

STATEMENT OF HERITAGE IMPACT

Proposed Development at
Newport SLSC
394 Barrenjoey Road
Newport



Job No. 9546
November 2022

Heritage 21
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

RAPPOPORT PTY LTD ©
CONSERVATION ARCHITECTS AND HERITAGE CONSULTANTS
Suite 48, 20-28 Maddox Street, Alexandria, NSW 2015
(02) 9519 2521
reception@Heritage 21.com.au

Heritage Impact Statements

Conservation Management Plans

On-site Conservation Architects

Photographic Archival Recordings

Interpretation Strategies

Expert Heritage Advice

Fabric Analyses

Heritage Approvals & Reports

Schedules of Conservation Work

TABLE OF CONTENTS

1.0 INTRODUCTION	4
1.1 BACKGROUND	4
1.2 SITE IDENTIFICATION	4
1.3 HERITAGE CONTEXT	5
1.4 PURPOSE	6
1.5 METHODOLOGY	7
1.6 AUTHORS	7
1.7 LIMITATIONS	7
1.8 COPYRIGHT	8
2.0 HISTORICAL CONTEXT	9
2.1 GENERAL HISTORICAL DEVELOPMENT	9
2.2 SITE SPECIFIC HISTORY	11
3.0 PHYSICAL EVIDENCE	15
3.1 THE SETTING	15
3.2 PHYSICAL DESCRIPTION	15
3.3 CONDITION AND INTEGRITY	17
3.4 IMAGES	17
4.0 HERITAGE SIGNIFICANCE	21
4.1 ESTABLISHED SIGNIFICANCE	21
5.0 WORKS PROPOSED	23
5.1 SCOPE	23
5.2 PROPOSAL DESCRIPTION	23
5.3 DRAWINGS	25
6.0 ASSESSMENT OF HERITAGE IMPACT	34
6.1 HERITAGE MANAGEMENT FRAMEWORK	34
6.2 HERITAGE IMPACT ASSESSMENT	37
7.0 CONCLUSION & RECOMMENDATIONS	50
7.1 IMPACT SUMMARY	50
7.2 MITIGATION MEASURES/RECOMMENDATIONS	51
7.3 GENERAL CONCLUSION	51
8.0 SOURCES	52

Acknowledgement of Country

Heritage 21 wishes to acknowledge the Traditional Owners of country throughout Australia and recognise their continuing connection to land, waters and community. We pay our respects to them and their cultures; and to elders both past and present.

Cover page: Subject site at 394 Barrenjoey Road, Newport from the beach looking to the eastern façade. (Source: Heritage 21, 23.05.2018)

The following Table forms part of the quality management control undertaken by Heritage 21 regarding the monitoring of its intellectual property as issued.

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment.	03.06.2022	EM	-	EM
2	Final report issued (RI)	17.06.2022	EM	-	EM
3	Report revised (RI) in response to refusal of DA2021/2173.	21.11.2022	EM	-	EM
4	Report issued (RI) following minor feedback.	24.11.2022	EM	-	EM

1.0 INTRODUCTION

1.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared on behalf of Adriano Pupilli Architects who have been engaged by the owner of the site to submit a development application for a new development at Newport Surf Life Saving Club (SLSC), 394 Barrenjoey Road, Newport.

1.2 Site Identification

The subject site is located at 394 Barrenjoey Road, Newport which falls within the boundaries of Northern Beaches Council Local Government Area and comprises the following:

- 394 Barrenjoey Road, Newport (Lot 1 in DP 1139445);
- 394 Barrenjoey Road, Newport (Lot 7094 in DP 1059297);
- 394A Barrenjoey Road, Newport (Lot 24 of Section 6 in DP 6248); and
- Barrenjoey Road, Newport (Lot 7039 in DP1050730).

The lots are referred to in this report as 'Newport Surf Live Saving Club'; 'Newport SLSC' 'the site' or 'the subject site' and the built areas of the site as 'the building' and 'the subject building'. As depicted in Figure 1 below, the site is located on the along Barrenjoey Road adjacent to Bert Payne Park forming the lifesaving services for the main Newport beach. The orientation of the site is north-south with the main elevation (west) facing Barrenjoey Road and the east facing Newport Beach.

The subject site comprises a main two-storey corner building with two attached secondary wings that were initially single storey. Later additions added a first floor above the secondary wings. Further to, a lean to was added at a later stage to accommodate the need for storage and presently two temporary containers have been placed along the western elevation to store the Club's surf lifesaving equipment. The entire subject site retains its original 1930's use as a Surf Life Saving Club. The setting and topography of the site will be more fully described in Section 3.0 below.



Figure 1. Aerial view of the site, which is highlighted in yellow (Source: NSW Land and Property Information, ‘SIX Maps’, n.d., <http://maps.six.nsw.gov.au/>, annotated by Heritage 21).

1.3 Heritage Context

1.3.1 Heritage Listings

The subject site is listed as an item of environmental heritage under Schedule 5 of the Pittwater Local Environmental Plan 2014 (‘PLEP’). It is not listed on the NSW State Heritage Register, the National Heritage List, the Commonwealth Heritage List, the National Trust Register (NSW), or the former Register of the National Estate.¹

Statutory List – Legislative Requirements				
List	Item Name	Address	Significance	Item No.
Pittwater Local Environmental Plan 2014	Newport Surf life Saving Club	394 Barrenjoey Road	Local	2270445

¹ The Register of the National Estate ceased as a statutory heritage list in 2007; however it continues to exist as an inventory of Australian heritage places.

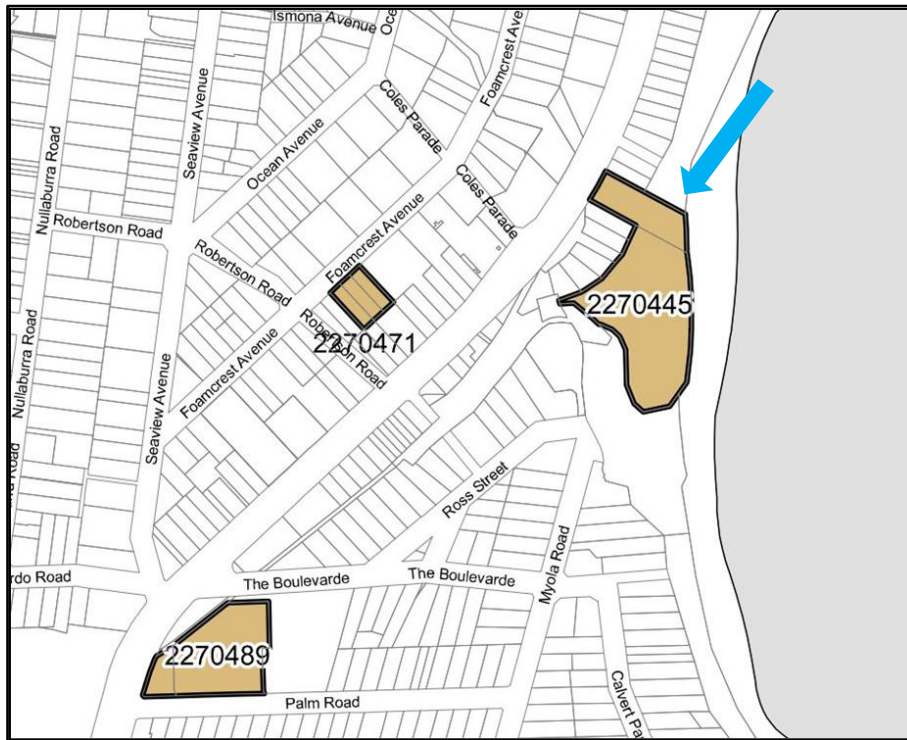


Figure 2. Detail from Heritage map HER_017. Heritage items shaded brown and heritage conservation areas are hatched red. The subject site is indicated by the blue arrow. (Source: NSW Legislation Online, <https://www.legislation.nsw.gov.au/maps>, annotated by Heritage 21).

The subject site **is not** located within the boundaries of a Heritage Conservation Area under the PLEP 2014.

1.3.2 Heritage Items in the Vicinity

As depicted in Figure 2 above, the subject site is situated within the general vicinity of the following heritage items listed under Schedule 5 of the PLEP 2014. The details of the listings follow:

Item Name	Address	Significance	Item Number
St. Michael's Anglican Church	33 Foamcrest Avenue	Local	2270471
Newport Bowling Club	6 Palm Road	Local	2270489

The proposed development of the site **is not** located within the visual catchment of heritage items 2270471 (St. Michael's Anglican Church) or 2270489 (Newport Bowling Club) and neither is it considered to be sufficiently proximate to those places to warrant discussion in the Heritage Impact Assessment contained in Section 6.0 of this SOHI. Accordingly, there is no discussion in Section 6.0 of this SOHI of the potential heritage impact of the proposal on heritage items in the vicinity.

1.4 Purpose

The subject site is a heritage item listed under Schedule 5 of the PLEP 2014. Sections 5.10(4) and 5.10(5) of the PLEP 2014 require Northern Beaches Council to assess the potential heritage impact of

non-exempt development, such as the proposed works (refer to Section 5.0), on the heritage significance of the above mentioned heritage item and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of that heritage item. This assessment is carried out in Section 6.0 below.

Accordingly, this SOHI provides the necessary information for Council to make an assessment of the proposal on heritage grounds.

1.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact* (1996) and *Assessing Heritage Significance* (2001) published by the Heritage Division of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* 2013 ('Burra Charter').

1.6 Authors

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared by Emily McSkimming and Mathew Federici, and overseen by Paul Rappoport, of Heritage 21, Heritage Consultants.

1.7 Limitations

- This SOHI is based upon an assessment of the heritage issues only and does not purport to have reviewed or in any way endorsed decisions or proposals of a planning or compliance nature. It is assumed that compliance with non-heritage aspects of Council's planning instruments, the BCA and any issues related to services, contamination, structural integrity, legal matters or any other non-heritage matter is assessed by others.
- This SOHI essentially relies on secondary sources. Primary research has not necessarily been included in this report, other than the general assessment of the physical evidence on site.
- It is beyond the scope of this report to address Indigenous associations with the subject site.
- It is beyond the scope of this report to locate or assess potential or known archaeological sub-surface deposits on the subject site or elsewhere.
- It is beyond the scope of this report to assess items of movable heritage.
- Any specifics regarding views should be assessed by a view expert. Heritage 21 does not consider itself to be a view expert and any comments in this report are opinion based.
- Heritage 21 has only assessed aspects of the subject site that were visually apparent and not blocked or closed or to which access was not given or was barred, obstructed or unsafe on the day of the arranged inspection.

1.8 Copyright

Heritage 21 holds copyright for this report. Any reference to or copying of the report or information contained in it must be referenced and acknowledged, stating the full name and date of the report as well as Heritage 21's authorship.

2.0 HISTORICAL CONTEXT

2.1 General Historical Development

The following historical analysis has been retrieved from ‘Newport SLSC’ Conservation Management Plan, May 2022.²

Traditional owners of the Northern beaches area were the Garigal clan who were part of the Kuringai tribe, together with the Kayeemai and Kannaigal clan. The Kuringai tribe lived along the coast, from Botany Bay to Lake Macquarie. The earliest land explorations by European settlers in this area followed the pre-existing Aboriginal tracks. Over the years, a rough bush road was established from Manly to Narrabeen, following the tracks of the Kuringai people.³ It is believed that small pox brought by European Settlers in 1788 resulted in the death of half of the Kuringai population by 1789.⁴

The origin of Newport’s name is literal – this was a new port for steamers, which carried both passengers and cargo, and sailed away with quantities of local shell lime and firewood.⁵ Governor Arthur Phillip saw the area on one of his exploration trips and considered it to be one of the most beautiful places he had seen. During the early years of the 19th century, Newport was a distant place of dark wooded hills and swampy flats. Newport, which sits between the Pacific Ocean to the East and Pittwater to the West, was remote and almost inaccessible from the settlement in Sydney. Land grants given to a handful of settlers were seldom occupied and those who did so, soon moved on.⁶

The tiny bayside town of Newport stirred into life in 1879 when Charles Edward Jeanneret, with the intention of developing the still heavily wooded and pristine Newport, built a pier running into Pittwater at Newport.⁷ Jeanneret was one of the managers of the Parramatta River Steam Company in 1869 and, by 1873, he became the manager of the Parramatta and Hunter’s Hill Steam Ferry Co. An alderman of the Hunter’s Hill region for many years, Jeanneret was appointed mayor of the area in 1870-71, 1877-78 and 1890.⁸ In 1879, with the help of Real Estate Developer George Pile, the pier known today as Newport Wharf, was constructed.

Jeanneret and Pile acquired land and built the weatherboard residence which became the Newport Hotel. Wasting no time, they began a coach service between Manly and Newport at a fare of five shillings each way. A flurry of activity came to sleepy Newport with steamers calling four times a week, bringing settlers from Barrenjoey, and as far as Tuggerah, who wished to shorten the overland journey to Sydney.⁹

² Heritage 21, “Newport SLSC’ Conservation management Plan, 394 Barrenjoey road Newport, May 2022.

³ “Pittwater History & Heritage”, Discover Newport – Pittwater, <http://www.newportpittwater.com/listings/pittwater-history-heritage/>, accessed May 31, 2018.

⁴ Guy Jennings, Newport Surf Life Saving Club, 1909 – 2009: The First Century (Newport : Newport Surf Life Saving Club, 20009),p. 10

⁵ Frances Pollon, “Newport” in The Book of Sydney Suburbs (Sydney: Angus & Robertson Publishers, 1988), 185.

⁶ Alan Sharpe, Pictorial Memories: Manly to Palm Beach (Sydney: Kingsclear Books, 2004), 107.

⁷ “Newport Wharf”, Pittwater Online News Issue 98, <http://www.pittwateronlinenews.com/newport-wharf-history.php>, accessed May 31, 2018.

⁸ Martha Rutledge, “Jeanneret, Charles Edward”, Australian Dictionary of Biography Volume 4 1972, <http://adb.anu.edu.au/biography/jeanneret-charles-edward-3852>, accessed May 31, 2018.

⁹ Sharpe, Pictorial Memories: Manly to Palm Beach, 107.

In the late 1880s, Newport was discovered by Sunday trippers from Sydney. Traffic through to Newport increased dramatically and the coaches from Manly were not enough. Excursion steamers from Sydney began arriving at weekends, enabling city folk to spend two happy hours roaming the bays and hills around the village.

Until the 1950s Newport remained a peaceful beach suburb, beloved by artists and writers seeking an escape from city living, and a holiday resort for visiting country dwellers. More recently, improved bus services and cars have made it a near-Sydney suburb, and shops have changed the small family businesses to supermarkets. The district retains a quiet atmosphere, with a large number of residents being retired folk with bowling and boating interests. The spectacular views and beautiful landscapes remain the same.¹⁰

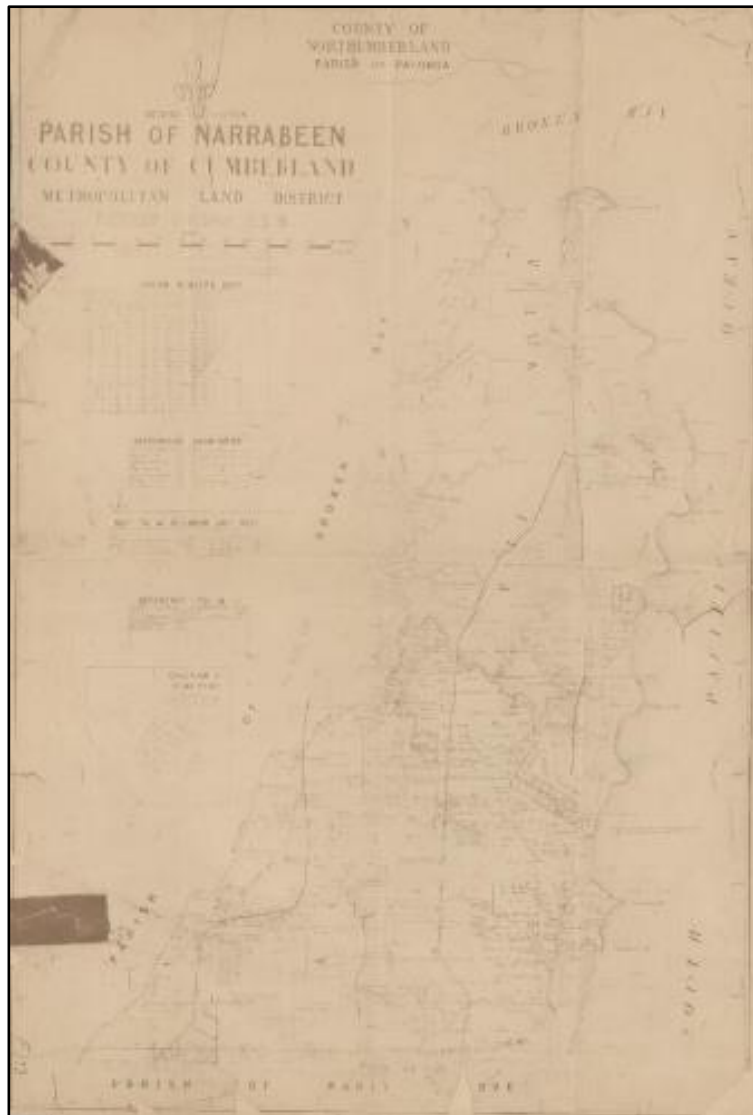


Figure 3. 'Parish of Narrabeen, County of Cumberland'. Compiled, drawn and printed at Department of Lands, Sydney NSW April 1895¹¹.

¹⁰ Ibid.

¹¹ Trove, <https://nla.gov.au/>

2.2 Site Specific History

After receiving a Ticket of Leave by 1820, ex-convict John Farrell purchased James McNally and Martin Burke's combined 90 acres of land along Newport Beach. 60 more acres of land were later granted to Farrell in his own name. The Newport Surf Lifesaving Club was later built on a part of this land.

The Newport Surf Life Saving Club was founded in 1909 by young surfers who rode their bikes every weekend from Mosman, in search of an isolated beach (refer to Figure 1). In 1909, at the time of the establishment of the Newport Surf Life Saving Club, Warringah Shire Council and local residents of the area were in talks regarding acquiring six acres of land belonging to Johnny Farrell for a public reserve and recreation grounds. This area was called Farrell's Beach at the time. After lengthy negotiations and support from the Minister for Lands, Mr Neilsen, the Government resumed the six acres of Johnny Farrell's land for a public reserve, dressing sheds and the Surf Club. In that same year, the first Clubhouse was erected on Neptune Street on a land belonging to Goff Snell. Due to its isolation, it was called La Solitaire. The building was later used by Snell as a holiday house.



Figure 4. First Newport Surf Clubhouse, "La Solitaire", built in 1909. Photo taken 1925¹².

In 1910, with financial support from the State Government and Warringah Shire Council, bathing sheds made from corrugated iron were located on the beach for both men and women.¹³ On 8th April 1911, Newport Beach was officially opened as a public beach (refer to Figure 5).

¹² ibid

¹³ Ibid p.16



Figure 5. Official opening of Newport Beach on April 8, 1911¹⁴.

In 1912, the Warringah Shire Council approved a proposal by the Surf Bathing Committee for the design of a clubhouse for surf clubs. The basic clubhouse would have capacity for 50 members. By 1915, the weatherboarded clubhouses were built by the Council with the help of grants from the State Government. On 30 January 1915, the Newport Clubhouse was opened by Mr Quirk. Various carnivals were held by the Newport Surf Life Saving Club at Newport Beach, from 1923 to the present day. The Carnivals include activities and competitions involving members of various clubs.

In 1924, there were discussions regarding extensions to the club in order to provide sufficient space for leisure activities such as dancing. However, the Club did not have sufficient funds to allow the proposed plans to go through. By 1925 members were noting that the roof of the boathouse was rusted, and the gutter damaged by rough weather conditions.¹⁵

A new clubhouse was built in 1933 at a cost of 2,000 pounds, opening on 30th September (refer to Figure 6). The money was raised through a combined effort by the Newport Surf Club, the Newport Progress Association, the Beach Committee and the Warringah Shire Council.¹⁶ The new Clubhouse consisted of two storeys, and comprised dressing sheds, club rooms and a hall.¹⁷ The ground floor level housed public dressing sheds, the Surf and Ladies Club's quarters and a boatshed, while the upper floor comprised of a hall for social events.¹⁸

¹⁴ Ibid

¹⁵ Guy Jennings, *Newport Surf Life Saving Club, 1909-2009: The First Century.*, 26

¹⁶ "Newport Surf Life Saving Club", accessed May 31, 2018.

¹⁷ 'Newport Surf Club's Building', *The Labor Daily*, 30 October 1933, p. 3.

¹⁸ Guy Jennings, *Newport Surf Life Saving Club, 1909 – 2009: The First Century* (Newport: Newport Surf Life Saving Club, 2009), p.37

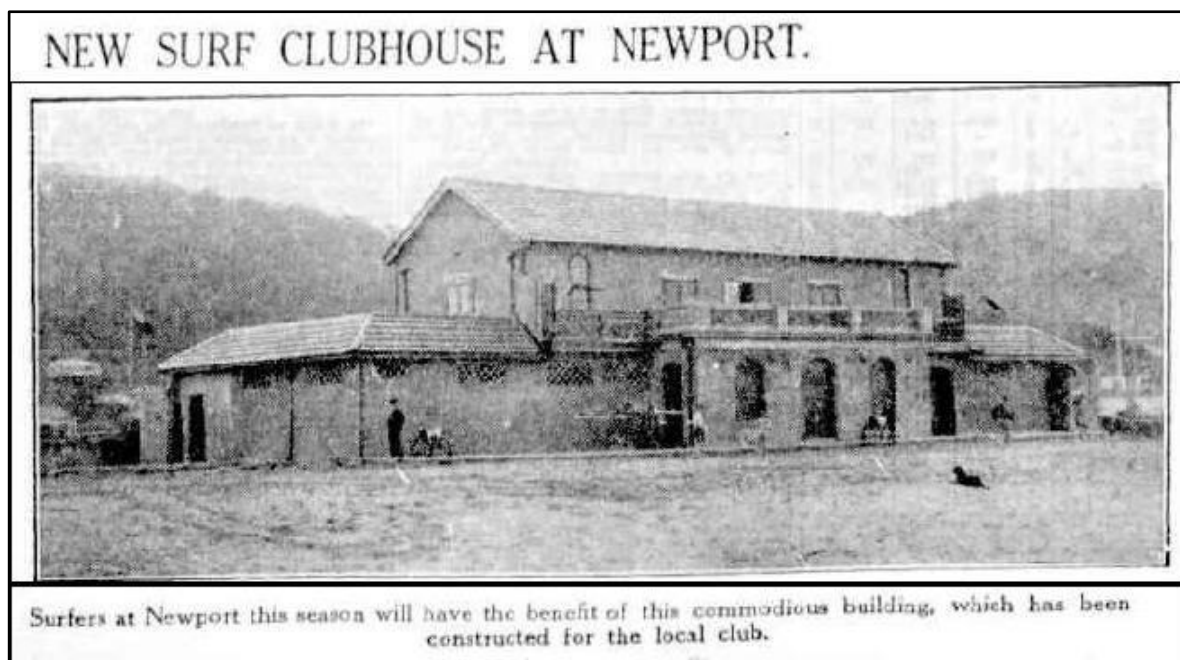


Figure 6. "New Surf Clubhouse at Newport", *The Sydney Morning Herald*, 4 October 1933, p. 16¹⁹.

By 1937, additions had been made to the original 1933 Clubhouse. These included an external staircase introduced to the northern wing of the Clubhouse, on the eastern façade, providing direct access to the beach.

During 1955, a committee including Hans Trumm, Bert Payne and Jack Penningweth was formed to plan and discuss extensions and additions costing 2000 pounds to the clubhouse. However, these plans were later cancelled as Council itself had planned additions to the clubhouse costing 8000 pounds. Unfortunately, Council was unable to commence the extensions due to previous commitments.²⁰ However, in 1957, Council painted the building and constructed two staircases to the eastern façade of the Clubhouse.²¹ Additionally, the Ladies Club assisted in financing new hot showers in the men and women's dressing rooms, as well as helping with all social functions and competitions.²² In 1959, Hans Trumm and Mark Windass designed the plans and drawings of the proposed extensions to the Clubhouse, while the Club deposited its share of the costs for the extensions.²³ During the winter of 1960, a group of the members assisted in the renovation of the change rooms and the first aid room.²⁴ In 1962, the proposed and long awaited extensions were finally carried out.²⁵ On May 26, 1974, a severe storm caused substantial damage to the Clubhouse, which required extensive repairs to restore the damaged equipment and facilities. The damages caused from the storm left the club with a large financial deficit.

By 1986, further additions and modifications had been made to the Clubhouse. The pitched roof of the northern wing had been removed and replaced by a flat roof. Additionally, a tower with glazing

¹⁹ *ibid*

²⁰ Royal Life Saving Society – Australia, Bronze Medallion Fact Sheet N, 81

²¹ *Ibid*, 86

²² *Ibid*, 86-87

²³ *Ibid*, 87

²⁴ *Ibid*, 105

²⁵ *Ibid*, 101-102

had been added on top of the flat room, in order to provide views of the beach from the Clubhouse. By the 2000s, various alterations and additions had been made to the Clubhouse (refer to Figure 7 and Figure 8). These included the extension of the northern wing, incorporating a skillion roof and the addition of a public bathroom, the removal of the glazed tower located in the northern wing, and first floor additions to the northern wing. The modifications made substantially altered the roof line and form of the northern wing. Additionally, the alterations also included the removal of the external staircase located on the southern wing, and the installation of a new staircase in its place.



Figure 7. Newport Surf Life Saving Club, c. 2000. Photograph by Max Nippard.²⁶



Figure 8. Newport Surf Life Saving Club, c. 2000²⁷.

²⁶ Mapio.net: mapio.net/pic/p-9710244/

²⁷ Guy Jennings, Newport Surf Life Saving Club, 1909-2009: The First Century

3.0 PHYSICAL EVIDENCE

3.1 The Setting

Newport is a suburb of Northern Sydney, located along Sydney's Northern Beaches and lies 31 km north of Sydney Central Business District. It is situated in the Cumberland Plain and is the administrative seat of the local government area of Pittwater within the Northern Beaches Council.

Overtime, Newport has developed into a low-density residential area built along the valley floor and continues to remain a prime location for both local and international tourists with an expanse of natural beauty and popular beaches. The entire area is characterised by steep slopes to the north and south with significant views available along the entire locality. According to the 2016 Census, the entire locality of Newport is estimated to have a population of 9,301 people. The site is both considered a coastal neighbourhood for permanent residents as well as a retreat from the bustling city.

The site lies along Barrenjoey Road, which runs north-south as the main artery through the locality and follows the topography of the valley floor. The Newport Commercial Centre lies in proximity, making the Newport beach a popular location for holiday makers, this ensuring that the Club is in constant use by members and non-members alike.

The subject building presents its western façade to Barrenjoey Road as a two-storey structure with an extended single storey northern wing. Partial views to the site are blocked due to the mature vegetation on Newport playground and an unsightly container used as a temporary storage space.

The subject building presents its eastern façade towards the Tasman sea and can be viewed from the main expanse of Newport beach. Along the south-western extent of the site lies the Bert Payne Reserve that also obstructs the view to the site from the city centre and Barrenjoey road.

3.2 Physical Description

3.2.1 External

The subject building presents its western façade to Barrenjoey Road as a two-storey structure with an extended single storey northern wing. Partial views to the site are blocked due to the mature vegetation on Newport playground and an unsightly container used as a temporary storage space.

The subject building presents its eastern façade towards the Tasman Sea and can be viewed from the main expanse of Newport beach. Along the south-western extent of the site lies the Bert Payne Reserve that also obstructs the view to the site from the city centre and Barrenjoey road.

The west elevation facing Newport playground and Barrenjoey road presents itself as a classic Mediterranean Clubhouse style of the 1930s with simple massing punctured by arched fenestrations and a pitched terracotta roof. The site is approached from an extended parking area. The main entrance archway extends beyond the main building envelope as do two side wings along the

northern and southern extents of the building. The wings have been extended with a first-floor extension at a later stage by extending the main roof line of the central section of the building. A secondary extension has been added to the northern wings to facilitate large equipment storage. View to the main building from the north-western entrance to the site are partially blocked due to a temporary storage container placed outside the main building.

The eastern façade facing the Tasman Sea and Newport beach presents itself as a two-storey single building with an extended entrance podium and a single storey extension at the northern end. Fenestrations along the extended podium on ground floor have been retained while the veranda on first floor has been enclosed with aluminium windows. Two doors on either side of the podium have been left in original condition. An access staircase in timber leads to the beach along the southern end of the building. The extension along the southern end presents itself as a three-tiered structure, with the ground floor tier punctured by a large roll-up door and a small aluminium framed window; the second tier comprises the kitchen with skylights inserted in a narrow skillion roof that has been added at a later stage; the third tier matches the roofline of the original building. The single storey extension at the northern end comprises of a high parapet wall indicating that the entire first-floor of the extension is used as an outdoor seating area while the ground floor is penetrated with five inconsistently sized garage roll-up doors that house the club's larger sized equipment. A small lean-to with a skillion roof is further added on as a secondary extension along the northern end containing the public female washrooms.

3.2.2 Internal

Internally, the building has undergone considerable changes over the years with rooms being divided and subdivided and extensions added at various times to supplement additional needs for the club and its users.

The main entrance lobby on ground floor along the western façade is fitted with a possibly later addition staircase that leads to the first floor. A secondary entrance door along the western facade has been positioned to contain the lift and provide a disability access. An external staircase connects to the first floor along the northern wing. Access to the building interior on ground floor through the main entrance portico is blocked using a controlled access door. Passing through this access door is restricted for members only, leads to a narrow corridor that opens into the changing areas for men and women, a gym and a first aid facility. The corridor also leads to the extended entrance podium along the eastern façade allowing members to access the beach from the ground floor.

Along the southern façade is the entrance to the male public toilets that lie inside the extended wing. A secondary entrance leads to a public ambulant toilet. A third door leads to the lifeguards' room. The lifeguards' room is tiny and does not contain any storage space. All lifesaving equipment and storage areas are located along the northern end of the building and must be accessed from the western elevation through large roll-up shutter doors. The female public toilets are located along the northern end in the attached skillion roof lean-to and can be accessed from both the western and northern elevations.

A tertiary staircase made of timber leads to the first floor from the sea-facing elevation and leads up to an extension of the veranda that connects to the now covered bay above the extended entrance podium. The bay is contained within the main club room that is periodically used to host parties and club events.

The main club room leads to the service area including kitchen, storage, lift and toilets towards the south and to the committee room with bar and terrace seating area at the north. The terrace connects to the northern staircase that is adjacent to the northern wing. Above the entrance foyer along the western façade is a small office.

3.3 Condition and Integrity

The exterior of the building, built in the Mediterranean Clubhouse style, is in a fair condition. However, considerable alterations have been undertaken over the years. The original building footprint included a two-storey central section with an entrance portico along the western façade and an extended podium entrance along the east. Two single storey wings flanked the main building on the north and the south with open to sky central courtyards.

From an analysis of the building form in archival photographs, it appears that the wings may have housed the changing areas. More recent photographs and site inspections reveal that the central building has undergone alterations – the enclosing of the veranda above the extended podium entrance along the eastern elevation and the addition of a staircase along the south.

Overall, the site has been maintained to upkeep its ongoing use for the purposes of housing Surf Life Saving utilities.

3.4 Images

The following photographs have been taken by Heritage 21 at the site inspection undertaken on 23 May 2018 and 18 May 2022, unless stated otherwise.



Figure 9. View to the entrance portico along the Western Elevation.



Figure 10. View from the north-western corner of the parking lot looking towards the subject building.



Figure 11. View of the eastern elevation as seen from Newport beach.



Figure 12. View of the southern wing and extension.



Figure 13. Main Entrance Portico along western facade.



Figure 14. Gym.



Figure 15. First Aid Room.

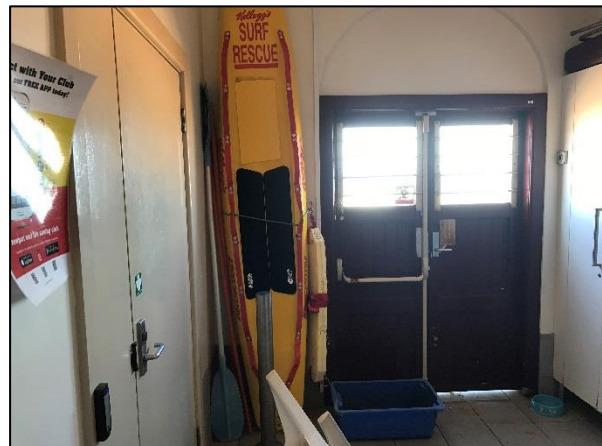


Figure 16. Exit Door to beach.



Figure 17. Storage areas with roll-up shutter doors.



Figure 18. View to the main club room looking south.



Figure 19. The extended bay windows looking towards Newport beach.



Figure 20. View of the Northern wing with doors leading to outdoor terrace seating.



Figure 21. View from the Southern wing looking towards the main clubroom.



Figure 22. Office constructed above the main entry portico along the western facade.



Figure 23. View of the open to sky terrace extended east from the Northern Wing. Note enclosed veranda extension behind the seating area.



Figure 24. View of the Northern wing from the outdoor seating terrace.



Figure 25. View of the open terrace extended beyond northern wing looking towards the main beach.



Figure 26. View of the Southern wing as seen from the office above the entry portico.

4.0 HERITAGE SIGNIFICANCE

In order to assess the impact of the proposed works on the heritage significance of the subject site, it is necessary to first ascertain the heritage significance of these places. Accordingly, Statements of Significance for the subject site (refer to Section 4.1.1) are provided below. The significance of these places, will form part of our considerations in the assessment of heritage impact, undertaken in Section 6.0 below.

4.1 Established Significance

4.1.1 The Subject Site (Item 2270445)

The following Statement of Significance is available for the site on the State Heritage Inventory:²⁸

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.

4.1.2 Statement of Cultural Significance

The following Statement of Significance has been extracted from the Newport SLSC Conservation Management Plan prepared by Heritage 21 dated May 2022 in conjunction with this Development proposal.

The Newport Surf Life Saving Club established in 1911 has historical, associative, social and aesthetic significance for the Newport Community. Although the Clubhouse has been significantly modified and retains limited significant fabric, it holds the essence of its Mediterranean Clubhouse style of architecture from the 1930s. The interior of the building has been significantly altered, while the exterior has undergone several additions to its northern and southern wings reducing its historic bulk and scale. The item however, indicates social and associative value as it plays a vital role in the development of Newport as a hub for tourism and leisure activities. Its association to the Payne family and other significant individuals in the history of water sport and competitive

²⁸ Redfern Railway Group. NSW Office of Environment and Heritage, 'State Heritage Inventory', *Search for NSW Heritage*, n.d., <http://www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx>.

surf activities in NSW illustrate the importance of the community at Newport for the larger Australian narrative of beach goers and competitive sport.

5.0 WORKS PROPOSED

5.1 Scope

The key objectives of the proposed development aim to uplift the Newport SLSC with contemporary additions and modifications. Constraints over the development are the adherence to the *Newport SLSC Conservation Management Plan 2022* and the conservation policies set within the document. The retention and primacy of significant heritage fabric is integral to the development.

The proposed works include alterations and additions to the overall site. Works include the demolition of rooms in the north section, on both the ground and first floor. These works include the removal of external and internal structural elements. Toward the centre and south quarter, works include the demolition of major internal partitions. Structural walls remain intact, retaining the envelope of the centre and south quarter, as well as the retention of significant heritage fabric.

Construction includes contemporary additions to the northeast wing at the ground floor, including a contemporary storeroom, consistent with the former use of the site. Minor external landscaping around the perimeter of the ground floor would be instated. Along the ground floor, in the centre and south quarter, structural walls remain intact, retaining the original configuration of the building envelope. New internal additions and partitions, reconfigure the internal layout. These include a change in stairway direction.

At the first floor, contemporary multi-purpose training rooms would be instated in the northwest wing, creating new uses for these areas. The integration of a new outdoor terrace area in the northeast with new roofing features covering these areas would be instated. Retractable glass roofing and contemporary metal roofing cover these areas. Modifications to internal partitions reconfigure the use of the first floor with kitchens, bathrooms and a bar area. The demolition of internal partitions in the south quarter, creates an open floor plan for the introduction of hall.

5.2 Proposal Description

The proposed development would include:

Ground Floor

- **Demolition:** Structural walls and internal partitions including areas; Female Public WC, Surf Boats, IRB/ATV Store, Patrol Gear Store, Elite Board and Ski Store, Keg Room, two structural piers on east elevation, Exterior structural walls on northwest elevation and Southwest elevation
- **Demolition:** stairway leading up to beach entry room and including existing promenade along east elevation.
- **Partial Demolition:** Internal partitions and non-structural walls in rooms; Nippers Store, First Aid Room, Beach Entry, Member Amenities Female, Internal stairway at entry, Member Amenities male, Gym, Council Lifeguards, Plant, Disable WC

- **Construction:** Exterior pavement and landscaping along north, south, east and west elevation, including new vegetation along west elevation; Gear Storage Compound in north section of structure and solid seating along east elevation to act as a wave return.
- **Construction:** Lift shaft at centre of G/F, Bin store, Plant room, council Lifeguards Room, Admin Store, plant Comms and Storage at centre of ground floor proposed development, First aid room, Male and Female Amenities at centre of ground floor proposed development.
- **Construction:** Shop/BBQ area female public amenities, male public amenities, ACC WC; along south elevation.
- **Construction:** Stairway leading up to first floor from entrance, stairway leading up to first floor from outdoor pavement area on west elevation, new internal partitioning throughout site, including fittings, fixtures and cabinetry suitable for surf lifesaving utility.

First Floor

- **Demolition:** Terrace, stairway leading up to and including Committee Room and Bar, Exterior deck on east elevation, two Storeroom's and passageway at centre of structure, First floor stairway on west elevation, internal partition of office,
- **Partial Demolition:** internal partitions in rooms; Kitchen, male WC, Lift, Disabled bathroom, Female WC.
- **Construction:** Exterior terrace on north and east elevation, Observatory and balcony along east elevation and outdoor training terrace on northwest elevation
- **Construction:** Practical SLSC Training & Assessment Room, Multipurpose training room, storage rooms and lounge room in north quarters of structure, including internal partition throughout.
- **Construction:** Committee room, Female WC, Bar 9Club) Kitchen, ACC, Bar (Hall) male WC, Lift Shaft, passageway with glass partition for acoustic and thermal break and Stairway leading up from entrance at first floor; at centre of first floor of structure.
- **Construction:** Hall and storeroom at south quarter of structure. Internal partitioning including fittings, fixtures and cabinetry for amenities.

Roof

- **Demolition:** Existing Colourbond Roof on north elevation, Terrace Roof, roof over decking area on east elevation, roof awnings on southeast elevation.
- **Construction:** Glass retractable roof above terrace in north, proposed metal roof on north quarter above terrace in north section, proposed glass roof above lounge area in north elevation, proposed roof above observatory, roofing above Training and SLSC Assessment rooms in northwest elevation.
- Installation of PV panels above training rooms in northwest wing

5.3 Drawings

Our assessment of the proposal is based on the following drawings by Adriano Pupilli dated 14 June 2022 and received by Heritage 21 on 16 June 2022. These are reproduced below for reference only; the full set of drawings accompanying the development application should be referred to for any details.

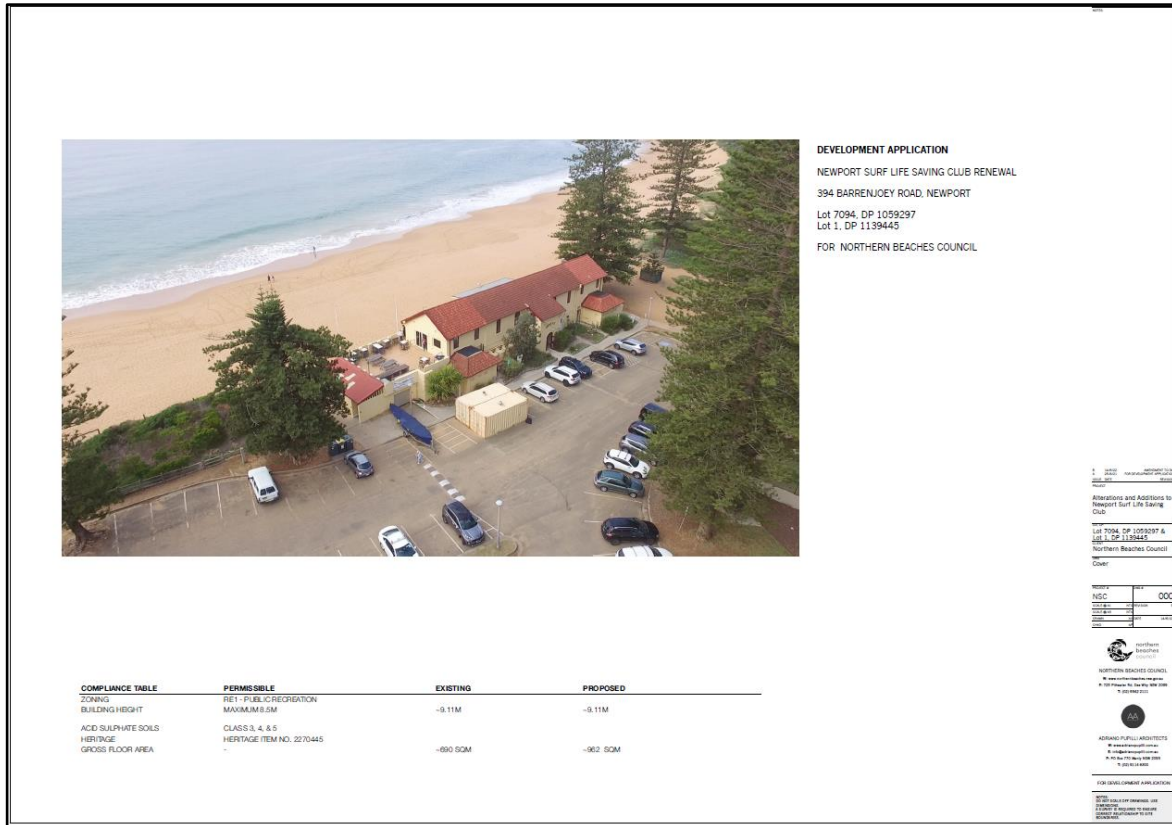


Figure 27. Cover Page

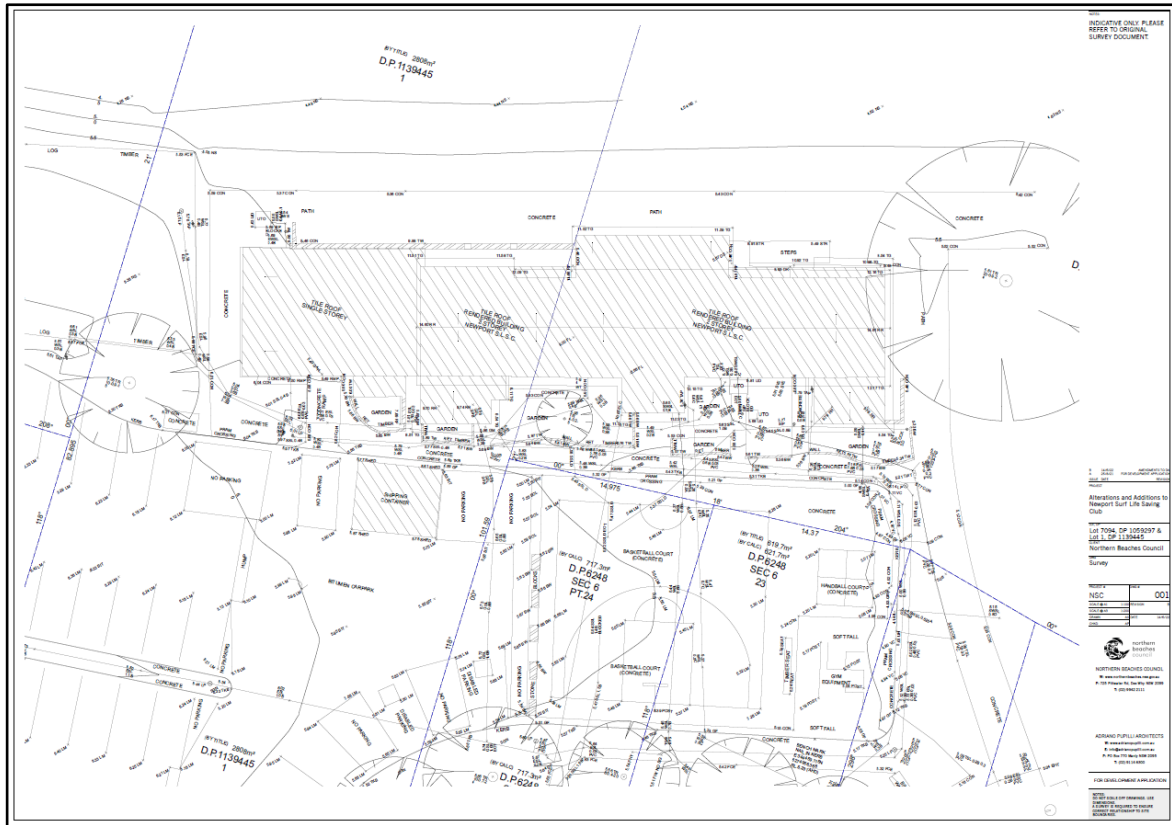


Figure 28. Site Survey.

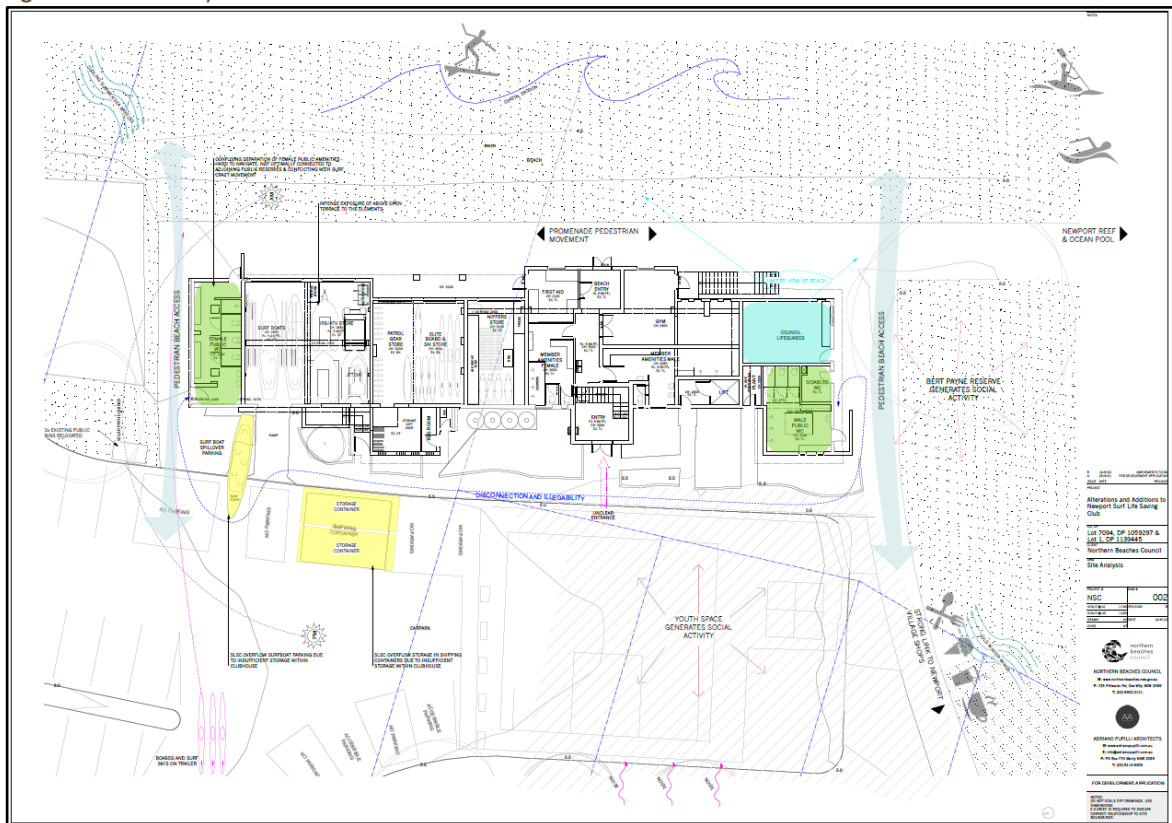


Figure 29. Site Analysis

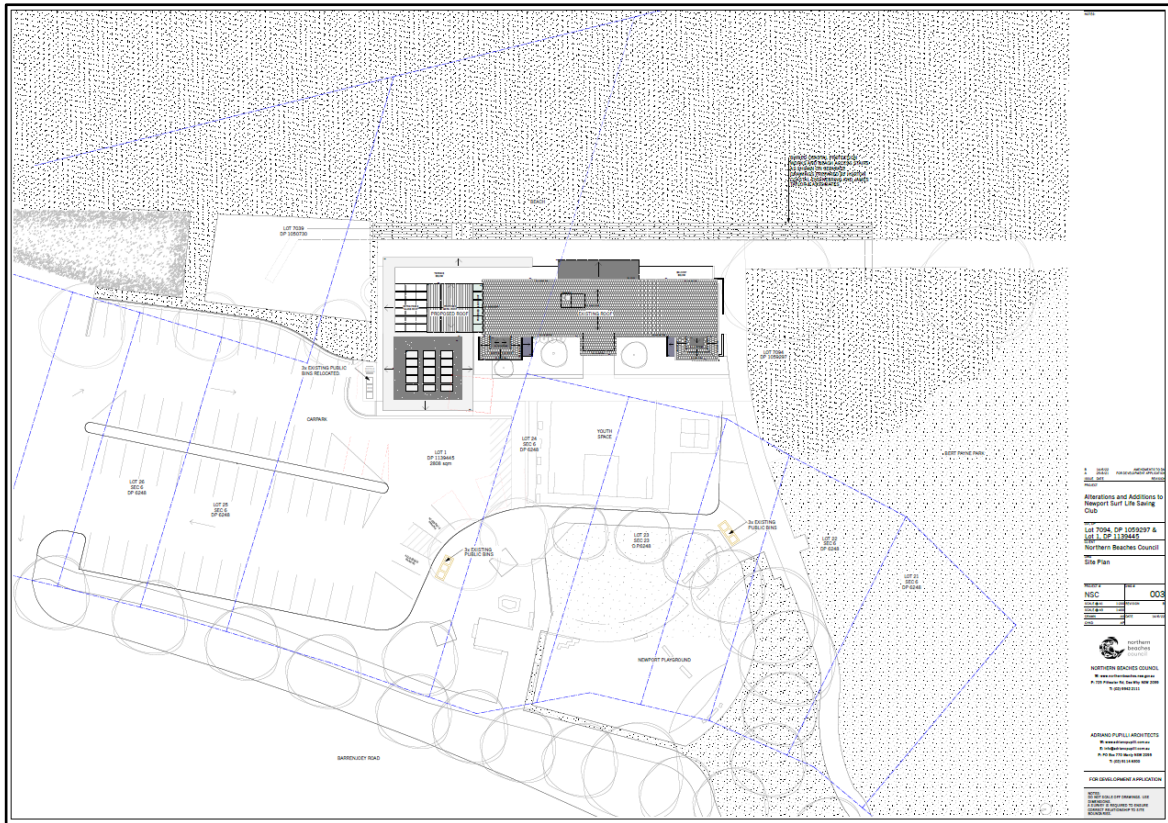


Figure 30. Site Plan



Figure 31. Demolition Plans

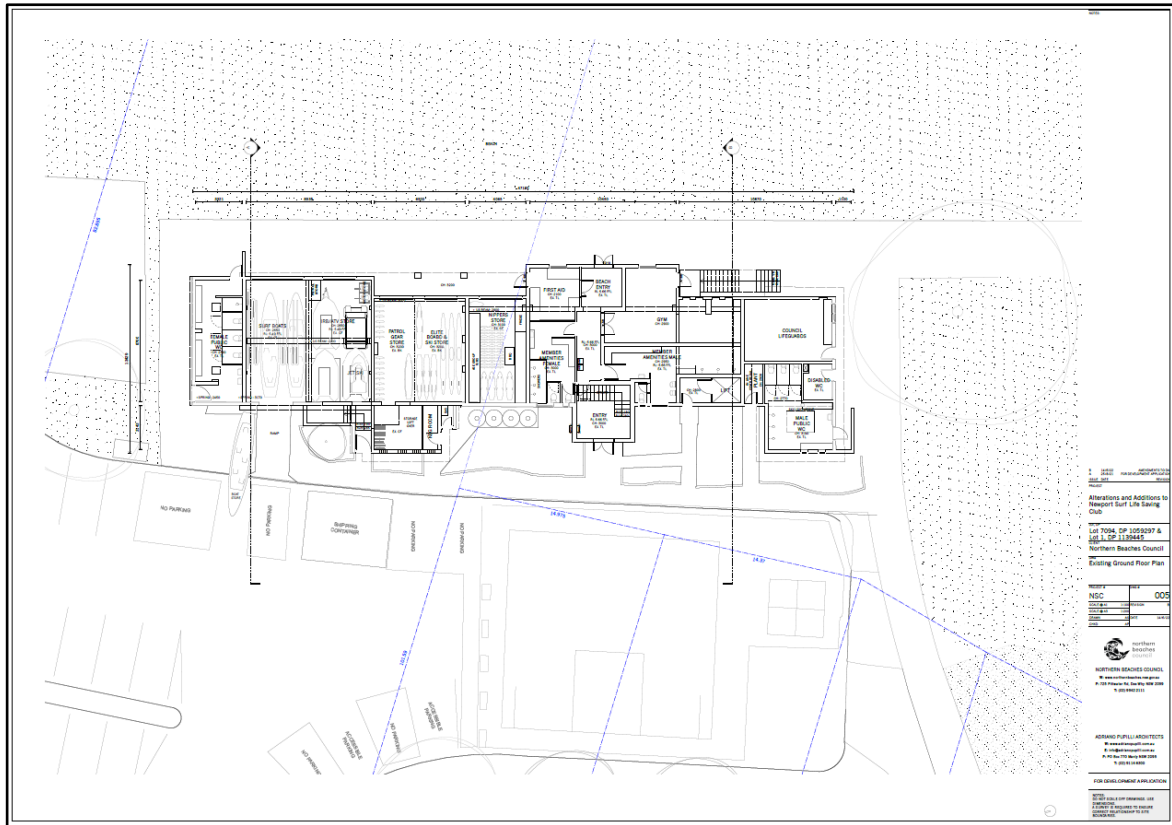


Figure 32. Existing Ground Floor Plan

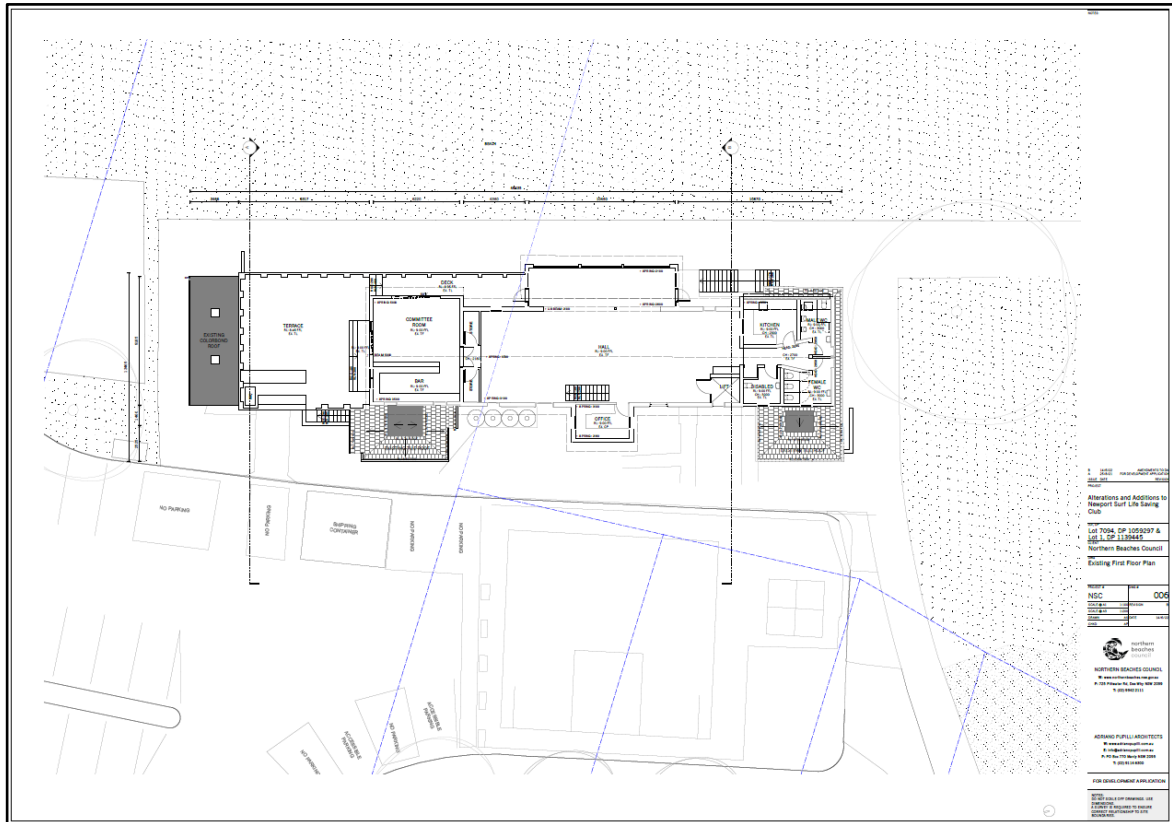
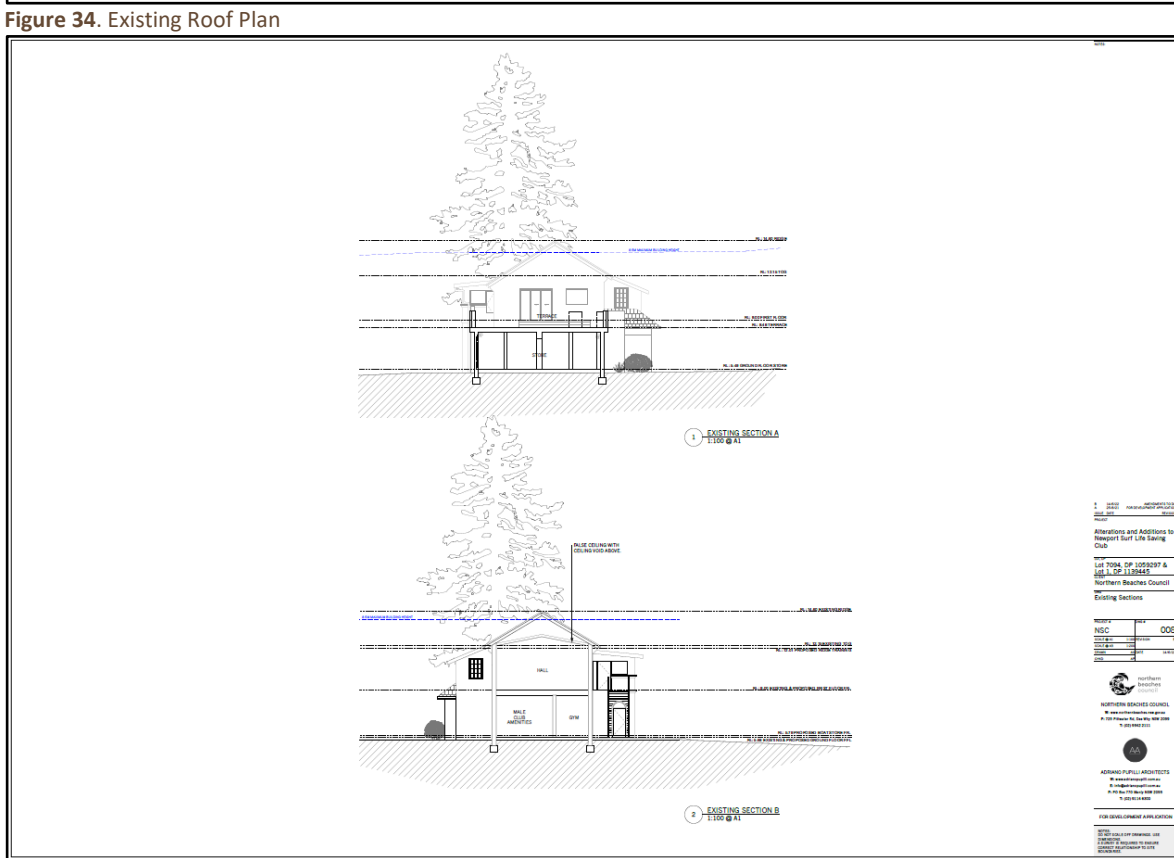
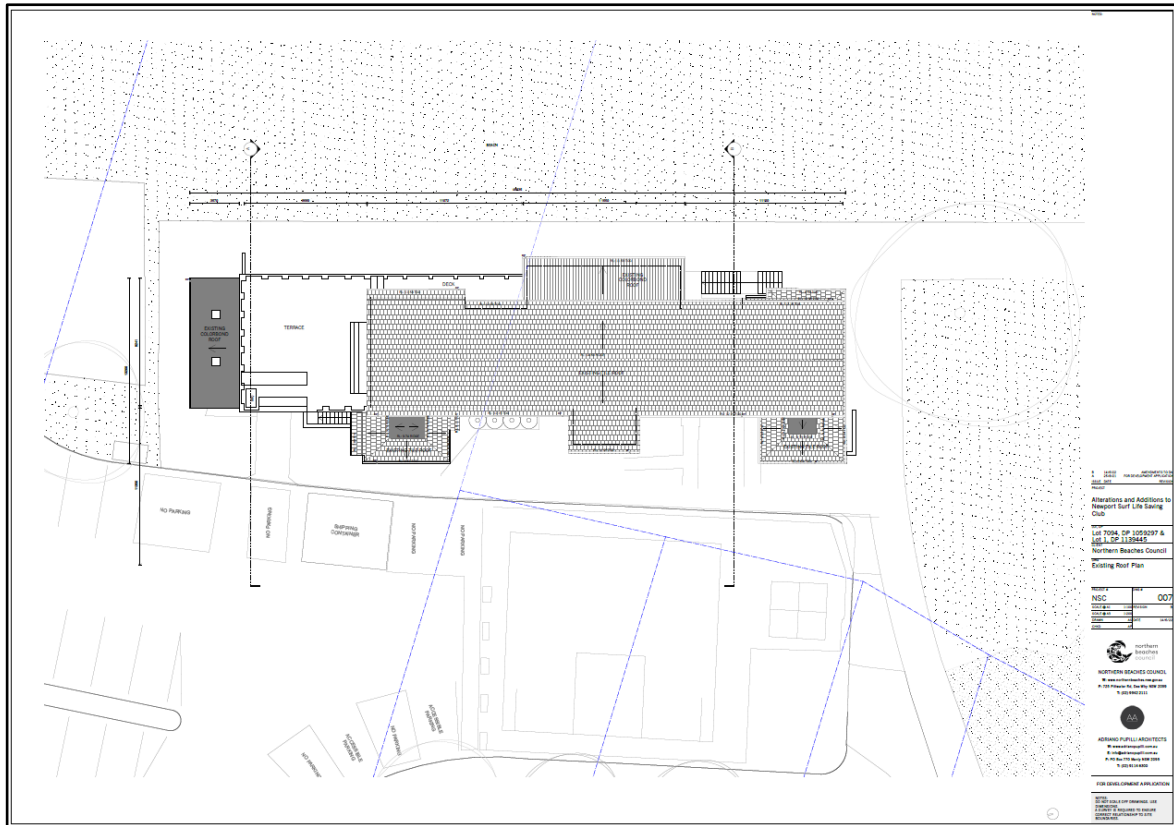


Figure 33. Existing First Floor Plan



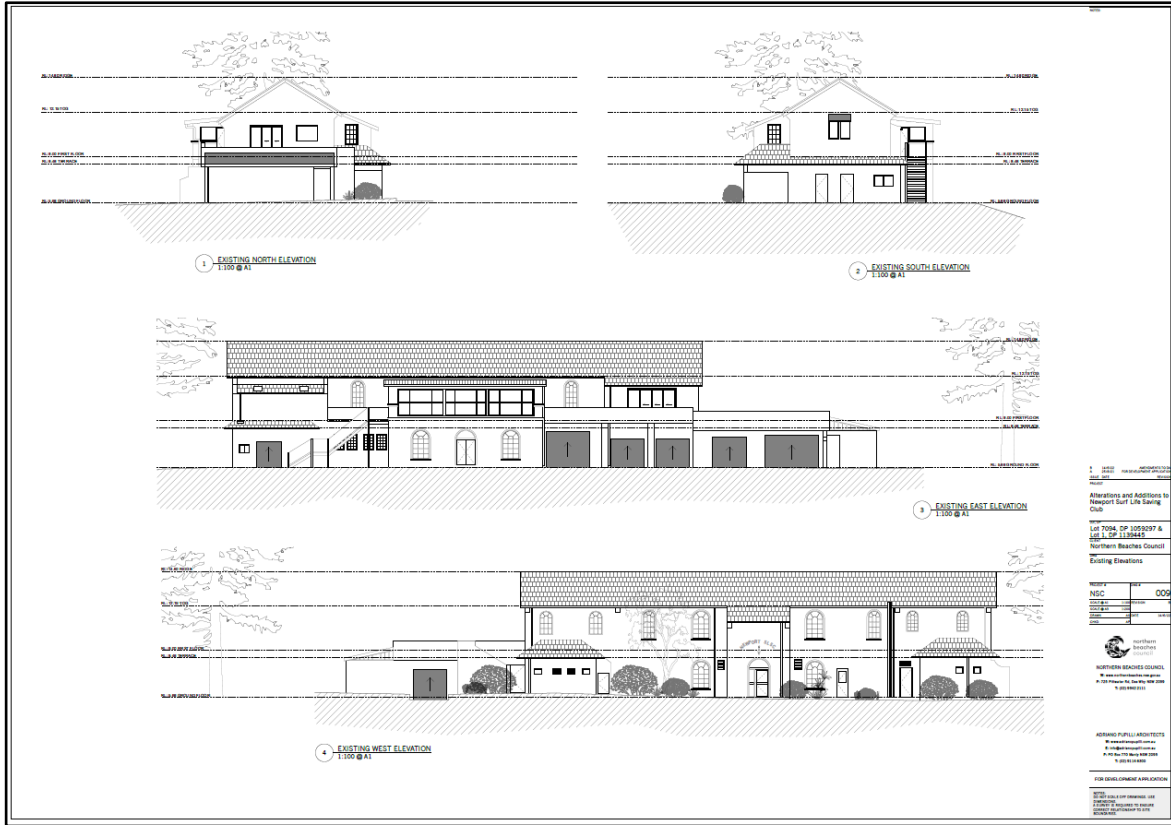


Figure 36. Existing Elevations

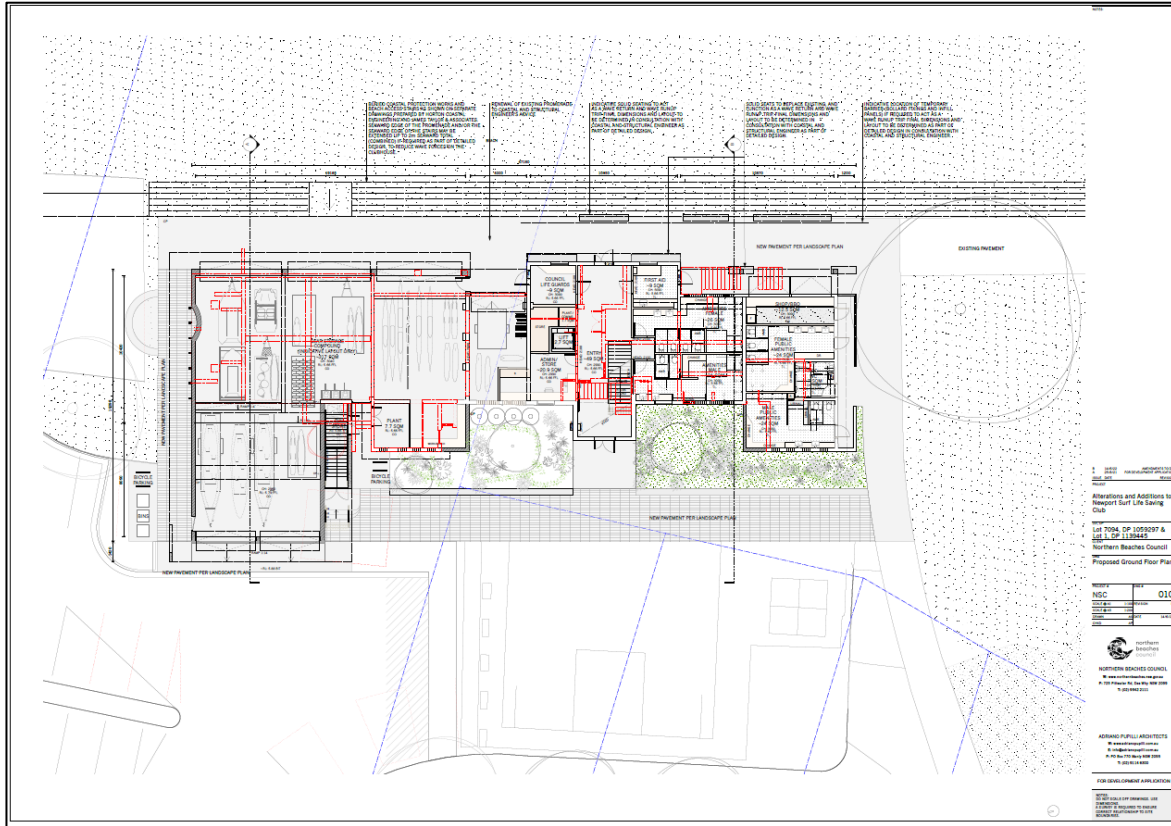


Figure 37. Proposed Ground Floor Plan

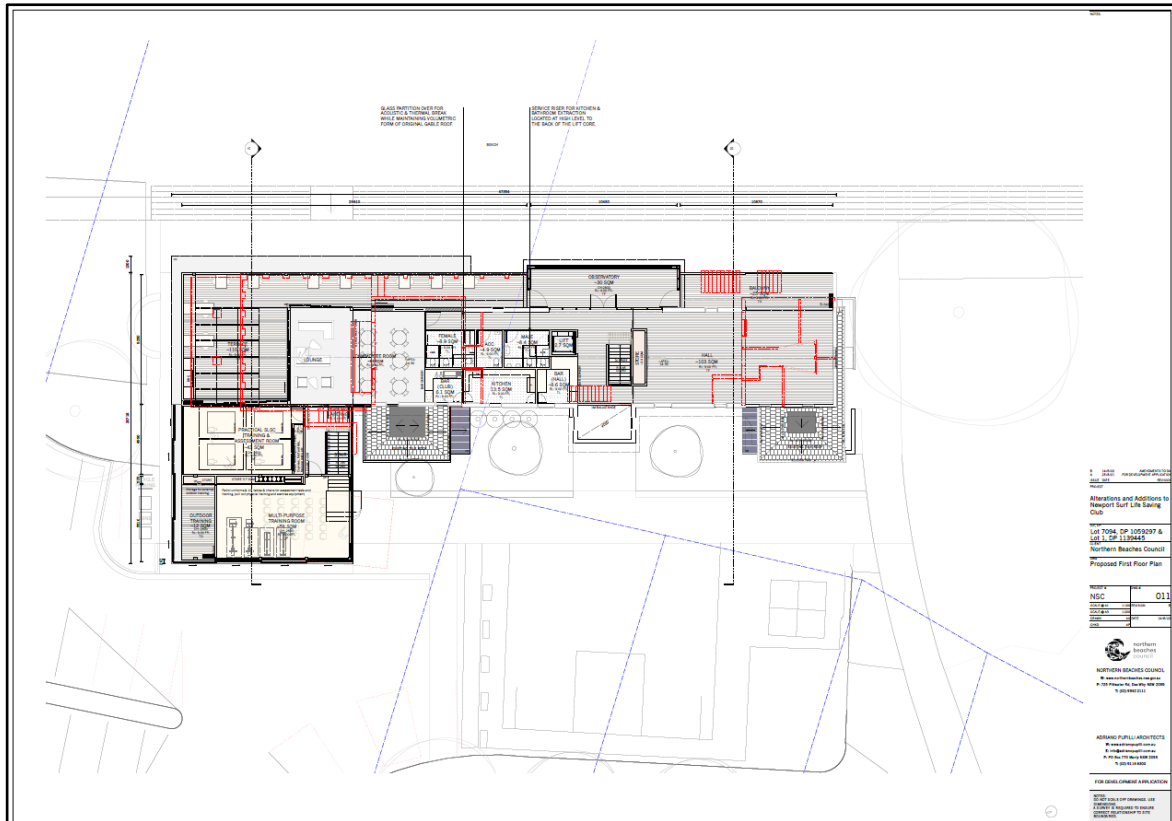


Figure 38. Proposed First Floor Plan

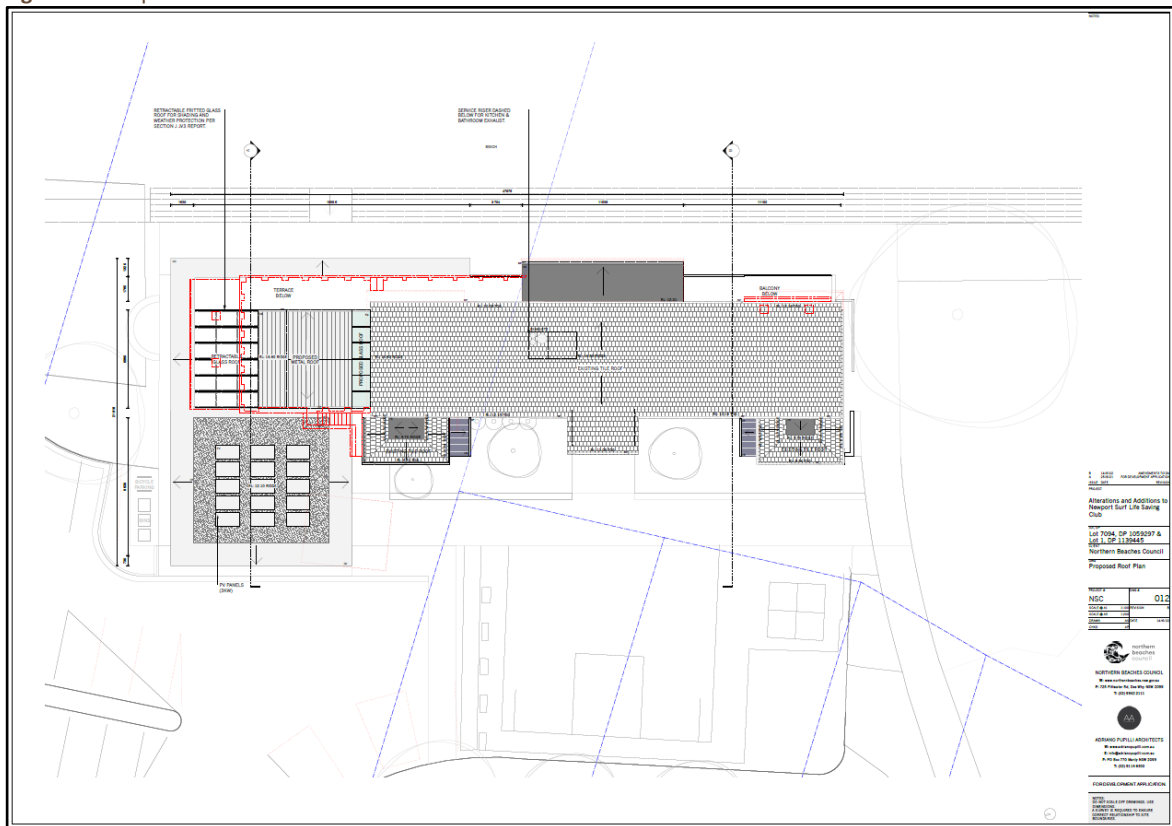


Figure 39. Proposed Roof Plan

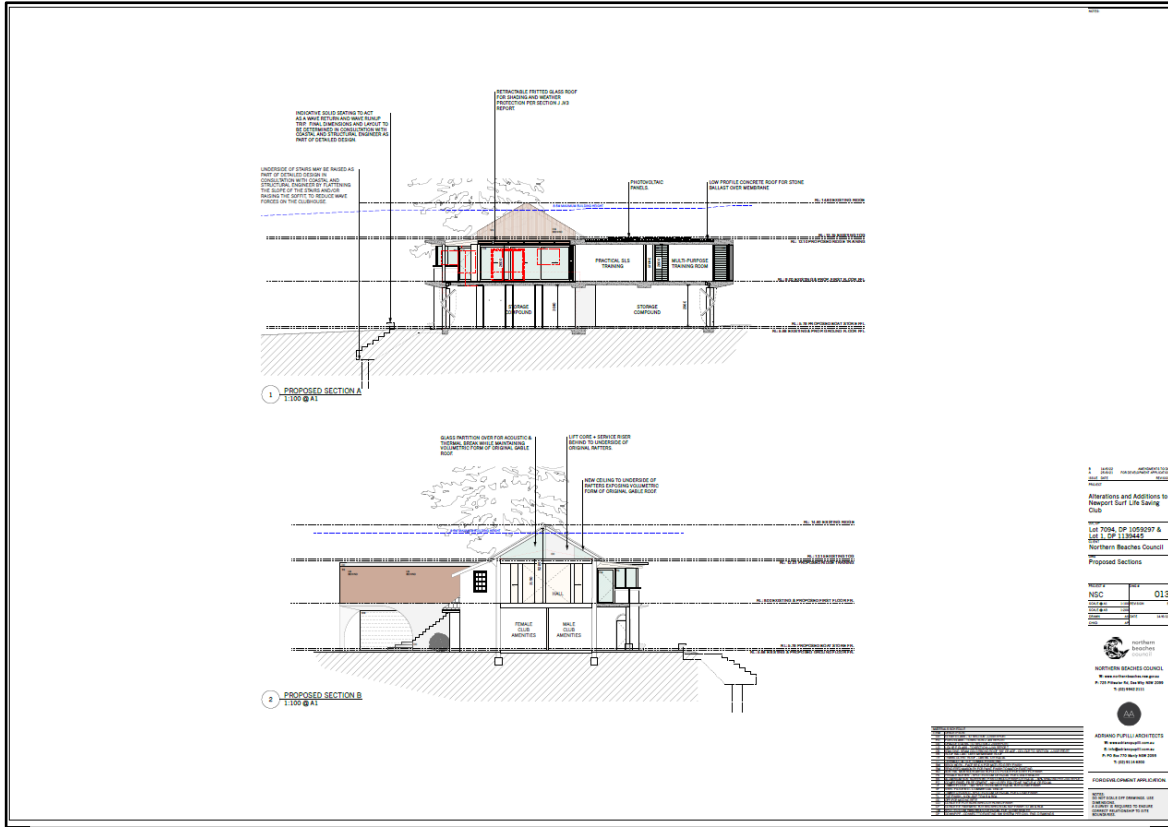


Figure 40. Proposed Sections

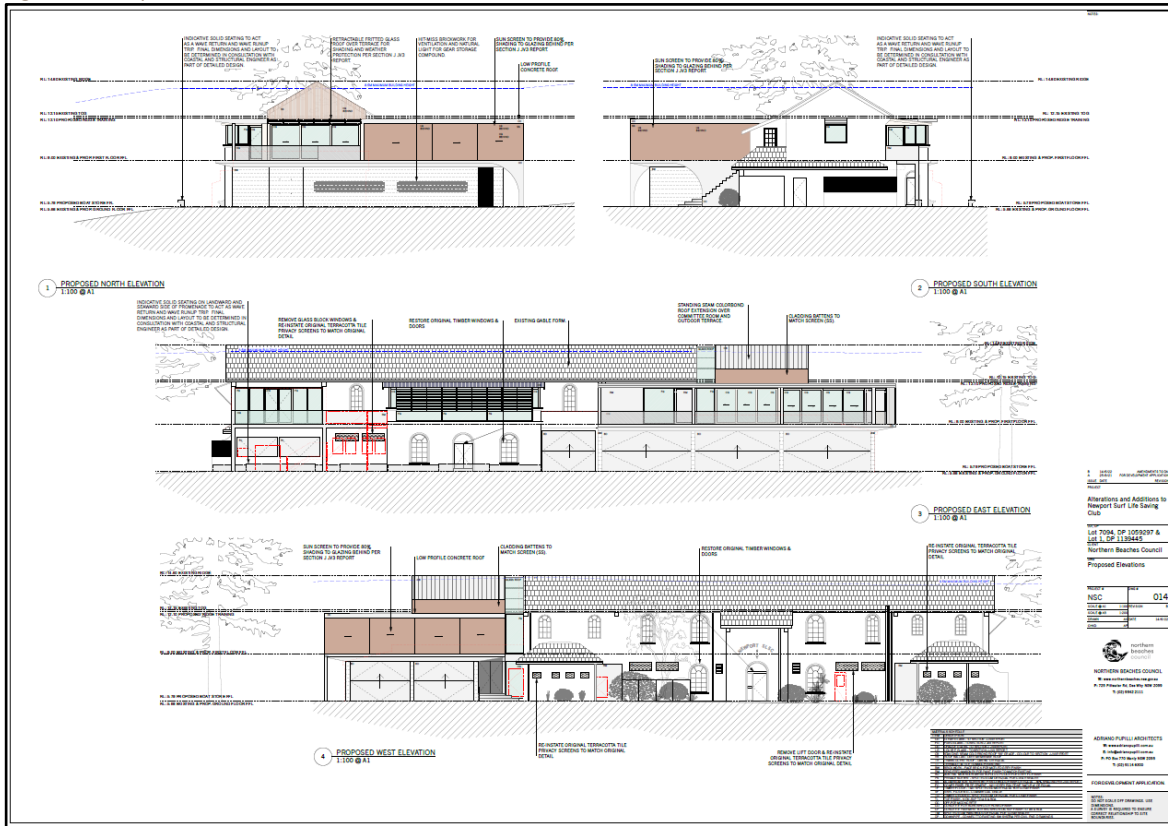


Figure 41. Proposed Elevations

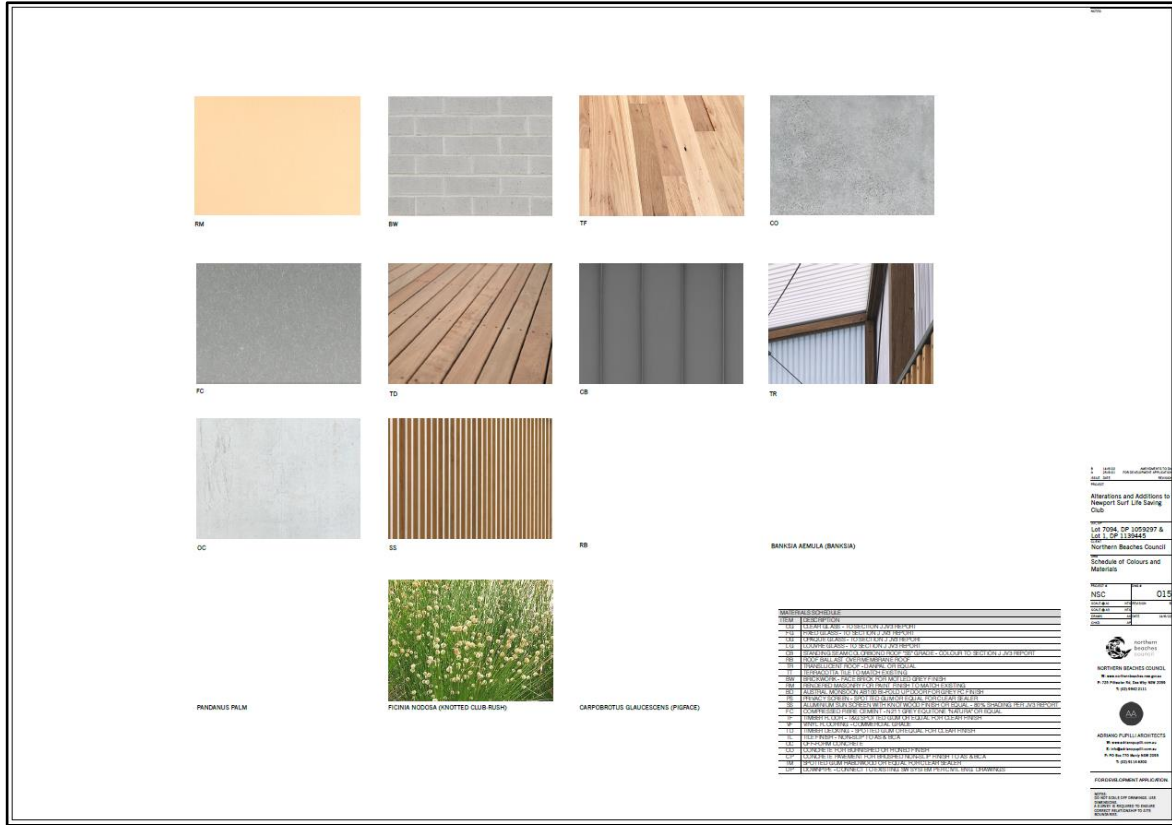


Figure 42. Schedule of Colours and Materials

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the proposed development as described in Section 5.0 above. These constraints and requirements form the basis of this Heritage Impact Assessment.

6.1.1 Pittwater Local Environmental Plan 2014

The statutory heritage conservation requirements contained in Section 5.10 of the Local Government Area Local Environmental Plan (LEP) 2014 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are outlined below:

- (1) Objectives
- (2) Requirement for consent
- (4) Effect of proposed development on heritage significance
- (5) Heritage assessment

6.1.2 Pittwater 21 Development Control Plan 2004

Our assessment of heritage impact also considers the heritage-related sections of Pittwater 21 Development Control Plan (P21DCP) 2004 that are pertinent to the subject site and proposed development. These include:

Section A – Shaping Development in Pittwater

A3 What shapes development in Pittwater

A3.1 Desired character of Pittwater

A3.4 Key objectives of Pittwater 21 Development Control Plan

A4 Localities

A4.10 Newport Locality

Section B – General Controls

B1 Heritage Controls

B1.1 Heritage Conservation – Heritage Items, heritage conservation areas and archaeological sites listed on Pittwater Local Environment Plan 2014

B1.3 Heritage Conservation – General Controls

Section D – Locality Specific Development Controls

D10 Newport Locality

D10.1 Character as viewed from a public place

D10.3 Scenic protection – General

D10.4 Building colours and materials

6.1.3 Newport SLSC Conservation Management Plan 2022

Our assessment of heritage impact also considers the relevant sections of the Newport SLSC CMP prepared by Heritage 21 in May 2022. These include:

6.0 Conservation Policies

6.2 General Policies

6.3 Specific Policies

Policy 25.	Boundaries.
Policy 26.	Retention of views to and from the subject building
Policy 27.	Alterations to the main building envelope.
Policy 28.	Form and scale of the building
Policy 29.	Roofs
Policy 30.	Masonry
Policy 31.	Internal Layout
Policy 32.	Interior Finishes
Policy 33.	Painting
Policy 34.	Signage and Interpretation
Policy 35.	Reticulation of Services
Policy 36.	Emergency Exits and Staircases
Policy 37.	BCA, Fire Safety and Access Upgrades

6.1.4 NSW Office of Environment & Heritage guidelines

In its guidelines for the preparation of Statements of Heritage Impact, the NSW Office of Environment & Heritage provides a list of considerations in the form of questions aiming at directing and triggering heritage impact assessments. These are divided in sections to match the different types of proposals that may occur on a heritage item, item in a heritage conservation area or in the vicinity of heritage. Below are listed the considerations which are most relevant to the proposed development as outlined in Section 5.0 of this report.

Major partial demolition (including internal elements)

- *Is the demolition essential for the heritage item to function?*
- *Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the detailing of the partial demolition sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

Major additions (see also major partial demolition)

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If not, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?*

6.2 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the subject site. This assessment is based upon the Historical Context (refer to Section 2.0), the Physical Evidence (refer to Section 3.0), Heritage Significance (refer to Section 4.0) the Proposal (refer to Section 5.0), a review of the Heritage Management Framework (refer to Section 6.1) and the impact of the proposal on the relevant heritage item (refer to Sections 6.1).

6.2.1 Impact Summary

The proposed works involve development to a heritage item, listed under Schedule 5 of the PLEP 2014, to address the ongoing capability, functionality and space requirements of the Newport SLSC. The subject site is not located within a heritage conservation area, nor is it located within the visual catchment of heritage items in the vicinity.

In the opinion of Heritage 21, the proposed development would not engender a negative impact on the heritage item. The proposal fulfils and complies to the various guidelines sent out in the PLEP 2014, P21DCP 2004, and Newport SLSC CMP 2022, as well as other guidelines set out by the NSW Office of Heritage and Environment. During a detailed design development process, the contextual surroundings of the item, including the Newport locality and landscaped environment, were thoroughly examined. The proposed design has aimed to present a sympathetic solution to the heritage context which also represents an understanding of sustainable and durable design that is inclusive, connected, and diverse. Through the use of a natural material palette, transparency, and elements to improve natural ventilation, the proposal would create space that is liveable and comfortable for its users. It would also improve the facilities and amenities of the heritage item, thus ensuring that the building remains functional, sustainable and that it continues to play an important role in the recreational activities of the Surf Life Saving Club. The extension would ensure that all the storage needs of the club are met and reorganisation of the internal layouts would improve the functionality of the building as a whole, making the movement within more efficient.

In the opinion of Heritage 21, the proposal presents as a competent design solution to enable the ongoing use of the heritage building and to meet the operational requirements of the Surf Life Saving Club. The detailed design process has prioritised the retention and conservation of the original built form and all key features. The northern extension has been designed as a contemporary addition which is subservient to the original built form through its use of form and massing, and it will remain readily distinguishable as new.

Proposed Demolition

The proposal would involve the removal of detracting elements from the building envelope in order to highlight the original 1930s built form and provide the opportunity for more sympathetic development. The existing later additions to the building mimic the original built form, both in materiality and character, which is no longer considered to be a sympathetic approach to design in a heritage context. These additions detract from the legibility of the original built form and create confusion in the presentation of the building. The removal of the Northern Wing Extension, which

has been considered as intrusive as per the Newport SLSC CMP 2022, is a positive component of the proposal. We note that elements of little significance including the Southern and Northern Wings have been retained under this proposal. These were originally single-storey elements to the building and formed part of the original footprint of the item, although they were later extended to facilitate a second storey. These two elements, whilst heavily modified, provide evidence of the original footprint and thus their retention is encouraged and supported.

Proposed Northern Extension

The removal of the Northern Wing Extension would allow for the development of a new northern extension. The proposed new addition would employ modern, clearly identifiable materials and a colour palette that adds value to the place and ensures ongoing community engagement. The proposed addition would feature a continuation of the existing gable roof form, which we believe is an elegant and sympathetic solution. This would allow for visual connectivity between the original building and the new works. To delineate between the new and old, a “glass link” has been proposed to avoid confusion in the readability of the building. The proposed extension would follow a contrary design approach to the existing additions as it does not attempt to mimic or replicate the existing form. As such, in the opinion of Heritage 21, the design presents a sympathetic and compatible integration of new and heritage fabric, without resulting in any perceivable detracting impacts upon the significance of the subject building.

Proposed Internal Refurbishment

The proposal also involves an internal refurbishment. Heritage 21 notes that the internal layout of the Clubhouse has been greatly altered from the original. The proposal aims to untie the knot of rooms on the ground floor which do not reflect the original layout, and vastly improve the accessibility of the building. The proposed alterations to the first floor Hall, which possesses high significance, has the potential to impact upon the significance of the area. The area of the Hall is considered to possess high significance as it retains its original volumetric space and features unobstructed view lines to the ocean. It is acknowledged that the proposed relocation of services would disrupt the volumetric space of the hall and its original layout. However, in order to minimise the impact, it is proposed to remove the existing, later-addition plasterboard ceiling of the hall. This would result in increased space from floor to ceiling. The partitions for these new rooms would be lightweight and reversible and would not extend to the rafters to retain this newfound space. Whilst these works would have a minimal impact, Heritage 21 is of the opinion that a sympathetic solution has been found which is still able to attain the club’s requirements. Heritage 21 also recognises that the conditions imposed by Council’s heritage team, notably the retention of the gable ends to be expressed internally, would enhance the presentation of the room through the partial retention of the volumetric form.

Impact to Heritage Curtilage

Finally, the proposal would also engender a positive impact to the curtilage of the item. There is presently an expanded heritage curtilage to the building which includes portions of the surrounding landscape. This curtilage also includes significant view lines (to Newport Beach, Tasman Sea and Bert

Payne Reserve) which are all considered to possess exceptional significance in the context of the subject site, as identified within the Newport SLSC CMP 2022. The proposal intends to retain the original 1930s building and is mindful of its location along the eastern side of the Pittwater Locality that is dominated by the beach, adjoining headlands and its recreational facilities. The proposal ensures that the extensions would remain low-lying and not obstruct views for the neighbouring properties or encroach upon the public access areas. This has been addressed in the letter prepared by DFP Planning Consultants, dated 17 June 2022. The proposal also aims to maximize the views from the subject building onto Newport Beach and the Tasman Sea by creating a larger terrace space on the eastern elevation, as part of the proposed Northern extension. The proposal would also improve upon relationships between the building and its environs – including Newport Beach and the Bert Payne Reserve. This would be achieved through enhancing the original built form and implementing additional soft landscaping to improve the visual link between the areas and create a greater sense of cohesion.

6.2.2 Impact Assessment against the PLEP 2014

The statutory heritage conservation requirements contained in Section 5.10 of the Pittwater LEP 2014 are pertinent to any heritage impact assessment for future development on the subject site. We assess the proposal against the relevant clauses below.

CLAUSE	ASSESSMENT
(1) Objectives	The proposal involves work to a site listed as a heritage item under Schedule 5 of the Pittwater LEP 2014. It is our general assessment that the proposed works (as detailed in Section 5.0 above) would not engender a negative impact on the heritage significance of the heritage item, including its general setting.
(2) Requirement for consent	This Development Application is lodged to Council to gain consent for the works proposed to a heritage item, listed Schedule 5 of the Pittwater LEP 2014.
(4) Effect of proposed development on heritage significance	This Statement of Heritage Impact accompanies the Development Application in order to enable Northern Beaches Council, as the consent authority, to ascertain the extent to which the proposal would affect the heritage significance of the heritage item to which works are proposed.
(5) Heritage assessment	

6.2.3 Impact Assessment Against the P21DCP 2004

Section A – Shaping Development in Pittwater	
Objectives	Assessment
A3. What shapes development in Pittwater	
A3.2 Desired character of Pittwater	
<i>Any future growth of Pittwater must conserve, protect and enhance the natural environment and beauty of the area. Development will need to be ecologically sustainable and considerate of the natural hazards of the area that have helped to shape the region, which will ensure a safe and good quality of life for the community and future generations.</i>	

Pittwater will remain water orientated with recreational use of the waterways and public access to these waterways being actively promoted. Improved access by both pedestrian and cycle paths needs to be provided around the waterways and through the area. The built environment shall not extend above existing ridgelines and shall remain below existing tree canopy levels.

A vital array of interrelated land uses should be encouraged within the village centres, yet maintain their village feel and community focus. This will maintain their economic viability, make them safe and pleasant places to work and live, as well as maintaining their individual identities giving people a sense of community.

Mona Vale, at the junction of Pittwater's major transport links and with major council and community infrastructure and services will continue to develop as Pittwater's main community, commercial and shopping centre.

Future development growth is dependent on state government infrastructure improvements in the area. This includes roads and transport links; water, sewerage and reticulated systems; electricity, gas and telecommunication facilities as well as upgrading of Mona Vale Hospital and maintenance of community services on which the aging population depends.

The proposal intends to improve the current usage of the heritage item with extended storage areas and improved public facilities for the club members and the general community. This improved use of the subject building ensures that the desired character of Pittwater as a water-oriented region with recreational use of its waterways is maintained. The improvement of the Surf Life Saving Club ensures that Newport beach is secured, and the local community and visitors alike have use of its recreational facilities and improved amenities.

A3.4 Key objectives of Pittwater 21 Development Control Plan

Social Objectives

- (d) identify and conserve the heritage of the built forms and landscapes of Pittwater.*
- (e) maintain the village atmosphere of the centres, giving each a distinct identity and the people a sense of belonging.*

The proposal involves works to a prominent heritage item within the context of Pittwater. The proposed works not only improve the subject building in its use by the local community and beachgoers, but it also improves the local economy by providing better facilities and amenities. While the proposal intends to demolish sections of the building and construct new sections along the northern and eastern extents of the item, all new construction is subservient to the original built form and intends to be sympathetic in its solution. The proposed form, scale, materiality, siting and detailing of the northern extension would be congruent with the original built form.

The conservation, maintenance and ongoing use of the Newport Surf Life Saving Club ensures that the building that attains much historical, social and associative significance for the local community continues to cater to its needs.

A4. Localities

A4.10 Newport

- *Diversity rather than uniformity of building type and style is a desirable part of the existing character and is encouraged to continue. Strategies to achieve this include modulating buildings in both the vertical and horizontal plane, and enabling a variety of fenestration, awning treatments and roof forms. This diversity, including the mix of new and remodelled buildings, will be unified by the streetscape and public domain treatments.*
- *At the topmost level of buildings, setbacks to front, sides and rear will break down the overall scale of the street, support view sharing, and will also provide useable roof terraces and garden areas. Views from the upper slope down and across the roofscape will be significantly improved by thoughtful roof design. The permeability of the centre will be further improved by both protecting and creating views through and between buildings.*
- *Building orientation, internal layouts, the location and design of balcony and courtyard areas, should all optimise people's ability to use and enjoy the spaces.*
- *The architectural character will be expressed strongly through the design of facades, including shading and screening devices, lightness and transparency of materials, and elements that promote natural ventilation.*
- *Shop fronts will be largely transparent, with large openings, connecting directly with the footpath areas, to contribute to a sense of permeability.*
- *Building users will benefit from terraces, balconies and openings with a pleasant outlook, while the space benefits from passive surveillance and from being attractively edged.*
- *The retention and enhancement of special character sites and uses that contribute to Newport's identity including beachfront areas, the openness of the Bramley Avenue car park, the church and the community facilities at the southern end of the villa*

The proposal intends to retain the original 1930s building and is mindful of its location along the eastern side of the Pittwater Locality that is dominated by the beach, adjoining headlands and its recreational facilities. The proposal ensures that the extensions remain low lying and do not obstruct views for the neighbouring properties or encroach upon the public access areas.

The proposal does not intend to remove or disturb any of the landscaped features or mature trees in and around the site. Alternatively, it intends to improve the relationship of the item with Bert Payne reserve and improve its readability from the main beach. The proposed coastal protection works are also designed to protect the closest Norfolk Island Pines which are contributory to the heritage curtilage of the building.

The proposed development intends to modulate the building extensions along the horizontal plane and enable fenestrations, glazing and a subservient roof form to add to the desired characteristics outlined in the Pittwater DCP. By utilizing shading and screening devices, lightness and transparency of materials and elements that promote natural ventilation and solar access, the proposal ensures that the extensions support the natural environment and improves the heritage significance of the existing building.

Section B – General Controls

B1 Heritage Controls

B1.1 Heritage Conservation – Heritage Items, heritage conservation areas and archaeological sites listed on Pittwater Local Environment Plan 2014

Outcomes

- *Conservation of the environmental heritage of Pittwater in accordance with the principles contained in the Burra Charter.*

- *Enhancement of the identified heritage values and significant character of the heritage conservation areas and encourage design that responds appropriately to their character.*
- *Development that is respectful of environmental heritage, undertaken in a manner that is sympathetic to, and does not detract unnecessarily from, any identified heritage significance.*
- *Recording of identified cultural heritage throughout the development process.*

In its current form the Newport Surf Life Saving Club presents itself as an amalgam of additions and alterations making the original building envelope difficult to identify. Sections have been added that replicate the original construction making it impossible to read the development diary of the building. The proposal intends to make this diary significantly easier to identify. By shedding the later addition northern wing and restoring the original centrality of the circulation and adding shading devices along the eastern façade, the proposal improves the usability of the subject building. All alterations and additions to the subject item respect and compliment the heritage significance of the item by reinstating the original 1930s central section, rationalizing the original fenestration patterns and remove detracting later additions including external staircases and internal walls that obstruct the internal circulation pattern of the building.

The scale and form of the proposed development intend to remain low-lying and subservient to the original central section. The proposal does not intend to change the colour scheme of the original building. While it plays on the natural material palette available at site, it also introduces additional colours to the building to ensure that all new work is clearly identifiable.

While previously all additions, extensions and alterations at the site replicated the style and architectural language of the original building, the proposed intends to maintain a clear distinction between old and new in a subtle manner. All modern materials introduced in the proposal are utilized in proportion to the existing building and are harmonious with the surrounding context. The use of traditional materials, such as timber, is used in a contemporary way.

Section D – Locality Specific Development Controls

D10 Newport Locality

D10.1 Character as viewed from a public place

Outcomes

To achieve the desired future character of the Locality. To ensure new development responds to, reinforces and sensitively relates to the spatial characteristics of the existing built form and natural environment.

To enhance the existing streetscapes and promote a scale and density that is in scale with the height of the natural environment. The visual impact of the built form is secondary to landscaping and vegetation, or in commercial areas and the like, is softened by landscaping and vegetation.

High quality buildings designed and built for the natural context and any natural hazards. Buildings do not dominate the streetscape and are at 'human scale'. Within residential areas, buildings give the appearance of being two-storey maximum.

To preserve and enhance district and local views which reinforce and protect Pittwater's natural context.

The existing building represents the 'human scale' that is desired as a future development outcome for the locality. This scale and bulk would be clearly articulated in the proposed development with its usage of a low-lying roof and a natural material palette. The proposal enhances the views to the item, which are currently overpowered by later additions and extensions that replicate the original building and thus detract from its significance. All new works as proposed would be clearly identifiable, while enhancing the predominate natural views and landscape features of the Pittwater locality.

<p><i>To enhance the bushland vista of Pittwater as the predominant feature of the landscape with built form, including parking structures being a secondary component.</i></p> <p><i>To ensure that development adjacent to public domain elements such as waterways, streets, parks, bushland reserves and other public open spaces, compliments the landscape character, public use and enjoyment of that land.</i></p>	
D10.3 Scenic protection – General	
<p>Controls</p> <p><i>Development shall minimise any visual impact on the natural environment when viewed from any waterway, road or public reserve.</i></p>	<p>All mature vegetation and existing significant landscaping features are retained and the proposed development frames these features to incorporate them into the large scheme and ensuring that the community can continue to enjoy the location for its exceptional scenic values.</p>
D10.4 Building colours and materials	
<p>Outcomes</p> <p><i>Achieve the desired future character of the Locality.</i></p> <p><i>The development enhances the visual quality and identity of the streetscape</i></p> <p><i>To provide attractive building facades which establish identity and contribute to the streetscape.</i></p> <p><i>To ensure building colours and materials compliments the visual character of its location with the natural landscapes of Pittwater.</i></p> <p><i>The colours and materials of the development harmonise with the natural environment</i></p> <p><i>The visual prominence of the development is minimised</i></p> <p><i>Damage to existing native vegetation and habitat is minimised.</i></p> <p><i>The use of materials with low embodied energy is encouraged.</i></p> <p><i>New buildings are robust and durable with low maintenance requirements.</i></p> <p><i>In the Newport Commercial Centre, roofs of lighter colours are permitted to improve the thermal performance of the roof system.</i></p>	<p>The Newport Surf Life Saving Club currently uses the historically accurate Mediterranean Clubhouse characteristic pale yellow rendered walls with maroon window and door highlights. While previous additions and extensions replicated the original colour scheme, thus making identification problematic, the proposed intends to use a distinctive and modern colour scheme. However, the distinctive colour scheme compliments the visual character of the location and the natural landscape by selection a muted palette that is harmonious to its locality.</p>

6.2.4 Impact Assessment against the Newport SLSC Conservation Management Plan 2022

The proposal has been guided by the General Policies under Section 6.2 of the CMP 2022. Heritage 21 has been involved in the design process as per Policy 23 in order to ensure that these General Policies are considered. The recommendations provided in Section 7.2 of this report reflect the General Policies for the subject site.

The Specific Policies under Section 6.3 of the CMP 2022 have been addressed below:

Policy 25. Boundaries.

Heritage 21 response: The proposed works would not alter the original setback of the building from Barrenjoey Road, nor would it increase the building envelope to the east. The proposed northern extension would remain subservient to the central section of the building and would be readily identifiable as new work, through its use of form and materials.

Policy 26. Retention of views to and from the subject building.

Heritage 21 response: The proposal intends to retain the original 1930s building and is mindful of its location along the eastern side of the Pittwater Locality that is dominated by the beach, adjoining headlands and its recreational facilities. The proposal ensures that the extensions remain low lying and do not obstruct views for the neighbouring properties or encroach upon the public access areas. The proposal also aims to maximize the views from the subject building onto Newport beach and the Tasman Sea by creating a larger terrace space on the eastern elevation, as part of the extension.

The proposal would also create additional storage space within the northern extension to allow excess storage containers to be removed from the site. These storage containers are considered intrusive to the subject site as they detract and obscure view lines to and from the heritage item.

Policy 27. Alterations to the main building envelope.

Heritage 21 response: The proposal retains the external form of the central section of the Clubhouse, which enhances the prominence of its simple ornamentation, rounded arched windows and doors textured render, pastel colour scheme with darker offsets original roof with terracotta tiles.

The policy does not specifically recommend demolition of the later addition wings, but it does suggest they are altered or modified to better express the originality of the central section. The proposal aims to remove large components of these wings which would thus allow the original built form of the SLSC to become more legible. The proposed northern extension would not detract from the significance of the original Mediterranean Clubhouse and would be separated from the original built form with a glass link to ensure the distinction is made between the old and the new.

Policy 28. Form and scale of the building.

Heritage 21 response: The proposal acknowledges the three-tiered expression along its sea facing façade and aims to create a better articulation of the roof line and its relationship to the central section. The proposed new extension would be clearly decipherable as new work, would not dominate the existing central section and is respectful of the item in terms of form and scale.

Policy 29. Roofs.

Heritage 21 response: The proposed works would not alter or remove the original roof of the central section, including the pitched terracotta tiles on timber beams, ridges and hip caps. The proposed extension clearly delineates from the original room form with the inclusion of a 'glass link' which allows the original roof to retain its form. The new roof, whilst also taking a gable form, would not include eaves. As such, this would ensure that it would be readily identifiable as a new portion of roof, which remains subservient in scale to the original roof form.

Policy 30. Masonry.

Heritage 21 response: The proposed works would not involve the modification or removal of original masonry, nor would it include any changes to the fenestration pattern to the central section. The proposed extension to the north utilises soft arches within its form, which is a gesture to the shape and form of the existing windows.

Policy 31. Internal Layout.

Heritage 21 response: The internal layout of the Clubhouse has been greatly altered from the original. The proposal aims to untie the knot of rooms on the ground floor which do not reflect the original layout, and vastly improves the accessibility of the building. The creation of a central corridor and staircase would provide a united access point for building users, entering from the eastern or western elevations. Whilst the inclusion of a new lift at this access point would require alteration to the original floor joints, it allows for a dignified and common access point for all users of the building.

The modifications to the first floor involve relocating the existing amenities to the central area of the hall. This relocation of amenities was deemed crucial to allow these facilities to be accessed simultaneously by people using the Committee Room or Hall. The area of the hall is considered to be of high significance as it retains its original volumetric space and features unobstructed view lines to the ocean. However, there has been numerous renovations which have resulted in the loss of original fabric, notably the floorboards and ceiling which were installed in 2007. It is acknowledged that this relocation of services would disrupt the volumetric space of the hall and its original layout. However, in order to minimise the impact, it is proposed to remove the existing, later addition plasterboard ceiling of the hall. This would result in vastly increased space from floor to ceiling. The partitions for these new rooms would be light weight, reversible and would not extend to the rafters in order to retain this newfound space. Whilst these works would have an impact, Heritage 21 is of the opinion that a sympathetic solution has been found which is still able to attain club requirements.

Policy 32. Interior Finishes.

Heritage 21 response: The proposal does not seek to modify or alter any original internal finishes. The proposal does involve repainting the internal walls to match the existing colour scheme. This is acceptable as it avoids conjecture and speculation regarding the original colours.

Policy 33. Painting.

Heritage 21 response: The internal and external components, that are already painted, would be repainted to match the existing. No surfaces that are currently unpainted would be painted.

Policy 34. Signage and Interpretation.

Heritage 21 response: Heritage 21 recommends the preparation and implementation of an Interpretation Strategy below in Section 7.2.

Policy 35. Reticulation of Services.

Heritage 21 response: The proposed works would involve the introduction of new services into the building. The proposed kitchen exhaust fan would not impact the masonry walls in any way as the proposal is to reticulate the duct (and other services) within a minimal service riser vertically upwards from the centre of the floor plate above the kitchen and exiting on the seaward side of the building. All other new services would be reticulated adjacent to discrete service risers as required and no services would be chased into original masonry walls.

Policy 36. Emergency Exits and Staircases.

Heritage 21 response: The proposal aims to address emergency exit requirements, where possible.

Policy 37. BCA, Fire Safety and Access Upgrades.

Heritage 21 response: The proposed works aim to upgrade BCA, disability access and fire safety requirements, where possible. Noting that a large portion of the internal fabric is non original, the impact of any associated internal works to achieve compliance is minimal.

6.2.5 Impact Assessment Against the NSW Office of Environment & Heritage guidelines

As acknowledged in Section 6.1.4, the NSW Office of Environment & Heritage has identified a list of considerations in the form of questions aiming at directing and triggering heritage impact assessment. Below, we assess the proposal against the most pertinent of these questions.

Question	Assessment
Major partial demolition (including internal elements)	
<i>Is the demolition essential for the heritage item to function?</i>	<p>The northeast extension is a later addition and does not add value to the significance of the heritage item. The proposed demolition of this extension would ensure that the increased facilities and requirements deemed essential for the continued use and upgrade of the Newport Surf Life Saving Club are facilitated in the proposed new extension.</p> <p>All internal partition walls set for demolition are modern interventions and, as such, reduce the significance of the subject building by subdividing the internal spaces and reducing the quality of the internal circulation.</p> <p>The proposed removal of the ceiling in the Hall is acceptable as this material is later addition plasterboard, installed in the 2007 renovations. This would have a positive outcome for the area as it would increase the volumetric space of the Hall.</p>
<i>Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?</i>	The proposal would not entail the removal of any significant element in its entirety.
<i>Is the detailing of the partial demolition sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)?</i>	The proposed demolition is sympathetic as it removes later additions which detract from the integrity and legibility of the original built form and layout.
<i>If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?</i>	The proposed demolition works are not because of poor condition of the material. The proposed demolition is to remove later additions to ensure new, sympathetic development can meet the operational needs and requirements of the Newport SLSC.
Major additions (see also major partial demolition)	

<p><i>How is the impact of the addition on the heritage significance of the item to be minimised?</i></p>	<p>All additions have been kept low-lying and are clearly identifiable as ‘new’ to ensure clear readability. The proposed form, scale, materiality, siting and detailing of the new northern extension would be congruent the original built form. The additions would be low-lying and minimal in bulk. The proposed extension along the northern wings is intended to be clearly distinguishable as ‘new work’ and subservient to the original double-storey central section. However, the proposed new roof extension would be a continuous extrusion of the existing roof form, allowing for visual connectivity between the original building and new works. The use of a ‘glass link’ between the original section and the northern section assists in creating separation between the old and new.</p> <p>By the use of transparency and modern materials that are sympathetic to the original building, the proposed development ensures that the additions remain subservient and visually recessive to the original building.</p> <p>By the demolition and reorganization of the internal layout of the building on both ground and first floor, the proposal improves the internal circulation of the clubhouse. Currently, the building has been compartmentalized, with each area functioning as separate sections. The proposed development would create seamless movement of users from one area to the other and ensures that storage is ample and easily accessed.</p> <p>The creation of a central corridor and staircase would provide a united access point for building users, entering from the eastern or western elevations. Whilst the inclusion of a new lift at this access point would require alteration of the original floor joints, it allows for a dignified and common access point for all users of the building.</p> <p>The modifications to the first floor involve relocating the existing amenities to the central area of the hall. This relocation of amenities was deemed crucial to allow these facilities to be accessed simultaneously by people using the Committee Room or Hall. The area of the hall is considered to be of high significance as it retains its original volumetric space and features unobstructed view lines to the ocean. However, there has been numerous renovations which have resulted in the loss of original fabric, notably the floorboards and ceiling which were installed in 2007. It is acknowledged that this relocation of services would disrupt the volumetric space of the hall and its original layout. However, in order to minimise the impact, it is proposed to remove the existing, later addition plasterboard ceiling of the</p>
---	---

	<p>hall. This would result in vastly increased space from floor to ceiling. The partitions for these new rooms would be light weight, reversible and would not extend to the rafters in order to retain this newfound space. Whilst these works would have an impact, Heritage 21 is of the opinion that a sympathetic solution has been found which is still able to attain club requirements.</p>
<p><i>Can the additional area be located within an existing structure? If not, why not?</i></p>	<p>The increased need for storage and amenities within the club have forced the owners of the subject building to place temporary storage containers on the periphery of the building. These containers obstruct views to the building and detract from its heritage significance. It is essential for the continued use of the Clubhouse to incorporate an extension to facilitate the increased requirements of the club and its members.</p>
<p><i>Will the additions tend to visually dominate the heritage item?</i></p>	<p>Contemporary additions are subservient to the existing heritage fabric. Additions have been kept low-lying and are clearly identifiable as new to ensure readability.</p> <p>All additions are clearly identifiable as 'new' to ensure clear readability. The proposed form, scale, materiality, siting, bulk and detailing of the new additions would be congruent the original built form. Significant heritage fabric is retained to as a principal feature of the building.</p>
<p><i>Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?</i></p>	<p>An archaeological assessment is outside the scope of this report.</p>
<p><i>Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?</i></p>	<p>All additions are clearly identifiable as 'new' to ensure clear readability. In addition to that, the proposed form, scale, materiality, siting, bulk and detailing of the new additions would be congruent the original built form. The proposed additions utilise a range of contemporary materials and finishes which create a seamless contradistinction between new and old fabric. The use of traditional materials, such as timber, has been used in a contemporary way.</p>

7.0 CONCLUSION & RECOMMENDATIONS

7.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.²⁹

7.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects of the proposal would respect the heritage significance of the subject site:

- The proposal involves the removal of detracting elements from the building envelope to highlight the original 1930s built form;
- The proposed extension would employ modern, clearly identifiable materials and a muted colour palette that is sympathetic to the heritage item;
- The proposal presents a sympathetic and compatible integration of new and heritage fabric;
- The proposal involves the removal of partitions which would restore internal spaces and improve the quality of the internal circulation;
- The proposal aims to enhance and celebrate the view lines to the ocean from the heritage item; and
- The proposal would ensure the facility is able to meet the requirements of the club and the community to safeguard its ongoing use.

7.1.2 Aspects of the proposal which could have detrimental impact on heritage significance

In our view, the relocation of amenities on the first floor does disrupt the integrity of the original layout. However, the removal of the non-original ceiling to create additional volumetric space would minimise the impact of this loss. The proposed utilities would be created using light weight partition walls which are readily reversible and would be installed on non-original floorboards. As a result, Heritage 21 is of the opinion that a sympathetic solution has been found which allows club requirements to be met.

The neutral and positive impacts of the proposal have been addressed above in Section 7.1.1. Recommendations are provided in Section 7.2 below as further mitigation measures.

7.1.3 Sympathetic alternative solutions which have been considered and discounted

Heritage 21 has been involved in the design process and have provided ad hoc advice, as required. No solutions of greater sympathy have been considered during this process.

²⁹ NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

Mitigation measures are provided for consideration in Section 7.2 of this report which are based on our initial recommendations.

7.2 Mitigation Measures/Recommendations

To ensure maximum conservation of the significance of the subject site, Heritage 21 also recommends the following:

7.2.1 Photographic Archival Recording

A Photographic Archival Recording (PAR) should be prepared by a suitably qualified Heritage Consultant prior to any development being carried out on the site.

The report must consist of an archival standard photographic record of the subject site and building including the existing character of the streetscape, exteriors and interiors, landscape and curtilage area and general views to and from the site.

The recording shall be undertaken in accordance with the guidelines for Photographic Recording of Heritage Items Using Film or Digital Capture (2006) prepared by the NSW Office of Environment & Heritage and copies should be retained in Council's Archives and Local Studies collection.

7.2.2 Heritage Architect Monitoring

A Heritage Architect should be engaged to periodically monitor the works on site, give necessary advice and sign off upon conclusion.

7.2.3 Interpretation Strategy

An Interpretation Strategy should be prepared by a heritage professional. This would identify key users of the site, develop themes and key messages for the identified audience, and propose options for communication of heritage values to visitors and users of the site. This may be in the form of graphic display, art installations, design features or other interpretive media.

7.3 General Conclusion

Heritage 21 is therefore confident that the proposed development complies with pertinent heritage controls and would have a minimal impact on the heritage significance of the subject site. We therefore recommend that Northern Beaches Council view the application favourably on heritage grounds.

8.0 SOURCES

- Apperley, Richard, Robert Irving, and Peter Reynolds. *A Pictorial Guide to Identifying Australian Architecture Styles and Terms from 1788 to the Present*. Sydney: Angus & Robertson, 1994.
- Australia ICOMOS. 'The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance'. Australia ICOMOS, 2013. <http://australia.icomos.org/publications/charters/>.
- NSW Land and Property Information. 'SIX Maps', n.d. <http://maps.six.nsw.gov.au/>.
- Northern Beaches Council. 'Pittwater Local Environmental Plan', 2014. <https://www.legislation.nsw.gov.au/#/view/EPI/2014/320/part5/cl5.10>
- Northern Beaches Council. 'Pittwater 21 Development Control Plan', 2004. <https://eservices.northernbeaches.nsw.gov.au/ePlanning/live/pages/plan/Book.aspx?exhibit=PDCP&hid=12214>
- NSW Office of Environment and Heritage. 'Assessing Heritage Significance'. NSW Heritage Office, 2001. NSW Heritage Manual. <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/listings/assessingheritagesignificance.pdf>.
- . 'State Heritage Inventory'. *Search for NSW Heritage*, n.d. <http://www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx>.
- . 'Statements of Heritage Impact'. Heritage Office and Department of Urban Affairs & Planning, 1996. NSW Heritage Manual. <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.
- Pollon, Frances, ed. *The Book of Sydney Suburbs*. Sydney: Cornstalk, 1996.
- 'Sydney Subdivision Plans'. State Library of NSW, n.d. Mitchell Map Collection. <http://www.sl.nsw.gov.au/>.