

HERITAGE IMPACT STATEMENT



No. 22-24 Raglan Street, Manly
April 2019 | J3555

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1.0 INTRODUCTION

1.1 Preamble

This Heritage Impact Statement for No. 22-24 Raglan Street, Manly, New South Wales, has been prepared to accompany a Development Application for alterations and additions to No. 22-24 Raglan Street, Manly.

Manly is located within the Northern Beaches Council area. The principal planning control for the site is the *Manly Local Environmental Plan 2013 (LEP 2013)*. The site is not listed as a heritage item but is located within a Heritage Conservation area and lies within the vicinity of other heritage items as listed by Schedule 5, Part 1 and Part 2 of this plan. Under Part 5.10 of the LEP 2013, a heritage management document is to be submitted with the development application.

(4) Effect of proposed development on heritage significance

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).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or
- (b) on land that is within a heritage conservation area, or
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b),

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item

The appropriate heritage management document in this instance is a Heritage Impact Statement (HIS). This statement has been prepared at the request of the owner of the site and accompanies plans prepared by Mostaghim and Associates.

1.2 Authorship

This statement was prepared by Patricia Sims, B.Arts, B.Appl.Sc. (Env.Des.), B. Arch., M.Herit.Cons.(candidate) and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage.

1.3 Limitations

A detailed history of the site and a full assessment of significance to NSW Heritage Division standards were not provided for. The information contained in this HIS was taken readily available sources. An Archaeology assessment was not provided for.

1.4 Methodology

This assessment has been prepared with reference to the *NSW Heritage Manual* update *Assessing Heritage Significance* (2001).

1.5 Physical Evidence

A site visit was carried out in March 2019. Unless otherwise stated, the photographs contained in this assessment were taken by the authors at that time.

1.6 Documentary Evidence

The following resources were accessed for the preparation of this report:
Mitchell Library, State Library of New South Wales.
Wellings Local Studies Collection, Manly Library.

1.6.1 General References

Attenbrow, Val, *Sydney Aboriginal Past: investigating the archaeological and historical records*, NSW, University of New South Wales Press Ltd, 2002.

Champion, George, *Manly in 1855*, September, 2004. Wellings Local Studies Collection, Manly Library.

Champion, Shelagh and George, *Manly, Warringah and Pittwater: First Fleet Records of Events, 1788-1790*, 1990. Wellings Local Studies Collection, Manly Library.

Connellan, Ian, 'A Place by the Sea: A short history of Warringah' in *Pictures of Warringah*, NSW, Warringah Shire Council, 2002.

Curby, Pauline, *Seven Miles from Sydney: A History of Manly*, Manly Municipal Council, 2001.

Kate Blackmore and Associated Consultants, *Heritage Study: Municipality of Manly*. Unpublished report prepared for Manly Council and the Department of Environment and Planning, April, 1986. Mitchell Library.

Metherell, Terry, *Birkley Road, Manly: 1899-1929*. Pamphlet produced for Wellings Local Studies Collection, Manly Library, October, 2006.

Muir, D.K., *Henry Gilbert Smith (1802-1886) of Manly and Wollongong*, NSW, Manly, Warringah and Pittwater Historical Society, 1996.

Sydney Wants to See You! Booklet designed and printed by Waite & Bull, Sydney, under instructions from the Commissioner for Railways, Commissioner for Road Transport and Tramways, the Sydney and Manly Ferry Companies, undated (late 1930s).

The Official Jubilee Souvenir to Commemorate the 50th Anniversary of the Incorporation of the Municipality of Manly 1877-1927, NSW, Manly Council.

Wells, W.H., *A Geographical Dictionary or Gazetteer of the Australian Colonies*, 1848. Facsimile edition published by the Council of the Library of New South Wales, 1970.

Wing, Judy, *Historical Context Report Prepared for the Warringah Heritage Study*. Unpublished study dated April, 1992.

1.6.2 Historic Plans and Photographs

- NSW Lands Department, *Aerial Photograph over Manly* 1943.
- SIX Maps.

1.6.3 Heritage Listing Sheets

- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. State Heritage Register SHR: 00938.
- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. S.170 NSW State Agency Heritage Register.
- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. State Heritage Inventory Data Base No: 3430433.
- St Mary's Church, Presbytery and School, Whistler Street (corner Raglan Syreet), Manly, NSW 2095. State Heritage Inventory Data Base No: 2020234.
- Baby Health Care Centre Building, 1 Pittwater Road, Manly, NSW, 2095. State Heritage Inventory Database No: 2020539.
- Pittwater Road Conservation Area, Manly, NSW 2095. State Heritage Inventory Database No: 2020536.

1.6.4 Planning Documents

- Manly Local Environmental Plan 2013
- Manly Development Control Plan 2013

1.7 Site Location

No. 22-24 Raglan Street, Manly is located on the northern side of Raglan Street between Pittwater Road to the west and Whistler Street to the east (Figure 1). The site is identified as Lot 100 D.P. 1009880.



Figure 1: Site Location. Six Maps 2019

2.0 BRIEF OUTLINE OF THE HISTORICAL DEVELOPMENT

2.1 Original Occupation

While an Aboriginal history is not provided for, it is acknowledged that the original inhabitants of Manly are the Cannagal, Borogegal and Kay-e-my people.¹

2.2 Early European History

European exploration of the North Shore began soon after the settlement of Sydney. On 2nd March, 1788, Governor Arthur Phillip led the first of several explorations into the area that Captain Cook had named Broken Bay. Captain John Hunter in 1792 mapped the coastline between Manly beach and Barrenjoey.

From the 16th January, 1793, successive colonial governors made land grants outside declared boundaries of the township of Sydney in order to open up land and augment the colony's food supplies². The northern shores of Sydney Harbour were located well outside the township boundaries and were largely ignored by the colonists until a series of land grants were made in and around modern day North Sydney in the mid 1790's.

¹ *Aboriginal Heritage*. Online reference: http://www.kmc.nsw.gov.au/About_Ku-ring-gai/History_heritage/Aboriginal_heritage.

² The right to land grants was only gradually conceded from this date. Land was granted to officers from 16 January, 1793 and to emancipists from 1794.

2.3 Early Land Grants

Aside from the activities of the explorers, lime burners and seaman, the coastal area between Manly and Broken Bay was left essentially undisturbed during the first twenty years of European settlement. The inaccessibility and ruggedness of the landscape was such that the more obvious direction for farming and pastoral activities lay to the west and along the Hawkesbury River Valley.

The first land grants in the modern day Municipality of Manly were made during the brief period following the 'Rum Rebellion' of 1808, when the officers of the New South Wales Corps assumed control of the Colony. The nine grants within the present-day municipal area made before 1842 ranged in size from Charles Chapman's 17 acres (1842) to D'Arcy Wentworth's substantial 380 acre grant (1818). The first small lot subdivision in the Manly area occurred when Surveyor General Mitchell laid out the Village of North Harbour (later called Balgowlah) at the head of North Harbour in 1826.

Among the grants made before 1842 was a 100 acre grant made to John Thompson on 13/4/1842. It is upon a part of this grant that the subject property now stands (Figure 2). By this time, land, although still often termed grants, had to be purchased. What, if anything, Thompson used his grant for is not known.

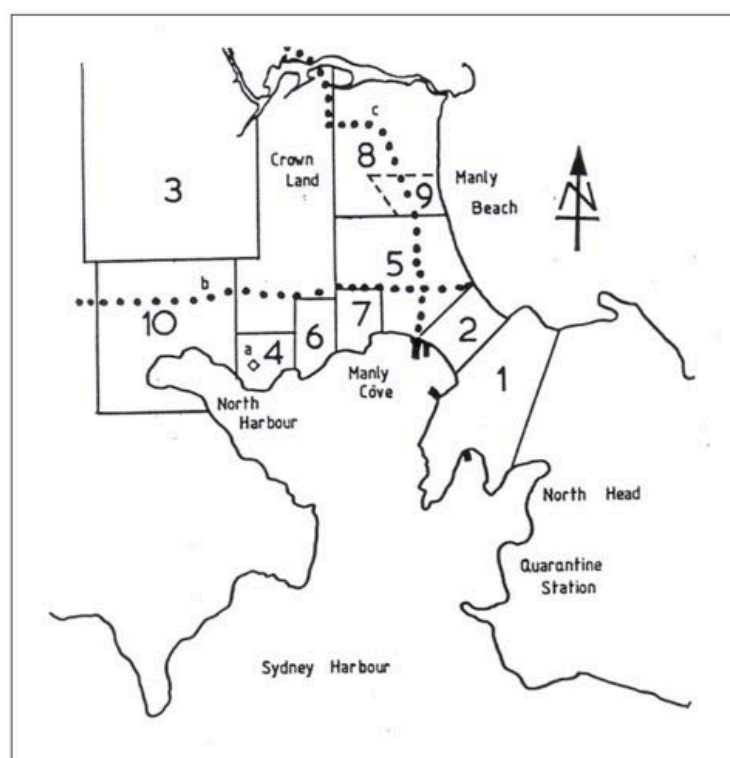


Figure 2: Grants in the manly area 1810-1850. Heritage Study of the Municipality of Manly, 1986.

1. Richard Cheers, 100 Acres, 1/1/1810.
2. Gilbert Baker, 30 acres, 1/1/1810.
3. D'Arcy Wentworth, 380 acres, 25/7/1818.
4. Jn Crane Parker, 20 acres, 12/4/1837.
- 5. John Thompson, 100 acres, 13/4/1842.**
6. Charles Chapman, 17 acres, 18/4/1842.
7. John Wheeler, 19 acres, 18/4/1842.

-
8. C. Andrews and Co. Scally, 100 acres, 9/5/1842.
 9. H.G. Smith, 20 acres purchased 1853. Area marked out as the 'Village of Balgowlah', c.1831.

'a' marks Henry Smith's villa, *Fairlight*, constructed in 1854; 'b' marks the Sydney Road; 'c' marks the Pittwater Road.

Manly remained sparsely populated well into the mid nineteenth century. Access into the area during the early nineteenth century was by means of an early track, possibly an Aboriginal pathway, first shown on a parish map of 1842. This track led from Manly Cove to the Head of Curl Curl Lagoon.³ Only 29 residents were listed in the censuses of 1841 for the Manly/North Harbour area; W.H. Wells's *Gazetteer of the Australian Colonies*, published in 1848, indicates that there were only 24 houses and 63 inhabitants in the whole of the Parish of Manly Cove at this time.⁴

The slow development of the area during the first half of the nineteenth century cannot solely be attributed to its distance from Sydney, given that settlers had reached as far west as Cootamundra by the 1830s. Several factors limited development. Agricultural potential was perceived to be low and the area was isolated from potential markets. One family, the Wentworth family consolidated a substantial estate and did little to develop it. The decision to establish the Quarantine Station on North Head in 1832 removed another large parcel of land from development.

2.4 The Foundation of Modern Day Manly and Henry Gilbert Smith

The establishment of a permanent ferry service at The Spit in 1850 improved access into the Manly area. Over the following ten years, the businessman and entrepreneur Henry Gilbert Smith pieced together a sizeable estate through purchase and lease. Thompson's grant, and thus the subject property, was the first of Smith's purchases (March 1853). By 1856, Smith had consolidated an estate of over 200 acres, to he added a further 130 acres of leased land to the south of The Corso.⁵ Smith did not reside permanently on his Manly estate but visited periodically to stay in a stone cottage already on Thompson's grant when he acquired it in 1853. During the following decade, he would construct two more residences for his personal use, the first a modest cottage designed by Edmund Blacket in 1855 and the second, the much larger and grander villa, *Fairlight*, in 1860.

Smith acquired his Manly estate at a time when Sydney was booming; between 1850 and 1890, the population of Sydney increased sevenfold. Impressed with the natural environs of Manly, Smith marketed lots on his estate under the name *Ellensville-Montpellier* (1855). Refer Figure 3.

³ 'Pittwater Road Conservation Area', Listing sheet from State heritage Inventory (NSW)>

⁴ W.H.Wells, A geographical Dictionary or Gaxetteer of the Australian Colonies, 1848. Muir estimates, using census returns, that there were only 24 people in modern day Manly.

⁵ D.K. Muir, Henry Gilbert Smith, 1996, p.35.

‘...to give such a character to these Marine Retreats that they may become the favourite resort of the Colonist...’⁶

In September 1855, he constructed a pier at Manly Cove and began the first regular ferry services between Sydney and Manly.

Smith’s vision was just that, a vision. *Ellensville* and *Montpelier* were private villages. The Municipality of Manly would not be formed until 1877, leaving Smith solely responsible for the development of essential services, such as roads, footpaths, garbage and night soil collection. Smith required capital from land sales to provide such services. The first allotment of land, however, was not sold until 1859, over four years after the land had been offered for sale. The area was thus considered not only too far from Sydney, but also under serviced.



Figure 3: H.G. Smith’s first sub-division plan in Manly in January 1855, Source Pittwater Road, Conservation Area, Manly Final Draft History. Tropman and Tropman Architects. Ian Jack Heritage Consulting Pty Ltd January 2017.p12. Site noted in red.

⁶ Cited in Kate Blackmore and Associated Consultants, Heritage Study of Municipality of Manly. Unpublished study prepared for Manly Municipal Council and Department of Environment and Planning, April 1986. Volume 2, p.95.

Despite the lack of permanent settlers, Manly did become a popular place for day trippers. Visitors were attracted to Manly because of its undisturbed natural surrounds, for shooting and fishing parties.

By the time that the first block of land was sold at Manly, Smith had abandoned his earlier plans for *Ellensville*. The plans had been revised and offered for sale under the name *Brighton* or *New Brighton*, refer *Figure 4*. One visitor questioned the tenuous connection of Smith's estate to England's Brighton sea side resort:

'Manly Beach is known as the Brighton of Australia. Why it would be so called is a mystery for though the trip of steamer across Sydney Harbour to Manly is really beautiful, there is no more resemblance between Manly and our Brighton than Between Sydney Harbour and the Grand Canal....The arrangements upon its beach, however, are worthy of a pantomime. There is a row of structures resembling sheep-pens, each of which enclosures some presumably valuable, though diminutive, botanical treasures...'⁷

This more modest second scheme comprised 422 allotments arranged in eight sections and remains discernable in the street pattern of Manly today. The block pattern is rectilinear with wide streets arranged on a grid pattern. When offered to the public in 1858, sales on the Brighton Estate were slow. Only 15 blocks sold in the period to December 1863, for a total of £1,794.⁸ A generous man, Smith donated land to churches or sold some allotments for nominal pepper corn rent of 10 shillings. Tourism continued to remain the most important activity in this phase of Manly's development. Hotels, boarding houses, and private residences leased to holiday makers thrived as Manly developed a reputation as a sanatorium.

During the period 1850 to 1870 the population of Manly fluctuated considerably between the busy summer periods and quiet winters. There were only 32 entries under 'Manly or New Brighton' in *John Sands' Sydney and Suburban Directory* of 1861. Over the following twenty years, the permanent population began to increase; the number of listings in *Sands' Directories* increased from 70 in 1870, to 80 in 1875 and 166 in 1880.⁹ During this period, the Municipality of Manly was declared (1877), bringing with it the hope that better amenities would follow. Henry Smith died in Brighton, England in 1886, leaving his Australian property in Trust for his three young sons. The Trustees continued to sell the remaining land in Manly.

Elsewhere in the Municipality during the latter part of the nineteenth century, Crown lands and other private subdivisions had also been offered for sale. Allotments on the *East Brighton Estate* were advertised in 1877 and 1879. The *Bassett-Darley Estate*, between Manly Cove and Cabbage Tree Bay, was advertised in 1882, followed, in 1883, by the *Buckingham Park Estate* on the northern half of the Manly Golf course. Other sales included the *Cavendish Park Estate* (1885), *Chapman's Estate* at Fairlight (1885), *Carrington Heights* at Balgowlah (1886) and the *Dobroyd Estate* (1887-1888).¹⁰ While a great deal of clearing was carried out, this subdivision activity did not necessarily result in extensive building activity. Manly did, however, acquire a 'small but considerable gentry' during the latter part

⁷ H.Furniss, *Australian Sketches Made on tour, 1899* cited in Kate Blackmore and Associated Consultants, op.cit., April, 1986, Volume 2, p.97.

⁸ D.K.Muir, op.cit., 1996, p.41.

⁹ Pauline Curby, op.cit., 2001, p.66.

¹⁰ Kate Blackmore and Associated Consultants, op.cit. April, 1986, Volume 2, pp111-12.

of the nineteenth century, who built a variety of villa retreats.¹¹ At the other end of the social scale, contemporary accounts suggest that a considerable proportion of the population of Manly lived in sub-standard housing.¹²

Subdivision activity peaked in Manly in the late 1880s before sales slumped with the onset of the economic depression of the early 1890s. While sales once again improved towards the turn of the century, they would never achieve the heights of the 1880s.

Development during the late nineteenth century was never even across the district; for some time, there were comparatively few buildings beyond the village centre and the surrounding high ground. By this time, the Municipality boasted a population of around 3,000 people. There was a total of 585 buildings, the most notable of which were the imposing sandstone forms of the Cardinal's Palace and St. Patrick's College. Despite the development that had occurred during the 1880s, Manly still enjoyed a comparatively low population density when compared to other Sydney Municipalities. Manly had only 0.68 people per acre; Paddington, by contrast, had 26.38 people per acre and Darlinghurst, 44.11 people per acre.

2.5 Raglan Street and The Manly Ambulance Station

Despite the establishment of the first regular ferry services to Manly Cove in mid-1855 and despite the construction of the first wharf by Smith himself, close to his hotel, Ellensville did not attract purchasers at this time. Smith abandoned the 1855 Ellensville Plan and created a new village called Brighton instead which were offered for sale in 1860. Brighton included more or less the same area as Ellensville. Raglan Street was not shown on the Ellensville plan but did appear on the Brighton plan.

As a result of the promotional activities of Smith and others in the late 1850s, there was substantial public interest in the Brighton sale. The 1860 map, Figure 4, is annotated with the names of many purchasers, and most of the allotments in Belgrave Street (now Pittwater Road) within the study area were gradually sold, some in groups to a single investor, which led to future sub-division (*Figure 6*).

As a result of Smith's activities, the state government agreed in June 1860 to develop a public road from Manly to Pittwater, including part of Smith's Belgrave Street and its extension, Pittwater Road. Although it took many years for a satisfactory road to be created, the gazettal in 1860 was a critical step in the history of the study area. Population grew, but was at first largely located near Manly Cove, along The Corso and along the ocean beach. The area was still largely uncleared bushland at that time, with an increasing number of allotments sold but not yet developed. This is shown in an 1875 drawing (*Figure 4*).

Henry Gilbert Smith left Manly, and Australia, quite soon after sub-dividing much of Brighton. His second wife died in 1866 at Fairlight, their dignified Manly home (which was demolished in 1939). The three sons of the marriage were now aged between three and eight, Smith quickly decided that he should return to Britain and educate his sons there. Once in England Smith married for the third time and never returned to Australia. Very appropriately, he died in the English Brighton in 1886. The three sons did not return to Australia after their father's death.

¹¹ Ibid, p.124.

¹² Ibid, pp.60 onwards.

After 1869, Smith's agents began to offer his Manly property for sale, initially his mansion at Fairlight and some tourist premises around Manly Cove. This was followed by sales and resales of land which he had already put on the market in Brighton. The entire block, he owned, bounded by Raglan, Belgrave, Denison and Whistler Streets which includes the subject site, was recast into 19 'villa sites' in 1877 but was acquired by only three purchasers.

A solitary villa site on the corner of Denison and Whistler Streets was sold to E. Tremain, while a member of the Windeyer family purchased the other five northern allotments. The entire southern segment, containing thirteen villa sites, was acquired by G. Everett, a Pyrmont businessman.



Figure 4: Manly in 1875, looking north west. Manly Cove is on the left, Manly beach on the right, connected by the Corso. Source Pittwater Road, Conservation Area, Manly Final Draft History. Tropman and Tropman Architects. Ian Jack Heritage Consulting Pty Ltd January 2017.p15



Figure 5: H.G. Smith's sub-division plan of Brighton, 1860. Source Pittwater Road, Conservation Are, Manly Final Draft History. Tropman and Tropman Architects. Ian Jack Heritage Consulting Pty Ltd January 2017.p14.

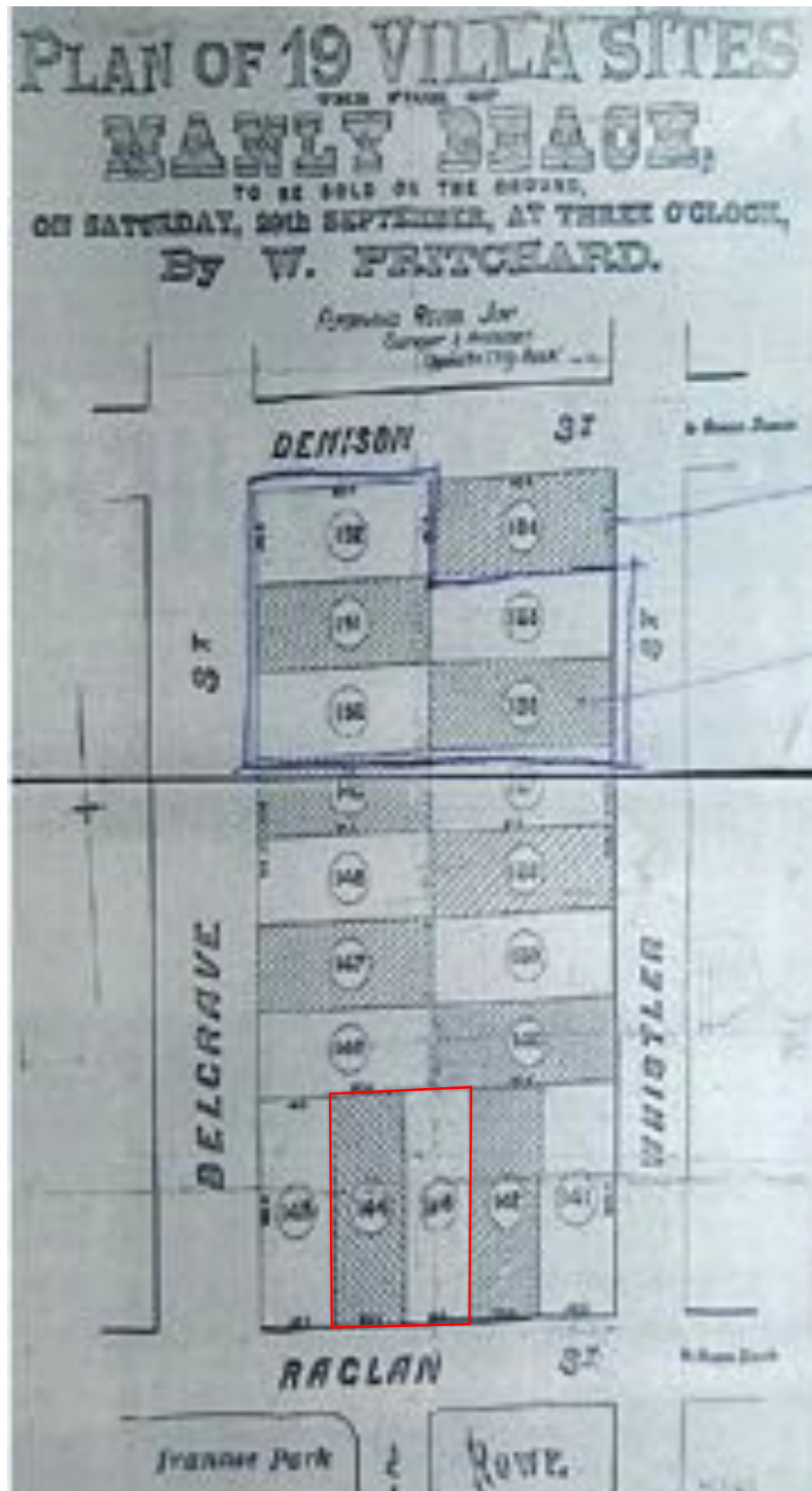


Figure 6: Subdivision in 1877 of the block of vacant land bounded by Denison, Whistler, Raglan and Belgrave Street. This part of Belgrave Street is now Pittwater Road. Source Pittwater Road, Conservation Area, Manly Final Draft History. Tropman and Tropman Architects. Ian Jack Heritage Consulting Pty Ltd January 2017.p17. Site noted in red.

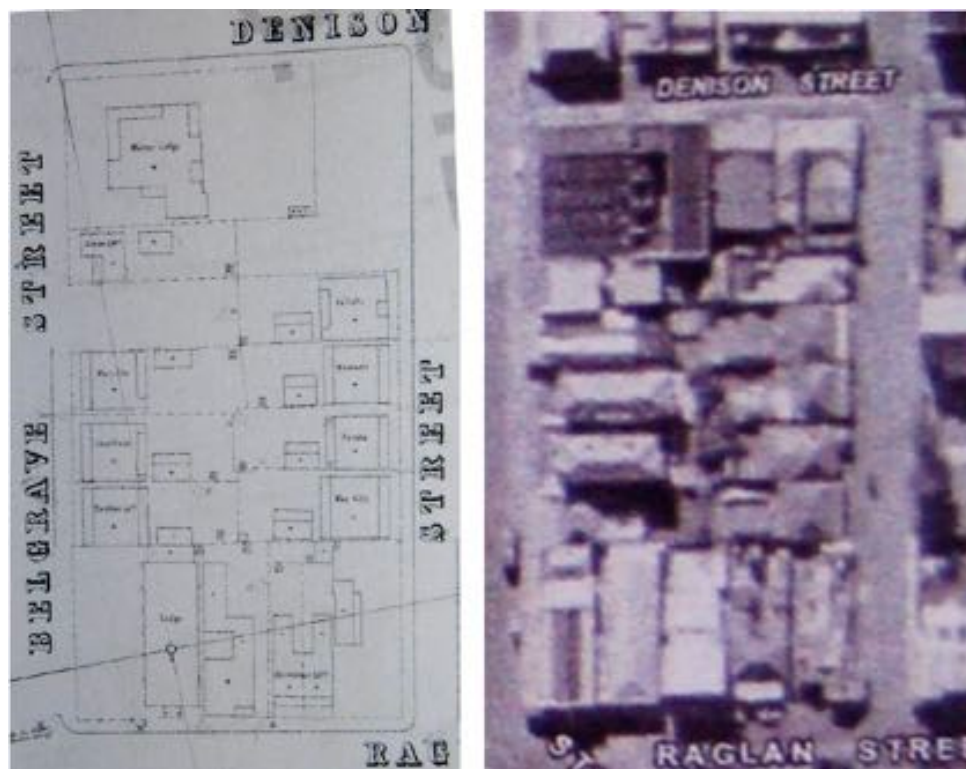


Figure 7: Development of the 1877 sub-division by 1891 (left) and by 1943 (right)
Source. (a) Water Board plan, 1891, Manly, sheet 29; (b) LPI, aerial photograph, 1943.



Figure 8: 1943 aerial. Six Maps

As a result, some early sub-divisions did not settle into their present aspect for many years. Tremain did not build at all initially on his single villa lot, but Walton Lodge was built on the corner of Pittwater Road and Denison Street and there was another

cottage built on the Windeyer purchases. Everett's large investment resulted by 1891 in four villas on Whistler Street, and three on Belgrave Street (Pittwater Road) along with institutional buildings on Raglan Street. The Sydney Sands Directory records, In 1879 The Manchester Unity Order of Oddfellows Hall on the corner of Pittwater Road and Raglan Street refer Figure 9, however the Manly Waterboard Plan of 1891 does not record it. In 1885, The Sydney Sands Directory registers two residents on Raglan Street between Belgrave Street and Whistler Street. By 1905 the Order of Oddfellows shared the Hall with the Wesleyan Church and the Manly School, it appears that three of the five blocks fronting Raglan Street were built upon at this time.

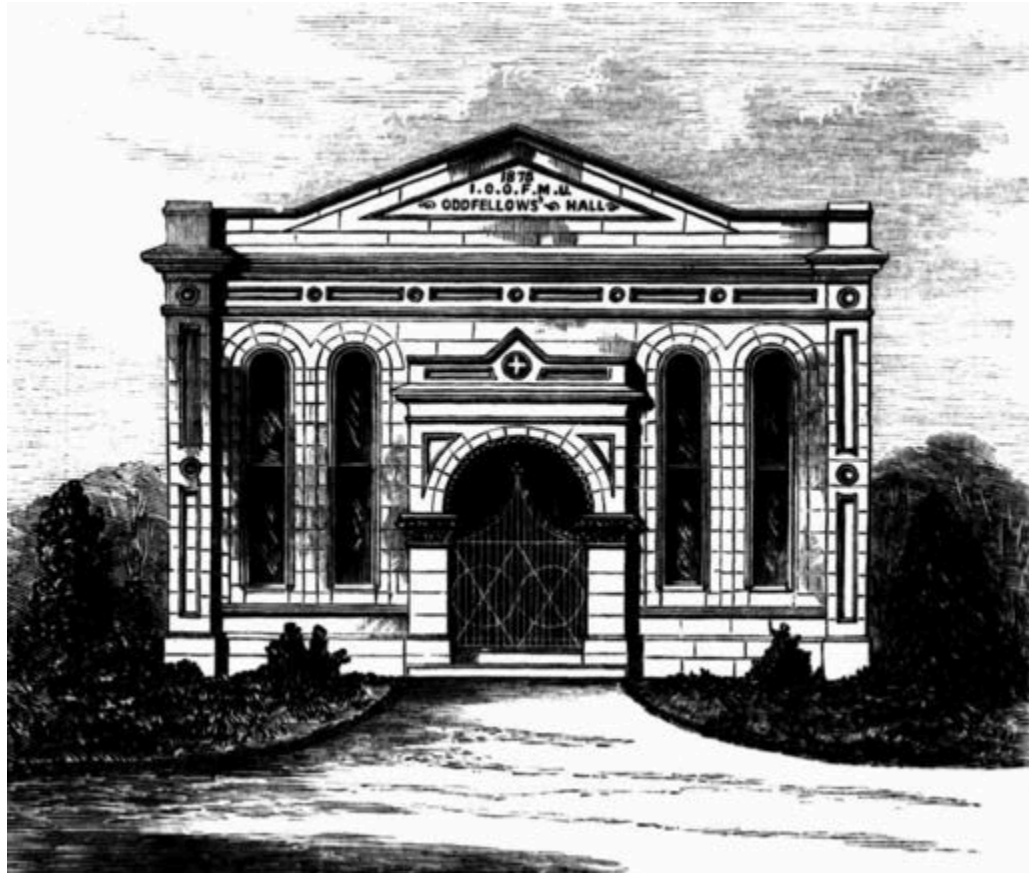


Figure 9: Image of Manly Oddfellows Hall built in 1878 on the Corner of Raglan and Belgrave Street. Trove, SMH 5th October 1878.

The Methodist church occupied the Oddfellows Hall from 1910 to 1924. After this date its use becomes unclear but it was possibly used for dance and singing classes. Whitelaw Flats, located next to The Oddfellows Hall first appears in the directory from 1926. The subject site first appears in the directory in 1895 as a grocery store and appears to have been used for that purpose until 1933, the last edition of the directory. In 1935 construction of the new Manly Ambulance Station began on the site and was opened in January 1936 by State premier Bertram Stevens. The Station replaced an old one on Balgowlah Road and was designed by Trenchard Smith and Maisey. Trenchard Smith and Maisey were prominent Architects of the time designing the Manly Town Hall, The Warringah Town Hall, The Hordern Pavilion and Manly Electrical Substation. Figures 11-ss- illustrate these buildings.

The Manly Ambulance Station became obsolete in 1986 and was sold in 1989. It reopened as the Manly Backpackers and still operates as this today.



Figure 10: Manly Town Hall 1937. Trenchard Smith and Maisey Architects. Wikipedia



Figure 11: Warringah Town Hall 1923. Trenchard Smith and Maisey Architects. Wikipedia



Figure 12: The Hordern Pavilion 1924. Trenchard Smith and Maisey Architects.



Figure 13: Manly Electrical Substation 1920, later extended in 1935.

The Manly Warringah District Ambulance Station had a simple and symmetrical elevation to Raglan Street and was representative of the inter-war Stripped Classical Style. Built of face brickwork with brick detailing around the multi paned double

hung windows. The Ambulance garage door was centrally located and framed in decorative brickwork, it was a timber bifold garage door with multi glass panes in the top section. Symmetrically placed above the garage door was a balcony set into the elevation. Two classical columns support three brick arches above with a balustrade of vertical painted steel rods. Figure 11 to 11 illustrate the original Ambulance Station.



Figure 14: Manly Warringah District Ambulance Station



Figure 15: Manly Warringah District Ambulance Station



Figure 16: Manly Warringah District Ambulance Station



Figure 17: Manly Warringah District Ambulance. Source Manly Local Studies Image Library. File: 001/001487. 1957.

3.0 SITE ASSESSMENT

3.1 The Site

For the following, refer to Figure 18, an aerial photograph over the site and to the survey that accompanies this application.



Figure 18: Aerial photograph of the Site. The is outlined in red. SIX Maps.

The site is located on the northern side of Raglan Street, in the block between Pittwater Road and Whistler Street. The site is flat and rectangular in shape.

The building described below takes up most of the footprint of the site. The site is the amalgamation of two lots operating as one backpacker lodge. The western lot is the modified Manly Warringah District Ambulance Station, the eastern lot was constructed in 2000. The other elevations are not visible from the public domain.

Figures 19 to 20 illustrate the general character of the site.



Figure 19: No.22-24 Raglan Street, from the corner of Raglan and Whistler Streets. The Site is indicated by the arrow. WPH photograph.



Figure 20: Photo taken from Whistler Street looking to rear of subject site. The rear of the site is not visible from the public domain.

3.2 The Building - External

There is a narrow front setback to Raglan Street which is concreted with the exception of a small raised garden of palm trees. There is a narrow setback to the

rear boundary. The west and east elevations are hard to the boundary at ground level. There is a setback at level one to the east elevation which is punctuated with aluminum framed windows for the bedrooms rooms. The western side is hard on the boundary. There is open space between the two buildings at ground and level one.

The entry to the backpackers is via the old Ambulance Station Garage door which has been infilled with a lightweight wall, doors and glazing. The elevation is rendered and painted with two aluminium framed windows on level one. Central to the windows and the old garage opening below is a recessed balcony with two classical columns supporting a tripled arched lintel. The balustrade is painted steel rods. The roof is built between two party end walls and is a combination of terracotta tiles facing Raglan Street and steel behind.

The eastern building was constructed in 2000 to look similar to the Ambulance building. On the Raglan Street elevation there is a similarly proportioned garage door to match the old Ambulance garage door, which provides access to parking at the ground level. At level one and two there are aluminum framed sliding windows either side of a recessed balcony similar in style and proportions to one on the Ambulance building. The roof is built between two party end walls and is a combination of terracotta tiles facing Raglan Street and steel roof sheet behind.

Internally the Ambulance station section has been completely modified for the purposes of backpacker accommodation and facilities. On the ground level is a reception area. Behind the reception area are store rooms and bedrooms and the parking are on the eastern side. The stair to the first floor branches to the east and west to service more bedrooms. To the rear on the level one is a large communal kitchen, indoor and outdoor dining, laundries and bathrooms.

Figure 21 illustrates the exterior of the building.



Figure 21: No.22-24 Raglan Street from Raglan Street. Weir Phillips Heritage.

3.4 The Building - Internal

The interior to the original Ambulance Station has been significantly modified to convert the building into Backpacker Accommodation.

Figures 22-27 illustrates the interior of the Manly Backpackers.



Figure 22: No.22-24 Raglan Street, Backpacker lobby. Weir Phillips Heritage



Figure 23: No.22-24 Raglan Street, interior of backpackers. Weir Phillips Heritage



Figure 24: No.22-24 Raglan Street, Bathroom. Weir Phillips Heritage



Figure 25: No.22-24 Raglan Street. Communal area Weir Phillips Heritage



Figure 26: No.22-24 Raglan Street, communal area. Weir Phillips Heritage



Figure 27: No.22-24 Raglan Street, interior of backpackers. Weir Phillips Heritage

3.5 The Surrounding Area

The site is located just north of the Manly CBD in the strip of land between the ocean and the harbour, being approximately 500m west of Manly Beach. Raglan Street is a dual carriageway which travels from North Steyne

The area is a dense mix of low rise commercial and residential. To the east of the site and on the corner of Whistler Street is a contemporary three storey residential apartment building with ground floor retail overlooking the carpark, grounds and buildings of St Mary's Catholic Primary School. Immediately west of the site is the Pittwater Road Community Health Centre, a two storey contemporary building. Opposite the site on Raglan Street is a three storey commercial building. Diagonally opposite the site on Pittwater Road is Manly Oval, a large open space of recreational facilities.

Figures 28-35 illustrates the surrounding area.

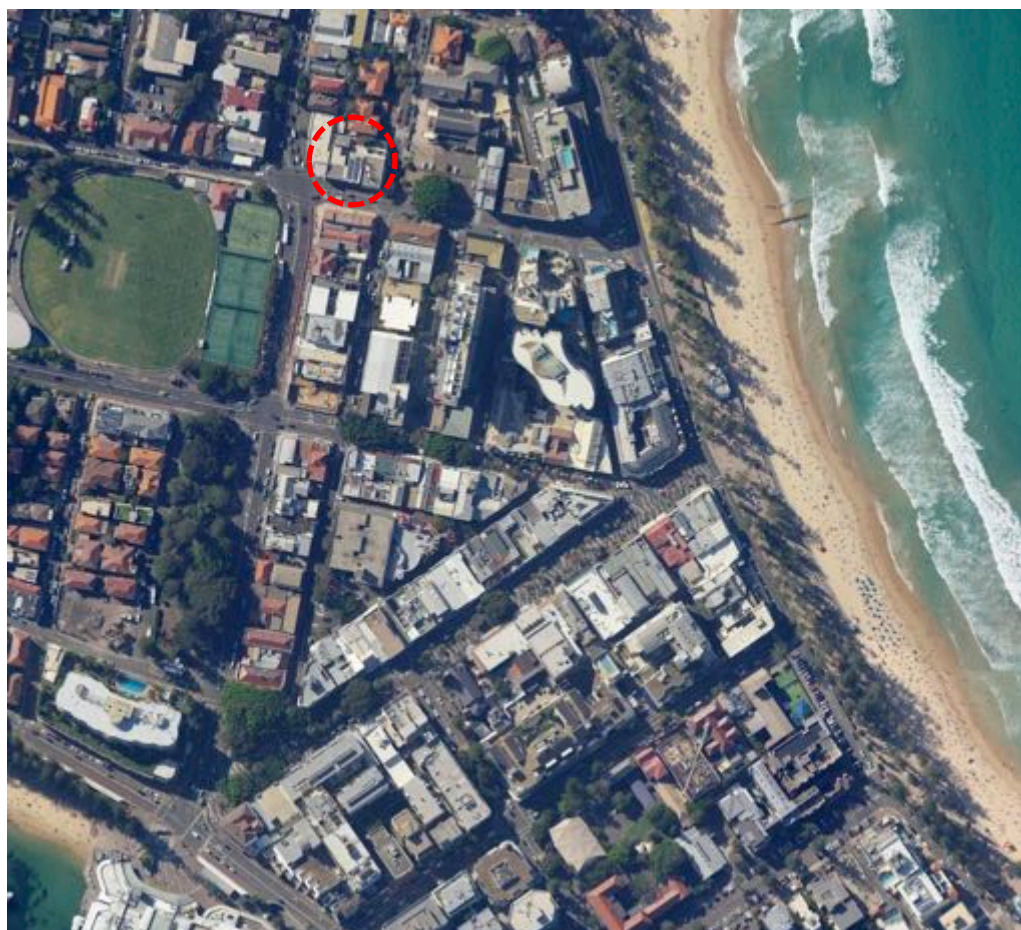


Figure 28: No.22-24 Raglan Street, Manly, noted with a red circle. Six Maps 2019.



Figure 29: No. 22-24 Raglan Street from the corner of Whistler Street.
Weir Phillips Heritage.



Figure 30: Looking north east down Whistler Street and Church.
Weir Phillips Heritage.



Figure 31: Photo taken from site looking south east across Raglan Street.
Weir Phillips Heritage.



Figure 32: Photo taken from the site looking south west across Raglan Street.
Weir Phillips Heritage.



Figure 33: Photo looking north west toward the site and Belgrave Street. Weir Phillips Heritage.



Figure 34: Photo taken from the corner of Raglan and Belgrave Street looking north east toward the site. Weir Phillips Heritage.



Figure 35: Photo taken from corner of Raglan and Belgrave Street looking east down Raglan Street. Weir Phillips Heritage.

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 Summary of Heritage Listings

4.1.1 Statutory Heritage Listings

No.22-24 Raglan Street Manly:

- Is not listed as a heritage item by Schedule 5, Part 1 of the *Manly LEP 2013*.
- Is listed within the Pittwater Road Heritage Conservation Area by Schedule 5, Part 2 of the *Manly LEP 2013*.

The site is:

- Not listed on the State Heritage Register under the auspices of the *NSW Heritage Act 1977*.

4.2 Heritage Items in the Vicinity of the Site

For the following, refer to Figure 36 and 37 a detail of the Heritage Plan from the *LEP 2013* which shows the location of heritage items in the immediate vicinity of the site. 'In the vicinity' has been determined by physical proximity to the site, existing and potential view corridors and the nature of the proposed works. Heritage items are coloured brown and numbered. Conservation Areas are hatched in red and numbered. The subject site is noted by a black arrow



Figure 36: Detail of the Manly LEP 2013 Heritage PMap.
Black arrow added by WP Heritage

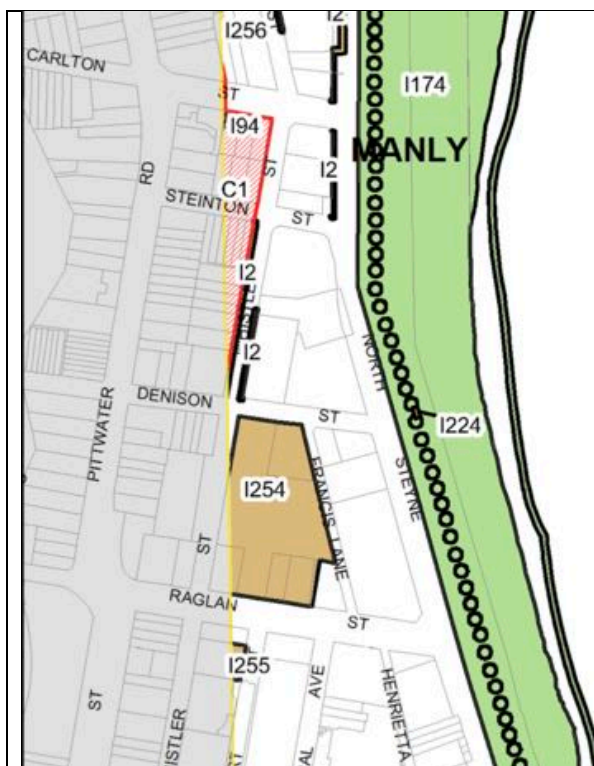


Figure 37: Detail of the Manly LEP 2013 Heritage PMap.
Black arrow added by WP Heritage

The following heritage items, listed by Schedule 5 Part 1 of the Manly *LEP 2013*, are located within the immediate vicinity of the site:

- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. State Heritage Register SHR: 00938. Heritage item I255
- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. S.170 NSW State Agency Heritage Register. Heritage item I255
- Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. State Heritage Inventory Data Base No: 3430433. Heritage item I255
- St Mary's Church, Presbytery and School, Whistler Street (corner Raglan Syreet), Manly, NSW 2095. State Heritage Inventory Data Base No: 2020234. Heritage item I254.
- Baby Health Care Centre Building, 1 Pittwater Road, Manly, NSW, 2095. State Heritage Inventory Database No: 2020539. Heritage Item I196.
- Pittwater Road Conservation Area, Manly, NSW 2095. State Heritage Inventory Database No: 2020536.

4.2.1 Electricity Substation No. 15009. 34-36 Whistler Street, Manly, NSW, 2095. State Heritage Register SHR: 00938.

The State Heritage Inventory provides the following Statement of Significance for Electricity Substation No. 15009, this statement has been relied upon for this Report:

The Manly Zone substation is a fine and robust, well detailed face brick purpose designed and built structure. It is an excellent and externally intact representative example of the Interwar Art Deco style. It is considered to be a rare example of this style and of State Significance.

The principal view corridors towards the Electrical Substation are obtained from directly outside of the site from Whistler street and on approach either side of it. The site is on a quiet street with one way traffic with buildings built to its boundaries either side of it. There are no view corridors between the substation and the subject site. Refer to Figure 38.



Figure 38: Electricity Substation 15009. SHR 00938. WPH photo.

- 4.2.2 St Mary's Church, Presbytery and School, Whistler Street (corner Raglan Street), Manly, NSW 2095. State Heritage Inventory Data Base No: 2020234.



Figure 39: St. Mary's Church, Presbytery and School from Whistler Street.

The State Heritage Inventory provides the following Statement of Significance for this item and has been relied upon for this Report:

The listing covers a significant group of five religious and school buildings dating from circa 1890 to the 1950s, complementary in style. The group is of significance for Manly area for its historical, aesthetic and social reasons, and

for the rarity and representativeness. The site has a long and ongoing spiritual association with the local Roman Catholic community since c.1890 when the church building was created. The site is a major landmark visible from a distance from both Raglan Street and Whistler Street. The complex makes a major contribution to the streetscape and to the townscape character, augmented as the group of buildings are adjoining each other at the site. The Church building, the Presbytery and School are each representative of their respective type of building around the date of creation, and the complex as a whole is a rare collection of five fine buildings with spiritual associations in the local area.

The principal view corridors towards St Mary's Church, Presbytery and School is obtained from Whistler Street. Because the Church and associated buildings are near the corner of Raglan Street and adjacent an open carpark there are also principal views from Raglan Street. There are no view corridors between the item and the subject site. Refer to Figure 39.

4.2.3 Baby Health Care Centre Building, 1 Pittwater Road, Manly, NSW, 2095. State Heritage Inventory Database No: 2020539.



Figure 40: Baby Health Care Centre. Google Maps 2019.

The State Heritage Inventory provides the following Statement of Significance for this item and has been relied upon for this Report:

This item is of local cultural heritage significance for its ability to demonstrate the pattern of Manly's development and that of Government utilities. The building is an example of a Baby Health Clinic constructed in the mid Twentieth Century in response to the development of the care for children's health. It is a fine and intact example of Post War International style of architecture.

The item is located on a prominent intersection of Raglan Street and Belgrave Street and directly opposite Ivanhoe park, as such there are numerous view corridors to this site. There are no view corridors between the item and the subject site. Refer to Figure 40.

4.2.4 Pittwater Road Conservation Area, Manly, NSW 2095. State Heritage Inventory Database No: 2020536.

The State Heritage Inventory provides the following Statement of Significance for this item and has been relied upon for this Report:

This street pattern is distinctive and underpins the urban character of the area. The streets remain unaltered in their alignment, although the names of Malvern, Pine and North Steyne are now names for what were Whistler, Middle Harbour and East Steyne respectively.

4.3 Integrity

The site has a low level of integrity as the building has been substantially modified internally and externally from its original form and use as an Ambulance Station to meet the need of a backpacker accommodation. The following alterations to the building are noted:

- The face brick on the Raglan Street elevation has been rendered and painted.
- The timber framed windows and doors have been replaced with aluminium profiles.
- The Ambulance vehicle garage door has been infilled with a lightweight wall and doors.
- The interior room layout to both levels has been substantially modified to meet the needs of its use as backpackers accommodation.

4.4 Street Scape Contribution

The best view corridor to the site is directly in front of it. The brightly painted elevation, small aluminium framed windows, combined with the classical columns on the balconies provides an unusual and jarring streetscape view. The original simplicity of symmetrical proportions have been lost with rendering over the brick work and brick framing details. Although the 2000 addition was intended to compliment the ambulance building the difference in floor levels between the buildings and reuse of small aluminium windows creates an unevenness in the streetscape elevation.

5.0 SCOPE OF WORKS

The following should be read in conjunction with the plans prepared by Mostaghim and Associates that accompany this application.

The following works are proposed to the building:

- Construction of an entry awning to Raglan Street with signage.
- Installation of new entry doors and glazing to Raglan Street at ground level.
- Remove existing planter to Raglan Street and replace with soft landscaping.
- Repainting of Raglan Street elevation.
- Alteration to the internal reception area on the ground floor

6.0 EFFECT OF WORK ON THE HERITAGE CONSERVATION AREA

6.1 Method of Assessment

This Section has been prepared with reference to 3.2 Heritage Considerations within the Manly DCP 2013.

3.2.2 Alteration or additions to Heritage Items or Conservation Areas.

3.2.2.1 Complementary Form and Scale that Distinguishes Heritage Significance.

a) Alterations or additions to heritage items or buildings within a conservation area will not necessarily seek to replicate, overwhelm, dominate or challenge heritage details or character of the building or structure of heritage significant buildings. However a contemporary response which complements and respects the form and scale of the original buildings may be considered if the heritage significance is retained.

The proposed entry awning and signage to Raglan Street and the proposed colour scheme are sympathetic to the heritage conservation area. The entry awning sits within the original Ambulance garage opening so the opening can still be read. It is a modest in scale and simply detailed. The proposed windows to the northern elevation are to the rear of site, located approximately 1metre from the rear boundary. The windows on the ground level are completely concealed by adjacent buildings and not visible from the public domain.

b) Consideration should be given to whether making a house bigger will ruin its appearance. Additions to small houses can easily overwhelm them and use up garden space needed for private open space and impact the setting and pattern of development in the locality. Modest additions work best and be organised as wings or pavilions to the existing house. All additions must be at the back of the house, not the front.

The proposed addition of the entry awning is modest in scale and sits within the old Ambulance garage door opening and the balcony above. It provides shelter and marks the entrance to the Backpackers on an elevation that has numerous openings.

3.2.2.2 Retaining Significant Features and Landscape Setting.

Note: Significant features in relation to this paragraph include roofs, detailing, brickwork, colours and original windows (size proportion and type).

a) Retain original and traditional roof form, roof pitch with any alterations to the roofs to be sympathetic to the style of the heritage item or building within a conservation;

There are no proposed changes to the existing roof form of the building.

b) Retain original architectural detailing such as barge board, finial trim, window awnings and front verandahs. New detailing must be complimentary to the character of the item or place;

There are no proposed changes to the detailing of the building. The simple detailing of the entry awning will not dominate the existing elevation.

- c) Retain original wall treatments and original cladding (including slate). Modifications of face brick dwellings must use the original style of bricks, windows heads, mortar joints and other building details;*

There are no proposed changes to the original wall treatments.

- d) Not render or paint original face brickwork. In particular face brick work where already so treated should be restored, where practical, to its original unpainted state;*

Not Applicable.

- e) Where surfaces are not originally facebrick;*

Not Applicable.

- f) Avoid removal of original fabric in order to retain the integrity of the heritage item or conservation area;*

No original fabric is to be removed. The ground floor infill walls, doors and windows to be replaced are not original or sympathetic to the building. The replacement doors and windows will have a positive impact on the building providing a more streamline and uncluttered elevation to Raglan Street. The proposed windows at the rear of the building on the northern elevation are in the building constructed in 2000.

- g) Ensure that any new windows are to be inserted into the existing fabric of a heritage building and be of a size, proportion and type of window that is compatible with the building's architectural style/period.*

The new doors and windows will replace existing aluminium framed doors and windows.

- h) Retain and maintain contributory landscape settings for heritage items and ensure new landscaping is sympathetic to the heritage significance of the item or place.*

There is no heritage landscape on the site.

7.0 EFFECT OF WORKS ON HERITAGE ITEMS IN THE VICINTIY OF THE SITE

This section has been prepared with an understanding of the relevant sections 3.2.1.1 Development in the vicinity of heritage items, or conservation areas of the DCP 2013.

3.2.1.1 Development in the vicinity of heritage items, or conservation areas

- a)** *In addition to LEP listings of environmental heritage this DCP requires consideration of the effect on heritage significance for any other development in the vicinity of a heritage item or conservation area.*
- b)** *Proposed development in the vicinity of a heritage item or conservation area must ensure that;
It does not detract or significantly alter the heritage significance of any heritage items, conservation area or place;*

The proposed internal works, entry awning and signage and windows to northern elevation will not detract from the heritage significance of the items in the vicinity as;

- The internal work and northern elevation windows are not visible from the public domain.
- There are no direct view corridors between the items in the vicinity and the subject site.
- The awning and signage are modest in scale and sit within an existing original opening of the building. The awning acknowledges the significance of this opening.
- The proposed subdued materials and paint colour will have a positive impact on heritage items in the vicinity as it will not dominate these items.

- 1) The heritage values or character of the locality are retained or enhances;
and;*

The proposed internal works, entry awning and signage and north elevation windows will retain the heritage values and character of the locality:

- The internal work and north elevation windows are not visible from the public domain.
- The entry awning is modest in scale, will not dominate the Raglan Street elevation and acknowledges the significance of the existing ambulance entry.
- The materials and colour used in the proposed works are subdued and create a more cohesive relationship with adjacent buildings.

- 2) Any contemporary response may not necessarily seek to replicate heritage details or character of heritage buildings in the vicinity but must preserve heritage significance and integrity with complementary and respectful building form, proportions scale style materials colours and finishes and building /street alignments.*

The proposed entry awning and signage is modest in scale, using simple details that are sympathetic to the elevation. The white colour scheme is sympathetic to the colours and finishes of the surrounding buildings.

- c)** *The impact on a setting of the heritage item or conservation area is to be minimised by:*

-
- i) *Providing an adequate area around the building to allow interpretation of the heritage item;*

The proposed entry awning and signage is modest in scale, recessive to the architecture of the building and is also visually separated from the heritage items in the vicinity. The proposed works will not therefore have an adverse impact on these heritage items or interfere with their understanding.

- j) *Retaining original or significant landscaping.*

There is no original or significant landscaping on the site.

- k) *Protection and allowing the interpretation of any archaeological features; and;*

Not applicable.

- l) *Retaining and respecting significant views to and from the heritage item*

The proposed work will not impact on significant views to or from heritage items in the vicinity.

8.0 CONCLUSION

This heritage report has outlined the history and established the significance of the commercial building at No. 22-24 Raglan Street, Manly. Constructed in 1936, the building was originally the Manly Warringah Ambulance Station. Although it is not a heritage item, it was designed by prominent Architects of the time Trenchard Smith and Maisey and is in the vicinity are other heritage items.

The proposed internal changes and northern elevation windows will not be viewed from the public domain. The proposed addition of the entry awning and signage to Raglan Street is minor in scale and recessive to the architecture of the building. The proposed frameless glass doors and panels to the old garage opening acknowledge and reinforce the significance of the opening and provide an uncluttered visual identity to the backpacker entry. The materials and colour scheme will work harmoniously within the heritage conservation area and heritage items in the vicinity.

The proposed works comply with the controls and objectives for heritage items as outlined in Section 3.2 of the *Manly DCP 2013*.