

## Heritage Referral Response

<b>Application Number:</b>	DA2021/2173
<b>Date:</b>	01/09/2022
<b>To:</b>	Adam Susko
<b>Land to be developed (Address):</b>	Lot 7094 DP 1059297 , 394 Barrenjoey Road NEWPORT NSW 2106 Lot 1 DP 1139445 , 394 Barrenjoey Road NEWPORT NSW 2106

### Officer comments

HERITAGE COMMENTS		
Discussion of reason for referral		
<p>This application has been referred as the works affect a local heritage item, being <b>Item 2270445 - Newport Surf Life Saving Club, 394 Barrenjoey Road, Newport</b>, listed in Schedule 5 of Pittwater LEP 2014.</p>		
Details of heritage items affected		
<p>Details of the heritage item, as contained within the Heritage Inventory, are: <b>Item 2270445 - Newport Surf Life Saving Club, 394 Barrenjoey Road, Newport</b></p> <p><u>Statement of Significance</u> The Newport Surf Life Saving Club, formed around 1911 as the early surf lifesaving club, has historic, social and aesthetic significance for the Newport community. It features characteristic elements of the Mediterranean club house including the light-coloured textured walling, the use of round arched openings and loggia, terraces and pitched tiled roof. It is an important local landmark building and it is historically and socially significant in the area representative of its type and period. The current building, built in 1933, has been subject to additions and modifications however, these do not reduce its ability in demonstrating the original design intention or presentation of the club as a Mediterranean club house. The listing includes the interiors of the building; however detailed analysis and assessment should be undertaken at the time of any future changes to the interior in order to ascertain the relative heritage significance.</p> <p><u>Physical Description</u> The club is located in an urban landscaped setting on the beach. The club is a two storey rendered brick structure with terracotta tile roof, arched window openings with moulded architraves and multi-pane sash timber joinery. Later extensions are of similar but simplified style and detail. Typical features of the Mediterranean club house include the light-coloured textured walling, the use of round arched openings and loggia, terraces and pitched tiled roof.</p>		
Other relevant heritage listings		
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	No	
Australian Heritage Register	No	
NSW State Heritage Register	No	
National Trust of Aust (NSW) Register	No	
RAIA Register of 20th Century Buildings of Significance	No	

Other

No

Consideration of Application

**Original heritage comments(original DA plans and reports)**

This application proposes alterations and additions to the Newport Surf Club building, along with coastal protection works involving a submerged wall to protect the existing building from the effects of future coastal events. The works propose partial demolition of the surf club building, changes to the internal floor plan on both the ground and first floors, along with a new 2 storey extension on the northern end. This extension is to accommodate more storage on ground level and a committee room, training room, bar and open terrace area on the 1st floor. As mentioned, the application also proposes submerged coastal protection works.

As the building is listed as a local heritage item in Schedule 5 of Pittwater Local Environmental Plan 2014, it is subject to the provisions of Clause 5.10 of the LEP, which includes the following objectives:

(a) *to conserve the environmental heritage of Pittwater:*

(b) *to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views.*

As Council is the applicant, heritage comment was sought from external heritage architects, PTW Architects.

They undertook a thorough examination of all relevant DA documents and provided a full report on their findings. It is noted that their brief did not include assessment of the proposed coastal protection works, being confined to the physical changes proposed to the Newport Surf Club building and its setting and the impact on the heritage significance of this item. The full report (PTW Architects - March 2022 - Revision C), has been provided, which includes a full review and assessment of relevant DA documentation.

In summary, PTW Architects could not support the current application, concluding that "*the DA documents provide an inadequate response in recognising the heritage significance of the place, including the aesthetic and social significance of the building*". The Recommendations of the Report are included, verbatim, below:

**"6.2 Recommendations**

*An assessment of DA2021/2173 is not supported in its current form. This is confirmed in the tabulations of inadequacies identified under Sections 3 - 5 of this report, including the previous commentary.*

*While this report supports in principle the need to provide additional storage space and to modernise the public change rooms, along with a need to improve operational and economic viability of the club, the proposed alterations and additions to Newport Surf Club, a local heritage LEP item, has adverse heritage impact. This impact is not adequately assessed in the supporting SoHI document.*

*DA2021/2173 therefore cannot be supported on heritage grounds as confirmed by the following three reasons (refer Figure 11):*

**1 Inadequate visual and physical separation between the old and new**

*The proposed addition with a new eaves line and projecting west facing wing, do not satisfactorily distinguish the old from the new. This adverse impact is therefore unacceptable.*

**Recommendation 1A and 1B:** *Amend the design so that the proposed eaves line is more sympathetic in detail and that the projecting two storey west facing wing is positioned further away from the historic item. To the proposed addition: provide an eaves line which reinterprets the original Mediterranean style eave; and provide a larger recess (that is, a negative joint) adjacent to the existing building (say in the order of 2m) so that a greater physical and visual separation is provided.*

## **2 Failure to retain internal highly significant fabric**

*Removal of the original volumetric form of the upper-level Hall is unacceptable, given that the CMP identifies this as fabric of high significance. This adverse impact is therefore not supported.*

*Furthermore, the SoHI does not assess the impact of the removal of original fabric and does not assess the loss of heritage significance.*

**Recommendation 2:** *Replan the upper-level portion of the proposed works so that the volumetric form of the Hall is retained. Consider relocating the lift and toilets so that the proposed addition retains the heritage significance of the place.*

## **3 An inadequate SoHI and an incomplete CMP**

*The SoHI is inadequate and doesn't fully assess the heritage impact of the proposal on the significance of the building and its setting. The CMP is incomplete and does not identify the moveable heritage items or establish how these items are to be conserved.*

**Recommendation 3:** *Revise the SoHI so that all impacts are assessed. Identify and assess the adverse and minor impacts once the architectural drawings are revised, as per the above recommendations. Seek to have the CMP revised so that moveable heritage items are identified along with how these items are to be conserved onsite. The architectural drawings should be revised to identify these items."*

Further supporting information on these points is found within the PTW Architects report.

In relation to the submerged coastal protection works, no objections are raised on heritage grounds. The works are primarily submerged and will not adversely affect views from and to the heritage building. Such works should ensure protection for the heritage building in the event of future coastal events, which will ensure the on-going social, historical and aesthetic significance of this heritage item. However, extreme care must be taken to ensure that the structural integrity of the heritage building is not affected during construction works.

Therefore, based on the report from PTW Architects, this application cannot be supported on heritage grounds.

### Further Staff Consideration

Based on these recommendations from PTW Architects, there are two main issues to be resolved:

- Comprehensive, updated heritage documents (CMP and SoHI) need to be prepared and submitted, to fully assess the impact of the works proposed by the DA (including changes to internal fabric and moveable heritage); and
- Further work is needed on the design of the new addition and its relationship to the original building and the external treatment of the addition and the eastern facade.

The SoHI needs to be updated to assess the submitted DA plans and to fully assess the impact of the proposed works on the heritage significance of the item, based on the policies contained within the CMP. This should include assessment of the removal of fabric identified as being significant in the CMP (i.e. the main hall), as well as assessment of the impact of the proposal on the many items of moveable heritage which are currently in the surf club. The CMP should also be updated to include moveable heritage.

The design of the new addition and treatment of the eastern facade needs to be reviewed in light of the comments contained in the report by PTW Architects. Consideration should be given to ways that the new addition can be designed to be separated from the heritage building or give the appearance of separation. The materials, colours and detailing of the northern extension also need to be revised,

including an alternative to the use of external shading. Some changes also need to be made to the detailing of the eastern facade, so as to be more sympathetic with the aesthetic character of the original building (e.g. not using glass balustrades).

NOTE: Recommendation 2 from PTW Architects will be reassessed upon the receipt of an updated SoHI which addresses the impact of the removal of the original volumetric form of the main hall on the heritage significance of the item. This will be done taking into account the updated SoHI, the social and historical significance of the surf club and the need for the building to continue to be used as a functioning surf club into the future.

### **Updated heritage comments (Amended Plans received 29/06/2022)**

The amended plans were sent back to PTW Architects for review, in light of their previous heritage comments. The amended plans and relevant documents were assessed in terms of the heritage impact upon the surf club building, which is a local heritage item.

PTW Architects recommended that the amended DA could be supported, subject to the resolution of a number of issues, specifically:

- *The design of the proposed addition, incorporating a flat roof, a small gable roof with a glazed junction and a neutral palette of materials seems reasonable and therefore has a minimal visual heritage impact. The general relocation of the proposed addition, along with changes in the material selection, is adequate and is therefore generally supported. The finish to the proposed “off the form concrete”, including spandrel beams, soffits and a column are to be smooth (Class One Finish) and remain unpainted;*
- *On the assumption that the upper-level floor plan will remain and not be re-planned as per our previous recommendation, adjust the extent of the proposed raked ceiling line so that it only follows the extent of the original Hall. The original gable ends to this room are to be retained and expressed internally along with four nib walls so that the volumetric form of the Hall, identified as having “High Significance” in the CMP, is partly retained. Provide an additional architectural section in the long direction to clearly demonstrate the extent of this raked ceiling;*
- *The Honor Rolls and archival images are to remain on site and the architectural drawings do not confirm the location of the site’s moveable heritage items. Again, revise the architectural plans to clearly identify the location of these important Honor Rolls and the framed archival images. Have the CMP and HIS adjusted so that the moveable heritage items are identified, including what measures will be adopted to manage these items in place;*
- *Adjust the HIS, Section 7.2.3 Interpretation Strategy to include the aesthetic and social heritage significance of the original hall, and the moveable heritage items.*

The issues raised by the first 2 points can be conditioned as part of any approval.

In relation to the Honor Rolls and other moveable heritage, since these comments were made an amended Conservation Management Plan (CMP) has been received. This amended CMP now includes the identification of all movable heritage items (including the Honor Rolls) in Appendix A. It also outlines policies for their future management, including suggestions for the future placement of these moveable heritage items as part of the new development. Conditions will be imposed to ensure that all movable heritage is documented in-situ, prior to removal for storage or relocation.

In relation to the final point from PTW, a condition will be imposed requiring a Heritage Interpretation Plan to be prepared and implemented for this site. The condition will also ensure that moveable heritage, as well as the aesthetic and social significance of the original hall, is included within this

Heritage Interpretation Plan.

The heritage team have also internally reviewed these amended plans and amended heritage documents and agree with the comments by PTW Architects.

**Therefore, taking everything into consideration, the amended proposal can be supported on heritage grounds, subject to a number of conditions being imposed.**

These conditions relate to:

- the extent of the proposed upper floor raked ceiling;
- the finish of the off-form concrete used in the extension;
- the submission of full details of external materials, finishes and colours, prior to CC;
- the submission of a Heritage Implementation Plan (for the building and moveable heritage), prior to CC;
- the submission of a comprehensive Photographic Archival Record, covering the building (internal and external), its setting along with all moveable heritage items, prior to CC;
- the appointment prior to CC of a heritage architect to oversee construction and to ensure that all policies of the CMP are complied with during works;
- satisfactory implementation of the Heritage Interpretation Plan, prior to the issuing of the OC.

Consider against the provisions of CL5.10 of PLEP 2014:

Is a Conservation Management Plan (CMP) Required? YES

Has a CMP been provided? YES (dated October 2020); (Revised dated June 2022)

Is a Heritage Impact Statement required? YES

Has a Heritage Impact Statement been provided? YES (dated October 2020 - not based on DA plans);(Revised dated June 2022)

The proposal is therefore supported.

Note: Should you have any concerns with the referral comments above, please discuss these with the Responsible Officer.

**Recommended Heritage Advisor Conditions:**

## **CONDITIONS TO BE SATISFIED PRIOR TO THE ISSUE OF THE CONSTRUCTION CERTIFICATE**

### **Photographic Archival Record**

A photographic archival record of the site is to made of all existing buildings and structures (including interiors and exteriors), as well as the setting (including any major landscape elements). This archival record is to also to record, in-situ, all identified items of moveable heritage, prior to their removal for storage or relocation. This record is to be prepared generally in accordance with the guidelines issued by NSW Heritage and must be submitted to Council's Heritage Officer for approval, prior to the issue of a Construction Certificate.

The photographic record should be made using digital technology and should include:

- Location of property, date of survey and author of survey;
- A site plan at a scale of 1:200 showing all structures and major landscape elements;
- Floor plans of any buildings at a scale of 1:100;
- Floor plan identifying the existing location of moveable heritage items;
- Photographs which fully document the site (including items of moveable heritage), cross-referenced in accordance with recognised archival recording practice to catalogue sheets. The extent of documentation will depend on the nature of the item.

Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority.

Reason: To provide an archival photographic record of this heritage item and any moveable heritage onsite, prior to the commencement of any works.

### **Heritage Interpretation Plan**

A Heritage Interpretation Plan is to be prepared for the site. As well as interpretation of the heritage surf club building, it must also include specific reference to the aesthetic and social significance of the original hall and specifically include items of moveable heritage located within this heritage item.

The Interpretation Plan must be prepared by a suitably qualified consultant in accordance with the Heritage NSW guidelines "Interpreting Heritage Places and Items" and must be submitted to Council's Heritage Officer for approval prior to issue of a Construction Certificate. The Plan must include strategies which are to be implemented as part of the approved development.

Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority.

Reason: To ensure that the historical and cultural significance of the site is recognised and interpreted as part of the development of the site.

### **Supervision of works by Heritage Architect**

All works are to be supervised by an experienced heritage architect who is to be involved in the resolution of all matters where significant fabric and spaces are subject to demolition and adaptive reuse. The heritage architect is to be available throughout the construction process to respond directly to Council when issues relating to heritage require clarification or resolution. They are also to ensure that the policies outlined in the Conservation Management Plan are adhered to.

Details of the appointment of this heritage architect are to be submitted to Council's Heritage Officer for approval, prior to the issue of a Construction Certificate. Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority.

Reason: To ensure that all matters relating to significant fabric and spaces are guided by heritage conservation best practice and the Conservation Management Plan.

### **Upper floor ceiling details**

The extent of the proposed raked ceiling line is to be adjusted so that it only follows the extent of the

original hall. The original gable ends to this room are to be retained and expressed internally, along with 4 nib walls so that the volumetric form of the hall is partly retained. Details are to be submitted to Council's Heritage Officer for approval, prior to the issue of a Construction Certificate. An architectural long section is to be submitted demonstrating compliance with this condition.

Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority

Reason: So that the volumetric form of the original hall is partly retained and recognisable.

#### **External materials, finishes and colours**

Full details of external materials, finishes and colours are to be submitted to Council's Heritage Officer for approval, prior to the issue of a Construction Certificate. In this regard, the "off the form concrete" finish, including spandrel beams, soffits and a column, are to be smooth (Class One Finish) and remain unpainted. Other materials and colours used in the new extension should be compatible with, and not compete with the architectural characteristics of the heritage listed surf club.

Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority.

Reason: To ensure compatibility with the architectural significance of the heritage listed surf club and its setting.

### **CONDITIONS WHICH MUST BE COMPLIED WITH PRIOR TO THE ISSUE OF THE OCCUPATION CERTIFICATE**

#### **Implementation of Heritage Interpretation Plan**

The approved Heritage Interpretation Plan must be implemented to the satisfaction of Council's Heritage Officer prior to the issuing of the Occupation Certificate.

Details demonstrating compliance with this condition are to be provided to the Principal Certifying Authority.

Reason: To ensure that the historical and cultural significance of the site is recognised and interpreted as part of the development of the site