessment in this report. These guidelines incorporate the five types of cultural heritage values identified in the Burra Charter into a structured framework, which is the format required by heritage authorities in New South Wales.

Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria, as set out below. An item is significant in terms of the criterion if the kinds of attributes listed in the inclusion guidelines help to describe it. Similarly, the item is not significant in terms of that criterion if the kinds of attributes listed in the exclusion guidelines help to describe it. The inclusion and exclusion guidelines are checklists only—they do not cancel each other out. The exclusion guidelines should not be applied in isolation from the inclusion guidelines, but should be used to help review and qualify the conclusions reached about the item's significance.

To apply the assessment criteria, both the nature and degree of significance for the place need to be identified. This is because items vary in the extent to which they embody or reflect key values and in the relative importance of their evidence or associations.

The assessment also needs to relate the item's values to its relevant geographical and social context, usually identified as either local or state contexts. Items may have both local and state significance for similar or different values/criteria.

The NSW Heritage Office Heritage Assessment Guidelines are included in Appendix A of this report.

### 7.1 115–125 Holt Avenue

Preliminary historical research and physical investigations have suggested that the properties at 115, 117, 119, 121, 123 and 125 Holt Avenue show stylistic similarities and demonstrate a shared history which make them likely to be best assessed as a group. Further, the modifications of individual properties have detrimentally affected their



integrity and intactness. As such, few other than 123 and 125 are likely to meet the threshold for individual listing. However, collectively the five dwellings present as a cohesive group with the potential to demonstrate heritage significance under several criteria—pending detailed investigation. As such, the properties have been assessed as a group.

Table 7.1 Preliminary discussion of significance for 115–125 Holt Avenue.

Criterion	Discussion
<p>Criterion A—An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Nos 115–125 Holt Avenue display evidence of the historical development of North Sydney generally, and Cremorne specifically, being part of Alfred Thrupp’s grant, which came to be owned by prominent entrepreneur Daniel Cooper and his nephew John Cooper who progressively subdivided and leased land throughout the area. The properties formed part of the 1885 Longview Estate. The site maintains the subdivision pattern of this estate.</p> <p>The properties at 115–121 Holt Avenue were constructed in 1907, 123 Holt Avenue was constructed shortly after in c1908–09, and 125 Holt Avenue completed by November 1914. When viewed as a group the subject properties form an important part of the streetscape and contribute to the collective understanding of the historical development of the former Longview Estate and a period of significant Federation era development in the Cremorne area. Although it is unlikely that any of the properties would reach the threshold for individual listing based on this criterion, as a group they have potential to demonstrate historic significance.</p> <p><b>There is potential for the properties at 115–125 Holt Avenue to meet this criterion.</b></p>
<p>Criterion B—An item has strong or special associations with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Historic information indicates that the dwellings at 115–121 Holt Avenue were built by Thomas Ross, a builder who purchased several leases and underleases throughout the Cremorne area. Initial research suggests Ross may have built several properties throughout the suburb in the Federation period. It is possible that further research may indicate that Ross has associative significance within the local area.</p> <p>No biographical history has been undertaken in the applicant’s documentation to determine whether Ross or any of the owners and/or occupants may be of significance to the local community.</p> <p>The properties at 123–125 Holt Avenue are associated with the builder Richard Henry Pearce and architect Edward Skelton Garton, who were active locally in the period and responsible for several dwellings throughout the North Sydney area. Although their partnership dissolved in scandal in 1908, both properties were constructed by Pearce and show stylistic similarities to other dwellings designed by Garton in the wider LGA. No. 125 in particular shows similarity to Leesthorpe, a heritage listed Federation mansion in Mosman, suggesting Garton’s initial involvement.</p>



Criterion	Discussion
	<p>There are several individuals who owned or occupied the properties who may have associative potential. However, further investigation is required to determine whether there is sufficient evidence to substantiate these connections.</p> <p><b>There is potential for the properties at 115–125 Holt Avenue to meet this criterion. Further investigation is recommended to determine if the properties were designed by a locally significant architect/builder, or show evidence of significant occupation.</b></p>
<p>Criterion C—An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).</p>	<p>The properties at Nos 115–125 are characteristic Federation dwellings. Nos 115–123 are typical Federation Bungalows, sharing characteristic elements from the typology such as a projecting gable bay with overhanging eaves, roughcast render chimney, timber shingles tiling (apart from 119), timber-framed casement windows, hipped roof with tiling (apart from 119), and timber joinery to the verandah.</p> <p>The Heritage Assessment provided by Urbis suggests that the extent of modifications to the rear and interior of the properties at 115–119, and the introduction of the dormer windows at 115 and 117, removes their aesthetic significance. However, alterations to the primary façades are sympathetic and other alterations are generally constrained to the rear of the properties where they are not visible from the public domain.</p> <p>As a group, the properties retain their original siting and setbacks, and feature pleasant front gardens which contribute to the aesthetic character of the street. The dwellings maintain a consistent, low-rise scale, and demonstrate similar roof forms, which provide a consistent character. Although 125 comprises two storeys, it is responding to the steep slope of the location, and does not obscure the residential character of the street.</p> <p>No. 125 is a characteristic two-storey Federation dwelling which has since been internally divided into apartments. Despite this alteration, the property displays a high degree of external integrity and intactness, maintaining characteristic elements such as the gable bay with overhanging eaves, columns with timber elements, decorative timber shingles and rafters, and original timber-framed windows. It is likely to be a rare example of this typology in the Cremorne area.</p> <p>Although the properties may be unlikely to reach the threshold for individual listing, as a group they demonstrate a consistent Federation character, scale and materiality, and make a strong contribution to the streetscape. Due to their built form and architectural features they should, at a minimum, be considered contributory buildings within a potential HCA, but are likely to reach the threshold as part of a group listing.</p> <p>No. 121 demonstrates a higher degree of external integrity, and 125 has potential aesthetic rarity to warrant further investigation for individual listing under this criterion.</p>

Criterion	Discussion
	<p><b>There is potential for the properties at 115–125 Holt Avenue to meet this criterion. Further investigation and a comparative analysis are recommended. The information provided in the applicant’s HIS is inadequate to make a proper assessment of the significance against this criterion.</b></p>
<p>Criterion D—An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.</p>	<p>A detailed social values assessment of the properties at 115–119 Holt Avenue was not undertaken as part of the applicant’s submission.</p> <p>The properties form part of the ‘Holt Avenue Group’ proposed for listing by the Cremorne Conservation Group. The efforts of this community group suggests that the properties have some social value to the local community, although it is unlikely that this would be sufficient to meet the threshold for listing under this criterion.</p> <p>An assessment of Aboriginal cultural values is beyond the scope of this report.</p> <p><b>It is unlikely that the properties at 115–125 Holt Avenue property have the potential to meet this criterion.</b></p>
<p>Criterion E—An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Although as a group the properties are representative of the historical development of Cremorne, they are unlikely to demonstrate sufficient evidence to meet the threshold for listing under this criterion.</p> <p>An archaeological assessment is not within the scope of this report.</p> <p><b>It is unlikely that the properties at 115–125 Holt Avenue have the potential to meet this criterion.</b></p>
<p>Criterion F—An item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Nos 115–123 Holt Avenue are typical Federation Bungalows which have been modified. No. 125 is a two-storey Federation dwelling with elements of the Queen Anne and Arts and Crafts styles.</p> <p>Current research suggests that it is unlikely that when viewed discretely, 115–123 Holt Avenue demonstrate sufficient historic, associative or aesthetic significance to be rare either within the Cremorne area, or NSW more broadly. However, there is potential for 115–125 Holt Avenue to warrant investigation for rarity within the Cremorne area as an intact Federation group. The properties maintain the 1885 subdivision of the Longview Estate and, despite modifications to the individual dwellings, present as an intact group. A comparative analysis would be required to determine the rarity of such a grouping in the Cremorne ‘area.</p>



Criterion	Discussion
	<p>The assessment submitted in the applicant's documentation does not provide sufficient evidence of 'numerous and better examples' of Federation Bungalow housing to warrant exclusion under this criterion.</p> <p>There is potential for 125 Holt Avenue to demonstrate sufficient rarity as an intact, two-storey Federation dwelling in the Cremorne area to warrant further investigation. It was described in the 1998 North Sydney Heritage Inventory as a 'rare, successful synthesis of the styles which combines Queen Anne form with a bungalow styles 2-level verandah'. Further, it has historic and aesthetic similarities to the Leesthorpe mansion in Mosman, described as an 'elegant and intact Federation period house'. Although 125 is a more modest example of Garton's work, it is likely to be a rare example in Cremorne.</p> <p><b>There is potential for the properties at 115–125 Holt Avenue to meet this criterion. Further investigation and a comparative analysis are recommended. The information provided in the applicant's HIS is inadequate to make a proper assessment of the significance against this criterion.</b></p>
<p>Criterion G—An item is important in demonstrating the principal characteristics of a class of NSW's</p> <ul style="list-style-type: none"> <li>• Cultural or natural places, or</li> <li>• Cultural or natural environments.</li> </ul> <p>(Or a class of the local area's cultural or natural places, or cultural or natural environments.)</p>	<p>Nos 115–125 Holt Avenue are representative of an important period of development in the Cremorne area, originating from land that was owned by Daniel and John Cooper and subdivided in the Longview Estate in 1885. Constructed between 1907 and 1914, the properties present as a cohesive group of characteristic Federation Bungalow dwellings. They maintain their original siting and setbacks, and demonstrate the popularity of the typology in the North Shore area through the general retention of their primary façades, despite modifications. They are good examples of their type, and collectively provide an understanding of the historic character of the Cremorne area in a significant period of expansion.</p> <p>The properties show stylistic similarity to contributory dwellings located in the neighbouring Holt Estate HCA in the Mosman LGA. Although 115–125 Holt Avenue were constructed slightly later than these dwellings, the fact that so many houses in this style were built is a tribute to how widely these design principles were adopted in North Sydney and have been valued by the community since.</p> <p>The applicant's documentation addresses the properties at 115–119 Holt Avenue separately and suggests that the modifications reduce their potential to have representational significance. However, the modifications do not affect the ability to understand the Federation character of the dwellings as a group of properties, which is likely to have representative significance in the history of Cremorne.</p> <p>Because no comparative analysis was undertaken in the applicant's documents, there is insufficient evidence to provide a thorough assessment of the properties' representative value. Further investigation is likely to suggest that as part of a group, the dwellings at 115–125 Holt Avenue are representative of the historic and</p>





Criterion	Discussion
	<p>aesthetic character of Cremorne in a significant period of development.</p> <p><b>There is potential for the properties at 115–125 Holt Avenue to meet this criterion. Further investigation and a comparative analysis are recommended.</b></p>

## 7.2 131 and 133 Holt Avenue

Table 7.2 Preliminary discussion of significance for 131–133 Holt Avenue.

Criterion	Discussion
<p>Criterion A—An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Nos 131–133 Holt Avenue display evidence of the historical development of North Sydney generally, and Cremorne specifically, being part of Alfred Thrupp’s grant, which came to be owned by prominent entrepreneur Daniel Cooper and his nephew John Cooper who progressively subdivided and leased land throughout the area. The site formed part of the 1885 Longview Estate. The dwellings at 131–133 Holt Avenue were constructed by 1893, in the late Victorian period and architectural style, as a single dwelling. The dwelling was one of the earliest houses built in the Longview Estate and Cremorne area which survive to the present day. Nos 131–133 is one of the few surviving buildings erected during a key period of development in the Cremorne area predating the 1900s.</p> <p>Preliminary historical assessment and review of the applicant’s heritage reports suggest the dwellings underwent significant alterations in 1911 and were converted into semi-detached houses. At this stage, further research would be required to ascertain whether these additions decrease the legibility of the dwelling as a late Victorian house, adversely impacting its historical value.</p> <p><b>It is likely that 131–133 Holt Avenue have the potential to meet this criterion.</b></p>
<p>Criterion B—An item has strong or special associations with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Nos 131 and 133 Holt Avenue were under the ownership of John Cooper since the time of the construction of the dwellings. By 1911 the properties were owned by Mira Reynolds, wife of Arthur Joseph Reynolds, who was a solicitor and an alderman of North Sydney Council. The Reynolds did not live on the property and it is likely that the dwellings were speculative development for rental returns.</p> <p>Further biographical research would be required to ascertain whether subsequent owners or renters of the dwellings were prominent individuals and if they had meaningful relationships with the place.</p> <p><b>It is unlikely that the properties at 131–133 Holt Avenue property have the potential to meet this criterion.</b></p>



Criterion	Discussion
<p>Criterion C—An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).</p>	<p>The properties at 131 and 133 are late Victorian dwellings with Italianate style influences. They exhibit features typical of the period such as an asymmetric form with projecting gable and front verandah, cross-gabled, with a lower roof over the front verandah and rendered external brick walls. The pair of dwellings are set within a small garden at the front.</p> <p>Although stylistically similar, the dwellings feature differences in their detailing. No. 131 Holt Avenue features a projecting gable that has two arched double-hung windows with Italianate details, including plaster arches, decorative sill and coining to the corners. The dwelling has a central front door accessed from the verandah, and a bank of three timber casement windows with fanlights above. No. 133 Holt Avenue features a projecting gable and retains its original timber casement windows, decorative plaster sill, window hood with exposed rafters and quoins to corners. The verandah retains two original arched double-hung windows and simplified Italianate detailing.</p> <p>Atypical of its type, the semi-detached dwellings are not mirrored around a central axis. This is likely due to the fact that they were originally constructed as a single dwelling and were converted into two semi-detached structures in 1911. During the conversion of the dwelling, some external features dating from the Federation period were added to the primary façade.</p> <p>As a pair, the two dwellings generate architectural interest due to the unique presentation of a semi-detached typology. Despite not being of a mirror form, the two dwellings are visually cohesive. The report by the Cremorne Conservation Group notes that the thesis <i>The History and Heritage of Semi-Detached Dwellings in New South Wales 1788-1980</i> by Pamela B. Lofthouse, 2015, states the two dwellings are 'unusual exceptions to the mirror-image floor-plans and the symmetrical forms' and notes the alternating window treatments to their primary façade.</p> <p>The applicant's heritage reports understate the aesthetic significance of the dwellings on the basis that it underwent substantial alterations in 1911, and Federation features were added to the primary façade, thus detracting from the original character of the dwelling. However, given that these features are authentic to its period and architectural style, they add an interesting historic and architectural overlay to the houses rather than detracting from their aesthetic value.</p> <p>The applicant's reports also argue that the internal and rear additions to the dwellings adversely impact the legibility of their original form. However, the dwellings have also retained original internal features such as decorative plaster ceilings, arches along the hallway and original fireplaces. Further, the comparative analysis carried out by Weir Phillips highlights that heritage items in the North Sydney LGA have been listed despite a degree of modifications. A detailed assessment would be required to determine whether the modifications adversely impact the heritage significance of the dwellings.</p>



Criterion	Discussion
	<p><b>It is likely that 131–133 Holt Avenue have the potential to meet this criterion.</b></p>
<p>Criterion D—An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.</p>	<p>A detailed social values assessment of the properties at 131–133 Holt Avenue was not undertaken as part of the applicant’s submission.</p> <p>The Cremorne Conservation Group notes that the property has social value and contributes to Cremorne’s sense of identity and character.</p> <p>An assessment of Aboriginal cultural values is beyond the scope of this report.</p> <p><b>It is unlikely that the properties at 131–133 Holt Avenue property have the potential to meet this criterion.</b></p>
<p>Criterion E—An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>As a group the subject properties are representative of the historical development of Cremorne, yet they are unlikely to demonstrate sufficient evidence to meet the threshold for listing under this criterion.</p> <p>An archaeological assessment is not within the scope of this report.</p> <p><b>It is unlikely that the properties at 131–133 Holt Avenue property have the potential to meet this criterion.</b></p>
<p>Criterion F—An item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Nos 131 and 133, dating from the late Victorian period, are among the earliest surviving dwellings of the Longview Estate and in the Cremorne area overall. A detailed comparative analysis of heritage listed dwellings of a similar period and style would be required to determine whether the dwellings are a historical rarity within the North Sydney LGA.</p> <p>Given the unique unmirrored semi-detached form of the dwellings and the intriguing fenestration treatment to the primary façade, preliminary assessment would suggest the dwellings are unique in their architectural typology. This has been noted in the report by the Cremorne Conservation Group. Further the report by NBRSA Architecture and Heritage notes that the dwellings are ‘an unusual example of a single Victorian style residence that was divided and extended into two semi-detached cottages in 1911’.</p> <p><b>It is likely that 131–133 Holt Avenue have the potential to meet this criterion. Further investigation and a comparative analysis are recommended.</b></p>



Criterion	Discussion
<p>Criterion G—An item is important in demonstrating the principal characteristics of a class of NSW’s</p> <ul style="list-style-type: none"> <li>• Cultural or natural places, or</li> <li>• Cultural or natural environments.</li> </ul> <p>(Or a class of the local area’s cultural or natural places, or cultural or natural environments.)</p>	<p>Nos 131 and 133 Holt Avenue are representative of an important period of development in the Cremorne area, originating from land owned by Daniel and John Cooper and being subdivided in the Longview Estate in 1885. Constructed by 1893, the properties present as a pair of cohesive Victorian dwellings with Italianate influences.</p> <p>However, the dwellings underwent significant alterations in 1911 which introduced Federation features to their primary façades and altered their original presentation and internal configuration.</p> <p>It is possible that the dwellings may not qualify as a fine example of either Victorian or Federation typology. It is also possible that more refined examples of either type are present in the Cremorne and North Sydney area.</p> <p><b>It is unlikely that the properties at 131–133 Holt Avenue property have the potential to meet this criterion. However, further investigation and a comparative analysis are recommended.</b></p>

## 7.3 Potential Heritage Conservation Area

Table 7.3 Preliminary discussion of the significance of the proposed HCA.

Criterion	Discussion
<p>Criterion A—An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>The proposed HCA originates from a grant of land purchased for Alfred Thrupp. This land, like much of the Cremorne area, came to be owned by prominent entrepreneur Daniel Cooper and his nephew, John Cooper, who progressively subdivided and leased land throughout the area. The HCA comprises much of the 1885 Longview Estate subdivision, which was developed throughout the late Victorian and early Federation periods. This subdivision was an irregular triangular area, bound by Military Road and Spofforth Street, which encompasses the former Short Street (now Cabramatta Street) and Middle Street (now Spencer Road), and terminates in Shadler Street (now Holt Avenue).</p> <p>The dwellings at 115–133 Holt Avenue and the heritage listed dwellings on Cranbrook Avenue, seem to be the most intact areas of this subdivision, continuing to occupy lots created at this time. However, the surrounding area has since been subject to several later periods of re-subdivision, amalgamation, and redevelopment. As such, beyond the Holt Street dwellings and the individually heritage listed dwellings on Cranbrook Avenue, there are no remnant properties from the significant period of expansion.</p> <p>As such, while the potential HCA dates from a significant period of development, the subdivision pattern has been largely lost and the</p>



Criterion	Discussion
	<p>historic character is no longer evinced in the streetscapes to a sufficient extent to warrant investigation for listing as an HCA.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>
<p>Criterion B—An item has strong or special associations with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Following the 1885 Longview Estate sale, the area comprising the potential HCA came to be owned by a variety of builders, speculators and private owners who developed the area. Small sections were developed as groupings, such as the properties at 115–121 Holt Avenue, constructed by Thomas Ross; however, few of these areas remain.</p> <p>Subsequent development throughout the twentieth century has largely been replaced by contemporary flat buildings and commercial development. As such, it is highly unlikely that any of the current properties beyond the houses at 115–133 Holt Avenue and the individually listed dwellings on Cranbrook Avenue would have capacity for associative significance warranting further investigation. A review of documentation and preliminary investigations does not suggest any substantial ownership or occupation by a significant person or group that is substantiated in the current built form or landscape.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>
<p>Criterion C—An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).</p>	<p>The proposed HCA originates from a late Victorian subdivision which was progressively developed throughout the Federation period. This area was re-subdivided and redeveloped several times throughout the twentieth and early twenty-first centuries and now displays little of its original character. A preliminary review of the streetscapes suggests that properties that were constructed in the interwar and postwar periods have now been largely lost, with only one twentieth-century flat building easily discernible. Aside from the grouping of houses on Holt Avenue, few properties display any significant architectural elements, or present in a typology characteristic of a significant period of development.</p> <p>There is a visual disconnect between the residential and commercial areas, with no cohesion in scale, form or materiality. The area cannot be visually understood as a consistent grouping. Further, significant portions of the area, particularly at the intersection of Spofforth Street and Spencer Road, are currently under construction. The size of the lots suggests a development inconsistent with the remnant historic structures in the proposed HCA.</p> <p>The residential areas, along Holt Avenue, Cranbrook Avenue, and Spencer Road, do retain some of their original setbacks, and contain rows of street trees which enhance the character of the area, and reduce the visual impact of the substantial contemporary developments. However, the integrity of the street trees, and the contemporary appearance of landscaping is not sufficient to suggest that the landscaping has historical aesthetic value. Due to the</p>



Criterion	Discussion
	<p>degradation of the streetscapes, and the lack of intact frontages, the area does not warrant further investigation for listing as an HCA under this criterion.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>
<p>Criterion D—An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.</p>	<p>A detailed social values assessment of the potential HCA has not been undertaken as it is beyond the scope of this preliminary report. However, as the area displays such disparate character—comprising low to medium scale residential, mixed use commercial, automotive retail and hospitality venues—it is unlikely that there is a strong social connection to the HCA as a whole.</p> <p>The properties at 115–133 Holt Avenue comprise the ‘Holt Avenue Group’ proposed for listing by the Cremorne Conservation Group. The efforts of this community group suggests that these properties have some social value to the local community. However, beyond the historic connections to Cooper’s Estate and Thrupp’s grant, the historic, aesthetic and representative values which form the basis of this group’s recommendations do not apply to the wider HCA area (aside from the properties subject to individual listings on Cranbrook Avenue). As such, there is no evidence that the area warrants further investigation for listing as an HCA under this criterion.</p> <p>An assessment of Aboriginal cultural values is beyond the scope of this report.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>
<p>Criterion E—An item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>Preliminary investigation and historical research suggests that the HCA is unlikely to have research potential. Architecturally, the area is largely pedestrian contemporary commercial and residential flat buildings which are unlikely to have any value for research. Beyond eight properties in Holt Avenue and the listed properties on Cranbrook Avenue, the historical subdivision patterns have been removed, and while the landscaping is pleasant, it does not appear to have any historic or biological rarity. There is little physical evidence to suggest that this area warrants further investigation for listing as an HCA under this criterion.</p> <p>An archaeological assessment is not within the scope of this report.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>



Criterion	Discussion
<p>Criterion F—An item possesses uncommon, rare or endangered aspects of NSW’s cultural or natural history (or the cultural or natural history of the local area).</p>	<p>As a precinct, the potential HCA is a largely inconsistent mixed use area. Although much of the Cremorne area has been redeveloped, due to the level of renewal in the proposed HCA, it does not present as either a historically intact or aesthetically unique precinct. While several properties of the ‘Holt Avenue Group’ either individually, or as a group, and the heritage listed dwellings on Cranbrook Avenue, have potential for rarity, those values do not apply to the wider HCA area.</p> <p>Due to the degradation of the streetscapes and the lack of historical evidence, this area does not warrant further investigation for listing as an HCA under this criterion.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>
<p>Criterion G—An item is important in demonstrating the principal characteristics of a class of NSW’s</p> <ul style="list-style-type: none"> <li>• Cultural or natural places, or</li> <li>• Cultural or natural environments.</li> </ul> <p>(Or a class of the local area’s cultural or natural places, or cultural or natural environments.)</p>	<p>The proposed potential HCA does not present as a cohesive area or group. Although the combination of singular historic properties amongst mixed-scale contemporary development is representative of much of the wider Cremorne area, preliminary investigations and research suggest that as a whole the area is unlikely to be of representative significance. The area was formed by 1885 and was developed in a significant period of historical development; however, there is little evidence of this in the remnant built form, or subdivision pattern. Other than small areas, the majority of the 1885 lot arrangement has been altered, and while the overall block arrangement has been retained, this is not of particular historic or aesthetic value.</p> <p>Further, investigations do not indicate the presence of any significant cultural overlays or practices which may suggest representative values, nor is there consistent physical evidence of representative historical use or development to warrant further investigation for listing as a HCA under this criterion.</p> <p><b>It is unlikely that the proposed HCA has the potential to meet this criterion.</b></p>



## 8 Conclusions and recommendations

### 8.1 Conclusion

This preliminary assessment report has involved the high-level investigation and assessment of the properties at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue, Cremorne with the following conclusions:

- The applicants' heritage documents are inconsistent with their application of the 'NSW Assessing Heritage Significance' guidelines and do not provide an adequately rigorous assessment of the heritage significance of the buildings.
- As a group, 115–125 Holt Avenue have potential to meet the threshold for listing as a historically and aesthetically representative group, that is potentially rare within the Cremorne area. There is further potential for the properties to demonstrate connections with significant local builders and/or architects.
- As a pair, 131–133 Holt Avenue have the potential for listing for their historical, aesthetic and rarity significance. The dwellings are among the earliest surviving houses from the late Victorian period.
- Preliminary assessment suggests that among the eight dwellings there are several potential groupings that may demonstrate shared heritage values which could reach the threshold for heritage listing. These groupings are:
  - a. the 'Holt Avenue Group' (provisional title) comprising all eight properties
  - b. Nos 115, 117, 119, 121, 123 and 125 as a cohesive row of Federation dwellings
  - c. Nos 115, 117, 119 and 121 as a consistent row of Federation Bungalows constructed by Thomas Ross the same builder and property owner.
  - d. Nos 123 and 125 as a pair of Federation dwellings constructed by the same builder, and likely the same architect.
  - e. Nos 131 and 133 as a pair of potentially rare late Victorian dwellings in the Cremorne area
- An investigation of a potential HCA (bounded by Spofforth Street, Military Road, Cabramatta Street and Holt Avenue) has determined that the area is highly unlikely to meet the threshold for listing under any criteria due to the following:





- The area no longer displays a cohesive historic character or provide an understanding of the historic development of the area, with few remaining original buildings.
- Due to its zoning, the area is predominantly contemporary residential and commercial development from the late twentieth and early twenty-first century.
- The original subdivision pattern has largely been altered.
- The only streetscape that retains an historic character is the northern side of Holt Avenue, and the dwellings on Cranbrook Avenue which are already individually heritage listed.

## 8.2 Recommendations

Based on the findings of this report, it is recommended that:

1. An Interim Heritage Order be placed on Nos 115, 117, 119, 131, and 133 Holt Avenue Cremorne in order to protect the buildings from demolition whilst a detailed assessment of their heritage significance is undertaken to determine if the properties qualify for heritage listing within Schedule 5 of NSLEP 2013;
2. Council undertake further detailed assessment of the shared heritage values of the houses at 115, 117, 119, 121, 123, 125, 131 and 133 Holt Avenue to determine their potential for group heritage listing. The potential groupings are:
  - a. the 'Holt Avenue Group' (provisional title) comprising all eight properties
  - b. Nos 115, 117, 119, 121, 123 and 125 as a cohesive row of Federation dwellings
  - c. Nos 115, 117, 119 and 121 as a consistent row of Federation Bungalows constructed by Thomas Ross the same builder and property owner.
  - d. Nos 123 and 125 as a pair of Federation dwellings constructed by the same builder, and likely the same architect.
  - e. Nos 131 and 133 as a pair of potentially rare late Victorian dwellings in the Cremorne area; and
3. The assessment of the current development applications should have consideration for these recommendations.



## Appendix A—NSW Heritage Office heritage assessment guidelines

The NSW Heritage Manual guidelines, prepared by the NSW Heritage Office and Department of Urban Affairs and Planning (July 2001), provide the framework for the assessment and the statement of significance in this report. These guidelines incorporate the five types of cultural heritage value identified in the Burra Charter into a specially structured framework, which is the format required by heritage authorities in New South Wales.

Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria, as set out below. An item is significant in terms of the particular criterion if the kinds of attributes listed in the inclusion guidelines help to describe it. Similarly, the item is not significant in terms of that particular criterion if the kinds of attributes listed in the exclusion guidelines help to describe it. The inclusion and exclusion guidelines are checklists only—they do not cancel each other out. The exclusion guidelines should not be applied in isolation from the inclusion guidelines, but should be used to help review and qualify the conclusions reached about the item's significance.

The criteria for assessment established by the NSW Heritage Council in accordance with the Heritage Act 1977 (NSW) (Heritage Act) are set out below.

Criterion (a)—An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>• shows evidence of a significant human activity;</li> <li>• is associated with a significant activity or historical phase; or</li> <li>• maintains or shows the continuity of a historical process or activity.</li> </ul>	<ul style="list-style-type: none"> <li>• has incidental or unsubstantiated connections with historically important activities or processes;</li> <li>• provides evidence of activities or processes that are of dubious historical importance; or</li> <li>• has been so altered that it can no longer provide evidence of a particular association.</li> </ul>

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



Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>shows evidence of a significant human occupation; or</li> <li>is associated with a significant event, person, or group of persons.</li> </ul>	<ul style="list-style-type: none"> <li>has incidental or unsubstantiated connections with historically important people or events;</li> <li>provides evidence of people or events that are of dubious historical importance; or</li> <li>has been so altered that it can no longer provide evidence of a particular association.</li> </ul>

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>shows or is associated with creative or technical innovation or achievement;</li> <li>is the inspiration for a creative or technical innovation or achievement;</li> <li>is aesthetically distinctive;</li> <li>has landmark qualities; or</li> <li>exemplifies a particular taste, style or technology.</li> </ul>	<ul style="list-style-type: none"> <li>is not a major work by an important designer or artist;</li> <li>has lost its design or technical integrity;</li> <li>its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded; or</li> <li>has only a loose association with a creative or technical achievement.</li> </ul>

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>is important for its associations with an identifiable group; or</li> <li>is important to a community's sense of place.</li> </ul>	<ul style="list-style-type: none"> <li>is only important to the community for amenity reasons; or</li> <li>is retained only in preference to a proposed alternative.</li> </ul>

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



Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>has the potential to yield new or further substantial scientific and/or archaeological information;</li> <li>is an important benchmark or reference site or type; or</li> <li>provides evidence of past human cultures that is unavailable elsewhere.</li> </ul>	<ul style="list-style-type: none"> <li>the knowledge gained would be irrelevant to research on science, human history or culture;</li> <li>has little archaeological or research potential; or</li> <li>only contains information that is readily available from other resources or archaeological sites.</li> </ul>

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>provides evidence of a defunct custom, way of life or process;</li> <li>demonstrates a process, custom or other human activity that is in danger of being lost;</li> <li>shows unusually accurate evidence of a significant human activity;</li> <li>is the only example of its type;</li> <li>demonstrates designs or techniques of exceptional interest; or</li> <li>shows rare evidence of a significant human activity important to a community.</li> </ul>	<ul style="list-style-type: none"> <li>is not rare; or</li> <li>is numerous but under threat.</li> </ul>

Criterion (g)—An item is important in demonstrating the principal characteristics of a class of NSW’s (or a class of the local area’s) cultural or natural places; or cultural or natural environments

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> <li>is a fine example of its type;</li> <li>has the principal characteristics of an important class or group of items;</li> <li>has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity;</li> <li>is a significant variation to a class of items;</li> </ul>	<ul style="list-style-type: none"> <li>is a poor example of its type;</li> <li>does not include or has lost the range of characteristics of a type; or</li> <li>does not represent well the characteristics that make up a significant variation of a type.</li> </ul>



Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"><li>• is part of a group which collectively illustrates a representative type;</li><li>• is outstanding because of its setting, condition or size; or</li><li>• is outstanding because of its integrity or the esteem in which it is held.</li></ul>	