

**9.2 NO. 12 (LOT: 609; D/P: 49287) LINDSAY STREET, PERTH - PROPOSED ALTERATIONS AND ADDITIONS TO OFFICE**

**Ward:** South Ward

**Attachments:**

1. Consultation and Location Plan
2. Development Plans
3. Heritage Impact Statement
4. Applicant Photos of Steel Floor Tiles
5. Determination Advice Notes

**RECOMMENDATION:**

That Council, in accordance with the provisions of the City of Vincent Local Planning Scheme No. 2 and the Metropolitan Region Scheme, **APPROVES** the application for Alterations and Additions to Office at No. 12 (Lot: 609; D/P: 49287) Lindsay Street, Perth in accordance with the plans shown in Attachment 2, subject to the following conditions, with the associated determination advice notes in Attachment 5:

**1. Development Plans**

This approval for Alterations and Additions to Office as shown on the approved plans dated 13 November 2023 and 9 January 2024. No other development forms part of this approval;

**2. Works**

**2.1 All works shall be undertaken in accordance with the details and annotations as indicated on the approved plans which forms part of this approval, to the satisfaction of the City;**

**2.2 All works shall be carefully undertaken to ensure that minimal damage occurs to original building fabric, to the satisfaction of the Heritage Council of Western Australia; and**

**2.3 Security camera surface mounted conduit is to be colour matched to the adjacent surface to minimise the impact to the original fabric and setting, to the satisfaction of the Heritage Council of Western Australia;**

**2.4 The removed steel floor tiles shall be stored in a weather proof container, within an internal secure location at the subject site, and in such a manner to prevent deterioration, to the satisfaction of the Heritage Council of Western Australia. Written correspondence shall be submitted to the City confirming details of how this condition has been satisfied within 28 days of completion of the approved works;**

**3. Stormwater**

**Stormwater from all roofed and paved areas shall be collected and contained on site. Stormwater must not affect or be allowed to flow onto or into any other property or road reserve; and**

**4. Documented Record**

**Within 28 days of completion of the approved works, a photographic record of the works undertaken (internal and external) shall be submitted to the City for inclusion in its Historical Archive Collection, to the satisfaction of the City.**

**EXECUTIVE SUMMARY:**

The purpose of this report is to consider an application for development approval for Alterations and Additions to Office at No. 12 Lindsay Street, Perth (the subject site) that is included on the Central Perth Heritage Inventory (CPHI) as Level 1 – Place of State Significance and is included on the State Register of Heritage Places.

The application proposes removal, treatment, and storage of steel floor tiles that are of heritage significance to the ground floor entrance and offices. The application also proposes the replacement of the ground floor training room roof, removal of glass screening from the front and rear elevations of the building and installation of two small security cameras to the front elevation of the building. The applicant proposes the works to:

- Prevent the steel floor tiles from deteriorating beyond repair.
- Maintain safety of staff and clients who occupy the site by ensuring that it is fit for purpose as office use.
- Maintain and conserve the heritage protected place to support its ongoing use and contribution to the Lindsay Street precinct.

The proposal seeks a performance standards assessment in relation to the abovementioned works. The proposed works are acceptable because they would meet the objectives of Central Perth Development Policy No. 2 – Heritage Places which ensures that development, including demolition does not adversely affect the significance of the place and is consistent with best practice conservation methods.

The proposed works would not adversely affect the heritage significance of the place and would facilitate the conservation of the heritage fabric of the place. This is because the proposed works are limited to recent additions or would facilitate conservation of heritage fabric of the site. The proposed works are also consistent with the heritage agreement between the Heritage Council of Western Australia and the National Disability Services who occupy the building.

**PROPOSAL:**

The application seeks approval for proposed alterations and additions to the ground floor entry area and office flooring, roof of the training room and front and rear facades. A summary of the works proposed is as follows:

- Removal of 169 square metres of polycarbonate roofing and aluminium framing from the ground floor training room to the north-eastern elevation of the site. The existing roofing is proposed to be replaced with polycarbonate roof sheets with a corrugated profile. The training room roof was later addition and does not contribute to the heritage significance of the place. The architectural steel shading structure that sits above the roof would be retained.
- Removal of 14.4 square metres of steel floor tiles to the ground floor entry lobby and replacement with a recessed non-slip mat. Tiles that are removed from the floor are to be treated for rust and stored on-site.
- Removal of 38 square metres of carpet to offices on the ground floor to allow for inspection, repair, and removal of steel tiles beneath. New carpet proposed to be installed. Tiles that are removed from the floor are to be treated for rust and stored on-site.
- Removal of six glass screens to the ground and first floor windows of the Lindsay Street elevation, and one glass screen to the first floor of the Eovalis Lane elevation of the building. The glass screens were a later addition, and do not contribute to the heritage significance of the place.
- Installation of two security cameras to the Lindsay Street elevation.

The proposed Development Plans are included as **Attachment 2**, and the Applicant's supporting information include a Heritage Impact Statement and Photos of Steel Floor Tiles, are included as **Attachments 3 and 4**, respectively.

**BACKGROUND:**

<b>Landowner:</b>	National Disability Services Limited
<b>Applicant:</b>	Nisar Dar
<b>Client:</b>	National Disability Services Limited
<b>Date of Application:</b>	9 November 2023
<b>Zoning:</b>	MRS: Urban LPS2: Zone: Mixed Use R Code: R80
<b>Built Form Area:</b>	Not Applicable – Lindsay Street Precinct Policies and Design Guidelines Apply
<b>Existing Land Use:</b>	Office
<b>Proposed Use Class:</b>	Office
<b>Lot Area:</b>	885m <sup>2</sup>
<b>Right of Way (ROW):</b>	Yes – Elovalis Lane
<b>Heritage List:</b>	Yes – Central Perth Heritage Inventory: Level 1 – Place of State Significance (Individual) Heritage Precinct – Historic Precinct of Local Significance.
<b>State Register of Heritage Places:</b>	Yes

Site Context and Zoning

The subject site is bound by Lindsay Street to the north-west, Elovalis Lane to the south-east, a single storey converted dwelling used as an office to the north-east and a four-storey mixed use development to the south-west. A location plan is included as **Attachment 1**.

The subject site and adjoining and adjacent properties are zoned Mixed Use R80 under the City's Local Planning Scheme No. 2 (LPS2).

The subject site is owned and occupied by National Disability Services Limited (NDS) and serves as one of their three offices in WA. NDS is a not-for-profit organisation that provides support for people with various disabilities. NDS also administer the ACROD Parking Program in WA. NDS have occupied the subject site since 2015.

Planning Framework

The East Perth Redevelopment Authority (EPRA) was formed in 1991 to guide the renewal of Claisebrook Cove in East Perth. In 2010, EPRA's responsibility expanded to a range of inner-city renewal projects such as the East Perth Power Station, Riverside area, Northbridge, and Perth City Link.

EPRA was combined with other redevelopment authorities across Perth in 2012 to form the Metropolitan Redevelopment Authority (now known as DevelopmentWA). The *Metropolitan Redevelopment Authority Act 2011* was gazetted and the control of the planning framework and processing of development approvals was transferred to the MRA.

At this time, a planning framework for the redevelopment of the central Perth area was established. The new framework included a [redevelopment scheme](#), [New Northbridge Design Guidelines](#), [Central Perth Redevelopment Policies 1-10](#) and a [Heritage Inventory](#).

The subject site is located within the redevelopment area known as the [Lindsay Street Precinct](#).

In 2021, LPS2 was amended to return planning control and development functions of the area from DevelopmentWA to the City. To ensure consistency in planning decisions, the redevelopment policies and guidelines have been retained, and continue to apply as if adopted under LPS2.

This means that the City's Policy No. 7.1.1 – Built Form (Built Form Policy) does not apply to the Lindsay Street Precinct. New development is instead assessed against the [Central Perth Development Policies](#) and [New Northbridge Design Guidelines](#).

### Approval History

In 2004 the subject site received development approval for Change of Use of the existing building from 'Flour Mill' to 'Office' to be occupied by EPRA. The works related to conservation, repair, fit out and removal of intrusive material. Notable works of this approval are summarised as follows:

- Conservation of steel floor tiles and timber floors.
- Installation of six glass screens to the ground and first floor windows of the Lindsay Street elevation.
- Construction of a parapet boundary wall to north of cart lane to form northern wall of the EPRA offices (business services, now training room).
- Removal of a gable roof and replaced with a pitched roof. Installation of a steel architectural shading structure above.

In 2008 the subject site received development approval for alterations and additions. The works related to further conservation, repair and fit out to support the 'office' land use.

In 2015 the subject site was leased to the NDS. The subject site received development approval for alterations and additions which related to accessibility modifications to support NDS staff and clients.

In November 2023, Administration approved an application for development approval which related to conservation and maintenance works required by the Heritage Agreement. Notable works included:

- Repairs to external and internal brickwork masonry throughout.
- Repairs to wall renders, limewash, plaster and paint throughout.
- Repairs to rainwater goods.

### Heritage Listing

The subject site is included on the CPHI as Level 1 – Place of State Significance in a joint listing with the adjoining property at No. 22 Lindsay Street. These sites are within the Beaufort Street, Lindsay Street and Money Street Heritage Precinct under the CPHI, which is a Historic Precinct of Local Significance. Nos. 12 and 22 Lindsay Street are also included in a joint listing on the State Register of Heritage Places.

The HCWA's Statement of Significance for the heritage place reads as follows:

*Lindsay Street Flour Mill and Bakery Complex, a three-storey former flour mill and bakery (1894+), with ancillary buildings, a single-storey shop (1894), and a single-storey house in the Federation Bungalow style (1900-04) has cultural heritage significance for the following reasons:*

- *The place demonstrates the characteristics of a three-storey flour mill of the early 20th century, with ancillary buildings, and is the only mill of its size constructed in the period prior to World War I extant in the central district of Perth;*
- *The place provides evidence of its humble beginnings as a bakery and mill and its subsequent development to become one of the four largest bakeries in Perth in the 1950s, and a substantial producer of flour through the associated company, Aero Lindsay Street Flour Mill;*
- *The place was the location of the business and residence of H. C. Moore and his family, between 1894 and 1959 and is associated with the family until its disposal to the Metropolitan Regional Planning Authority in 1980; the place differed from other baking and milling operations in the extent of the milling operation, and in its expansion into making flours for retail consumption, making it unique in Western Australia;*
- *The place has rarity value as an extant example of an inner-city industrial complex, dating from the early twentieth century. The place also has rarity value for the construction method of the first floor with its square steel tile finish; and*
- *The place has been a landmark building in Northbridge since 1894.*

*The lightweight perimeter fencing, car park surface, and light framed outbuildings on the north-east boundary are of little significance. The shed on the south-east corner of the house is intrusive.*

The CPHI includes separate Statements of Significance for the [subject site](#) and the [Heritage Precinct](#).

The subject site also has a Conservation Plan and [Heritage Agreement](#).

The Conservation Plan was a report commissioned by EPRA and published in 2002 by Palassis Architects. It includes an assessment of the cultural heritage significance of the place and management guidelines to assist in conservation of the site.

The Heritage Agreement between NDS and the Heritage Council of WA (HCWA) was formalised in 2017.

The purpose of it is to ensure that subject site's cultural significance is appropriately conserved and maintained in accordance with the Conservation Plan. It sets out conservation and remediation works which are required to be undertaken, as well as ongoing maintenance items at the property.

## DETAILS:

### Summary Assessment

The table below summarises the planning assessment of the proposal against the provisions of the City of Vincent Local Planning Scheme No. 2 (LPS2), Central Perth Development Policy No. 2 – Heritage Places and the New Northbridge Design Guidelines.

Where the proposal requires the discretion of Council, the relevant planning element is discussed in the Detailed Assessment section following from this table.

Planning Elements:	Performance Standards	Requires the Discretion of Council
New Northbridge Design Guidelines	✓	
Policy No. 2 – Heritage Places	✓	

### Detailed Assessment

The application satisfies all performance standards of the New Northbridge Design Guidelines and Central Perth Redevelopment Policies, including Policy No. 2 – Heritage Places.

Policy No. 2 – Heritage Places provides performance standards to guide the assessment and approval of development applications for heritage places and within heritage precincts.

The New Northbridge Design Guidelines and Central Perth Redevelopment policies require consideration of the proposal against objectives of the policy even where an element complies with the prescribed performance standard. This is considered in the Comments section below.

## CONSULTATION/ADVERTISING:

### Community Consultation

Community consultation was undertaken by the City in accordance with the *Planning and Development (Local Planning Schemes) Regulations 2015* for a period of 14 days between 17 November 2023 to 30 November 2023.

In accordance with the City's Community and Stakeholder Engagement Policy, the method of consultation included a notice on the City's website, a sign erected on the Lindsay Street elevation of the subject site and 15 letters mailed to the owners of adjoining and adjacent properties as shown in **Attachment 1**.

At the conclusion of the consultation period, the City received nil submissions.

Heritage Council of Western Australia (HCWA)

The application was referred to the HCWA for review and consideration in accordance with Section 73 of the *Heritage Act 2018* because the subject site is included on the State Register of Heritage Places.

The HCWA supported the proposal and advised as follows:

- The proposal is supported as the plans detail a good conservation approach including principles of conservation.
- The proposal will have a moderate positive benefit on the cultural heritage significance of Lindsay Street Flour Mill Bakery Complex.
- Two conditions of approval are to be applied which are:
  1. All works shall be carefully undertaken to ensure that minimal damage occurs to original building fabric; and
  2. Surface mounted conduit is to be colour matched to the adjacent surface to minimise the impact to the original building fabric and setting.

**Design Review Panel (DRP):**

The proposal was referred to a member of the City’s DRP who specialises in heritage conservation for comment. The referral related to development plans which included the works approved by Administration in November 2023 as well as the works proposed as part of this development application. Comment was sought on the acceptability and implications of proposed conservation works as detailed in development plans, including the removal of steel tiles.

The DRP Member provided comments in support of the proposal, which are summarised as follows:

- The Heritage Agreement between the National Disability Services and the Heritage Council of Western Australia requires conservation works for Lindsay Street Flour Mill and Bakery to preserve and enhance the significance of the place.
- The works proposed are in accordance with heritage best practice and can be supported in accordance with the HCWA advice.
- The place has rarity value for the construction method of the first floor with its steel tiles.
- The proposed removal of these tiles has potential for heritage impact but the proposed retention in situ and the remainder stored on site for future re-use or interpretation is an acceptable outcome that will sufficiently ameliorate the impact and can be supported.
- The overall conservation benefit of the proposal is very high, and the partial removal and relocation of the tiles is acceptable.

Additional information relating to the method, rational and extent of removal to the steel floor tiles was received from the applicant in December 2023. This information, along with the plans as included in **Attachment 2**, was referred to the DRP member who affirmed their previous advice and support for the proposal.

Referred to DRP:            Yes

Design Review Progress Report	
	<i>Supported</i>
	<i>Pending further attention – refer to detailed comments provided</i>
	<i>Not supported</i>
	<i>Not relevant to this proposal</i>
	<i>DRP Member</i>
	<i>December 2023</i>
Principle 1 – <b>Context and character</b>	
Principle 2 – <b>Landscape quality</b>	
Principle 3 – <b>Built form and scale</b>	
Principle 4 – <b>Functionality and build quality</b>	
Principle 5 – <b>Sustainability</b>	
Principle 6 – <b>Amenity</b>	
Principle 7 – <b>Legibility</b>	
Principle 8 – <b>Safety</b>	
Principle 9 – <b>Community</b>	
Principle 10 – <b>Aesthetics</b>	

**LEGAL/POLICY:**

- *Planning and Development Act 2005*;
- *Heritage Act 2018*;
- *Planning and Development (Local Planning Schemes) Regulations 2015*;
- *Heritage Regulations 2019*;
- City of Vincent Local Planning Scheme No. 2;
- Burra Charter;
- State Planning Policy 3.5 – Historic Heritage Conservation;
- Community and Stakeholder Engagement Policy;
- Central Perth Redevelopment Area – Development Policies 1-10; and
- New Northbridge Design Guidelines.

*Planning and Development Act 2005*

In accordance with Schedule 2, Clause 76(2) of the *Planning and Development (Local Planning Schemes) Regulations 2015* and Part 14 of the *Planning and Development Act 2005*, the applicant would have the right to apply to the State Administrative Tribunal for a review of Council's determination.

*Planning and Development (Local Planning Schemes) Regulations 2015*

In accordance with [Clause 67\(2\)](#) of the Deemed Provisions in the *Planning and Development (Local Planning Schemes) Regulations 2015* (Planning Regulations) and in determining a development application, Council is to have due regard to a range of matters to the extent that these are relevant to the development application.

The matters for consideration relevant to this application relate to the compatibility of the development within its setting, the heritage significance of the place, consistency with planning policies and advice from the DRP.

*Burra Charter*

The Australia ICOMOS Charter for Places of Cultural Significance, the Burra Charter 2013 (the Burra Charter) sets a standard of practice for those who provide advice, make decisions about, and undertake work to places of cultural significance. The Burra Charter applies to all types of places of cultural significance, including the subject site.

In accordance with Article 10 of the Burra Charter, fixtures which contribute to the cultural significance of a place should be retained in place where possible. Removal of contents is acceptable only where it would be the only means of ensuring their preservation.

Article 15 of the Burra Charter relates to changes to heritage places. It outlines that changes should be reversible, and that minor demolition may be acceptable where it is required as part of conservation.

Article 33 states that “*significant fabric which has been removed from a place including contents, fixtures and objects, should be catalogued, and protected in accordance with its cultural significance. Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.*”

*State Planning Policy 3.5 – Historic Heritage Conservation*

State Planning Policy 3.5 – Historic Heritage Conservation (SPP 3.5) sets out principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. These principles inform the heritage management standards of local planning policies.

Central Perth Redevelopment Area Development Policy No. 2 – Heritage Places;

Policy No. 2 – Heritage Places provides performance standards to guide development on heritage listed and adjacent sites.

In considering the acceptability of the proposal, Council is to have due regard to the relevant local housing objectives of the planning element being considered, and the overall objectives of Policy No. 2 – Heritage Places Guidelines, which are:

- *To ensure that the development of heritage places, and sites within heritage precincts, accord with the relevant statement of significance and level of protection or management identified in the MRA's Heritage Inventory and the State Register of Heritage Places.*
- *To promote and facilitate appropriate and sensitive adaptive re-use of underutilised heritage buildings and to ensure high quality architectural responses for additions and infill development, to allow ongoing use and enjoyment of heritage places.*
- *To ensure development, including proposed demolition, does not adversely affect or detract from the significance of a heritage place or heritage precinct; and*
- *To ensure development proposals and planning decision making is consistent with best practice in heritage conservation and the principles of the Burra Charter.*

New Northbridge Design Guidelines

The New Northbridge Design Guidelines provide performance standards common to the whole redevelopment area as well as precinct-specific performance standards. The New Northbridge Design Guidelines is a performance-based policy. Applications for development approval need to demonstrate that they are consistent with the objectives and intent of the guidelines.

The objectives for the Lindsay Street Precinct are to:

- *allow a mixture of compatible land uses in appropriate circumstances, such as residential, retail and commercial;*
- *promote mixed use planning by locating facilities such as housing, places of employment and shops in close proximity to each other;*
- *create a precinct which recognises the capacity to accommodate a variety of compatible land uses while retaining the unique character and identity referred to above;*
- *impose specific land use controls which manage the impacts of non-residential development;*
- *minimise any adverse effect on residential amenity by devising appropriate design assessment criteria and applying specific impact mitigation requirements;*
- *increase the significance of heritage buildings by encouraging a contemporary design response from infill development;*
- *facilitate the development of affordable housing within the Precinct; and*
- *encourage built form to promote security and safety within the Precinct through the activation of streets, under-width roads and laneways.*

**Delegation to Determine Applications:**

This matter is being referred to Council for determination in accordance with the City's Register of Delegations, Authorisations and Appointments. This is because the delegation does not extend to proposals for the demolition of any structure or building on a heritage protected place.

The application proposes demolition to a heritage protected place. The demolition relates to:

- The removal, treatment, and storage on-site of steel floor tiles to the ground floor entry area and office rooms;
- The removal and replacement of the roof above the ground floor training room which does not form part of the significance of the place; and
- Removal of non-heritage glass coverings to the front and rear elevations of the building which do not form part of the significance of the place.



**RISK MANAGEMENT IMPLICATIONS:**

There are minimal risks to Council and the City's business function when Council exercises its discretionary power to determine a planning application.

**STRATEGIC IMPLICATIONS:**

This is in keeping with the City's Strategic Community Plan 2022-2032:

Innovative and Accountable

*Our decision-making process is consistent and transparent, and decisions are aligned to our strategic direction.*

**SUSTAINABILITY IMPLICATIONS:**

As the subject site is located within the Lindsay Street Precinct of the New Northbridge Design Guidelines, the environmentally suitable design provisions of the City's Built Form Policy do not apply.

The New Northbridge Design Guidelines require that all new buildings are to comply with the standards of the Central Perth Development Policy No 1 – Green Building. Policy No. 1 states that the Environmentally Sustainable Design provisions apply to new buildings only. The provisions do not apply to extensions, alterations, or fit outs of existing buildings and do not apply to this proposal.

**PUBLIC HEALTH IMPLICATIONS:**

This report does not have any implications on the priority health outcomes of the City's *Public Health Plan 2020-2025*.

**FINANCIAL/BUDGET IMPLICATIONS:**

There are no finance or budget implications from this report.

**COMMENTS:**Summary Assessment

In assessing this application against the planning framework, Administration recommends approval. The following key comments are of relevance.

- The removal, treatment, and storage of steel floor tiles to the ground floor entry area and offices is required to prevent further degradation to the steel floor tiles that are of heritage significance. The removal, treatment and storage are acceptable because would ensure the steel floor tiles are conserved. Installation of a recessed non-slip mat will allow for NDS staff and clients to safely access the subject site and facilitate ongoing use of the building, consistent with the principles of the Burra Charter.
- The proposed re-roofing of the training room is required to prevent damage to internal fabric of the building and ensure that the site can continue to be occupied by NDS. The proposed re-roof is acceptable because it would not result in demolition of any heritage fabric at the subject site as the roofing works are contained to a later addition to the site. Due to the location of the works and presence of the existing sawtooth shading structure, the re-roofing would not impact the Lindsay Street and Eovalis Lane streetscapes.
- The removal of the glass screens to the Lindsay Street and Eovalis Lane elevations is to return the façades closer to their original built form. The removal of the glass screens is acceptable because would not detract from the heritage significance of the place. This is because the screens were a modern addition included in the 2004 alterations and additions and are not identified as being of heritage fabric as in the statement of significance.
- The installation of two small security cameras to the Lindsay Street façade are required to ensure safety of safety of NDS staff and clients. The proposed installation is acceptable because due to their size and location, there would be no impact the Lindsay Street streetscape and would not result in permanent damage to the heritage fabric.

- The proposed conservation works are consistent with the Heritage Agreement between NDS and the HCWA and are supported by the HCWA and the City's DRP Member.

### Steel Floor Tiles

The existing steel floor tiles on the ground floor are currently covered by carpet and floor mats. This is a requirement of the National Construction Code (NCC), where commercial buildings require slip-resistant walking surfaces to ensure people can move safely to, and within buildings.

The Applicant advised that the mats are preventing airflow through to the tiles and are trapping moisture, causing the heritage significant tiles to rust and degrade. This is resulting in on-going health and safety concerns for users of the premises as the degrading tiles make the floor uneven.

The Applicant has advised that the proposed removal, treatment, and storage of the steel floor tiles to the ground floor entry lobby, and where required to the areas of ground floor offices, and subsequent installation of floor mats above is required to:

- Prevent the heritage significant steel floor tiles from deteriorating beyond repair.
- Ensure the safety of NDS staff and clients by meeting NCC requirements.
- Fulfill the heritage conservation duties of NDS as detailed in the conservation agreement.

The applicant has provided photographs of the current condition of the steel floor tiles as shown in **Attachment 4** and has advised that the removed floor tiles would be stored on site for future interpretation or reinstatement when possible.

The proposed works to the steel floor tiles would satisfy the [objectives](#) of Development Policy 2 – Heritage Places and [objectives](#) of the New Northbridge Design Guidelines for the following reasons:

- Impact to Heritage Significance: The HCWA's statement of significance identifies that the subject site has heritage value for the construction method of the first-floor steel tile finish. The first-floor tiles would not be affected by the proposed works. This is because the proposed works are contained to a 14 square metre area of entry lobby, and 38 square metre area of office, both of which are located on the ground floor. The floor tiles have moderate heritage value because of their construction method, and form part of original fabric of the building. The removal and treatment of the tiles is acceptable because it would prevent further degradation of the original heritage fabric of the building. The floor tiles would be conserved on-site to allow their re-instatement when this becomes possible, consistent with Articles 10, 15 and 33 of the Burra Charter. The floor tiles are not visible from the exterior of the building and would not impact the heritage significance of the building within the streetscape or the heritage precinct. The proposed installation of new carpet and floor mats is acceptable as it would be sympathetic to the existing building and would not detract from the site's heritage significance due to their location, size, and scale. The proposed carpet and floor mat would be readily identifiable as new development and would not seek to replicate heritage architecture or mimic the existing steel floor tiles or heritage fabric.
- Required by Heritage Agreement: The Heritage Agreement requires that the NDS undertake a range of conservation works which includes the removal of rust to steel floor tiles and treatment with rust inhibitor. The proposed works would be in accordance with the Heritage Agreement between the HCWA and NDS and would contribute towards the preservation of the heritage protected place.
- Extent of Works: Policy 2 – Heritage Places accepts partial demolition to heritage listed places, where the removal or relocation of heritage significant buildings or structures is the only means of ensuring the continuation of the places' heritage significance. The proposed removal, treatment, and storage of the steel floor tiles aligns with Policy 2 because the proposed works are the only means to ensure the tiles do not continue to degrade in situ and are preserved for future use. If the tiles were left in-situ they would continue to degrade due to being covered by carpet. The carpet is required because it allows the premises to be fit for purpose as NDS office, and it is a requirement of the NCC to ensure that people have safe mobility and access to, and within the site.
- Documentation to be Prepared: In accordance with the standards of Policy No. 2 – Heritage Places and Article 32 of the Burra Charter, a condition of approval is included in the Administration recommendation to ensure that a documentary record is made of the works to the existing fabric, in accordance with the HCWA's [Digital Image Standards](#).

- Supporting Adaptive Re-Use of Site: The subject site has been used by the NDS for over nine years. The proposed works would support the continued long-term use of the subject site as an office. As advised by an NDS officer, the current steel tiles and floor mats present a safety risk to clients of the NDS, particularly to those who have additional mobility requirements. The applicant has supplied photographs to demonstrate the uneven flooring as shown in **Attachment 5**. The proposed works to the steel floor tiles, and installation of carpet and floor mat would support the continued the active adaptive re-use of the heritage place, consistent with the objectives of the CPHI. The City's DRP member supported the proposal, noting that the overall conservation benefit is very high and the partial removal and relocation of the tiles is acceptable.

#### Roofing Works

The removal and replacement of the training room roof would satisfy the [objectives](#) of Development Policy 2 – Heritage Places and [objectives](#) of the New Northbridge Design Guidelines for the following reasons:

- Roof is not Heritage Fabric: The roof is required to be replaced it is currently in a state of disrepair. The applicant has also advised that there are inherent design issues with the roof which is causing water ingress. The roof was constructed in 2004 as part of the EPRA alterations and additions does not form part the site's original heritage fabric. Development Policy 2 – Heritage Places accepts development which does not adversely affect, damage, or destroy heritage significance. The roof replacement would be acceptable because it would not adversely affect heritage fabric, would prevent water ingress to internal material susceptible to water damage, and would allow NDS to continue to occupy the site. The replacement would align with the principles of the heritage agreement.
- No Impact to Streetscape: The proposed roof would replace the existing polycarbonate roof. As a polycarbonate roof, which is a contemporary building material, the works would be readily identifiable as new, and would not mimic or replicate heritage fabric. The proposed re-roofing would not alter the building's dimensions, height or setbacks. The works would not detract from the cultural heritage significance of the subject site or the wider precinct as they would not be visible from Lindsay Street or Eovalis Lane. This is because of existing parapet walls of the heritage building fronting Lindsay Street, and the retained steel shade structure that sits on top of the roof.

#### Removal of Glass Screens

The removal of six glass screens to windows to the Lindsay Street Façade, and one glass screen to the Eovalis Lane facade would satisfy the [objectives](#) of Development Policy 2 – Heritage Places and [objectives](#) of the New Northbridge Design Guidelines for the following reasons:

- Heritage Significance. Development Policy 2 – Heritage Places accepts development which does not adversely affect, damage, or destroy heritage significance. The glass screenings were constructed as a part of the EPRA alterations and additions in 2004. The removal of the screens is acceptable because they are a modern architectural addition and do not contribute to the original fabric of the building, or the heritage significance of the place as detailed in the Statement of Significance.
- Streetscape The removal of the glass screens is acceptable as it would have a positive impact on the streetscape. This is because the removal of the screens would return the façades closer to the manner and form in which they were originally constructed. The removal of the screens would also be consistent with Article 22 of the Burra Charter, where alterations are accepted when they do not distort or detract from the cultural significance, interpretation and appreciation of the place.

Installation of Security Cameras

Two small security cameras would be installed to the Lindsay Street Façade. The installation requires a cable to penetrate through the masonry wall at the upper floor level which would connect to a wall mounted monitor located at the reception desk via surface mounted conduit. The installation of the security cameras would satisfy the objectives of Development Policy 2 – Heritage Places and objectives of the New Northbridge Design Guidelines for the following reasons:

- Streetscape: The cameras are located 3.4 metres above the natural ground level of the adjacent footpath and are small in size. Because of their size and location, the cameras would have minimal impact to the building façade, would not be visually intrusive to the wider Lindsay Street streetscape and would not detract from the significance of the heritage place. The works are reversible whereby their removal would provide permanent damage to the heritage fabric.
- Referral: The proposal for installation of the security cameras was separately referred to the HCWA and City's DRP member for comment. In both instances it was asserted that the works are acceptable would have no discernible impact on the cultural heritage significance impact of the place.

**CITY OF VINCENT  
LOCAL PLANNING SCHEME NO. 2  
SCHEME MAP 1 - LEEDERVILLE**

**LEGEND**

**METROPOLITAN REGION SCHEME RESERVES**  
Note: The Western Australian Planning Commission acts on behalf of the Department of Planning and should be consulted for full information on the actual land requirements for all Metropolitan Region Scheme Reserves.

- PARKS AND RECREATION
- R Restricted Public Access
- PRIMARY REGIONAL ROADS RESERVATION
- OTHER REGIONAL ROADS RESERVATION
- RAILWAYS
- PUBLIC PURPOSES
- Particular use denoted as follows:
- H Hospital
- HS High School
- TS Technical School
- CP Car Park
- U University
- CG Commonwealth Government
- SU Special Use
- WSD Water Authority of Western Australia
- P Prison

**CITY OF VINCENT LOCAL SCHEME RESERVES**

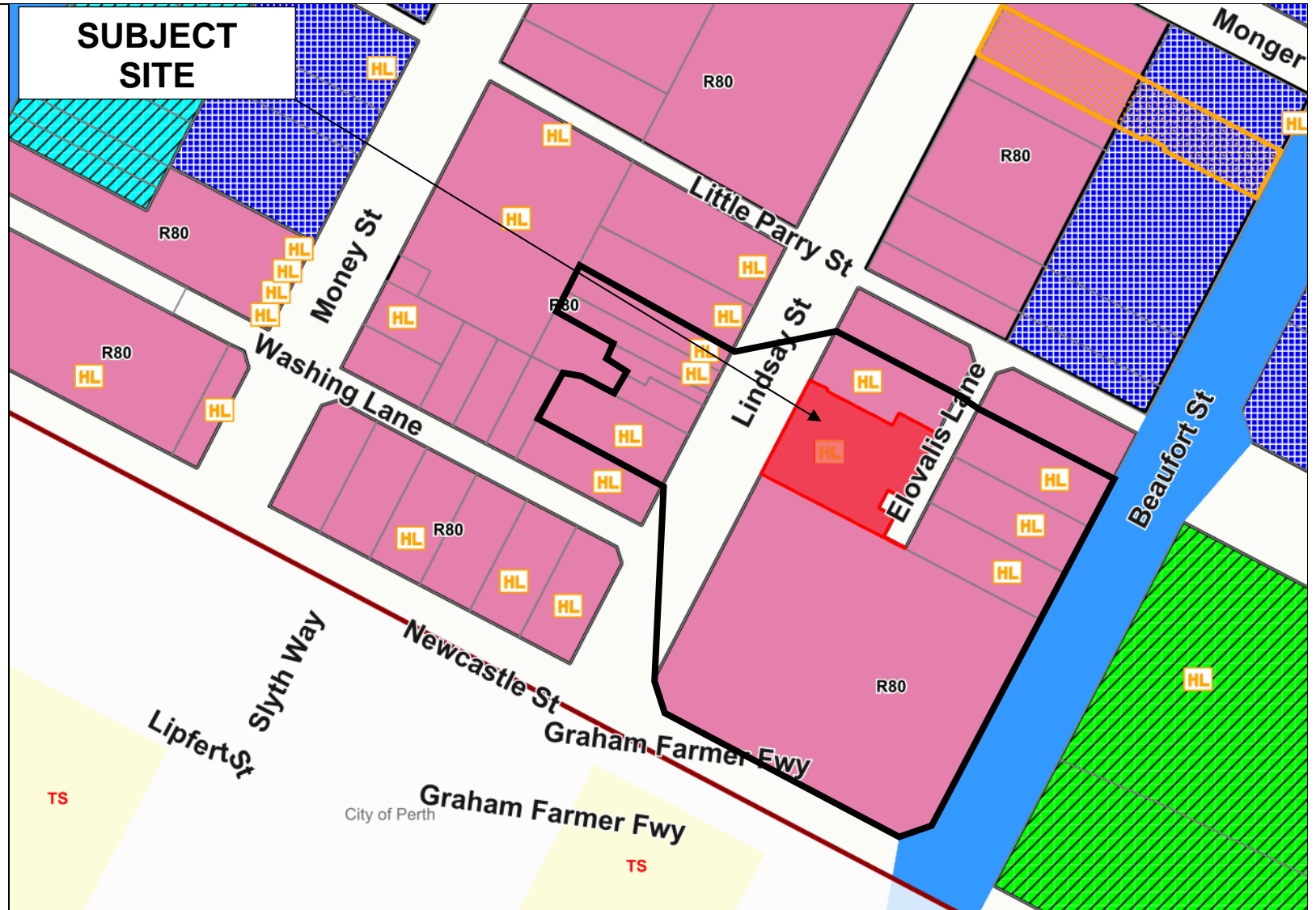
- PUBLIC OPEN SPACE
- R Restricted
- PUBLIC PURPOSES
- Particular use denoted as follows:
- PS Primary School
- CP Car Park
- CU Civic Uses
- HS High School
- I Institute for the Deaf
- W Water Supply Sewerage and Drainage
- TS Technical School

**CITY OF VINCENT SCHEME ZONES**

- RESIDENTIAL
- MIXED USE
- COMMERCIAL
- LOCAL CENTRE
- DISTRICT CENTRE
- REGIONAL CENTRE
- SPECIAL USE
- Particular use denoted as follows:
- CP Car Park
- CU Community Use
- FC Function Centre
- HC Hall and Non Residential Club
- H Hotel
- PW Place of Worship
- S Service Station

**ADDITIONAL INFORMATION & RESIDENTIAL PLANNING CODES**

- CODE AREA BOUNDARY
- SCHEME AREA BOUNDARY
- DENSITY CODE



CITY OF VINCENT

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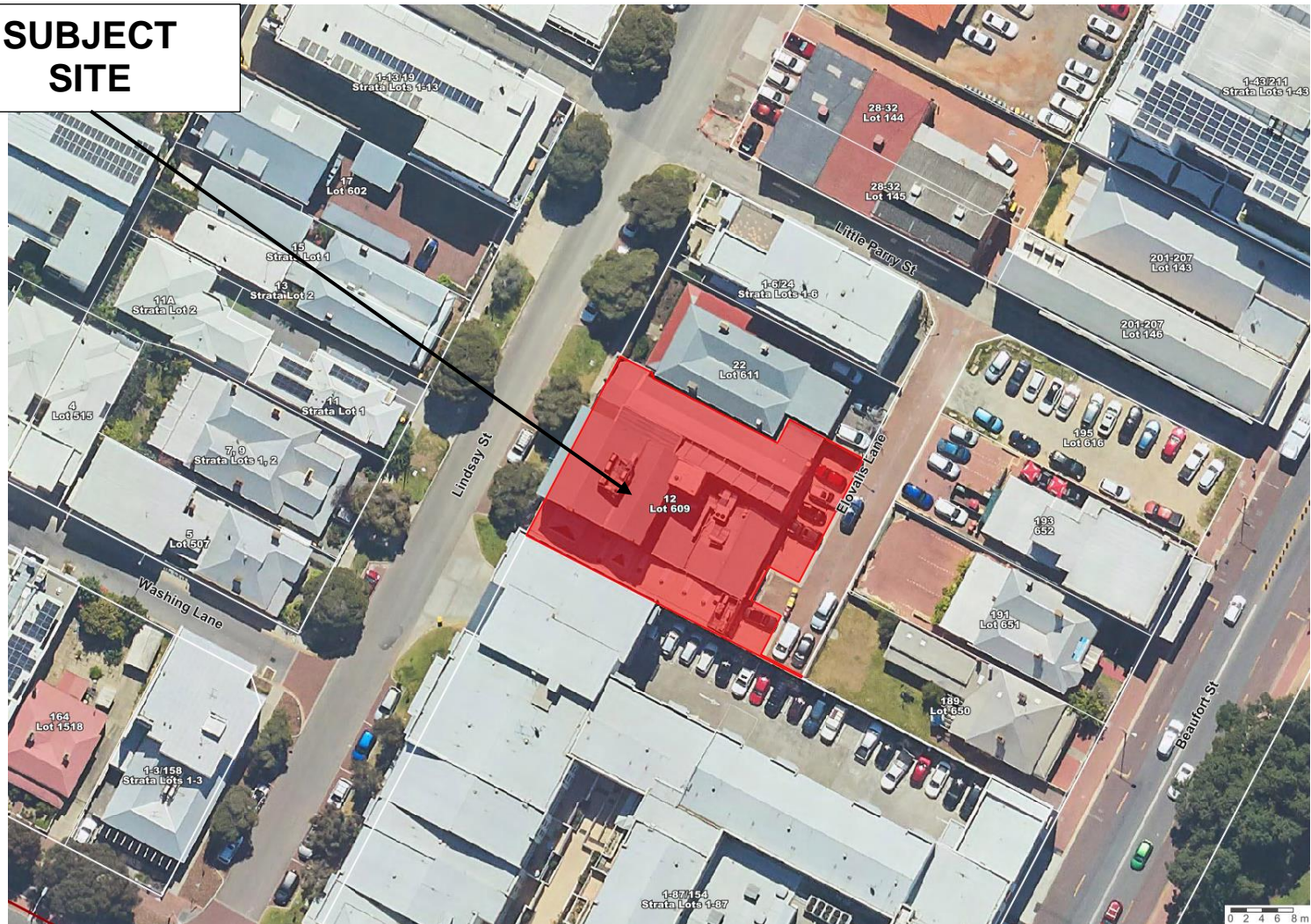
Location Map

No. 12 Lindsay Street, Perth

Extent of Consultation



**SUBJECT SITE**

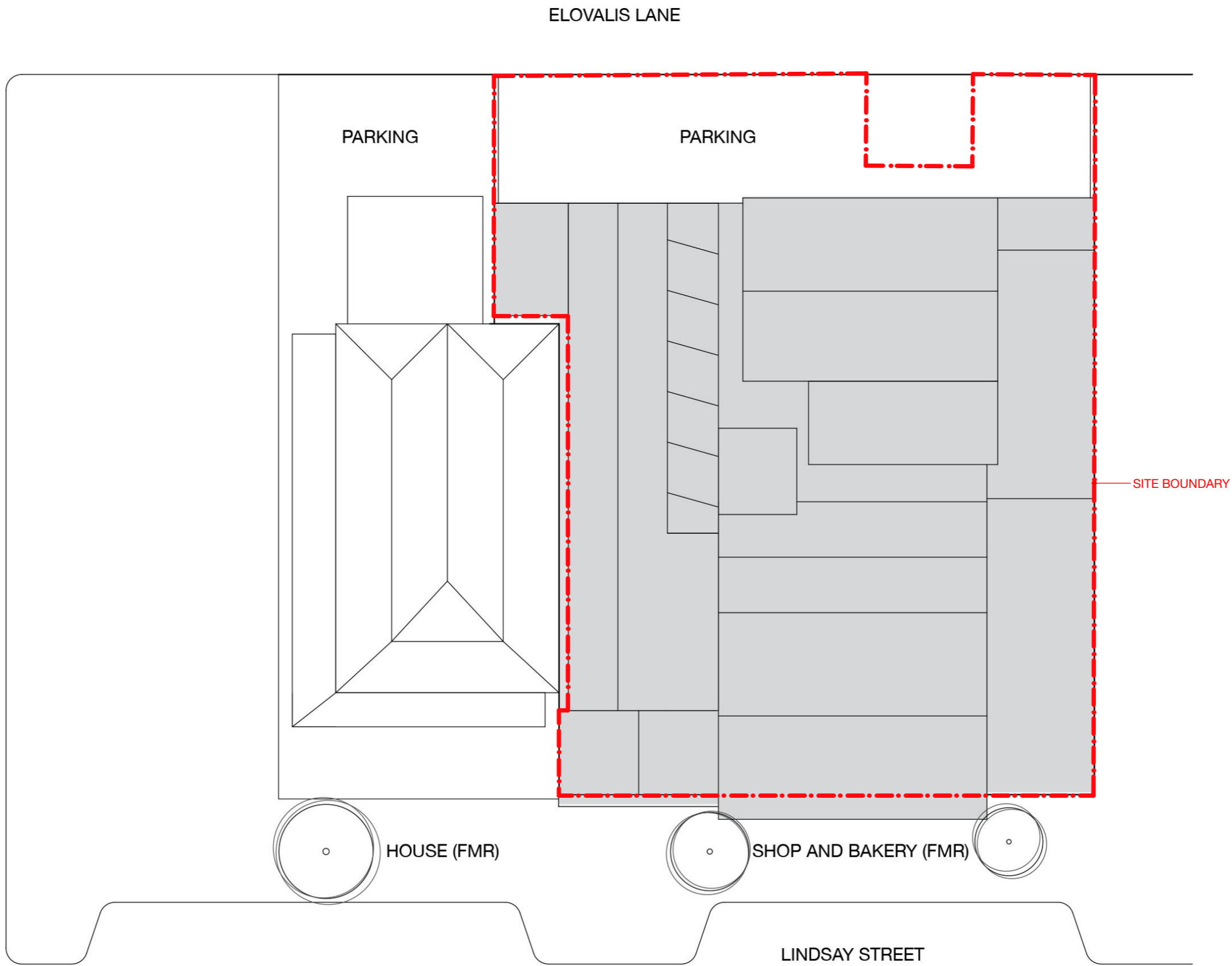


CITY OF VINCENT

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No. 12 Lindsay Street, Perth





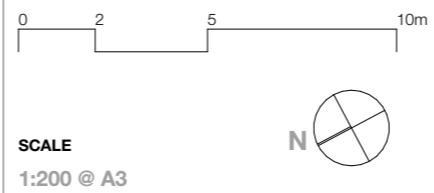
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**PROJECT**  
 LINDSAY STREET FLOUR MILL & BAKERY COMPLEX  
 12 LINDSAY STREET, NORTHBRIDGE

**CLIENT**  
 NATIONAL DISABILITY SERVICES (NDS)

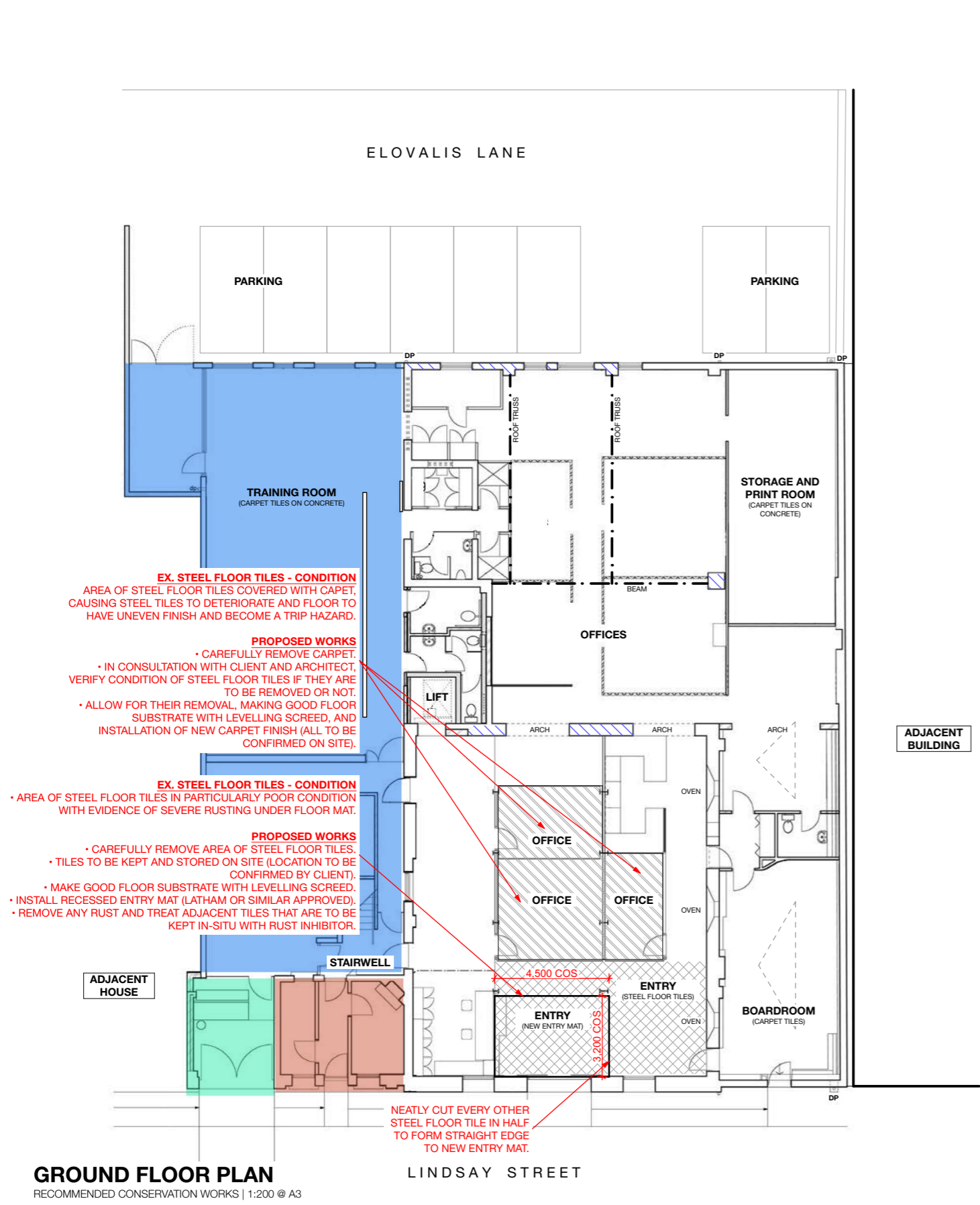
**DRAWING TITLE**  
 SITE PLAN

DRAWING NO.	REV	DATE
001	D	OCTOBER 2023



**NOTES**  
 ISSUE STATUS  
 DA SUBMISSION (AMENDED PLANS)

**CITY OF VINCENT**  
**RECEIVED**  
 13 November 2023



**GROUND FLOOR PLAN**

RECOMMENDED CONSERVATION WORKS | 1:200 @ A3

- LIKE FOR LIKE REPLACEMENT OF EXISTING ROOF
- EXISTING TWINWALL POLYCARBONATE ROOFING AND ALUMINIUM FRAMING TO BE REMOVED (OUTLINED IN RED).
- REPLACE WITH AMPELITE WEBGLASS GELCOAT 3660GSM ROOFSHEET. COLOUR: TRANSLUCENT. PROPOSED PROFILE: CORRUGATED, WITH MAX SPAN 2100. 25-YEAR WARRANTY PERIOD.
- ROOF CONTRACTOR HAS ADVISED OF INHERENT DEIGN ISSUES, FAILURE OF FIXINGS, AND INADEQUATE INSTALLATION OF EXISTING ROOF.
- WORKS DO NOT FORM PART OF HERITAGE AGREEMENT BUT ARE STILL REQUIRED.
- NEW ROOF TO ACHIEVE REQUIRED LONGEVITY, FUNCTIONAL LIGHT LEVELS, AND WARRANTY.
- ALLOWANCE TO BE MADE FOR REMOVAL / WORKING AROUND EXISTING STEEL SHADE STRUCTURE.

**LEGEND**

- MODERN EXTENSIONS (2005-06 MRA REDEVELOPMENT)
- FORMER SHOP (1893-94)
- FORMER CART LANE
- FORMER BAKERY (1894)
- AREAS OF RUST / DAMAGE TO STEEL FLOOR TILES
- AREAS OF STEEL FLOOR TILES UNDER CARPET



**FIRST FLOOR PLAN**

RECOMMENDED CONSERVATION WORKS | 1:200 @ A3

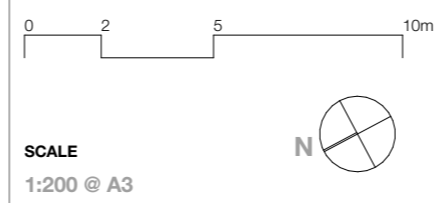
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**PROJECT**  
LINDSAY STREET FLOUR MILL & BAKERY COMPLEX  
12 LINDSAY STREET, NORTHBRIDGE

**CLIENT**  
NATIONAL DISABILITY SERVICES (NDS)

**DRAWING TITLE**  
GROUND AND FIRST FLOOR PLANS  
PROPOSED WORKS

DRAWING NO.	REV	DATE
105		NOVEMBER 2023



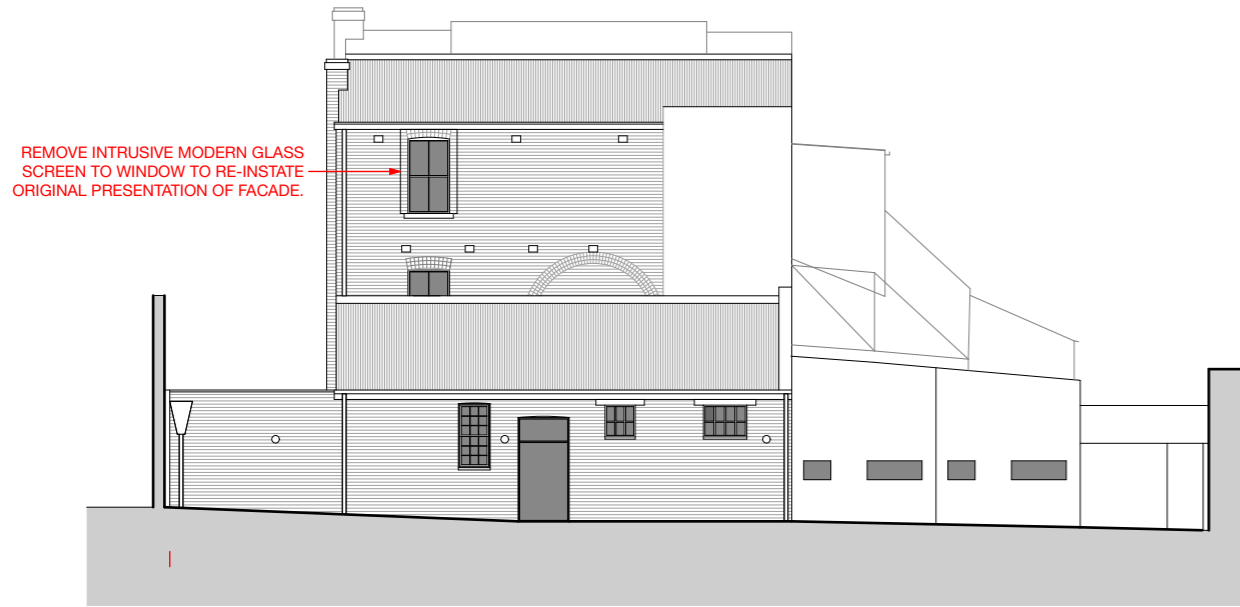
**NOTES**  
STRUCTURAL COMPONENT OF PROPOSED WORKS PROVIDED BY: PETER BAXENDALE CONSULTING ENGINEER, T: 0407 385 653, E: peter.baxendale@bigpond.com

BASE DRAWINGS ARE NOT A MEASURED SURVEY OF THE BUILDING AND HAVE BEEN TAKEN FROM THE CONSERVATION PLAN (PALASSIS ARCHITECTS, 2015).

**ISSUE STATUS**  
DA SUBMISSION (AMENDED PLANS)

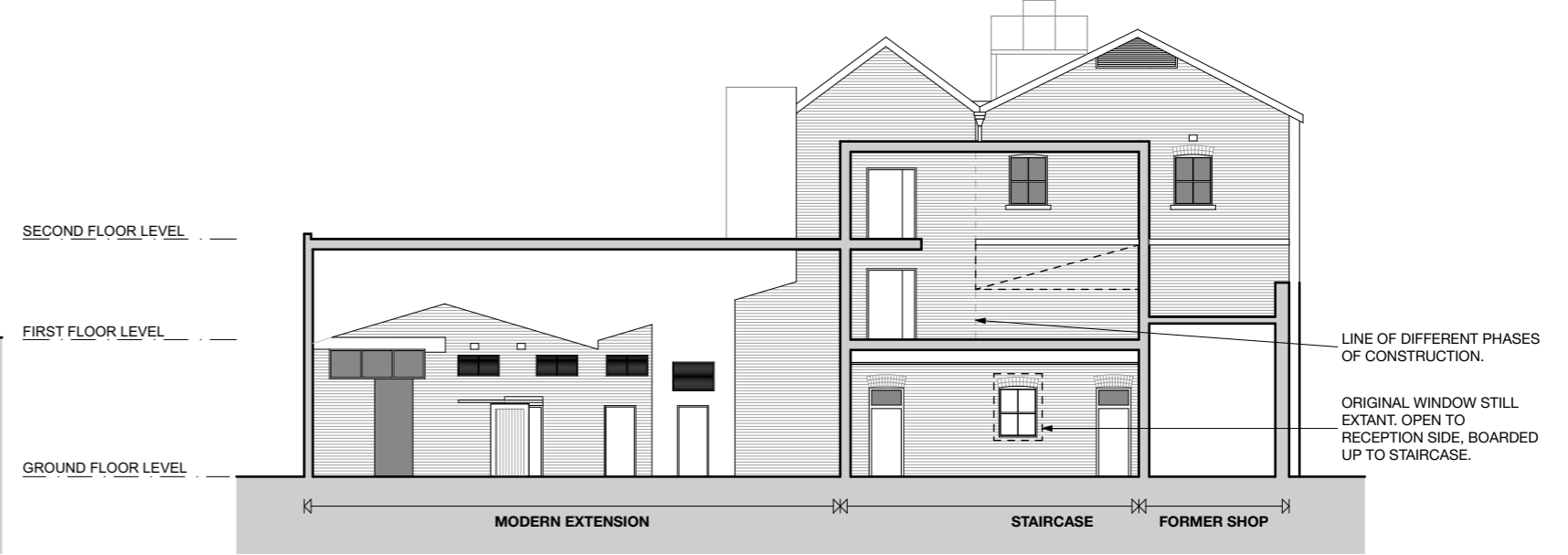






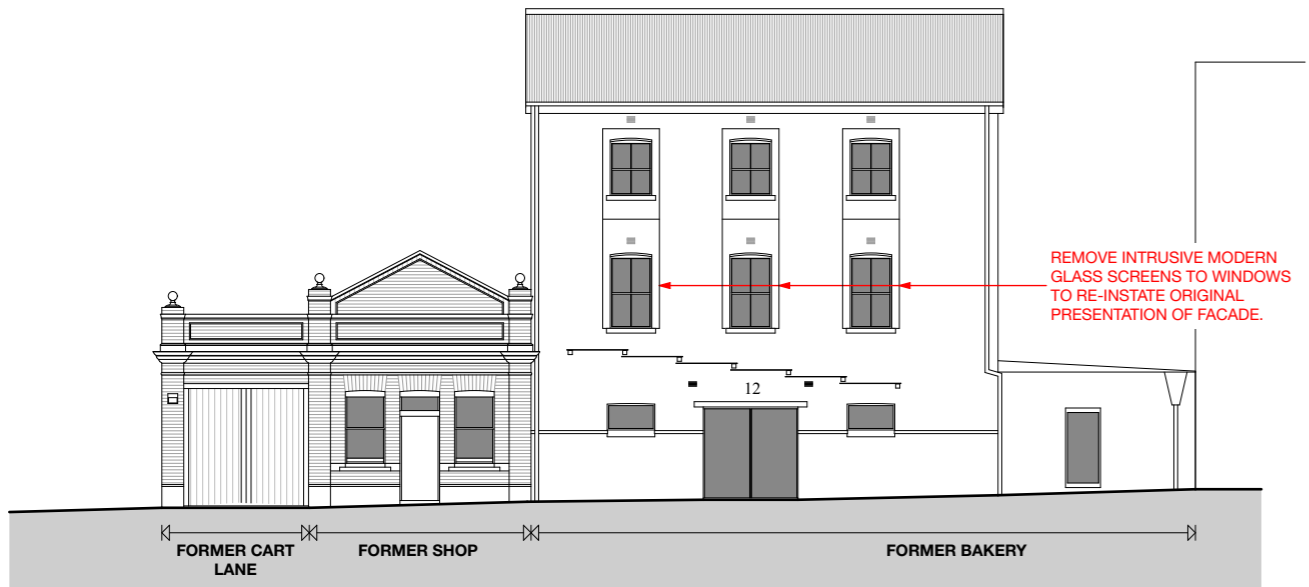
**EAST ELEVATION  
(ELOVALIS LANE)**

PROPOSED CONSERVATION WORKS | 1:200 @ A3



**NORTH ELEVATION**

PROPOSED CONSERVATION WORKS | 1:200 @ A3



**WEST ELEVATION  
(LINDSAY STREET)**

PROPOSED CONSERVATION WORKS | 1:200 @ A3



**SOUTH ELEVATION**

PROPOSED CONSERVATION WORKS | 1:200 @ A3

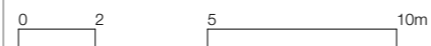
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**PROJECT**  
LINDSAY STREET FLOUR MILL & BAKERY COMPLEX  
12 LINDSAY STREET, NORTHBRIDGE

**CLIENT**  
NATIONAL DISABILITY SERVICES (NDS)

**DRAWING TITLE**  
ELEVATIONS  
PROPOSED WORKS

DRAWING NO.	REV	DATE
106	C	NOVEMBER 2023



**SCALE**  
1:200 @ A3

**NOTES**  
STRUCTURAL COMPONENT OF PROPOSED WORKS PROVIDED BY: PETER BAXENDALE CONSULTING ENGINEER, T: 0407 385 653, E: peter.baxendale@bigpond.com  
BASE DRAWINGS ARE NOT A MEASURED SURVEY OF THE BUILDING AND HAVE BEEN TAKEN FROM THE CONSERVATION PLAN (PALASSIS ARCHITECTS, 2015).  
**ISSUE STATUS**  
DA SUBMISSION (AMENDED PLANS)



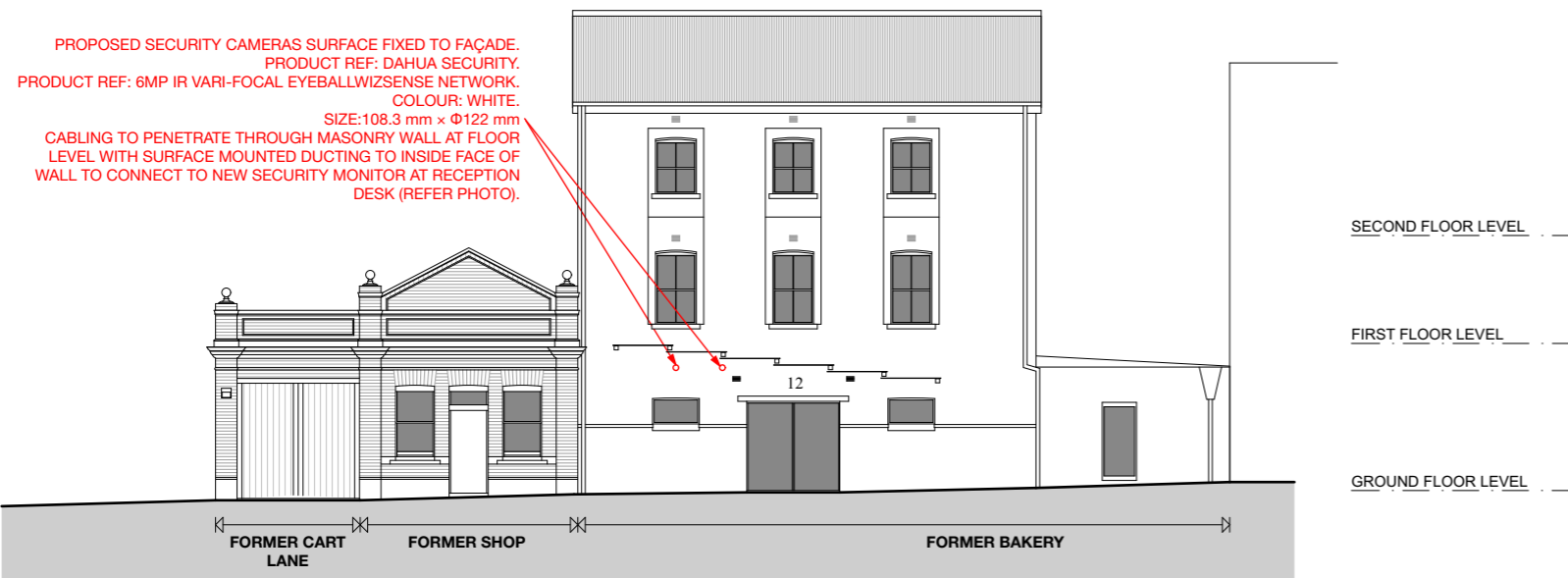


**DH-IPC-HDW3666TP-ZS-AUS**  
6MP IR Vari-focal Eyeball WizSense Network

- Camera**
- > 6MP 1/2.7" CMOS image sensor, excellent low luminance performance and high definition of images.
  - > Outputs max. 6MP (3072 × 2048) @25/30 fps
  - > H.265 codec, high compression rate, ultra-low bit rate.
  - > Built-in IR LED, max. IR distance: 40 m.
  - > ROI, SMART H.264/H.265+, AI H.264/H.265, flexible coding, applicable to various bandwidth and storage.
  - > Rotation mode, WDR, 3D NR, HLC, BLC, digital watermarking, applicable to various monitoring scenes.
  - > Intelligent detection: Intrusion, tripwire (support the classification and accurate detection of vehicle and humans).
  - > Abnormality detection: Motion detection, privacy masking, scene changing, audio detection, no SD card, SD card full, SD card error, network disconnection, IP conflict, illegal access, and voltage detection.
  - > Max. 256 G Micro SD card, built-in Mic.
  - > 12 VDC/PoE power supply, easy for installation.
  - > IP67 protection.
  - > SMD 4.0, AI SSA.



CAMERA SPECIFICATION



**WEST ELEVATION  
(LINDSAY STREET)**  
AS PROPOSED | 1:200 @ A3

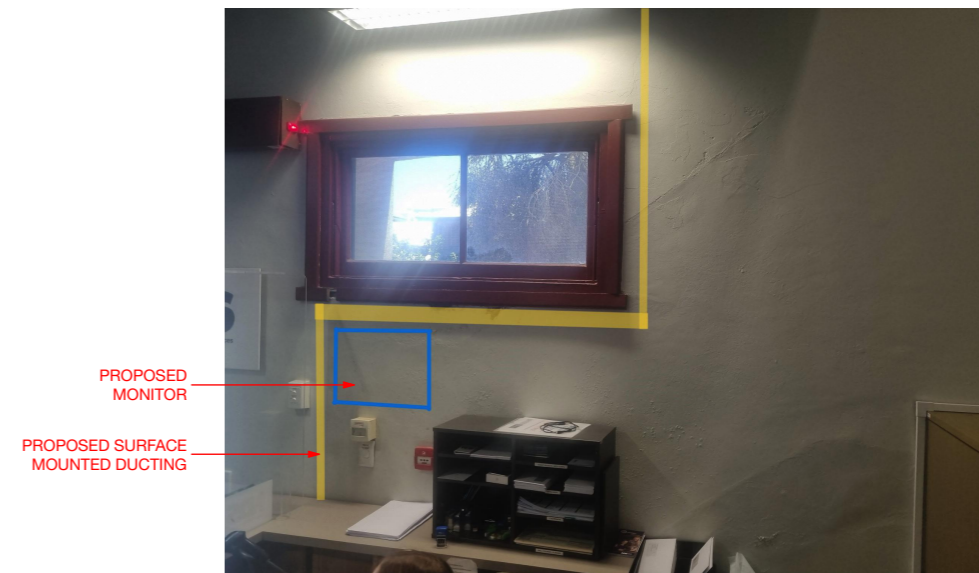


PHOTO OF INTERNAL FACE OF EXTERNAL WALL AND RECEPTION DESK WITH MARK UP SHOWING LOCATION OF MONITOR AND DUCTING.

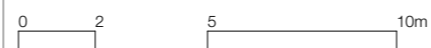
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**PROJECT**  
LINDSAY STREET FLOUR MILL & BAKERY COMPLEX  
12 LINDSAY STREET, NORTHBRIDGE

**CLIENT**  
NATIONAL DISABILITY SERVICES (NDS)

**DRAWING TITLE**  
PROPOSED SECURITY CAMERAS TO STREET FAÇADE

**DRAWING NO.** 107  
**REV**  
**DATE** FEBRUARY 2024



**SCALE**  
1:200 @ A3

**NOTES**

**ISSUE STATUS**  
DA SUBMISSION (AMENDED PLANS)



#### **4. HERITAGE IMPACT STATEMENT (HIS)**

The following brief HIS has been prepared to examine the potential for impact of the proposal on the cultural heritage values of *Lindsay Street Flour Mill and Bakery Complex*, as expressed in the Statements of Significance contained in the State Register of Heritage Places. It has been prepared

in accordance with the requirements set out in the 'Heritage Impact Statement - A Guide', published by the Heritage Council of Western Australia.

### Statement of Significance

The Heritage Council of Western Australia have prepared the following statement of significance taken from their Registered Entry for *Lindsay Street Flour Mill and Bakery Complex*:

*Lindsay Street Flour Mill and Bakery Complex, a three-storey former flour mill and bakery (1894+), with ancillary buildings, a single-storey shop (1894), and a single-storey house in the Federation Bungalow style (1900-04) has cultural heritage significance for the following reasons:*

*the place demonstrates the characteristics of a three-storey flour mill of the early 20th century, with ancillary buildings, and is the only mill of its size constructed in the period prior to World War I extant in the central district of Perth;*

*the place provides evidence of its humble beginnings as a bakery and mill and its subsequent development to become one of the four largest bakeries in Perth in the 1950s, and a substantial producer of flour through the associated company, Aero Lindsay Street Flour Mill;*

*the place was the location of the business and residence of H. C. Moore and his family, between 1894 and 1959 and is associated with the family until its disposal to the Metropolitan Regional Planning Authority in 1980;*

*the place differed from other baking and milling operations in the extent of the milling operation, and in its expansion into making flours for retail consumption, making it unique in Western Australia;*

*the place has rarity value as an extant example of an inner-city industrial complex, dating from the early twentieth century. The place also has rarity value for the construction method of the first floor with its square steel tile finish; and,*

*the place has been a landmark building in Northbridge since 1894.*

*The lightweight perimeter fencing, car park surface, and light framed outbuildings on the north-east boundary are of little significance. The shed on the south-east corner of the house is intrusive.*

How will the proposed works affect the significance of the place or locality?

*The following aspects of the proposal respect or enhance the heritage significance of the place for the following reasons:*

- Removal of a section of the steel floor tiles and replacement with new floor mat and carpet are intended to protect original building fabric from further deterioration, so in this regard will have a positive impact.
- The leaking roof must be replaced to protect internal fabric, including timbers and plaster susceptible to water damage. However, this is considered not to be applicable in assessing heritage impact, as this work is related to later modern building fabric and non-heritage.
- Through conservation of original building fabric, the conservation works will naturally enhance the significance of the place.

*The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:*

- Removal of a section of the steel floor tiles will have a minor heritage impact with removal of building fabric from their original location.
- There are no adverse impacts of the conservation works or from replacing the roof to the ground floor training room, as this is non-heritage fabric.

*The following sympathetic solutions have been considered and discounted for the following reasons:*

- The possibility remains to do nothing with regards to the steel floor tiles. However, this leaves the problem of them deteriorating further, as they need to be covered to support ongoing use of the place.

What measures are proposed to ameliorate any adverse impacts?

- The removed steel floor tiles will be stored on site with a label stating their origin, to facilitate reinstatement when this becomes possible.

Will the proposal result in any heritage conservation benefits?

- The benefit of the proposed conservation works will preserve and enhance the original building fabric. Removal of the steel floor tiles will ensure they do not deteriorate further. The works are also required to ensure continued occupation of the building in a prominent inner-city location, which is also considered to be a key conservation benefit to ensure its ongoing use and subsequent longevity.

## 5. CONCLUSION

The part of the proposal to remove select areas of original steel floor tiles and replace with an entry mat and carpet will have an acceptable impact on the heritage significance of the place due to the small area of fabric affected and the ability to reinstate. This work will protect the tiles from ongoing damage. The replacement roof is essential maintenance work to protect this part of the building. The proposed conservation works will be an enhanced conservation outcome for the place and the community.

Due to a significant part of the proposal being conservation works associated with a Heritage Agreement, prior consultation was undertaken with the Department of Planning, Lands, and Heritage, with their comments stating that the works are a good conservation approach with a moderate positive impact on the cultural heritage significance of the place - refer attached letter.

The works are also justified as it does not impact on any requirements of the City of Vincent's City Planning Scheme No. 2, or does it impact on any objectives of the City of Vincent's Local Planning Policies and State Planning Policies. We therefore respectfully request this application for development approval be favourably determined.

Should you have any queries or require further clarification in regard to the above please do not hesitate to contact the undersigned.

Yours faithfully,  
**DAR STUDIO**



**Nisar Dar**  
Director | Architect Reg: 2988 | M.ICOMOS

Attached: Letter from the Department of Planning, Lands, and Heritage dated 25 July 2023.















### **Determination Advice Notes:**

1. This is a development approval issued under the City of Vincent Local Planning Scheme No. 2 and the Metropolitan Region Scheme only. It is not a building permit or an approval to commence or carry out development under any other law. It is the responsibility of the applicant/owner to obtain any other necessary approvals and to commence and carry out development in accordance with all other laws.
2. If the development the subject of this approval is not substantially commenced within a period of two years, or another period specified in the approval after the date of determination, the approval will lapse and be of no further effect.
3. Where an approval has so lapsed, no development must be carried out without the further approval of the local government having first been sought and obtained.
4. If an applicant or owner is aggrieved by this determination there is a right of review by the State Administrative Tribunal in accordance with the *Planning and Development Act 2005* Part 14. An application must be made within 28 days of the determination.
5. This approval is not an authority to ignore any constraint to development on the land, which may exist through statute, regulation, contract or on title, such as an easement or restrictive covenant. It is the responsibility of the applicant and not the City to investigate any such constraints before commencing development. This approval will not necessarily have regard to any such constraint to development, regardless of whether or not it has been drawn to the City's attention.
6. The applicant is responsible for ensuring that all lot boundaries as shown on the approved plans are correct.
7. NO verge trees shall be removed. The verge trees shall be RETAINED and PROTECTED from any damage including unauthorised pruning.
8. An Infrastructure Protection Bond together with a non-refundable inspection fee shall be lodged with the City by the applicant, prior to the commencement of works, and will be held until all building/development works have been completed and any disturbance of, or damage to the City's infrastructure, including verge trees, has been repaired/reinstated to the satisfaction of the City. An application for the refund of the bond shall be made in writing. The bond is non-transferable.
9. The movement of all path users, with or without disabilities, within the road reserve, shall not be impeded in any way during the course of the building works. This area shall be maintained in a safe and trafficable condition and a continuous path of travel (minimum width 1.5 metres) shall be maintained for all users at all times during construction works. Permits are required for placement of any material within the road reserve.
10. All stormwater produced on the subject land shall be retained on site, by suitable means to the full satisfaction of the City. No further consideration shall be given to the disposal of stormwater 'offsite' without the submission of a geotechnical report from a qualified consultant. Should approval to dispose of stormwater 'offsite' be subsequently provided, detailed design drainage plans and associated calculations for the proposed stormwater disposal shall be lodged together with the building permit application working drawings.
11. With regard to condition 3, the archival record must be prepared in accordance with the Heritage Council of Western Australia's 'Standard Record' as outlined in the [Archival Record Guidelines](#), to the satisfaction of the City.