



Shoalhaven Psychology Services

Heritage Impact Assessment Report

80 Queen Street, Berry

21 November 2022

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1 Introduction

1.1 Overview

Barker Ryan Stewart have been engaged to prepare the Heritage Impact Assessment (HIA) for the proposed development of 80 Queen Street, Berry. The site is shown in Figure 1 below. A Development Application will be submitted to Shoalhaven City Council and a heritage impact assessment is required to consider how the proposal will impact on the adjacent or nearby heritage items and conservation area.



Figure 1: Aerial view of site and surrounding development (Source: Sixmaps, 2022)

The HIA has been prepared by Lisa Wrightson, Planning Manager / Heritage Advisor with Barker Ryan Stewart. Refer to Appendix A for Resume of Lisa Wrightson.

1.2 Methodology

This report has been prepared in accordance with the requirements of the Australia ICOMOS Burra Charter and more specifically the guidelines for *Statements of Heritage Impact* and *Assessing Heritage Significance* as issued by the NSW Heritage Office (now known as NSW Heritage).

These guidelines note that a Statement of Heritage Impact should address the following issues:

- Why the item is of heritage significance;
- What impact the proposed works will have on that significance;
- What measures are proposed to mitigate negative impacts; and
- Why more sympathetic solutions are not viable.

This assessment has also considered the relevant controls of Shoalhaven Local Government Area.

1.3 Proposed Development

The proposed development will involve the demolition of existing structures of the site and construction of a new commercial building containing two (2) commercial spaces and a specialist medical centre, associated parking and landscaping. Site Development Plans are shown below in Figures 2 and 3 and are provided under separate cover.

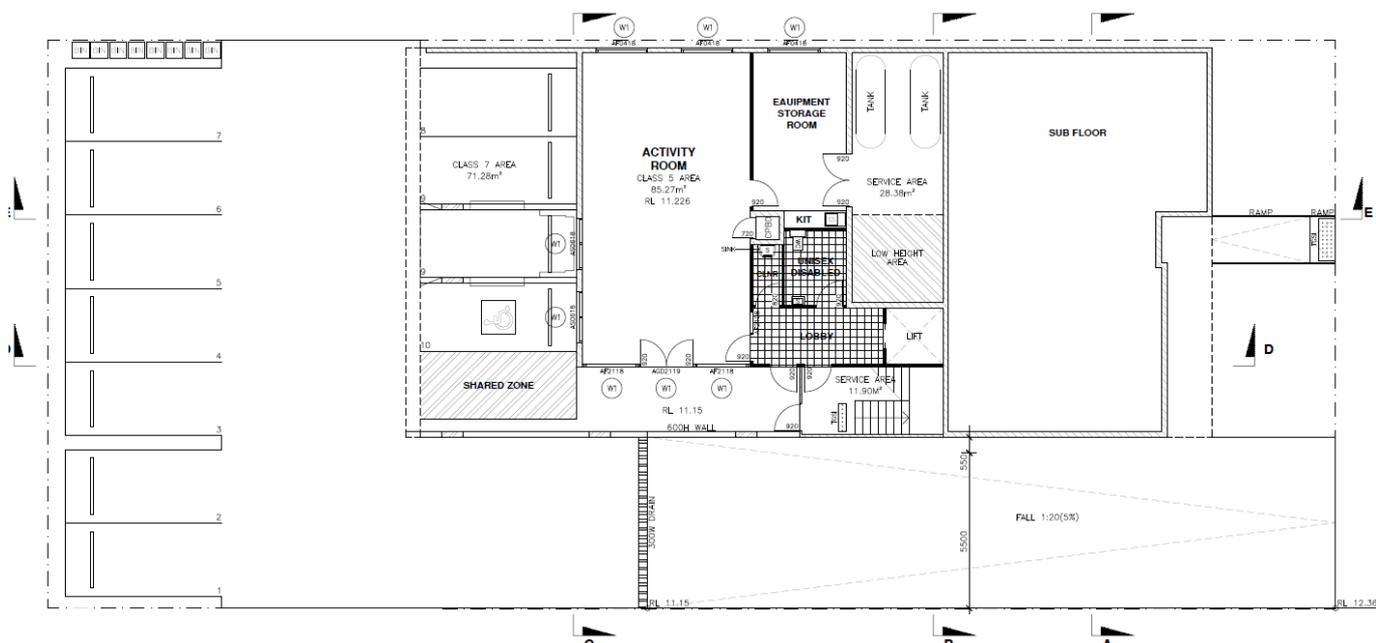


Figure 2: Extract of plans, basement level (Source: Craig Johnson Design)



Figure 3: Extract of plans, ground floor level (Source: Craig Johnson Design)

The proposed basement level includes the following:

- Ten (10) car spaces including one (1) accessible space;
- Entrance to lift, accessible toilet, specialised activity space and storage; and
- Service and subfloor area.

The proposed ground floor level includes the following:

- Entrance from street level;
- Two (2) commercial tenancies with direct access from the street;
- Lift, services and accessible toilet;
- Specialised medical centre for Shoalhaven Psychology Services, including consultation rooms and other supporting spaces.

1.4 Photographs

The photographs below in Figures 4 – 7 show the existing site and nearby development, including notations about proposed development.



Figure 4: View of the site from Queen Street looking south-west



Figure 5: View of building to the east of the site from Queen Street



Figure 6: View of Streetscape, including heritage items along north side of Queen Street



Figure 7: View of building to the west of the site, the adjoining heritage item

1.5 Limitations

This Heritage Impact Assessment is limited to the investigation of the non-Aboriginal cultural heritage of the site. Therefore, it does not include any identification or assessment of Aboriginal or archaeological significance. A detailed historical archaeological study is also beyond the scope of this assessment.

2 Historic Review

2.1 History of Site

Below is an overview of the history of Berry and the site to provide a context.

2.1.1 Berry

The Aboriginal people of the Shoalhaven area have always lived in the region. The traditional indigenous people of the area were the Wodi Wodi people, who are a sub-group of the Dharawal nation. (Berry Museum, 2022)

An overview of the history of the town and area is included in the Berry Streetscape Study, undertaken in 1988. Below is an extract:

Berry is an attractive rural town located on the Princes Highway 150km south of Sydney. Its origins go back to the earliest settlement in the Shoalhaven region, when Alexander Berry and Edward Wollstonecraft took possession of the surrounding area between 1822 and 1838.

The first settlement was established in the 1830's at the junction of Broughton Creek and Broughton Mill Creek by seven sawyers employed by Alexander Berry. During the next decade, a tannery and sawmill commenced operation at the settlement, which came to be known as 'Broughton Creek'. The town remained under the control of the Berry Estate, and by 1868 the population had reached 300 persons while the town now included a Post Office, inn, school and general store. In that year, the town was declared a municipality.

In 1873 Alexander Berry died and the estate passed to his younger brother, David. After the great floods of the 1870's David Berry laid out a new site for the town centre on the high ground west of Broughton Mill Creek and where the town is currently located. David Berry died in 1889, and the following year the name of the town was changed to Berry. The town continued to flourish as a service centre for the surrounding sawmilling and dairying districts.

With the growth of Nowra and Bomaderry plus the construction of a second southern road link bypassing Berry, the town centre suffered a decline in its traditional role during the 1970's. However, since then there has been an increased awareness of the town's historic character generating an enormous sense of pride within the residents and leading to a resurgence of specialty shops to cater for the tourist market.

In 1912 the town was surveyed and allotments sold at auction. A plan of this subdivision is included below in Figure 8.

The town has continued to grow and change since this time. Details of the specific site is included in Section 2.1.2 below.

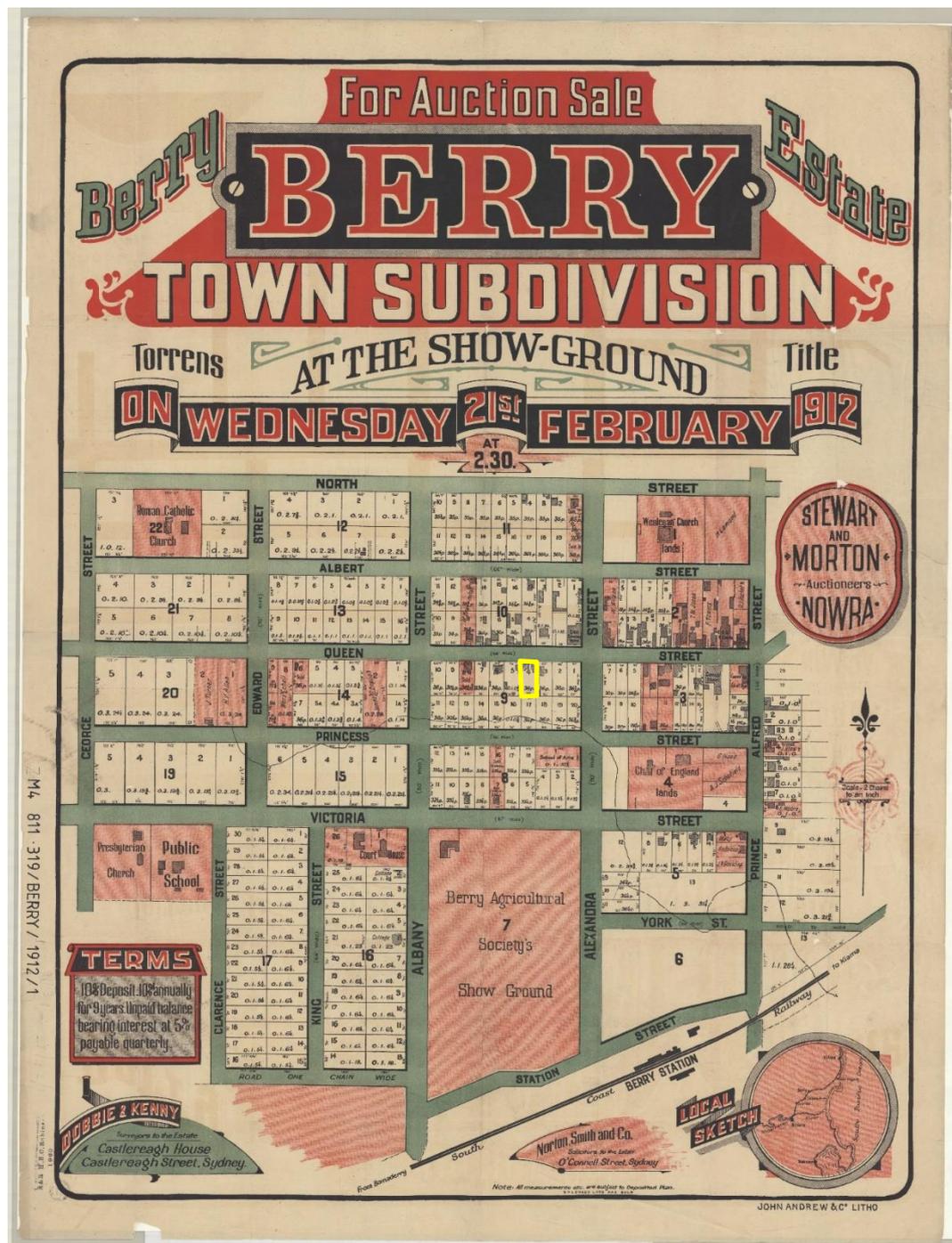


Figure 8: 1912 Berry Subdivision (Source: State Library NSW)

2.1.2 The Site in Context

80 Queen Street Berry is shown as an allotment in the subdivision plan in Figure 4 above. The property description has not changed since this plan was registered in 1915.

Based on the Aerial photographs in Figures 9 – 11, the current development was constructed in 1970 and has remained on the site as small scale residential units. They do not appear to be part of the heritage value of Queen Street. It should be noted that for some reason the units were built to the mirror reverse to how they were approved in 1970.



Figure 9: Aerial images from 1963 and 1969 (Source: NSW Government Historical Imagery)



Figure 10: Aerial images from 1970 and 1974 (Source: NSW Government Historical Imagery)



Figure 11: Aerial images from 1979 and 1984 (Source: NSW Government Historical Imagery)

The following photograph (Figure 12) shows the site as viewed from Queen Street, including four (4) units. As can be seen from the photograph none of the units address the street and the existing development is not a key element of the streetscape in this location. This side of Queen Street is a mix of building typologies and setbacks and there is no real continuity.



Figure 12: Photograph of 80 Queen Street, Berry (Source: BRS, 2022)

A heritage item is located to the west of the site, 78 Queen Street, as detailed below. The item is part of a small group with the other items and buildings located on the northern side of Queen Street but is generally isolated in this location.

2.2 Listings

There are different types of statutory heritage listings for local, State and national heritage items. A property, building, site or landscape is considered a "heritage item" if it is:

- Listed in the heritage schedule of a local Council local environmental plan (LEP) or a regional environmental plan (REP);
- Listed on the State Heritage Register, a register of places and items of particular importance to NSW under the NSW Heritage Act 1977; and/or
- Listed on the National Heritage List established by the Federal Government to list places of heritage significance on a national level under the Environmental Protection and Biodiversity Conservation Act 1999.

These statutory registers and listings provide legal protection for heritage items. Table 1 confirms that there are no statutory heritage listings applicable to 80 Queen Street, Berry.

Table 1: Statutory Listing Information

Level of Significance	List	Listing	Purpose of the List
World	World Heritage Register	No	The world heritage list includes properties forming part of the cultural and natural heritage, which are considered as having outstanding value at a world level.
National	National Heritage List	No	The National Heritage List includes places of outstanding national heritage significance, including natural, historic and indigenous places that are of outstanding national value to the Nation of Australia.
State	NSW State Heritage Register	No	The State Heritage register lists a diverse range of places, buildings and objects that are of importance to the State of NSW. Included under NSW Heritage Act 1977. The list includes Aboriginal places, buildings, objects, monuments, gardens, natural landscapes, archaeological sites, shipwrecks, relics, streets, industrial structures, public buildings, shops, factories, houses, religious buildings, schools, conservation precincts, jetties, bridges and moveable items such as church organs and ferries.
Regional	No regional listings	N/A	Not applicable
Local	Shoalhaven Local Environmental Plan 2014	No	Statutory document prepared under Part 3 of the Environmental Planning and Assessment Act 1979, listing items of local heritage significance. Items in the LEP are protected in that any development proposal affecting a listed item must include a Heritage Impact Assessment. This includes work in the vicinity of a heritage item, which is applicable in this case. Refer to clause 5.10(5) of Shoalhaven LEP 2014.

As stated above, although 80 Queen Street is not listed as a heritage item, the neighbouring property at 78 Queen Street is identified as a heritage item as well as a number of other listings on the opposite (north) side of Queen Street. Details of these listings are included in Table 2 below and shown on the map in Figure 13. The Statement of Significance for 78 Queen Street is as follows:

Federation period weatherboard house which contributes to the scale, form and continuity of the streetscapes of Berry. Local significance (Shoalhaven).

The history of the house is detailed below:

House probably associated with an early cordial factory on a site to the rear. Recorded on the Berry Town subdivision map of 1912. Built 1884-1912. The 1923 Rate & Valuation Book show that W Bolt was the owner of this property. The "Berry Register" of 26 May 1894 records that R Bolt purchased the "Berry Cordial Factory" lately carried on by East Brothers. In 1913 the firm was trading as "J Bolt Cordial Manufactory". Date of construction is unknown but joinery detail indicates pre 1900 possibly as early as the 1880s. The cottage was used predominantly as a residence, since 1894 by the Bolt family, who also carried on a cordial business on the premises or on the site. The building was known by older residents in the town as the Berry Cordial Factory.

Table 2: Heritage Listing information from Shoalhaven LEP 2014

Locality	Item	Address	Property Description	Significance	Item No
Berry	Victorian Georgian style weatherboard residence	78 Queen Street	Lot 2, DP 270250	Local	79
Berry	Federation weatherboard cottage	81 Queen Street	Lot A, DP 369043	Local	80
Berry	Former Federation blacksmith's shop including <i>Cinnamomum camphora</i> (Camphor Laurel)	83 Queen Street	Lot B, DP 369043	Local	81
Berry	Two storey Federation residence and garden	89 Queen Street	Lot B, DP 400209	Local	82

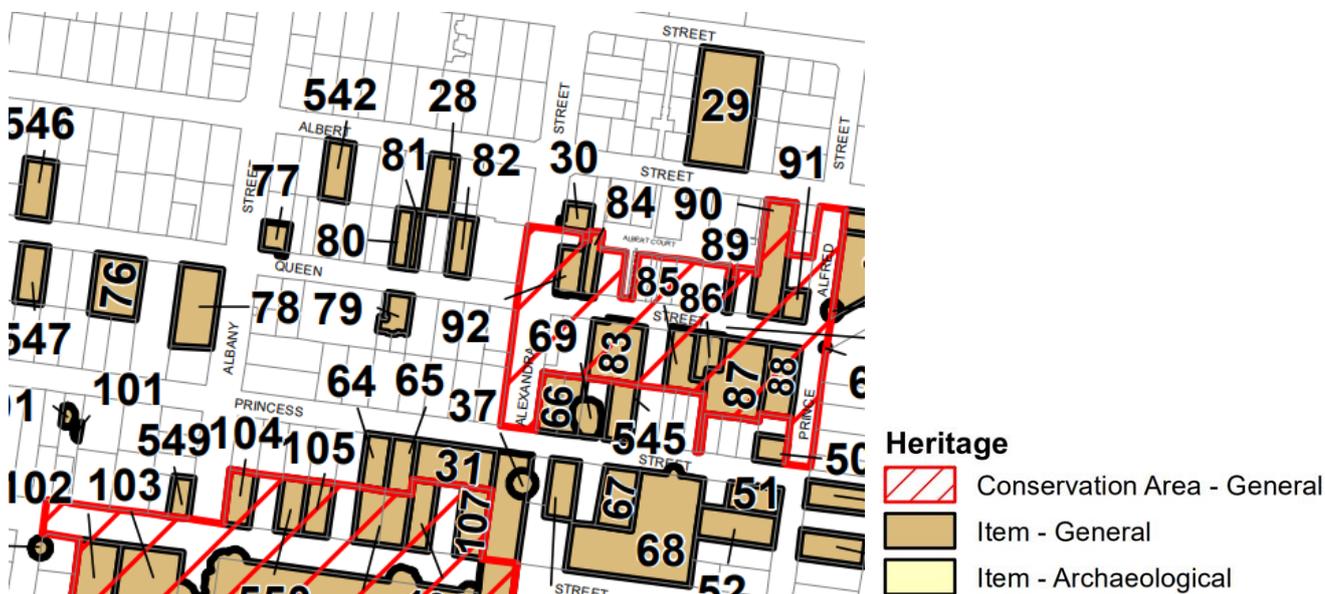


Figure 13: Extract Shoalhaven LEP 2014 Heritage Map

3 Heritage Significance

3.1 Assessment of Significance

The NSW Heritage Assessment Guidelines (published by the Office of Environment and Heritage in 2001) incorporates four possible values of heritage significance, which include:

- Historical significance;
- Aesthetic significance;
- Social significance; and
- Research / technical significance.

These four values are expressed a list of seven detailed assessment criteria, which specifically address key areas of possible significance. An item will be considered to be of significance if it meets one or more of the following criteria.

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);
Criterion (b)	An item has strong or special association 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);
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);
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;
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);
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);
Criterion (g)	An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places, or cultural or natural environments.

The nearby heritage items meet a number of these criteria for various reasons and would be considered important elements in the streetscape. The building itself at 80 Queen Street does not meet any of these criteria.

4 Heritage Impact Assessment

4.1 Potential Impact of Proposal

The following aspects of the proposal respect or enhance the heritage significance of the adjoining item for the following reasons:

- Provision of separation, both visually and distance, from the heritage item;
- Setback of proposed development from the street which is enhanced through landscaping and green walls; and
- Low scale proportion of the building.

This Heritage Impact Assessment analyses the extent of potential impacts and the measures taken to mitigate negative impacts.

4.2 Assessment of Proposal

The following assessment is based on the guidelines set out by the NSW Heritage Office (now Heritage NSW) publication 'Statements of Heritage Impact', referred to above. The standard format and questions have been adapted to suit the circumstances of this proposal.

New development adjacent to a heritage item

How is the impact of the new development on the heritage significance of the item or area to be minimised?

The new development replaces an existing residential development that is not a significant element in the streetscape. Figure 14 shows the proposal overlaid on an aerial photograph which shows a similar setback from the street which is consistent with other development, particularly to the west, similar boundary setback from each side and rear boundary. This building also has a similar single storey scale to the street. In addition, the rear parking provides a better visual and streetscape outcome.

The proposal uses similar materials that will fit with the character of Berry as well as provides green walls to reduce the visual impact. The façade on the western side begins with horizontal weatherboard material to relate to the adjoining the heritage item. It is not the intent to mimic the heritage item but reflect in terms of materials and scale.



Figure 14: Overlay of proposal (level 1) on aerial photograph (Source: Nearmap & Craig Johnson Design)

Figure 15 below shows a view of the existing streetscape with existing buildings from Google streetview. The proposed building will provide the following benefits:

- Street activation through commercial spaces rather than a blank wall,
- Use of weatherboard and similar materials,
- Retention of the existing street tree,
- Landscaped gardens at the front of site along with green wall,
- Car parking provided at the rear of site to mitigate visual impact, and
- Integration of an almost flat roof will reduce potential impacts of any height as viewed from the street.



Figure 15: Streetscape view (Source: Google Streetview)

Why is the new development required to be adjacent to a heritage item?

No 80 Queen Street has the potential for redevelopment with a non-contributory item currently located on the site, as seen in Figure 15 above. The proposed development will also fit better within the B2 Local Centre zone than the residential development and will encourage street activation and promote a better outcome from a heritage perspective.

How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

The proposed development does not adversely impact the heritage items curtilage. The views to and from the heritage item will be retained from the road and footpath (refer to Figure 14). In addition, there is a garden between the buildings which will be retained with no impact from the proposed development.

How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

The proposed development retains existing predominant setbacks and will not block or restrict views to or from any of the surrounding heritage items.

Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

No archaeological deposits are known in this area and the site has been excavated previously for the existing buildings. As with any development, should any objects or relics be uncovered during construction then the relevant provisions for discovery of relics under the NSW Heritage Act would be applicable.

Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

The proposed development will not detract from the heritage item and will provide a better outcome than what is existing on the site. As detailed above the proposal will provide a number of benefits to the streetscape and surrounding development including:

- Maintain similar setback from heritage item,
- Retain views from street and footpath to the heritage item,
- Retain existing street tree,
- Provide additional commercial space which would encourage additional visitors to the site and to be able to view the heritage items,
- Inclusion of landscaping in the setback along with green walls, and
- Use of similar materials and scale of development.

Will the public, and users of the item, still be able to view and appreciate its significance?

The location and setting of the heritage items will not change significantly and can still be viewed from Queen Street by the public.

4.3 DCP Heritage Provisions

Table 3 includes an assessment of the heritage provisions of the DCP relating to the proposed development of the specialised medical centre and commercial premises at the site.

Table 3: Consideration of DCP Heritage Provisions

DCP Provision	Comment
Section 3.2 Objectives	See below
i. to ensure the significance of heritage items is identified and retained;	The proposed development will not adversely impact the significance of the heritage item.
ii. to ensure the special streetscape, pastoral or natural character of the conservation areas is maintained;	The proposed streetscape will be improved by the proposed development. The existing development does not contribute to the streetscape and would detract from the heritage items.
iii. to ensure alterations and extensions to existing buildings respect those buildings and do not compromise the significance and character of the individual items or of the conservation areas;	The proposal does not include alterations and additions to a heritage building. The works are proposed on an individual allotment and will not generate adverse heritage impacts on the locality or nearby items in proximity to the site.
iv. to ensure new development respects its context and is sympathetic in terms of form, scale, bulk, fabric, colours and textures and does not mimic or adversely affect the significance of heritage items and conservation areas and their settings;	The proposed development is not located in a conservation area nor on a heritage item. It does however respect the nearby heritage items in terms of scale, setbacks and finishes. The cladding and green walls will reduce potential impacts and ensure the development fits within the surrounding area.
v. to encourage a high quality of design for any new development in achieving compatibility with the heritage significance of individual heritage items and conservation areas;	The proposed development has been designed to work with the locality. From Queen Street it will appear predominantly single storey in nature and will not adversely impact the adjoining or nearby heritage items.
vi. To provide guidelines for assessment of demolition applications.	Noted, no demolition of heritage items is proposed.

DCP Provision	Comment
3.3 Advisory Information	See below.
3.3.1 Assessment considerations	See below.
Council must give consideration to a range of matters when assessing an application in relation to any heritage items or within any heritage conservation area including natural and pastoral landscapes. Council will make an assessment of:	Noted, see below.
<ul style="list-style-type: none"> the heritage significance of the item as a heritage item or as a component of a heritage conservation area of the City of Shoalhaven (urban, pastoral or natural); and 	Noted, the site is not heritage listed, nor will the proposal adversely impact the heritage significance of any heritage items or conservation areas.
<ul style="list-style-type: none"> the impact the proposed development will have on the historic, scientific, cultural, social, archaeological, architectural, natural or aesthetic significance of the heritage item and its site or the heritage conservation area (urban, pastoral or natural); and 	The proposed development will not adversely impact the historic, scientific, cultural, social, archaeological, architectural, natural or aesthetic significance of any heritage items in the vicinity of the site. It will enhance the streetscape and contribute positively to the social and economic wellbeing of the area.
<ul style="list-style-type: none"> the impact the proposed development will have on any stylistic, horticultural or archaeological features of the heritage item or its site or the heritage conservation area (urban, pastoral or natural); and 	The site is not located on a heritage item or within a heritage conservation area. The proposed minor tree removal and replacement landscaping will not adversely impact the heritage significance of the items with the vicinity of the site.
<ul style="list-style-type: none"> the measures proposed to conserve the heritage significance of the item and its setting or the conservation area; and 	<p>The proposal includes a number of elements that will ensure no adverse impacts on the heritage items in the vicinity, including:</p> <ul style="list-style-type: none"> landscaping and green walls, setbacks from the street and items, materials and finishes compatible with the locality, low scale nature of the development. <p>The northern façade has been designed with horizontal (front to back) and vertical articulation to minimise the bulk of the building. Further the light box at the upper level has been well recessed from the street front.</p> <p>The new building has also be centrally located in the gap between No 78 (heritage item) and No 82 which is a two-storey commercial building.</p>
<ul style="list-style-type: none"> The extent to which the carrying out of the proposed development would affect the form of a historic subdivision. 	Not applicable, no subdivision is proposed.
When assessing an application to alter a building that is a heritage item or is a component of a heritage conservation area,	Noted and this application is not altering a heritage item of heritage conservation area and these provisions are therefore not applicable.

DCP Provision	Comment
<p>including natural and pastoral landscapes, Council will assess:</p> <ul style="list-style-type: none"> the colour, texture, size, style and type of finish of any materials to be used on the exterior of the building; and the effect the use of those materials will have on the appearance of the exterior of the building and of any other building in its vicinity; and the size, style, proportion and position of openings for any windows and doors which will result from, or be affected by, the carrying out of the development; and The pitch and form of the roof. 	
<p>3.3.2 Demolition</p> <p>Council will generally not support the demolition of heritage items or significant buildings in conservation areas.</p> <p>All development applications for the total demolition of a heritage item or a property within a conservation area are to be supported by a heritage impact statement (see Section 3.3.5) justifying the proposed demolition and are to include:</p> <ul style="list-style-type: none"> a detailed analysis of the cultural heritage significance of the item, and/or its contribution to a conservation area; and a report from a structural engineer specialising in work on heritage items detailing the structural condition of the item (if you are proposing that it is beyond repair); and evidence from a structural engineer specialising in work on heritage items that stabilisation and/or the retention of the building is unreasonable; and an assessment showing that adoptive reuse of the building is not feasible; and a statement showing the description and location of other representative examples of the item in the locality; and Other consultants' reports where relevant e.g. archaeologist, historian. 	<p>Not applicable, the site is not heritage listed nor is it located within a heritage conservation area.</p>
<p>3.3.3 Development in the Vicinity of a Heritage Item</p>	<p>See below.</p>
<p>Where development is to occur within the vicinity of a heritage item Council must make an assessment of the effect the carrying out of that development would have on the significance of the heritage item, its site and its setting. Such developments will need to provide a heritage impact statement (see</p>	<p>As noted above the proposed development has considered it's location in the vicinity of heritage items and has responded with appropriate scale, materials, finishes and design.</p>

DCP Provision	Comment
<i>Section 3.3.5) addressing the effect of the development.</i>	This report is the applicable heritage impact assessment which has considered the potential for impacts on the nearby items. No adverse impacts for the items has been identified in this report and appropriate mitigations measures and design elements have been included in conjunction with the building designer.
3.3.4 Subdivision	Not applicable, no subdivision is proposed.
3.3.5 Heritage Impact Statements	See below.
<i>The key objective of your application is to provide clear information in drawings, text and photographs which will explain your intentions in the simplest way. Council is required to assess the impact of the proposed works on the heritage significance of any heritage item or conservation area. This is best addressed in a Heritage Impact Statement as part of your development application.</i>	This application includes the required information to enable Council to make an appropriate assessment of the application.
<i>The Heritage Impact Statement should be prepared in accordance with NSW Heritage Manual "Statements of Heritage Impact" and "Assessing Heritage Significance Guidelines" and the principles of The Burra Charter. It should include a Statement of Significance which is a concise summary of the cultural significance of a place and includes an assessment of aesthetic, historic, scenic and cultural values and comparative criteria. The Heritage Impact Statement should address:</i>	This assessment has been prepared in accordance with these NSW Heritage guidelines.
<ul style="list-style-type: none"> • <i>The history and development of the place.</i> 	Refer to Section 2.
<ul style="list-style-type: none"> • <i>The fabric of the place in terms of its original configuration and later alterations.</i> 	Refer to Section 2.
<ul style="list-style-type: none"> • <i>The cultural significance of the place.</i> 	Refer to Section 2.
<ul style="list-style-type: none"> • <i>A description of the proposed works.</i> 	Refer to Section 1.3 above and Plans and Statement of Environmental Effects provided under separate cover.
<ul style="list-style-type: none"> • <i>An assessment of the impact of the proposed works on the cultural significance of the item or place.</i> 	Refer to details provided in Section 4.

4.4 Statement of Heritage Impact

The proposed specialised medical centre and commercial premises will replace the existing residential development and will be located on an allotment that will be adjacent to a heritage listed dwelling In Shoalhaven LEP 2014. The dwelling appears to now be used for commercial purposes. The heritage item

will not be significantly impacted or changed by the proposed development, and it will not be adversely impacted by the proposed building or use.

The dwelling at No 78 contributes to the historical, social and aesthetic heritage values of Berry and it is not anticipated that the proposed development would change this contribution. The potential impacts of the proposed development are predominantly positive, and any adverse impacts are negligible to minor and may make the site more visible and appreciated by the increased visitation to the site / locality.

5 Conclusion

The proposal, as outlined in Section 1.3, has been assessed against the relevant criteria for heritage significance and impact produced in NSW Heritage and Shoalhaven City Council publications.

This assessment demonstrates that the proposed specialist medical centre, commercial premises and associated development, will not result in any adverse impacts and maintains the embodied values and significance of the nearby heritage items. The proposed development is therefore supported on heritage grounds.

6 References

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