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General Manager
Northern Beaches Council
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SHORT-FORM HERITAGE IMPACT STATEMENT—18 Pacific Parade, Manly NSW 2095

1 Purpose

This short-form Heritage Impact Statement has been prepared on behalf of the property owner of 18 Pacific Parade, Manly (subject place)—a non-heritage listed property adjoining and ‘in the vicinity’ of two heritage listed items, namely, sandstone kerbing (I2) and street trees (I192). It accompanies a development application (DA) for the establishment of on-site car parking in the property’s front garden.

The author of this report is an experienced built heritage professional and accredited professional historian. Terminology and principles in this document are based on sound heritage values-based management approaches, namely as expressed by *The Australia ICOMOS Charter for Places of Cultural Significance*, *The Burra Charter* (rev. 2013) and its accompanying practice notes, in particular, *Burra Charter Article 22 – New Work*.

2 Heritage Management Framework

The subject place is a single elongated land parcel (approx. 221m²)—legally described as Lot 2, DP531441—on the north side of Pacific Parade, between Balgowlah Road (west) and Collingwood Street (east). The broader setting is Manly, a foreshore locality in the Northern Beaches region of Sydney.

The subject place is not directly affected by a statutory or non-statutory heritage listing.

However, it abuts a serial heritage listing identified as *All stone kerbs* (Manly municipal area) (item I2), which is included under Part 1, Schedule 5 of the in-force *Manly Local Environmental Plan 2013* (MLEP).

Additionally, the subject place is situated within the viewshed of another listing: *Street trees* (Pacific Street [from Collingwood Street to Malvern Avenue]) (item I192) (Schedule 5, MLEP).

It does not appear that a Council-adopted Statement of Significance for item I2 exists. Presumably, this lightly dressed sandstone (Sydney ‘yellowblock’) pitchers—which is present across the locality (refer to MLEP heritage mapping)—has

been listed in recognition of its ability to demonstrate late 19th and early 20th-century infrastructural development in the consolidation of the suburb's road system.

The description of item I192, derived from the *Manly Heritage Study* (vol. 3, 1985, PDF p83), reads:

Avenue planting of mixed tree species planted in carriageway. Species include Port Jackson fig, Brush Box and Camphor Laurel.

The entry for I192 on the NSW Heritage Inventory notes: 'Listed for its aesthetic importance to the streetscape'.



Extract from Heritage Map – Sheet HER_003. The subject property is shaded blue.
Thick black shading indicates an individual heritage item (I2) with green denoting a landscape heritage item (I191).
(Source: MLEP)

There are no other statutory heritage places within close physical proximity or the practical viewshed of the subject place.

As per the MLEP at cl 5.10 (1)(a)(b), the key heritage consideration for Northern Beaches Council is the conservation of a significant place's assessed cultural heritage value. Accordingly, the above Statement of Significance and further discussion throughout this report provide an essential baseline for understanding the impact of the proposed scheme on items I2 and I191—an approach in line with Article 27 ('Managing Change') of the *Burra Charter*.

3 Place Summary

The subject building is a semi-attached residence originating in the late Federation period. Its primary roof is hipped and clad in terracotta tiles with a central front gablet/ventilator (embellished with an intricate timber bargeboard). Walls are of brick (overpainted). A public realm visible hipped-roofed first-floor addition has been constructed at the rear of the principal footprint. The façade composition is symmetrical (when viewed in its entirety). The front verandah is recessed beneath the primary roof and displays a 'ladder' fretwork, a turned timber support, and encaustic tiling in a tessellated pattern to the deck with bullnose slate edging. A narrow lane runs the east boundary of the subject property, allowing access to the rear. The dwelling is set back from the street behind a front yard characterised by contemporary pavers/paths and permeable garden beds. A historicist timber picket fence is present at the front boundary.

Pacific Parade runs east/west with a generally flat topography. It is a residential streetscape with a mixture of brick and single-storey timber cottages, 'semis', and bungalows, most of which date from the Federation and interwar years. More contemporary development has largely responded positively to this established built character. In line with early 20th-century civic beautification schemes, trees were planted in the carriageway, flanking the central passage. These plantings

are mature and provide an impressive canopy and striking branch system. None are planted in close proximity to the subject place. There are also some more juvenile street plantings on the grassy verge of Pacific Parade, including a Jacaranda (*Jacaranda mimosifolia*) in line with the front boundary of the subject place.

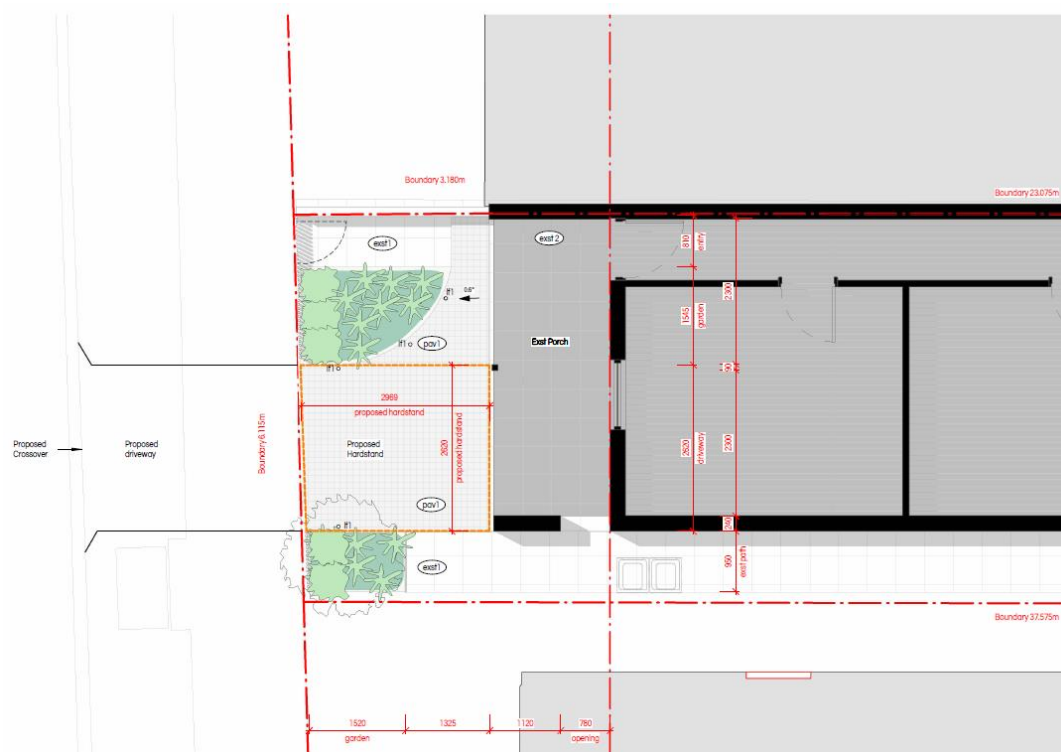
The carriageway is surfaced in bitumen. Guttering is concrete. Kerbing is a mixture of historic butt-jointed sandstone or precast concrete pitchers (contemporary or older, the latter displaying a coarser aggregate). On balance, sandstone is the predominant kerbing material in the streetscape; however, its run has been consistently interrupted by the provision of poured concrete crossovers. Given the lack of rear property access to the properties on both sides of Pacific Parade, on-site front garden car parking, including carports or garages, has been established at most sites addressing the street. The overall effect of this development pattern has not been detrimental, with sufficient landscaping and form/material variety retained to maintain a leafy and pleasingly complex streetscape presentation.

The kerbing to the front of the subject place is sandstone.

4 The Proposal

The scheme is outlined in a set of DA architectural drawings prepared by buck&simple, dated 5 April 2024.

In summary, the aspects of the proposal relevant to an assessment of heritage impact are the establishment of a new hardstand area in the subject place's front garden, surfaced in Eco Outdoor 'Bokara' cobblestone or similar, with two new garden beds and connected concrete driveway. The latter's crossover would require the removal of approximately 3 metres of sandstone kerbing and the Jacaranda street tree.



Proposed works—extracted from D102.
(Source: buck&simple, 5 April 2024)

5 Heritage Policy

The following sections examine the impact of the new work at the subject place on the significance of items I2 (*stone kerbing*) and I191 (*carriageway street trees*).

As the scheme would affect a property situated 'in the vicinity' of a heritage item, the WLEP at cl. 5.10(5)(c) allows the consent authority, Northern Beaches Council, to 'require a heritage management document to be prepared that assesses

the extent to which the carrying out of the proposed development would affect the heritage significance' ascribed to the nearby heritage property. The overall objective is to 'conserve the environmental heritage' of the municipality, cl. 5.10(1)(a).

This HIS, prepared by an independent heritage specialist, constitutes the required document to support the Council in understanding the new work's heritage impact and making an informed, substantiated determination.

While Section 4.4 of this report adopts a merit/issue-based assessment model, it is recognised that the statutory heritage objectives of the MLEP are the focal point for the Council's decision-making, assisted by the non-statutory heritage guidance of the still in-force *Manly Development Control Plan 2013* (MDCP), particularly Part 3.2 ('Heritage Consideration').

6 Review of Heritage Impact

As the subject property is not heritage listed, none of the on-site work is required to be considered from a heritage impact perspective. Having said that, it is positive that all of the surviving original architectural detailing in the frontage of the site will be preserved by the scheme. Further, as Pacific Parade is not included in a heritage conservation area, the management of its streetscape from a stricter heritage frame of reference is also not necessary.

The main issue at hand is whether the proposed removal of the sandstone kerbing would have an unacceptable heritage impact on the significance of item I2. The absence of any supporting Council-endorsed heritage material pertaining to this serial listing is problematic in this sense. What is evident is that a score or so of concrete crossover are now extant in Pacific Parade, all of which have progressively whittled away at the intactness of its sandstone kerbing. While this fact does not provide a free hand in compounding a poor heritage outcome, it is reasonable to take a proportionate view of this fabric's existing condition—that of short-to-medium runs of sandstone pitchers interspersed by concrete crossovers of a standard width/type. This state of affairs is consistent with the existing character of Pacific Parade, with a pronounced early 20th-century layer intermixed with visible modern/contemporary additions and alterations.

The alternative to accepting the proposed loss of sandstone fabric would be to prevent the subject property from achieving on-site car parking, an amenity that the majority of sites in Pacific Parade facing the same heritage listing context have been able to acquire. The fairness of such a position would be questionable. In my view, the proposal simply continues a well-established development pattern in Pacific Parade. There may be streetscapes with more intact, less interrupted runs of sandstone kerbing where this scheme would not be appropriate; however, this is not the case—in my view—in this situation.

It is presumed that the Council, should it concur with this assessment, would condition the salvaging of the affected sandstone kerbing (circular economy) for re-use elsewhere.

In regards to the affected Jacaranda tree, I defer to the findings of the SEE, which notes it is listed under the Council's exempt species schedule. The Jacaranda does not form part of item I193.

To conclude, the scheme would not result in an unacceptable heritage impact and is supported. It pays due heed to the conservation goals of the MLEP and, to the extent possible, complies with the heritage preferences of the MDCP.

Please contact this office if you have any queries in relation to the above.

Yours faithfully,

Patrick Wilson

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