



Heritage Impact Statement

Station Beach Boathouse Wharf

1191 Barrenjoey Road, Palm Beach

Submitted to Northern Beaches Council

On Behalf of Blue Pacific Constructions for London Lakes Pty Ltd

February 2021

REPORT REVISION HISTORY

Revision	Date Issued	Revision Description		
01 Draft	06/03/2020	Revision tracking notes		
		Prepared by	Reviewed by	Verified by
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02 Draft	19/03/2020	Revision tracking notes		
		Prepared by	Reviewed by	Verified by
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03 Final	29/09/2020	Revision tracking notes		
04 Final_2	13/10/2020	Prepared by	Reviewed by	Verified by
05 Final_3	10/02/2021	Zach Nix <i>Heritage Consultant</i>	Kerime Danis <i>Director - Heritage</i>	Kerime Danis <i>Director - Heritage</i>



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1. BACKGROUND

1.1. Introduction

City Plan Heritage (CPH) has been engaged by Blue Pacific Constructions to assess the potential impact the proposed works may have on the known heritage context of the Station Beach Boathouse Wharf at 1191 Barrenjoey Road, Palm Beach (subject site).

This Heritage Impact Statement (HIS) has been prepared as part of the required assessments to accompany a Development Application under the *Environmental Planning and Assessment Act 1979*. All recommendations are made in accordance with statutory requirements and cultural heritage best practice.

1.2. The Site

The subject site is located at 1191 Barrenjoey Road, Palm Beach (Figure 1). The site is located on the western side of the centre of the Palm Beach isthmus. Directly to the west of the site is Pittwater, to the east of the site is the Barrenjoey Road accessway, providing vehicular access to Barrenjoey Head, and to Governor Phillip Park. To the north of the site is Station Beach which leads to Barrenjoey Head, to the south of the site Station Beach continues leading to Observation Point.

The Sydney central business district is located approximately 41 km to the southwest of the subject site. For a more detailed description of the site and its context, see *Section 2 - Site Context and Description*.



Figure 1: Aerial view of the subject site with the approximate area of the subject site indicated in red. (Source: SIX Maps, January 23, 2020)

1.3. Legal Description

The subject site comprises land in Lot 298 in DP 721522 and Lot 7005 in DP 1117451.

1.4. Heritage listing

The subject site is not listed as a heritage item but partially encompassed in the Barrenjoey Heritage Conservation Area (C1) (HCA), as listed under Part 2, Schedule 5 of the Pittwater Local Environmental Plan (LEP) 2014, and defined in the Heritage Map - Sheet HER_014.

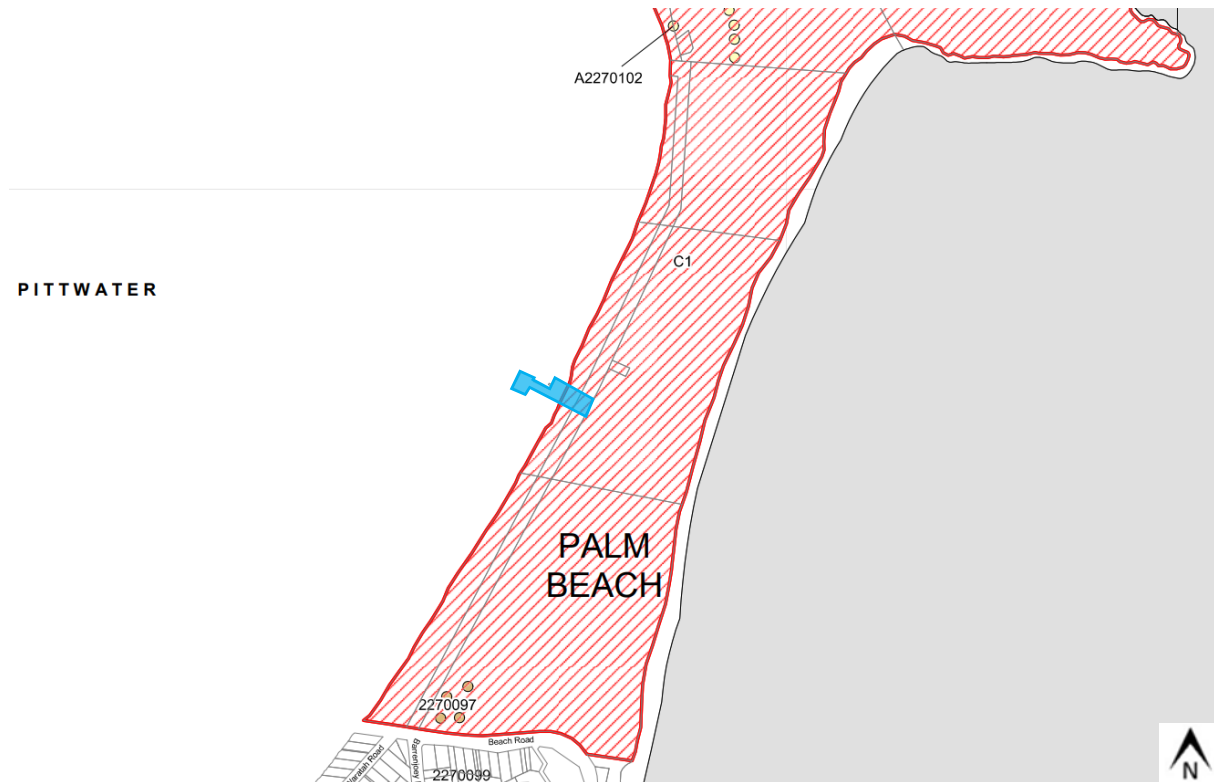


Figure 2: Location of the site (indicated in blue) within the Barrenjoey HCA (C1) and in the context of nearby heritage items (Source: Pittwater LEP 2014, Heritage Map - Sheet HER_014)

1.5. Proposal

The proposal involves a number of works related to the construction of a new commercial building replacing the existing building on the site as well as alterations, additions and landscape works to other elements of the site. In summary, the works include:

- Demolition of the existing two-storey building on the site;
- Construction of a new two-storey building in the place of the previous;
- Replace and extend existing lean-toon north elevation of Boathouse maintaining the form of existing;
- Raise the level of the building to an RL of 10,430;
- Raise the level of the seaward decking;
- Install disability access from eastern side;
- Reconfigure front landscaping elements and entrance path from Barrenjoey Road accessway southwest to face Pittwater;
- Addition of further landscaping east of loading bay, north of parking bays;
- Dune stabilisation north of Boathouse Boat Ramp;
- Amendment of parking bays to meet compliance standards;
- Install path running north from eastern side of Boat House to the Barrenjoey Beach;
- Construction of new ancillary building, replacing existing outbuildings southeast of the boathouse for use as additional bathroom amenities, storage and a refuse area; and

- Install a concrete and stone seawall at the southern junction of the deck and foreshore.

Table 1: Plans and photomontages relevant to the proposal prepared by Canvas Architecture & Design

Canvas Architecture & Design			
Date	Title	Drawing No	Revision
30/01/2021	Site Plan	DA02	-
30/01/2021	Demolition Plan	DA03	-
30/01/2021	Site & Ground Plan	DA04	-
30/01/2021	Site & Ground Plan 1:200	DA05	-
30/01/2021	Proposed Ground Floor Plan - A3	DA06	-
30/01/2021	Proposed Ancillary Building Ground Floor Plan - A3	DA07	-
30/01/2021	Proposed First Floor Plan	DA08	-
30/01/2021	North / East Elevations	DA09	-
30/01/2021	South / West Elevations	DA10	-
30/01/2021	The Boathouse Long & Cross Section	DA11	-
30/01/2021	Proposed Public Access on Crown Lease Land	DA12	-
30/01/2021	Waste Management Plan	DA13	-
30/01/2021	Proposed Outline New & Existing Services	DA14	-

Relevant Reports

The following previous studies and reports were reviewed during production of this report. Relevant information has been incorporated where necessary:

- *City Plan Heritage, Heritage Impact Statement, The Barrenjoey Boathouse - 1191-3 Barrenjoey Road, Palm Beach, June 2016.*
- *Thompson Berrill Landscape Design Pty Ltd, Conservation Management Plan (DRAFT), Governor Philip Park, November 2009.*
- *Pittwater Council, Plan of Management, Governor Phillip Park Palm Beach, 9 December 2002.*

1.6. Methodology

This HIS relates to the proposed works to the subject site. It has been prepared in accordance with the Heritage NSW - Community Engagement in the Department of Premier and Cabinet (formerly Heritage Division, Office of Environment and Heritage) publications, *Statements of Heritage Impact, 2002* and *Assessing Heritage Significance, 2001*. It is also guided by the philosophy and processes included in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013* (Burra Charter).

The subject proposal has been assessed in relation to the relevant controls and provisions contained within the Pittwater LEP 2014 and the Pittwater 21 Development Control Plan (DCP) 2003. It forms one of a collection of specialist reports.

Research into the early development of the site was undertaken to get a better understanding of the place. Further, the Pittwater LEP 2014 and the State Heritage Inventory (SHI) Database were examined to determine the identified heritage status associated with the subject site. Additionally, a desktop review of photographic recording of the site provided by Blue Pacific Constructions was also undertaken to gain a better understanding of any changes to the site since our visit in 2016. This document provides the combined findings and recommendations resulting from this approach.

All results are presented in *Section 2 - Site Context and Description*.

1.7. Constraints and limitations

- Accurate measured drawings do not form part of this assessment
- This report does not form part of the building consent process
- This assessment relates to the proposed works and documentation described in *Section 1.5 - Proposal* and *Section 1.6 - Methodology*. It does not relate to any additional or revised documentation by any party.
- CPH were not involved in the design process.
- Only a visual assessment of the subject site was carried out. Intrusive methods were not employed.

1.8. Author Identification

The following report has been prepared by Zach Nix (Heritage Consultant) in association with Kerime Danis (Director - Heritage) who has also reviewed and endorsed its content.

2. SITE CONTEXT AND DESCRIPTION

2.1. Site Context

The subject site is located in the northern beaches suburb of Palm Beach, which is situated approximately 41km north of the Sydney CBD. It is a mixed residential and commercial suburb located within the Northern Beaches Council Local Government Area (LGA).

Palm Beach is located on a peninsula situated between Broken Bay and Pittwater and is accessed via Barrenjoey and Beach Roads. Towards the northern tip of the peninsula is the heritage listed Barrenjoey Head and the Barrenjoey Lighthouse. The central isthmus of the peninsula, where the subject site is located, is known as Governor Phillip Park and features only a few built elements.

As detailed in Section 1.4, the subject site is not listed as a heritage item but is partially located within the Barrenjoey HCA and is in proximity to a few heritage items as identified under the Pittwater LEP. The boathouse building itself; however, is outside of the HCA boundaries as it is below the Mean High Water Mark (MHWM) with the garden area to the east only encompassed within the HCA. Therefore, the boathouse building will be considered as adjacent to the HCA.

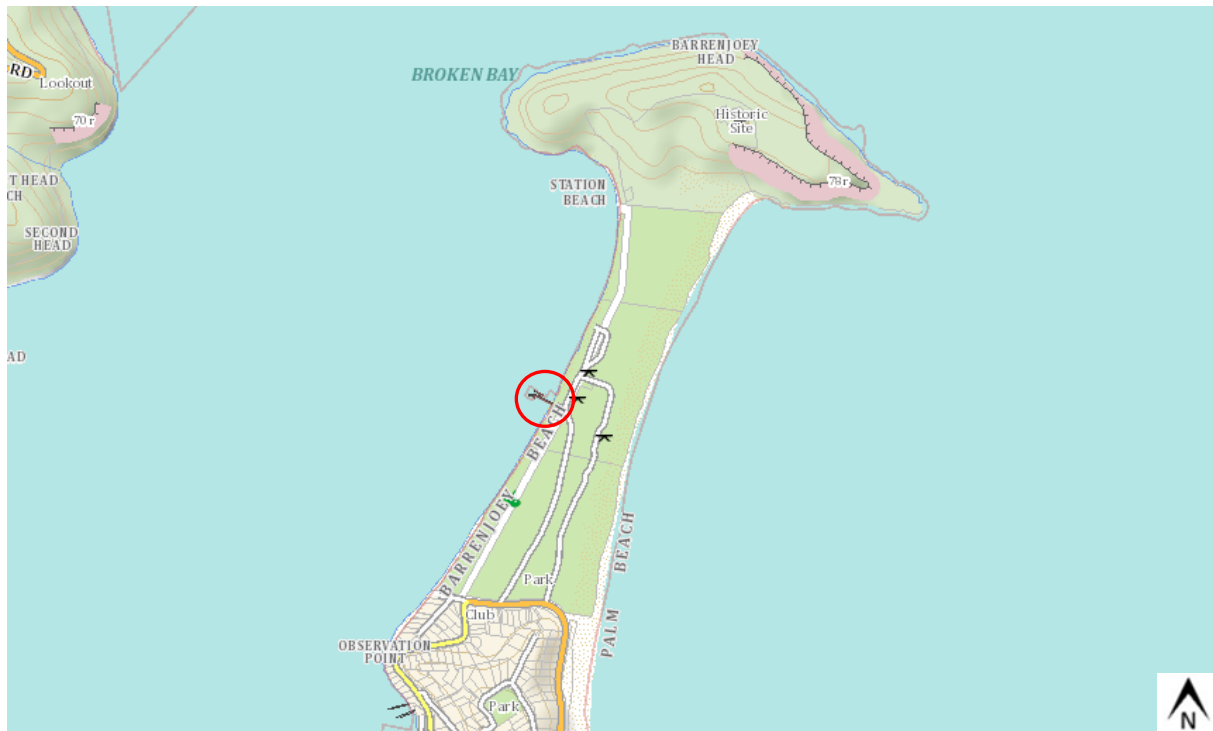


Figure 3: Cadastral map showing the location of the subject site including jetty, circled in red. (Source: SIX Maps, accessed 18 February 2020)

The following images (Figure 4 to Figure 7) provide an overview of the site's surrounding context. Additional images of the context have also been provided in Section 5.3 of this report.



Figure 4: View southeast of the subject site looking onto station beach and Pittwater.



Figure 5: The Boathouse wharf looking west out over Pittwater.



Figure 6: Looking south over the entry landscape to the boathouse including Norfolk Pines, Governor Philip Park visible on left.



Figure 7: The Boathouse wharf looking northwest out over Pittwater, Barrenjoey head visible on right of background.

2.2. Site Description

The site is occupied by a two-storey weatherboard building set back from Beach Road with vehicular access provided by an arched shape drive which loops around, back towards Beach Road. Within the loop of the driveway is a landscaped area which partially obscures the Boathouse from view. It also includes a central pathway which leads towards the Boathouse entrance. Within this landscaped area are three Norfolk Island Pines. Towards the front of the building (eastern elevation) on either side of the entrance are two sandstone retaining walls.

The eastern elevation of the building includes a central glazed double entrance with metal framing. To either side are two windows with white metal window frames. The ground and first floor facades of the eastern elevation are separated by a navy and white striped fabric awning. The first floor features two small rectangular windows oriented horizontally, with white aluminium frames. One of the windows is centrally placed on the midline of the façade and the other directly next to it on the southern side. The gabled corrugated metal roof of the Boathouse includes a series of sky lights and two dormer windows positioned towards the northern and southern ends of the roof structure on the eastern elevation. The eastern elevation is largely symmetrical.

The western elevation of the building, facing Pittwater, is also considered somewhat symmetrical with the ground floor having a series of glazed bi-fold doors and an outdoor deck, whilst the first floor verandah with similar glazed bi-fold doors. The first floor of the building can be externally accessed via a set of stairs positioned near the north western corner of the building. The rear of the building backs onto a timber jetty (with new timber post rail) which can be accessed along the southern side of the building.

The ground floor of the Boathouse building is partially occupied by a cafe, called the Boathouse, Palm Beach, which extends towards the rear of the property occupying the western deck area.

The first floor is currently occupied by a series of rooms used for residential purposes including four bedrooms, a dining/living room, sitting room/kitchen, laundry, bathroom, storeroom and yoga studio.

The site is also occupied by a series of demountable lightweight structures towards the southern boundary, which are currently used as a take-away facility, dry store, gas store, bin store, storage shed and cool room.

The following images (Figure 8 to Figure 14) provide an overview of the site's current physical condition.



Figure 8: Southern elevation of the Boathouse building.



Figure 9: Eastern elevation of the Boathouse building and principal entryway into the site.



Figure 10: Western elevation of the Boathouse building from the wharf, looking east.



Figure 11: Northern elevation of the Boathouse building, looking southwest.



Figure 12: Current vehicle access to loading area of Boathouse, location of proposed new amenity block visible on the right. View looking east.



Figure 13: Southern boardwalk of the Boathouse wharf deck, current entryway access to the right to be removed in new building.



Figure 14: Northern elevation of the subject site, current Bait Shop enclosure to be replaced by consistent timber panelled structure with skillion roof consistent in height and form across the main Boathouse building.

3. HISTORICAL OVERVIEW

3.1. Brief History of Palm Beach¹

On 7 May 1770, Captain Cook wrote in his log-book of his discovery of Broken Bay, which he identified as "broken land which formed a bay."² The area was first visited by Governor Phillip during his exploration of Pittwater on 2 March 1788. This is considered to be the earliest European exploration of the area.

By 1797 the area was frequented by boats that would often pass through the area to transport timber and grain between Sydney and the Hawkesbury River. During early colonial days the beach was sheltered and covered with cabbage tree palms which were common in the area. The beach was attributed several names, including Cranky Alice, before the name of "Palm Beach" was chosen in response to the proliferation of cabbage tree palms in the area.

In 1808 one of the first settlers of Palm Beach took up residence on a small portion of land and began growing vegetables in the area, selling them to trade ships for a reasonable price.

In 1816, naval surgeon James Napper was granted 400 acres of land which extended from Whale Beach to Newport (Figure 15). He was assigned the land perpetually provided he cleared and cultivated 45 acres within five years of the grant being issued. He later named his estate 'Larkfield.' It is noted that Napper's grant was later acquired by Robert Campbell, D'Arcy Wentworth and his daughter Katherine.³



Figure 15: Parish Map from 1885 showing the location of the subject site, located in the 400 acres granted to James Napper. Approximate location of the subject site indicated in blue. (Source: Land and Property Information HLRV, 140106)

¹ The following history of Palm Beach is summarised from Frances Pollen, *The Book of Sydney Suburbs*, Angus and Robertson Publishers, Adelaide, 1990, p.198-199

² Thompson Berrill Landscape Design Pty Ltd, "Documentary Evidence", Draft Governor Philip Park Conservation Management Plan, November 2009, p.3

³ Thompson Berrill Landscape Design Pty Ltd, "Site Chronological History", Draft Governor Philip Park Conservation Management Plan, November 2009, p.1

The first land based access route to Palm Beach was established in 1822 and consisted of a single dirt track which led from Newport to Palm Beach. Palm Beach had remained relatively isolated until the construction of the road which was named Barrenjoey Road (Aboriginal name meaning "young kangaroo"). A bus service was later run to the area which promoted people making day trips to the area.

Between the 1830s and 1850s the area was inhabited by fishermen who reportedly lived in caves and huts. During this time the number of boats frequenting the area increased and, as a result, Broken Bay became a thriving port and was in need of lights to help safely guide ships. Two wooden buildings known as the 'Stewart Towers' were built in 1868 and showed light from suspended lanterns. It was not until 1881 that an official lighthouse was constructed, designed by colonial architect James Barnet (Figure 16). In the 1920s Barrenjoey Road was upgraded and bitumen was added to the road.

The peninsula was gradually subdivided, predominately in the 1900s, which saw the suburb dramatically change also leading to the development of more roads in the area (Figure 17).



Figure 16: Barrenjoey Lighthouse as pictured c.1900-1910. (Source: State Library of NSW, item no. a116418)



Figure 17: Undated photograph of the intersection of Barrenjoey and Palm Beach Roads. (Source: State Library of NSW, item no. d1_21343)

3.2. History of Governor Phillip Park⁴

After the construction of Barrenjoey Road made the peninsula more accessible, Palm Beach was considered a holiday destination and a place for recreation. In 1910 portions of land were sold off in the area for various recreational purposes including surfing, bathing, sailing, rowing and fishing. Governor Phillip Park was first designated for Public Recreation purposes between the years of 1905 and 1924 as evidenced in the Parish maps for each respective year (Figure 18).

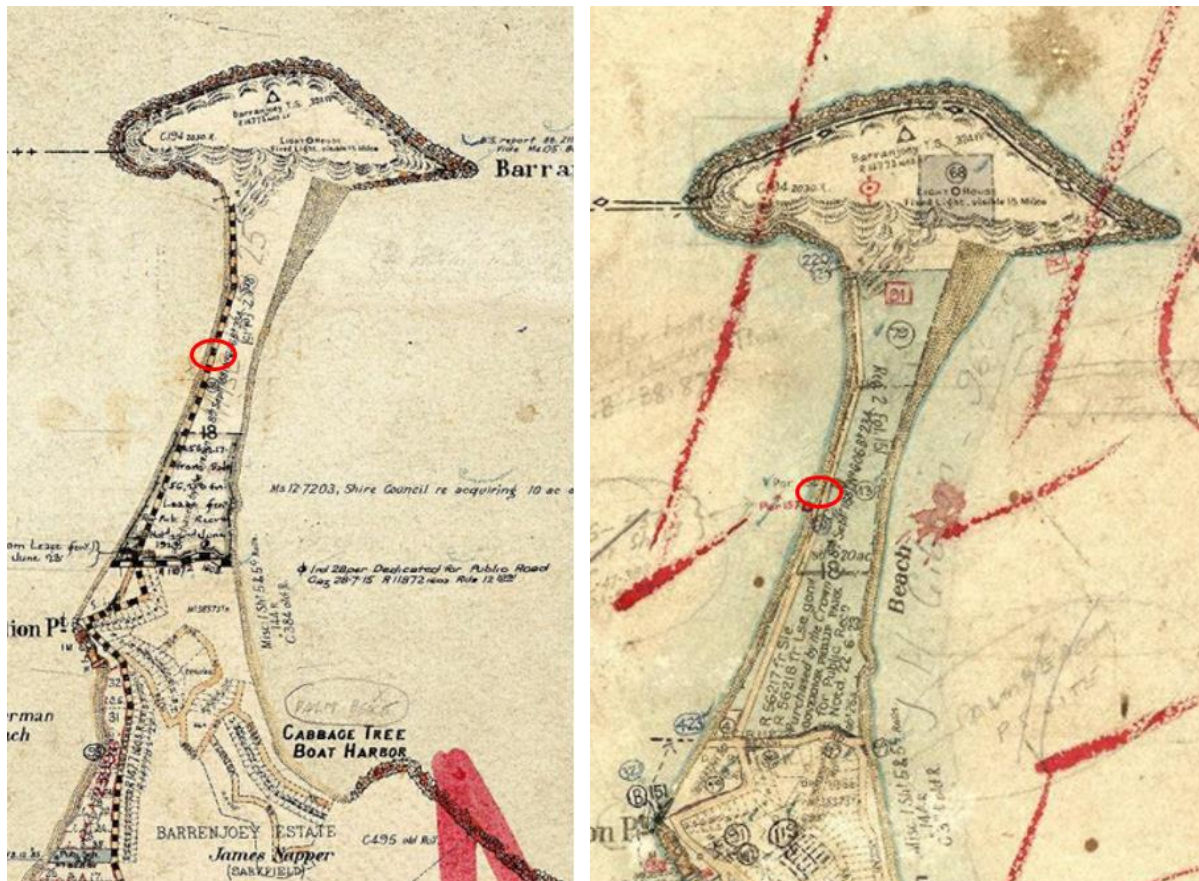


Figure 18: Parish Maps from 1905 and 1924 showing the change in designation of the portion of land between the headland and the Barrenjoey Estate. Approximate location of the subject site circled in red. (Source: Land and Property Information HLRV, 140187 and 140165)

In 1923, 10 acres towards the southern end of the Lighthouse reserve was designated for recreational purposes and was officially named Governor Phillip Park. Subsequently, in 1929, the middle portion of the reserve was also set aside for public recreational purposes and the northern portion was set aside in 1934. In 1924 the Palm Beach Golf Course was established, however, originally there were no fences established on the border to separate the course from the park. Fences were later constructed in 1932.

The Norfolk Island Pines that line the entry road to the park were originally planted in 1927 as part of improvement works to the park.

The park entered a new stage of development during the Great Depression (1929-1939) which saw people setting up camps and semi-permanent dwellings within the park. The living conditions of the campers was deemed unsanitary by local landowners and received many complaints. The camp continued to have an impact on the park with the conditions of the dunes having deteriorated by 1955. At this stage there were 188 campsites within the reserve. As a result, the park was officially close to camping in 1972.

⁴ The following history has been summarised from Thompson Berrill Landscape Design Pty Ltd, "Documentary Evidence," Draft Governor Philip Park Conservation Management Plan, November 2009

3.3. History of the Boathouse, Palm Beach⁵

The original Boathouse wharf and superstructure (building) was constructed between 1946 and 1947, by Aub Allen who used the site for the purposes of his fishing and boat hire business. The original wharf extended much further out into deep water approximately 50m further than is visible on the current wharf structure (Figure 20). The wharf was reduced to its current length through storm damage likely encountered sometime during the late 1960s to early 1970s.

Allen leased the boatshed and jetty in 1975 to Victor Walton and his wife Carmel who ran "Aquatic Airways", a seaplane business. The business continued to grow with increased numbers of tourists and commuters in the area requiring his services and, as a result, Walton purchased two more Cessna planes in 1979. In 1980, the business was granted a Regular Public Transport license by the Department of Aviation. This allowed Aquatic Airways to run an airline service between Port Stephens and Palm Beach and eventually Rose Bay. The business ceased operating in 1993 and the firm "Sydney Seaplanes" began using the site as their base, operating regular services between Pittwater and Newcastle as well as conducting tourist sightseeing expeditions.

Prior to the commencement Aquatic Airways at the Boathouse in 1975, it is understood that a man Sid Parsons and his wife operated a café from the boatshed selling fish and chips (Appendix A).⁶ After the Walton's took over the main lease, the parsons moved out and Carmel Walton opened a successful new café 'Carmel's by the sea'. Carmel retired in 1998 and the lease was taken up by a local women Jackie Burns. In 2008 the Walton's sold the main lease of the site to a syndicate of Greg Paramor, Nick Burton-Taylor and Rick Hutchens, changing the operation to a new café 'The Boathouse'.⁷

The Station Beach Boathouse is currently leased by the NSW Government - Department of Industry - Lands (formerly the Department of Land and Water Conservation) until 2022 (25-year lease beginning in 1997).

Warringah Shire Council minute books from the 1960s provides some information regarding work conducted on the Boathouse at the time:⁸

- 12/12/1960: Mr. Warwick Kells, c/- Post Office, Palm Beach, 29/11/60 - requesting permission for the P.M.G's Department to run a telephone cable from the Beacon Store in Governor Phillip Park to the beach on the Pittwater side, where a submarine cable will then be buried in the sand below water level; adding that the request is in connection with a telephone service at Barrenjoey Lighthouse. Also stating that the application was recommended by the Police Department, and has been approved by the P.M.G. subject to Council's written concurrence. 46. Resolved - That this matter be referred to the next meeting of the Works Committee with a report thereon from the Engineer. (Crs. Fisher/Bertram.)
- 23/10/1967 North Palm Beach Boathouse. Repairs to doors completed, other repairs in hand.
- REPORT OF THE SHIRE ENGINEER SUBMITTED TO THE ORDINARY MEETING OF WARRINGAH SHIRE COUNCIL HELD ON 5th DECEMBER, 1968. W6. North Palm Beach Boathouse. Rusted iron on roof replaced, glass in windows repaired and wire screens fitted to deter further breakage. Louvres replaced in bunk room and new work painted. North Palm Beach Surf Clubhouse. Repairs and repainting of roof completed. Palm Beach Dressing Sheds. Minor repairs to interior and posts erected at both ends of promenade to prevent vehicle access. Palm Beach Wharf (Pittwater Park). Waiting shed on wharf repaired and repainted and decking respiked where necessary. Numerous bolts under steps and wharf tightened. Broken pile removed. Rotted kerbing on south side of jetty in course of replacement.

The following historical images (Figure 19 to Figure 22) provide an overview of development of the site.

⁵ Thompson Berrill Landscape Design Pty Ltd, "Inventory Sheet: Barrenjoey Boat House and Jetty L07," Draft Governor Philip Park Conservation Management Plan, November 2009, p.3

⁶ Pittwater Life, Local landmark's journey from seaplanes to seafood, Times Past, December 2019. p.71

⁷ Ibid.

⁸ "Barrenjoey Boat House - Station Beach", Pittwater Online News, <http://www.pittwateronlinenews.com/barrenjoey-boat-house.php>



Figure 19: Palm Beach in the 1940s as seen from Barrenjoey Head. The jetty is indicated with a red arrow. (Source: National Library of Australia, nla.pic-an23478388)



Figure 20: Photograph c. 1955 Looking south down Palm Beach with former sand dune landscape evident, Boathouse and wharf at form length visible (indicated in red).



Figure 21: Camping in Governor Phillip Park before removal of the camps in 1972. (Source: National Library of Australia, nla.gov.au/nla.pic-an11546686)



Figure 22: The jetty with seaplanes present as pictured c.1980. (Source: Mona Vale Image Library, files PB/PB-199 and PB/PB-198)

The following images are from the collection of Russell Walton and provide an overview of the development history of the Boathouse during ownership by Victor Walton:⁹



Figure 23: These two images predominately show the western and northern elevations of the Boathouse when it was used as a seaplane business and before the rear (western) decks were added.

⁹ "Barrenjoey Boathouse - Station Beach", Pittwater Online News, <http://www.pittwateronlinenews.com/barrenjoey-boat-house.php>



Figure 24: View looking south with the northern elevation of the boathouse in view along with the rear jetty. This photograph was taken while the Boathouse was predominately in used by the seaplanes business.



Figure 25: Aerial view of the Boathouse showing the extension of the rear (western) deck.



Figure 26: Views of the eastern and northern elevations. The second image shows the presence of dormer windows to the western elevation prior to the addition of an awning over the veranda at the first floor level.



Figure 27: Views of the western (rear) elevation and the jetty with the first image showing the jetty before the installation of handrails. A veranda to the first floor is also evident.



Figure 28: View of the western façade showing the main entrance from the rear and verandas to the first floor.



Figure 29: Aerial view of the Boathouse showing the jetty and rear deck.



Figure 30: View of the jetty looking west from the rear of the Boathouse.



Figure 31: Detailed view of the rear deck and jetty.



Figure 32: View of the western façade showing changes such as the infill/ removal of the first-floor verandas and removal of the rear deck.

4. ASSESSMENT OF SIGNIFICANCE

4.1. Understanding Heritage Significance

Each place is unique and has its own combination of values. Therefore, before making decisions about the future of a heritage item it is essential to understand its heritage values so that these will be retained when making future decisions about the place. The statement of heritage significance summarises an item's heritage values.

4.2. Assessment of Criteria

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance. There are two levels of heritage significance, State and local.

The following assessment of significance has been prepared in accordance with the Assessing Heritage Significance, 2001 guidelines from Heritage NSW

(a) an item is important in the course, or pattern, of the local area's cultural or natural history

The subject site is associated with the development of Governor Phillip Park as a public recreational space and is considered to be consistent with reasons why the park was eventually converted to a recreational reserve during the 1920s. Constructed in 1947, the Barrenjoey Boathouse and associated jetty have continuously been used as the site of water based recreational activities and has been the site of a series of seaplane businesses since 1975.

(b) an item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history

The subject site is associated with Victor Walton who set up the first seaplanes business in the area, "Aquatic Airways", in 1975.

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

The subject site is an example of a 1940s weatherboard commercial building, typical of the Northern Beaches area. The building has also undergone a series of alterations and additions and subsequently is a pastiche of several period of development. These changes, in particular the extension of balconies located on the Pittwater façade, are illustrative of the gradual change in requirements of the site, which now operates as both the seaplane/boat hire business and a café. The Barrenjoey Boathouse is not considered to be of exceptional aesthetic significance.

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

The subject site has continued to serve the local community and visitors as a recreational site, most significantly operating as the site of various seaplane businesses including Aquatic Airways and Sydney Seaplanes from 1975 onwards. The existing café is also considered to contribute to the recreational reserve.

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

Historical research has not indicated the subject site has the potential to yield information that will contribute to an understanding of the local area's cultural or natural history.

(f) an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history

The subject site does not possess uncommon, rare or endangered aspects of the local area's cultural or natural history.

(g) an item is important in demonstrating the principal characteristics of a class of the local area's

- cultural or natural places; or
- cultural or natural environments

The Barrenjoey Boathouse and jetty are representative examples of recreational facilities which were developed in response to the conversion of Governor Phillip Park to a recreational reserve during the 1920s.

4.3. Statement of Significance for the Boathouse

The following Statement of Significance for the Station Beach Boathouse has been extracted from the Inventory Sheet for the Site (L07) in the CMP for Governor Phillip Park:¹⁰

The Boathouse and Jetty is of local significance for its recreational facilities including the location of the first air link between the Gold Coast and Sydney. The boathouse has remained in its present location since its construction with some upgrades and extensions made, and provides for a range of recreational uses directly related to the water and continues to attract visitors to Governor Phillip Park as a destination point from Sydney. The scale and size of the building is in keeping with the surrounding environment.

CPH concurs with this Statement of Significance, however, it notes that the Station Beach Boathouse as the location of the first air link between the Gold Coast and Sydney could not be confirmed through historical research undertaken to date.

4.4. Statement of Significance for the Barrenjoey HCA

The following Statement of Significance has been extracted from the State Heritage Inventory Form for the Barrenjoey Heritage Conservation Area updated by City Plan Heritage on 17 March 2015:

The Barrenjoey Heritage Conservation Area includes sites associated with the earliest phase of European settlement in Pittwater. It retains rare evidence of natural and both Aboriginal and European cultural heritage in a scenic location. It is included within Ku-ring-gai Chase National Park, which contains an outstanding representation of the species that contribute to the high endemism value of the Sydney region.

The area is associated with early inhabitants of Pittwater including Aboriginal and European people, both convicts and free men. The light station is also associated with James Barnet, New South Wales colonial architect in the period 1862-90 and one of the most prominent of all Australian architects in the second half of the nineteenth century. As the site of the first Customs House in the Colony of NSW the area has strong links to the early settlement of Sydney, transportation and the river trade.

The headland also has an evocative aesthetic value for its scenic panoramas to and from Broken Bay and the Pittwater inlet. The area offers high research potential for its flora and fauna, historic and Indigenous archaeology that can provide evidence of the historic development of the northern Sydney area.

It is a prominent landmark with integrated natural and cultural values, with the lighthouse being a fine example in sandstone of a James Barnet design.

4.5. Statement of Significance for Governor Phillip Park

The following Statement of Significance has been extracted from the Conservation Management Plan for Governor Phillip Park:¹¹

¹⁰ Thompson Berrill Landscape Design Pty Ltd, "Inventory Sheet: Barrenjoey Boathouse and Jetty L07," Draft Governor Phillip Park Conservation Management Plan, November 2009, p.3

¹¹ Thompson Berrill Landscape Design Pty Ltd, "Statement of Significance," Draft Governor Phillip Park Conservation Management Plan, November 2009, p.17

Governor Phillip Park occupies the area of land referred to as the tombolo or sandy spit between Palm Beach and the Barrenjoey Headland which forms the south head to Broken Bay. The relatively flat topography of parts of Governor Phillip Park made it attractive to early settlers as it was considered to be arable land and market gardens were one of the early uses on the site. The arable land upstream in the Hawkesbury River catchment was the main reason Broken Bay was promoted as a successful port and trading route during the early days of European settlement.

The site itself is noted to have potentially been a location where Governor Phillip and his exploration party in 1788 camped. The Governor Phillip Park's historical development is integrally linked to the Barrenjoey Lighthouse and the Customs House at the base of the headland. This land was originally acquired by the Crown in 1816, from the original land grant to James Napper and was referred to as Lighthouse Reserve. The land was required for Lighthouse and Customs use, with the Customs House complex constructed at the base of Barrenjoey Headland initially in 1843 and a series of different styles of Lighthouses at the top with the current one built in 1881. The establishment of government infrastructure indicated the importance of the Hawkesbury River region to the settlement of Sydney.

Whilst both the Lighthouse and Customs House complex are located outside the extent of the current Governor Phillip Park, the Park formed part of the original Lighthouse Reserve, the habitable land that was settled providing the support services to construct and maintain the Lighthouse and Customs House. Governor Phillip Park and the Palm Beach Golf Course land supported former Lighthouse Keepers cottages, boatmens cottages and the store. All these buildings have since been demolished, with only minimal evidence of the former location of Beacon Store remaining. The relatively flat land allowed other services and buildings to be constructed upon it plus the immediate access to arable land provided support facilities to the Customs and Lighthouse uses. This support use has continued throughout the sites history. Today, Governor Philip Park is the main visitor access point to the Barrenjoey Lighthouse and Barrenjoey Headland. Whilst the route to reach the historic paved road up to the Lighthouse on the headland has been modified over time, the continued informal access through the park or along the beach retains its significance for visitors.

Barrenjoey Lighthouse and the two cottages are listed on the State Heritage Register as being of State significance. The Customs House, which burned down in 1976 is on the NSW Heritage Register.

The park was historically linked to Palm Beach development and settlement. As the region developed as a holiday destination point, remote yet accessible to Sydney, the Shire sought to acquire part of the Lighthouse Reserve for recreational purposes, to facilitate the growing interest in recreational pursuits as part of the trend towards beach side holiday destinations. This included access to surf, fishing and boating, all of which were available at Governor Phillip Park. The site has then continued to be used for recreational purposes throughout its history to the present day. It still provides its original use as the land based access point to Barrenjoey Headland. Governor Phillip Park is therefore assessed to be of local historical and natural significance.

5. HERITAGE IMPACT ASSESSMENT

5.1. Statutory Controls

The subject site is located within the Barrenjoey HCA as identified under Part 2 of Schedule 5 of the Pittwater LEP 2014, and therefore it is subject to the heritage provisions contained in the Pittwater LEP 2014 and the controls of the Pittwater 21 DCP 2003.

5.1.1. Pittwater LEP 2014

The proposal is addressed below in relation to the relevant clauses of the LEP.

Clause 5.10 Heritage Conservation	Discussion
<p>(2) Requirement for consent</p> <p><i>Development consent is required for any of the following:</i></p> <p><i>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):</i></p> <p><i>(i) a heritage item,</i></p> <p><i>(ii) an Aboriginal object,</i></p> <p><i>(iii) a building, work, relic or tree within a heritage conservation area...</i></p>	<p>The subject site is not identified as a heritage item but is considered a contributory item within the Barrenjoey HCA. The proposed works involve the construction of a new commercial building replacing the existing building on the site as well as alterations and additions to other elements of the Boathouse site in Palm Beach and, therefore, consent is required under subclause (a) (iii) of this clause.</p>
<p>(4) Effect of proposed development on heritage significance</p> <p><i>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</i></p>	<p>In accordance with this clause, this HIS has given careful consideration to the proposed works and their impact on the contributory values of the subject site and the surrounding HCA.</p> <p>A detailed impact assessment has been provided in <i>Section 5.1.2 - Pittwater 21 DCP 2003</i></p>
<p>(5) Heritage assessment</p> <p><i>The consent authority may, before granting consent to any development:</i></p> <p><i>(a) on land on which a heritage item is located, or</i></p> <p><i>(b) on land that is within a heritage conservation area, or...</i></p> <p><i>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would</i></p>	<p>This HIS has been prepared in accordance with this clause due to the subject sites' contributory values within the HCA detailed in <i>Section 1.4 - Heritage listing</i>. It follows the methodology in line with the NSW Heritage Manual "<i>Statement of Heritage Impact</i>" and "<i>Assessing Heritage Significance Guidelines</i>."</p>

Clause 5.10 Heritage Conservation	Discussion
<i>affect the heritage significance of the heritage item or heritage conservation area concerned.</i>	
<p>(6) Heritage conservation management plans</p> <p><i>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</i></p>	<p>The Station Beach Boathouse has been assessed as being a contributory item within the Barrenjoey HCA. The building itself is not considered of a level of significance to warrant the production of a site-specific Conservation Management Plan (CMP). The CMP for the Governor Phillip Park includes the Boathouse and its recommendations have been considered as applicable.</p>
<p>(7) Archaeological sites</p> <p><i>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</i></p> <p><i>(a) notify the Heritage Council of its intention to grant consent, and</i></p> <p><i>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</i></p>	<p>Whilst a detailed archaeological assessment has not been carried out on the site, historical research has not indicated the site has any potential for archaeological remnants. The Inventory Sheet (07) for the Barrenjoey Boathouse and Jetty contained in the 2009 Draft CMP for Governor Phillip Park has indicated in its assessment of significance that the site contains no identified archaeological potential.¹²</p>
<p>(8) Aboriginal places of heritage significance</p> <p><i>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance...</i></p>	<p>Investigation into potential Aboriginal heritage of the subject site is beyond the scope of this report.</p> <p>However, a search of the Heritage NSW, Department of Premier and Cabinet AHIMS Web Services (Aboriginal Heritage Information Management System) was undertaken for Lot 298 DP 721522 (subject site) with a buffer of 50m, which it has shown that:</p> <ul style="list-style-type: none"> ▪ 0 Aboriginal sites are recorded in or near the location, and; ▪ 0 Aboriginal places have been declared in or near the location. <p>Therefore, no impact on a known Aboriginal place of significance is anticipated.</p>

¹² Thompson Berrill Landscape Design Pty Ltd, Conservation Management Plan (DRAFT), Governor Philip Park, p.3-5 November 2009.

5.1.2. Pittwater 21 DCP 2003

The following table addresses the relevant controls of the DCP.

Pittwater 21 DCP 2003. Section B1 - Heritage Controls	This proposal relates to these matters as follows:
<p><i>B1.1 Heritage Conservation - Heritage items, heritage conservation areas and archaeological sites listed in Pittwater Local Environmental Plan 2014</i></p> <p><u>Heritage Conservation Areas</u></p> <p><i>Development applications in heritage conservation areas, involving work likely to impact the heritage significance of the conservation area, must be accompanied by a Statement of Heritage Impact, establishing and assessing how the significance of the heritage conservation area will be affected by the development.</i></p>	<p>As detailed above, this HIS has been prepared in accordance with the statutory requirements and responds to this control due to the subject sites' contributory values within the HCA.</p>
<p><i>The existing street pattern that reflects the original subdivision pattern of the estates is to be retained. Development is to respond to the established development patterns of the area as displayed by the subdivision layout, and front and side setbacks.</i></p>	<p>The proposal does not include any changes to the existing street pattern and will retain the existing subdivision pattern.</p>
<p><i>Distinctive characteristics of the streetscapes including fitting into the unique topography, leafy quality and garden settings is to be retained.</i></p>	<p>The Boathouse contributes through its scale, form and uses to the streetscape of Beach Road and to the aesthetics of Governor Phillip Park, within which the site is located. While the proposal includes removal and reconstruction of the Boathouse, the contributory values of the structure as a complimentary scale, form and recreational business to the area will not be impacted. As the new structure will be a reconstruction of the existing building (with some minor and necessary alterations in design) the overall aesthetic appearance of the Boathouse will be retained. The overall height increase is 1.7m from 8.73m to 10.43m, which is made up of the following:</p> <ul style="list-style-type: none"> ▫ 0.3m rise in ground floor in line with the recommendation of the Coastal engineers from 2.5m to 2.8 m to overcome future effects of global warming; ▫ Raising up the finished ceiling height on the ground floor by 0.5m to comply with the BCA requirements; ▫ Raising of the longitudinal wall on the east side by 1.1m to the height of 2.4m for compliance with BCA requirements while the west side wall is raised by 0.6m; and

Pittwater 21 DCP 2003. Section B1 - Heritage Controls	This proposal relates to these matters as follows:
	<p>▫ Having 0.25m thickness to the first floor and roof to meet the requirements of lightweight timber construction standards.</p> <p>The above requirements necessitated increase in overall height of the building under the current standards as at the time of its construction in 1947 such modern building standards were not in place and the building could be built lower than it is required today. Notwithstanding, even with the new increased height the building will remain below the surrounding vegetation and would not interrupt any significant views to and from the water. When viewed from the water the distance and isolated location of the boathouse with the Governor Phillip Park stretching along the beach at the background, its visibility will be negligible when compared with the current presentation and visibility of the boathouse in its context.</p> <p>Changes to the other elements of the site including landscaping and the introduction of a new outbuilding to replace the current storage sheds on the southern boundary will occur. The changes proposed to the front landscaping will see the stripping back of some elements of hard landscaping including paving while seeing the addition of native species and reconfiguring the entryway path to the Boathouse. Further, through a Voluntary Planning Agreement, low soft landscaping and dune stabilisation works to the north of existing car spaces will be undertaken.</p> <p>These changes provide a positive outcome in that they increase the natural greenspace of the site, improve landscape stability and, assist in maximising tree success while respecting the significance of the Norfolk Island pines central to the landscape.</p> <p>The new outbuilding to replace the current assortment of service and storage sheds on the southern boundary of the site will provide a more visually cohesive addition within the landscape. The changes in scale of the proposed structure from the current arrangement is minor and will have no negative impact on the character of the surrounding landscape.</p>
<p><i>No new intrusive changes or elements will be permitted in the heritage conservation areas, including high, visually impenetrable front fences, painting of face brick façades, removal of original detailing, or unsympathetic alterations and additions.</i></p>	<p>The proposed changes to the site do not include alterations or additions that have been identified as intrusive, nor does the proposal seek the removal of significant original fabric.</p> <p>As detailed in Section 3.3, the Boathouse building was originally constructed in 1947 but has been significantly altered and added to over</p>

Pittwater 21 DCP 2003. Section B1 - Heritage Controls	This proposal relates to these matters as follows:
	<p>the years. The replacement building will essentially be the same building but elevated to meet the requirements for hundred-year flood levels and increase the material life of the building as per the Coastal Engineers report the E.P, L. for flooding and wave inundation and free board, which has been set to 2.8m</p> <p>The replacement of non-significant fabric by a means and with a design that is consistent with and sympathetic to the significant surrounding character of the site is considered acceptable in the context. This is in order to further update the operation of the Boathouse, increase its useable space, provide improved amenity to the site and work towards a long-term strategy for the site's conservation and continued operation. This is to be carried out in tandem with landscape works and foreshore stabilisation works which will assist in the integration of the space surrounding the Boathouse into the significant landscape.</p> <p>Consultation has occurred between the architect and CPH in order to ensure a positive outcome for the Boathouse that ensures the contributory values of the building are retained. The resultant design is considered sympathetic to the building, Governor Phillip Park and the HCA in general, which will have no adverse impact on their established heritage values.</p>
<i>Development must minimise the visual impact on the surroundings, in particular the landscaped setting.</i>	<p>As detailed above, consultation has been undertaken with the architect to ensure the proposal does not impact on the heritage significance of the HCA and Governor Phillip Park. The new building is essentially the same as the existing with a necessary increase in its levels to avoid impact of flood. As such, the proposed design will not adversely impact on the landscape setting of the HCA or Governor Phillip Park but will continue to positively contribute to the park and streetscape.</p> <p>Works to the surrounding landscape of the site including the introduction of a stone seawall to the south of the junction between the deck and the foreshore will assist in foreshore stabilisation protecting against erosion, conserving the structure's long-term relationship with the surrounding environment.</p> <p>In addition, the introduction of low soft landscaping and dune stabilisation to the area north of existing car spaces is an effective long term measure to ensure protection of the valued natural landscape surrounding the subject site.</p>

<p>Pittwater 21 DCP 2003.</p> <p>Section B1 - Heritage Controls</p>	<p>This proposal relates to these matters as follows:</p>
<p><i>Development in heritage conservation areas is to be carefully designed to respond to the heritage significance of the heritage conservation area, and to complement the existing character of buildings within the heritage conservation area, particularly the nearby heritage item(s) in terms of height, massing, form, bulk, setbacks, scale and detailing. Solid to void ratios of elevations are to be similar to those of nearby buildings with heritage significance.</i></p>	<p>The proposed works to the site have been designed to remain consistent with the existing Boathouse aesthetic which contributes to the significant setting of the site within the Barrenjoey Heritage Conservation Area. While the new structure will be higher in height and features alteration of some of the form of the previous building, the difference is limited and will have little to no impact on the ability to appreciate the significance of the site and surrounding area.</p> <p>The elevations of the new building have carefully considered the void ratios of the new structure and the alignment of openings to interpret the previous configuration of the structure, while ensuring visual consistency and improved amenity. This will contribute to the successful visual integration of the new building into the surrounding setting.</p>
<p><i>Development is not to obscure existing significant views to and from heritage items.</i></p>	<p>The proposed increase in height and change in form of roof elements of the site are minor in their extent and will have little to no impact on any existing significant views to and from heritage items in the vicinity of the site.</p>
<p><i>The materials and finishes of new houses are to be compatible with the materials and finishes of adjoining buildings of heritage significance. They must be similar to, but should not copy, the characteristic materials, finishes, textures and colours of the buildings of heritage significance within the streetscape. Contemporary materials may be used where their proportions, detailing and quantities are consistent with the existing and desired future character of the heritage conservation area.</i></p>	<p>The proposed new structure will utilise finishes to match the existing Boathouse building. This includes weatherboard cladding, timber structures, timber framed openings and corrugated iron roofing. This is considered appropriate as the selected materials while matching in style to that of the existing structure, they are modern in finishes and will be easily identifiable as new work. This will assist in retaining the character of the Boathouse structure in the HCA, while ensuring there is no confusion as to the age of the building.</p>
<p>B1.3 Heritage Conservation - General</p> <p><i>If a property, the subject of a development application, is identified as possibly meeting any of the criteria for heritage listing (encompassing the four values of the Burra Charter, being historical, aesthetic, scientific and social significance) then additional independent information on the potential heritage significance may be requested. If the property meets the criteria for heritage listing then development control B1.1 of this DCP will apply.</i></p>	<p>While the Station Beach Boathouse has been identified as having contributory values within the HCA, it is not considered of sufficient significance to warrant listing under Schedule 5 of the Pittwater LEP 2014.</p>

<p>Pittwater 21 DCP 2003. Section B1 - Heritage Controls</p>	<p>This proposal relates to these matters as follows:</p>
<p>B1.4 Aboriginal Heritage Significance</p> <p><i>If a property, the subject of a development application is identified as possibly meeting any of the criteria for being a potential Aboriginal place or containing an Aboriginal object then additional independent information on the potential heritage significance may be requested.</i></p>	<p>As detailed previously, investigation into potential Aboriginal heritage of the subject site is beyond the scope of this report.</p>
<p>D12.1 Character as viewed from a public place</p> <p><i>Buildings which front the street must have a street presence and incorporate design elements (such as roof forms, textures, materials, the arrangement of windows, modulation, spatial separation, landscaping etc) that are compatible with any design themes for the locality. Blank street frontage facades without windows shall not be permitted.</i></p> <p><i>Walls without articulation shall not have a length greater than 8m to any street frontage.</i></p>	<p>The Boathouse is located on Beach Road; however, the built structure is set back from the street alignment and is largely obscured by significant landscaping in front of the eastern elevation, resulting in its visual street presence being limited. However, the proposed changes to the Boathouse have been designed to reflect the style of the existing building and the general design of weatherboard boathouses seen in the locality.</p> <p>The design of the Boathouse's elevations has carefully considered the void to solid ratios of the new structure and the alignment of openings to interpret the previous configuration of the structure, while ensuring visual consistency and improved amenity. The design features sufficient articulation to maintain existing relationship and effectively integrate the new building into surrounding setting.</p>
<p><i>Any building facade to a public place must incorporate at least two of the following design features:</i></p> <ul style="list-style-type: none"> <i>i) entry feature or portico;</i> <i>ii) awnings or other features over windows;</i> <i>iii) verandahs, balconies or window box treatment to any first floor element;</i> <i>iv) recessing or projecting architectural elements;</i> <i>v) open, deep verandahs; or</i> <i>vi) verandahs, pergolas or similar features above garage doors.</i> 	<p>The proposal relates to the removal and reconstruction of the existing Boathouse building on the site and as such is designed to interpret the existing building and not provide an entirely new concept.</p> <p>The existing Boathouse building's principal elevation to the east features only retractable fabric awnings above the ground floor openings, it does not feature any of the other recommended design features.</p> <p>In the new design these retractable awning fixtures will be removed and replaced by a consistent fixed projected awning at the eave height of the eastern elevation. This will retain a key element of articulation on the facade and is considered an appropriate means of interpreting the aesthetic of the existing Boathouse building.</p> <p>Further, changes to the eastern façade also include the addition of a horizontally oriented service window to accommodate food and beverage takeaway at the ground floor café. This change as well as the inclusion of horizontally oriented louvred windows to the first floor of the</p>

Pittwater 21 DCP 2003. Section B1 - Heritage Controls	This proposal relates to these matters as follows:
	elevation will provide articulation and interest to the façade, preventing any possibility of a blank street frontage.
<i>The bulk and scale of buildings must be minimised.</i>	<p>The changes to the building will see a height increase of 1.7m necessitated by the hundred-year flood levels. In order to minimise the bulk and scale of the new building, the proposed design includes the inclusion of a number of additional windows to the eastern, southern and northern elevations. These windows not only serve to provide interest and prevent the building from appearing bulky, but also serves to provide additional natural light into the proposed new building spaces.</p> <p>Additionally, the bulk of the proposed new ancillary building has been minimised through the use of a skillion roof design.</p>
<i>Landscaping is to be integrated with the building design to screen the visual impact of the built form. In residential areas, buildings are to give the appearance of being secondary to landscaping and vegetation.</i>	<p>The built structure of the Boathouse is set back from the street alignment and is largely obscured by significant landscaping in front of the eastern elevation, resulting in its visual street presence being limited.</p> <p>Reconfiguration of the front landscaped area will see the removal of some areas of hard surfaces and a change the pathway aspect to face southwest towards Station Beach and Pittwater. These changes will result in the focus on the built aspect of the site being reduced and the ability to appreciate the natural aspects of the site and surrounding landscape being improved. These changes will also provide better connection across the Park.</p> <p>The view corridor from Beach Road will be framed by the presence of the existing Norfolk pines to focus on the southwest outlook of Station Beach and Pittwater, with the Boathouse being a secondary but positively contributing feature to the landscape.</p>
<p>D12.3 Building colours and materials</p> <p><i>External colours and materials shall be dark and earthy tones as shown below:</i></p> <p><i>Black, Dark grey, Dark green, Dark brown, Mid grey, Green, Brown, Dark blue.</i></p> <p><i>White, light coloured, red or orange roofs and walls are not permitted:</i></p> <p><i>White, Light blue, Red, Orange, Light grey, Beige.</i></p>	<p>The finishes proposed for the Boathouse draw on the existing colour scheme and materials used in the building. For example, the weatherboard appearance of the Boathouse will be retained and all new built elements, including the ancillary building, will employ such materials in order to reflect the history and seaside location of the Boathouse. The weatherboard beach style of the Boathouse, typically seen in the locality will also be retained.</p>

Pittwater 21 DCP 2003. Section B1 - Heritage Controls	This proposal relates to these matters as follows:
	Whilst this control stipulates the requirement for buildings in the Palm Beach locality to be painted in earthy tones, the proposal does not involve any changes to the existing colour scheme employed in the Boathouse (blue and white). Historically, the Boathouse building has always been painted in a light colour which reflects the beachside location of the site and the typical colour schemes used in such weatherboard buildings. As such, the application of a dark or earthy tone would negatively impact on the aesthetics of the Boathouse and its streetscape appearance.
<i>Finishes are to be of a low reflectivity.</i>	The proposed works do not utilise any finishes of high reflectivity.

5.1.3. Governor Phillip Park Draft Conservation Management Plan Policies

The following table assesses the proposal in relation to the relevant conservation policies identified in the Governor Phillip Park Draft CMP.

Barrenjoey Boathouse Policies	This proposal relates to these matters as follows:
<i>The Barrenjoey Boathouse is to continue to provide recreational facilities and services that contribute to Governor Phillip Park being a destination point for visitors from Sydney. This includes continuation of its current uses including the Seaplanes, Dive operation, Boat hire, Water taxi service and the daytime cafe. Adaptive re-use of the building or accommodation would need to ensure no loss of recreational diversity and place no increased traffic or demand for car parking to be provided for in Governor Phillip Park.</i>	The proposal ensures the retention of the Seaplanes and Boat Hire businesses as well as the restaurant, while maximising available space and increasing amenity, all of which contribute to Governor Phillip Park being a destination point for visitors. Through upgrading the services of these commercial businesses, the Boathouse is able to better accommodate its patrons, while ensuring the businesses can continue to grow and operate effectively long term in their current location.
<i>The jetty is to continue to be used for a range of recreational uses including boating, seaplanes and informal pedestrian access.</i>	The proposal while raising the level of the Boathouse and decking retains all fixtures related to the operation of the Seaplane and Boat Hire businesses. The upgrade of the Jetty is seen as a positive contribution to the ongoing conservation and sustainability of the site in relation to long-term changing environmental factors, as identified in the Palm Beach Plan of Management.
<i>The building footprint, scale and height is currently consistent and balanced with other site uses and values. Public access around the building and along Station Beach needs to be improved and maintained.</i>	The proposal retains the footprint of the existing Boathouse building, reconfiguring the current room arrangement to maximise useable space. This has resulted in the ability for public access around the Boathouse structure to remain unchanged. Additionally, the proposal seeks to

Barrenjoey Boathouse Policies	This proposal relates to these matters as follows:
	<p>improve public access to the surrounding areas particularly onto Station Beach.</p> <p>Access around the building will be improved by the addition of a new raised decking area along the southern side of the building with a new step and ramp to beach level in order to meet BCA accessibility standards. This new arrangement will allow for disabled access around the building and to the newly constructed council area. Further, the re-orientation of the entry pathway southwest from Beach Road will improve the outlook and physical access from Governor Phillip Park to Station Beach.</p>
<p><i>Any future built works associated with the Barrenjoey Boathouse is to be designed with a sympathetic architectural form to the existing boathouse, and not present an obtrusive visual form or bulk in the site, be no higher than the existing structure, and use colours sympathetic to the site character.</i></p>	<p>As previously detailed, CPH have consulted with the architect in order to deliver a design for the new building that improves the amenities of the site while also ensuring the architectural form and design of the Boathouse is retained and enhanced.</p> <p>The proposed design while increasing the height of the building by 1.7m to protect it from flooding has mitigated any potential bulk resulting from this increase by the addition of windows on the north, south and eastern facades, which have been considerably designed to interpret the former window configuration while adding interest and improved access to natural light.</p> <p>The new amenities building provides for modern storage facilities and public access to the toilet block that fulfils the BCA requirements for the site. Beside the amenities block there is a modern sewage system that complies with the Hydraulic Engineers requirements for capacity and to Coastal Engineers requirements to avoid flooding. The amenities building, sewer tanks and service line for the sewerage, water and power have been designed in consultation with the Arborist to avoid impacting the 3 significant Norfolk Island Pines.</p>
<p><i>Retain the existing Norfolk Island Pine and Canary Island Date Palm plantings in their current form. When the Pines or Palms senesce, replace with the same species in the same location. No additional planting of these species outside the existing locations to retain the clear distinction between these plantings and future works.</i></p>	<p>The Governor Phillip Park CMP identifies a number of Norfolk Island Pines of significance located in close proximity to the Boathouse. The proposed changes to landscaping at the front of the site include the removal of some elements of hard landscaping such as paving and reconfiguration of the entryway path to the Boathouse. These changes are considered positive in that they increase the natural greenspace of the site as per the recommendation by the Arborist and respect and protect the significance of the Norfolk Island Pines central to the landscape of the area. The</p>

Barrenjoey Boathouse Policies	This proposal relates to these matters as follows:
	<p>proposed works do not feature other landscape works relevant to significant plantings.</p> <p>Furthermore, the pathway through the area has been design in consultation with council to give direct access and view to Station Beach with the Boat House entrance to the side. The public access to both allotments has been maintained.</p>

5.2. Heritage NSW Guidelines

The following questions have been extracted from the Heritage NSW publication, *Statements of Heritage Impact, 2002*. Responses have been provided in relation to the proposed development.

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons.

- Reconfiguration of the front landscaped area will see the removal of some areas of hard landscaping and a change of the pathway aspect to face southwest towards Station Beach and Pittwater. These changes will result in the focus on the built aspect of the site being reduced and the ability to appreciate the natural aspects of the site with the surrounding landscape being improved. These landscape works in tandem with the addition of the southern seawall structure assisting in foreshore stabilisation will ensure sustainable integration of the Boathouse site into the surrounding environment.
- The proposed reconstruction of the Boathouse will see the update to the structure, increasing its useable space, provision of improved amenity to the site while working towards a long-term strategy for the site's ongoing conservation and continued operation in consideration of the future flood levels.
- The proposed new outbuilding to replace the current assortment of service and storage sheds on the southern boundary of the site will provide a more visually cohesive addition within the landscape.

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.

- The proposed design while increasing the height of the building by 1.7m has mitigated any potential bulk resulting from the height increase through the addition of windows and fabric articulation on the north, south and eastern facades. The new windows have been designed to consider adequate spatial alignment for visual consistency while interpreting the former window configuration through horizontally oriented louvred windows. These changes will ensure adequate articulation and interest in the building's external surfaces, while improving internal access to natural light.

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

- No other known sympathetic solutions have been considered and discounted for the proposed works.

5.3. Response to Council's Comments

The following discussion on the proposed works and their potential impact on the subject site responds to comments relevant to heritage conservation matters provided by Pittwater Council in relation to Application No. PLM2020/0137 dated 9/07/2020. Council's comments are quoted in *italics*.

Pittwater LEP - Miscellaneous Provisions, 5.10 Heritage Conservation

While Heritage can generally support the rebuilding of the boathouse with a similar form and external presentation, it notes the proposed increase in height. The HIS submitted with the proposal must address this inconsistency and provide justification for any departure from this policy.

The proposed works to the site involve an increase in the height of the building by 1.7m, this increase in height is required to achieve the finished floor levels necessitated by the hundred-year flood levels while maintaining a form similar to the existing building. From a heritage perspective the change in height from the existing ridgeline increase by 1.7m, which is approximately at the height of the existing satellite dish, is not a significant departure in the existing context and is considered generally to be of a similar scale to the existing building. This is evident from the images provided at the end of this section.

The change will not interrupt any views identified as significant, nor will it see an adverse change to the appreciation of the surrounding landscape. The impact of these changes on the bulk and scale of the building and how it is appreciated more generally has been mitigated by the retention of the pitch, and form of the existing roof as well as the addition of windows to the north, south and eastern facades. These additional windows, which have been considerably designed to interpret the former window configuration, add articulation and visual interest to the exterior as well as improving internal access to natural light.

Therefore, the proposed increase in height of the replacement building from the existing is considered negligible in nature and will have little to no impact on any identified significant views associated with the subject site and items in proximity.

Heritage Referral

Any Heritage Impact Statement submitted with the proposal will need to consider the draft CMP and provide an assessment against its policies. In particular, Heritage draws attention to the boathouse's inventory sheet which states:

"Any future built works associated with the Barrenjoey Boathouse is to be designed with a sympathetic architectural form to the existing boathouse, and not present an obtrusive visual form or bulk in the site, be no higher than the existing structure, and use colours sympathetic to the site character."

While Heritage can generally support the rebuilding of the boathouse with a similar form and external presentation, it notes the proposed increase in height. The HIS submitted with the proposal must address this inconsistency and provide justification for any departure from this policy.

This report has addressed the relevant policies of the Draft CMP in Section 5.1.3 including the potential impact on views associated with the site as a result of building height increase in the above response to council comments on the proposal. Further, in response to the listed future use policy contained in inventory sheet L07 of the Governor Phillip Park Draft CMP, the proposed design of the replacement boathouse complies with the recommended principles of sympathetic design in form, bulk and colour. The exception of the increase in height which contravenes this policy is required to achieve the finished floor levels necessitated by the hundred-year flood levels whilst maintaining a form similar to the existing building.

As outlined in Section 5.2 of this report, the increase of 1.7m in ridge height is considered to be negligible in nature with little to no impact on any identified significant views within the subject site or items in proximity. Any potential impacts from this change have been further mitigated by the sympathetic design of the replacement building which largely adheres to the form and scale of the existing boathouse and therefore is considered acceptable from a heritage perspective.

The following images indicating the likely visibility of the proposed replacement boathouse from various viewpoints show the negligible impact on the existing landscape context and suitability of the increased height of the boathouse, which is a little higher than the top of the existing satellite dish. The likely impact of the proposed new building is further explored in the photomontages submitted and included below.



Left: The existing satellite dish and the approximate height increase, which is much lower than the trees. Right: View from the road showing the surrounding landscape with approximate height increase indicated by red line.



In these views the Boathouse is hardly visible due to the surrounding landscape and trees. The height increase will not make any difference to these views.



Left: View from Palm Beach side. Right: View from Station Beach along the west side of Governor Phillip Park to the Boathouse (in yellow circle). As evident the visibility of the Boathouse is very limited within the vegetation and its replacement will not make any impact to these existing views and landscape character as it will have almost the same scale and visibility as the existing. The approximate height increase indicated by the redline on both photos.



Views from the wharf looking towards north and south sides of the existing Boathouse with the approximate height increase indicated by redlines. The impact of the increase to the scale of the building from this view will have negligible impact on the views to the landscape and parkland behind.



Figure 33: Photomontage looking southwest showing the existing boathouse (top) against the changes under the proposal (bottom) (Source: Denebdesign, PM02, 04.02.2021)



*Figure 34: Photomontage looking west showing the existing boathouse (top) against the changes under the proposal (bottom)
(Source: Denebdesign, PM03, 04.02.2021)*



*Figure 35: Photomontage looking northwest showing the existing boathouse (top) against the changes under the proposal (bottom)
(Source: Denebdesign, PM04, 04.02.2021)*

6. CONCLUSION AND RECOMMENDATIONS

In conclusion, it is considered by City Plan Heritage that the proposed works, including the demolition and reconstruction of the existing boathouse building with associated landscaping will result in little to no impact on the heritage significance of the Barrenjoey Heritage Conservation Area and the Governor Phillip Park.

The proposed new building replacing the existing boathouse has been designed to interpret and reflect the weatherboard design of the existing Boathouse structure, while ensuring that through contemporary materials and detailing, the work is easily identifiable as new and not a copy of the original. The configuration and fabric of the existing boathouse have been modified and replaced over time due to its beachside location and its operational requirements. Therefore, its replacement with essentially a similar structure will not impact on its contributory values within the HCA.

Additionally, the proposed landscape works to the site including changes to the configuration of front of site landscaping, the addition of a seawall section, dune stabilisation, and proposed addition of new native vegetation will help to effectively integrate the site into the significant surrounding environment.

The proposed works provide a necessary upgrade to the Boathouse building which will assist in continuing the sustainable operation of the site in its current location for the future avoiding impact of raising sea and flood levels.

The proposal demonstrates compliance with the existing controls regarding heritage conservation and is therefore recommended to Council for approval.

With the following recommendations:

Photographic Archival Recording

- A built heritage specialist is to develop an archival record of areas implicated by the works prior to commencement of the works in accordance with the Heritage NSW, Department of Premier and Cabinet guidelines *Photographic recording of Heritage Items Using Film or Digital Capture (2006)*.

CITY PLAN HERITAGE

February 2021

APPENDIX A:

Article on historic development of the Boathouse
Prepared by Pittwater Life, Issue December 2019



Times Past

MAIN: The wharf and boatshed under construction, circa 1946, with camping grounds visible. ABOVE: One heck of a place to park a seaplane!

Local landmark's journey from seaplanes to seafood

Although it might seem to some that the building currently occupied by The Boathouse Palm Beach has always been there, its history is a relatively recent one.

Aub Allen built what was originally a boatshed in 1947 on Crown Land, a year after the wharf was constructed. Aub used it as the location from where he could operate his fishing boat hire business and it may have been the proximity of the Palm Beach camping area that provided the bulk of his business during the 1950s and 1960s. The Beacon Store which stood opposite (and has since been demolished) preceded it by some 10-15 years; it also benefitted from the popular camping area.

Victor and Carmel Walton visited Palm Beach in the early

1970s and saw the potential of the area as a base for seaplane flights, around the Peninsula and to the Peninsula from Sydney Harbour.

They took over the lease of the boatshed and after connecting gas to the premises, moved in full-time in 1975.

In December that year Captain Vic Walton formally began operations as Aquatic Airways with a Cessna 185 floatplane VH-FGC which carried three passengers.

Some golfers referred to the hole nearest the boatshed as the 'aeroplane hole'.

Business literally 'took off' to such an extent that only two years later another Cessna was purchased. This Cessna VH-FVW 206 was a larger plane and could carry five passengers, enabling Vic to

cope better with the increased demand.

Eventually he was conducting a daily commuter service to Rose Bay and another service to Port Stephens on Fridays. He also ran 'restaurant flights' to Cottage Point, Berowra Waters and Peats Bight.

Prior to this, Sid Parsons and his wife had begun a café selling mainly local fish and chips from the boatshed. In 1975 they moved out when the Waltons took over the main lease and Carmel began the popular 'Carmel's by the Sea'.

She retired from the café in 1998 and its lease was taken over by a local woman, Jackie Burns, who ran it until 2008. The Waltons sold the main lease which they had previously purchased from the receivers after Aquatic Airways

ceased when Vic died in 1993.

A group of three - Greg Paramor, Nick Burton-Taylor and Rick Hutchens - bought the lease and have held it since 2008. 'Carmel's by the Sea' then became The Boathouse.

Also on the same site, Adam Hillier runs the Barrenjoey Boat Hire which Russell Walton had begun as Barrenjoey Boating Services in the late 1990s, with self-drive boats in all shapes and sizes.

TIMES PAST is supplied by local historian and President of the Avalon Beach Historical Society **GEOFF SEARL**. Visit the Society's showroom in Bowling Green Lane, Avalon Beach.

Times Past

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