

Late item 8.3.4

Ordinary Meeting

Thursday, 15 June 2017

commencing at 11.00am

Council Chambers, Corner Currie and Bury Streets, Nambour

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8 REPORTS DIRECT TO COUNCIL**8.3 PLANNING AND ENVIRONMENT****8.3.4 THE HISTORIC YANDINA RAILWAY 'GATEHOUSE BUILDING'****File No:** Council meetings**Author:** Director
Planning and Environment Department**Attachments:** Att 1 - Estimate of Relocation of the building - *Confidential*

PURPOSE

The purpose of the report is to respond to the following resolution of council made at the 18 May 2017 Ordinary Meeting.

That Council endorse the Chief Executive Officer to investigate and report back to the June Ordinary meeting, all options available to both the owner of 21A Wharf Street, Yandina and to Council, for the retention of the Historic Railway 'Gatehouse Cottage':

- (a) *in situ, or in the immediate proximity to 21A Wharf Street property, or*
- (b) *to be relocated to the Yandina Historic House Precinct, Tea Tree Park, Yandina.*

EXECUTIVE SUMMARY

The former railway gatehouse building at 21A Wharf Street Yandina, is located on private property. While the building is acknowledged to have local heritage significance, it is not currently listed on either the state or local heritage registers.

It is understood that the owner of the property has offered to gift the building to council so as to 'free up' the subject site for future development.

As with any property gift or donation to council, prior to any acceptance council must consider the following:-

- Is the gifted building suitable for a council or community need?
- What is the full cost of relocating and reinstating the building?
- What is the on-going costs and benefit of the building to council/the community?
- Does the building have values (other than its heritage value) that would lend support to Council acceptance of the building?

A preliminary investigation (limited by the available timeframe) has identified the following potential options for the retention of the building and its associated heritage values:-

Option 1 – retain the former railway gatehouse building in-situ (on-site), whilst offering a range of subdivision options as provided for by the current planning scheme;

Option 2 – relocate the former railway gatehouse building to the adjoining road reserve (subject to relevant approvals including closure of the road), conduct necessary maintenance works and either retain or proceed to sell the site including the building;

Option 3 – Relocate the former railway gatehouse building to Tea Tree Park, Yandina and conduct necessary maintenance works.

It is noted that demolition of the former railway gatehouse building is a current and lawful option available to the property owner.

Any option which involves Council undertaking to relocate, renovate and accept on-going ownership and maintenance responsibility needs to be carefully considered having regard to council priorities, budget allocation and adopted policy positions.

OFFICER RECOMMENDATION

That Council:

- (a) receive and note the report titled "The Historic Yandina Railway 'Gatehouse Building'" and
- (b) consider whether there are any options worthy of further detailed investigation to provide for the retention of the former railway gatehouse building.

FINANCE AND RESOURCING

Finance and cost estimates are dependent on the preferred option selected. No funding is currently allocated for this project.

CORPORATE PLAN

Corporate Plan Goal: *A strong community*
Outcome: 2.3 - A shared future that embraces culture, heritage and diversity
Operational Activity: 2.3.2 - Implement the annual program of actions in the Sunshine Coast Heritage Plan 2015-2020.

CONSULTATION

Internal Consultation

- Strategic Planning
- Property Management

External Consultation

Previous consultation has occurred with the owner and planning consultant acting for the owner of the subject site.

Community Engagement

There is no community engagement required for this report.

PROPOSAL

Site address: 21a Wharf St Yandina

Site area: 2026m²

Zone: Low Density residential

Local Plan: Yandina Local Plan

Current use: Two dwellings

Access: Via an existing unformed road reserve



Sunshine Coast Planning Scheme 2014 requirements

The railway gatehouse building is located on 21A Wharf Street, Yandina and is one of the oldest buildings in Yandina. It is not currently identified in the *Sunshine Coast Planning Scheme 2014* (SCPS 2014) as a local heritage place (unlike the other existing former railway gatehouse in Yandina, located further to the north).

It is noted that the building has no current heritage designation (either local or state) and therefore its demolition or removal is able to be authorised following assessment by a private building certifier.

The following planning scheme provisions are relevant to considering future development options for the subject site:

- Minimum lot size under the Yandina Local Plan is 700m² – the associated performance outcome requires that “Development for reconfiguring a lot in the Low Density Residential zone provides for lot sizes and a configuration of lots that is sympathetic to the rural town character and identity of Yandina”; and
- Minimum lot size for a self-assessable dual occupancy is 800m².

Heritage significance of subject site

Recent investigations undertaken by a consultant preparing Council’s Historic Cultural Heritage Study have confirmed that the railway gatehouse building is of local heritage significance.

If the building was to be retained, it is anticipated that it may be recommended by the consultant for inclusion into council’s local heritage register.

Consideration of Development Options for the Landowner

Discussion has occurred as part of the pre-lodgement process with a town planning consultant (acting on behalf of the land owner) in relation to potential development/subdivision options for the site. These options may include:-

1. Status quo – retain the current larger residential site either with the two current dwellings or removal of one of the dwellings. This option may include the removal of the railway gatehouse building on the site and construction of a dual occupancy in its place or on a nearby part of the subject site.

2. 2 Lot Subdivision proposal - reconfigure the site into 2 lots where complying with minimum lot sizes (700m²) – this would require a code assessment development application. One of those lots could be capable of supporting a self-assessable dual occupancy, provided it remains above 800m² in site area. This proposal could involve the retention or removal of the railway gatehouse building on the site.
3. Road Closure/4 Lot Subdivision proposal - Request a closure of the adjacent existing unformed road reserve from the State Government and purchase this land to include in the overall development site area – this larger site area would potentially provide for an additional 2 lots (4 lots in total) thereby providing a direct incentive for potential retention of the railway gatehouse building in situ or in a nearby position.

For any of the above options, essential infrastructure needs to be provided to the new lots and/or development, including water, sewerage, stormwater, telecommunication, electricity and access. For example, the existing access would need to be upgraded to either a road or suitable internal access standard in accordance with the requirements of the Planning Scheme.

With regard to the existing house removal/relocation, the former railway gatehouse building is currently not protected by a Heritage overlay under the Planning Scheme. On this basis the house can be removed or relocated from this site – it should be noted that a development application maybe required for the relocation receiving site depending upon the level of assessment requirements under the Planning Scheme.

Offer

Each of these options has the potential to retain the former railway gatehouse in its current location and protect its heritage values.

It is understood that the offer from the owner is to gift the former railway gatehouse building to council subject to the house being removed from the property and for council to provide a building pad for a new house on the property.

Consideration of Options for Protection of the Railway Gatehouse Building

Three options for the protection of the railway gatehouse building have been considered, namely:-

- Option 1 – Protection of the railway gatehouse building within the 21A Wharf Street site, either in-situ or on another part of the property;
- Option 2 – Protection of the railway gatehouse building in immediate proximity to the 21A Wharf Street site; or
- Option 3 – Relocation of the railway gatehouse building to Tea Tree Park, Yandina.

Option 1 - Protection of the railway gatehouse building within the 21A Wharf Street site, either in-situ or on another part of the property

The size of the site (2,026m²) indicates that it is possible that an increase in development yield on the site could be achieved while allowing for the railway gatehouse building to be maintained for its current use either in its current location or elsewhere within the property.

The ability to increase development yield on the site while also achieving the protection of the building on the site requires consideration of the relevant provisions of the SCPS 2014. It is important to note that the conservation of heritage buildings in-situ is the preferred outcome of the SCPS 2014 Heritage and character areas overlay code, which reflects the intent of the *Burra Charter*.

Option 2 – Protection of the railway gatehouse building in immediate proximity to the 21A Wharf Street site

An option may exist to relocate the railway gatehouse building to the adjacent unformed road reserve located immediately to the east of the site. The road reserve currently accommodates a carport structure relating to the 21A Wharf Street site.

It is understood that the location of the railway gatehouse building in the unformed road reserve would be generally consistent with good heritage conservation principles (being only a small movement towards the former railway alignment to which it relates and also towards the existing railway alignment).

If this option is considered desirable, consideration will need to be given to the access requirements for existing and future development on the 21A Wharf Street site. In addition, a permanent road closure may also be sought to create a cadastral parcel for the site. In any case, accompanying services would need to be provided to the relocated building.

An alternative option may be for council to seek to close the adjoining road reserve (create a new freehold residential lot), relocate the old railway gatehouse onto the new lot, list this new site/building in the local heritage register and then sell the property on the open market.

This option would require approval from the Department of Natural Resources and Mines to close the road.



Option 3 – Relocation of the railway gatehouse building to Tea Tree Park, Yandina

An option may also exist to relocate the railway gatehouse building to Tea Tree Park, Yandina.

This site is already utilised as a heritage reserve to accommodate other heritage buildings (i.e. Tilstead Homestead).

The site is zoned Open Space and Community Facilities (sub-designation 4. Community facilities) in the SCPS 2014.

Consideration would need to be given to adequate siting of the building, although it appears that placement of the building in the south-western corner of the site may be the most optimal.

If the relocated building is to accommodate a community use, then it would be regarded as exempt from a development application in this case. However, full consideration would need to be given to the ability to supply the necessary infrastructure to the building, as well as to the long term tenure and maintenance arrangements.



Legal

Depending on the preferred option, legal advice may be required to be provided to council as part of any future report. At this preliminary stage no specific legal implications have been identified.

Policy

While there is broad policy support for properties of heritage value on the Sunshine Coast, there is no specific policy to support this project. Inclusion of the subject site in the local heritage register at a future date would provide specific policy support for the protection of the railway gatehouse building at that time.

Risk

Depending on the option selected, a future council report will need to outline the associated risks. An obvious current risk is that the property owner may lawfully relocate or demolish the building without reference to its identified heritage values. Other risks relate to the upfront and ongoing costs associated with council agreeing to take on responsibility for the relocation and maintenance of the railway gatehouse building on an alternative site into the future.

Previous Council Resolution

Ordinary Meeting 18 May 2017 (OM17/83)

That Council endorse the Chief Executive Officer to investigate and report back to the June Ordinary meeting, all options available to both the owner of 21A Wharf Street, Yandina and to Council, for the retention of the Historic Railway 'Gatehouse Cottage':

- (a) *in situ, or in the immediate proximity to 21A Wharf Street property, or*
- (b) *to be relocated to the Yandina Historic House Precinct, Tea Tree Park, Yandina.*

Critical Dates

It is understood the owner is wishing to undertake building works on their property and request a decision from council urgently.

Implementation

Depending on the preferred option, a detailed report including full costing, legal implications, associated risks and written approval to any property transfer of the building would be required.