

STATEMENT OF HERITAGE IMPACT

22-26 Victoria Parade, Manly

Issue B, October 2019



22-26 VICTORIA PARADE, MANLY

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

In March 2016 an application (DA 167/2015) was approved to demolish the existing structures on the subject site and construct a three storey hotel building. The project did not proceed and a revised proposal is now being submitted.

A Statement of Heritage Impact prepared by Graham Brooks and Associates (now GBA Heritage) was submitted with the original proposal. The current report evaluates the revised proposal designed by Morson Group Architects, and finds that it will have an acceptable heritage impact.

1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by Northern Beaches Council and by the guidelines of the Heritage Division of the NSW Department of Premier and Cabinet

1.3 METHODOLOGY AND STRUCTURE

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance, 2013*, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Department of Premier and Cabinet) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.



Figure 1.1
Aerial view from north, with subject site indicated by arrow.
Source: Apple Maps



Figure 1.2
Location map of vicinity, with subject site outlined in blue. North is to the top.
Source: NSW Spatial Services, SIX Maps

1.4 SITE IDENTIFICATION

The subject site is located on the south side of Victoria Parade, Manly, near the corner of Darley Road. It is described by NSW Land Registry Services as Lot 3, DP 86034.

1.5 HERITAGE MANAGEMENT FRAMEWORK

The subject site is not listed as an item of heritage significance in any statutory instrument. However, it is directly adjacent to the Town Centre Heritage Conservation Area (HCA), item 'C2' in Schedule 5 of the Manly Local Environmental Plan (LEP) 2013. It is also in the vicinity of items of local heritage significance, the closest being:

- 11 Darley Road (item I120 in Manly LEP 2013): a semi-detached cottage;
- 15 Darley Road (I122): a residential cottage;
- Manly Village Public School, cnr Victoria Parade and Darley Road (I247); and
- Street trees, Victoria Parade (I238).

1.6 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

1.7 AUTHORSHIP

This report has been prepared by Dov Midalia, Senior Heritage Consultant, of GBA Heritage.

1.8 COPYRIGHT

Copyright of this report remains with GBA Heritage.

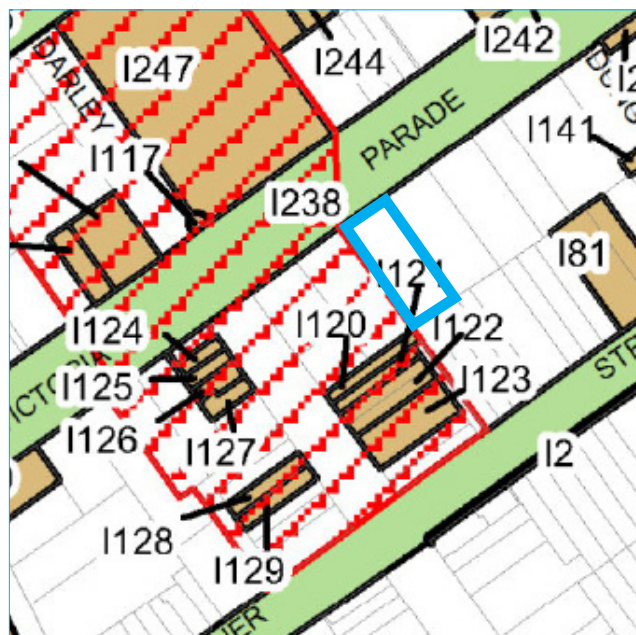


Figure 1.3
Extract from the LEP Heritage Map showing heritage items shaded in brown, landscape heritage items shaded in green, the Town Centre HCA hatched in red and the subject site outlined in blue.
Source: Manly LEP 2013, Heritage Map sheet HER_006

2.0

HISTORICAL SUMMARY

2.1 BRIEF HISTORY OF THE LOCALITY

The following is abridged and modified from the history provided in the NSW Heritage Inventory entry for the Town Centre Conservation Area.

Manly Cove was one of the earliest sites of contact between the Aboriginal people and European settlers. Due to the isolated geography of the area and to poor access, Manly remained reasonably undeveloped, with only a few isolated huts. Early development of the area was a direct result of access by ferry boat leading to the establishment of some of the first villa homes in the area.

There was scant development in the area before 1840. In 1810, Gilbert Baker was granted 30 acres of land south of the present day Corso, extending to the current Ashburner Street and including the subject site. D'Arcy Wentworth purchased the Baker and other grants prior to his death in the 1820s but the area remained relatively undeveloped up until the 1880s. In 1836, there were only 43 people living in the Manly district, 13 of them "government men".

To the north of the area now known as The Corso, John Thompson was granted 100 acres in 1842, purchased in the early 1850s by Henry Gilbert Smith. Smith set about planning the private village that was to become Manly. Smith initially called the area Ellensville, then Brighton after the seaside resort in England. The southern portion from The Corso to Ashburner Street was named Montpelier. Every aspect was well considered, down to the plantings and manipulated views.

In 1855, Smith built a pier in Manly Cove and began a ferry service between Sydney and Manly. Initially difficult to access by land, transport from Sydney by ferry was vital to the future development of Manly. Smith then set about developing one of the few private townships in New South Wales, one of the first suburbs to develop outside the walking boundary of Sydney. Smith's plan for Ellensville was centred around a grand thoroughfare which he named The Corso, after a famed street in Rome.

When D'Arcy Wentworth died the land south of The Corso was bequeathed to his daughter Katherine. Smith leased Baker's 30 acres from Katherine in 1853 for 21 years. Katherine married Benjamin Darley and following Darley's death, she married Thomas Bassett. Only after the Bassett-Darley Estate was subdivided and sold in 1977 was the area south of The Corso developed.

Smith set out plans for the area south of The Corso in 1855, which he called Montpelier. Provision was made for a road to North Head slightly east of the current Darley Road, referred to on the plan as Victoria Road. Only one cross street was planned, that being Pacific Street, running between the Esplanade and East Steyne. This became the future Victoria Parade.

The area south of The Corso failed to develop until after the expiry of Smith's lease of the land from the Wentworth Estate. New subdivisions followed the sale of land after 1877, much of it acquired by the Anglo Australian Investment Company. In 1877 Manly was gazetted a Municipality. By this time H G Smith had returned to England and the well-to-do were coming to Manly for holidays not just day trips. Hotels and boarding houses proliferated during the 1870s.

In the late nineteenth century Manly experienced a substantial increase in population, in addition to tourists. In 1871, the population of Manly was estimated to be about 500 residents. This had increased to 3,000 by 1887 and by 1901 was over 5000. Public bathing had become popular and tourism flourished resulting in the construction of numerous boarding houses, refreshment rooms and premises for local shops and trades. Although halted by the economic depression of the 1890s, by the turn of the century, the area was flourishing once again.

The population of Manly doubled in the first decade of the twentieth century and continued to grow steadily until the 1930s, although at a slower pace. The 1920s and 1930s saw a proliferation of "flats", a new mode of dwelling for the suburban commuter. This is evidenced by the large number of Interwar residential flat buildings, several of which remain in Victoria Parade and throughout Manly.

3.0

SITE DESCRIPTION

Victoria Parade is a wide street running from north-east to south west, with views to the beach and ocean at one end and to Manly Cove at the other, with two rows of tall Norfolk Island pines within the carriageway. The street is primarily occupied by a mixture of residential apartment buildings dating from the early 20th to the 21st centuries, as well as a low level shop, the large heritage listed Manly Village Public School dating from the late 19th Century and the current building on the subject site, Manly Lodge, a two-storey Interwar building. The street's character is thus an eclectic one, featuring a wide range of styles from many periods, with a dominant scale in the three- to four-storey range (see Figure 3.2).

The Town Centre Conservation Area (TCCA), adjacent to the subject site's south-west boundary, is focused around the Corso and has a mixed character. The zone along Darley Street is, as described in the Corso Conservation Area review of 2002 (CCAR), 'quite diverse with regard to building form', tending to relatively recent medium density mixed development. Victoria Parade's chief contribution to the TCCA lies in its

vistas north east and south west along victoria parade from Darley Road. Despite some unsympathetic infill developments along Victoria Parade, the wide boulevard style street width, the street plantings and medium scale residential buildings, reminiscent of historical use primarily as holiday accommodation, all add to the significance of the precinct.¹

The subject site is directly across Victoria Parade from the heritage-listed Manly Village Public School, a partly two- and partly three-storey brick complex, and is flanked by two four-storey, non-heritage-listed apartment buildings dating from the Interwar period (28-32 Victoria Parade) and the 1960s-1970s (18-20 Victoria Parade).

The photographs in this section indicate the character of the existing building and its locality.



Figure 3.1

Top: View of subject building from Victoria Parade
Centre: Subject building and adjacent Interwar apartment building at 28-32 Victoria Parade.
Bottom: Subject building and adjacent 1960s-70s apartment buildings at 18-20 and 14-16 Victoria Parade.
Source: Courtesy of Morson Group



Figure 3.2 Buildings along south-east side of Victoria Parade.

Source: Morson Group

¹ CCAR, p.7



Figure 3.3
View to south-west along Victoria Parade with subject site indicated by yellow arrow, and Manly Village Public School by red arrow.
Source: Courtesy of Morson Group



Figure 3.4
View to north-east along Victoria Parade with subject building at centre.
Source: Courtesy of Morson Group



Figure 3.5
Contemporary development north-east of subject site on Victoria Parade.
Source: Courtesy of Morson Group



Figure 3.6
Manly Village Public School as seen from subject site.
Source: GBA Heritage



Figure 3.7
View north-west along Darley Street with heritage-listed 15 Darley Street indicated by arrow. Note the four storey building behind it, being 14-16 Victoria Parade.
Source: GBA Heritage



Figure 3.8
Heritage-listed 11 Darley Street at left, with 15 Darley Street indicated by arrow.
Source: GBA Heritage

4.0

ESTABLISHED HERITAGE SIGNIFICANCE

4.1 ESTABLISHED SIGNIFICANCE OF THE TOWN CENTRE HCA

The subject site is directly adjacent to the TCCA, located on the site's south-western boundary. The TCCA is listed as an item of local heritage significance on Schedule 5 of the *Manly LEP 2013*. The following Statement of Significance for the TCCA (database no. 2020838) is sourced from the NSW Heritage Inventory:

The Manly Town Centre Conservation Area (TCCA) is of local heritage significance as a reflection of the early development of Manly as a peripheral harbor and beachside village in the fledgling colony of New South Wales. This significance is enhanced by its role as a day-trip and holiday destination during those early years, continuing up to the present time, and its association with H G Smith, the original designer and developer of the TCCA as it is today. The physical elements of the TCCA reflect this early development and its continued use for recreational purposes, most notably the intact promenade quality of The Corso and its turn of the century streetscape, as well as key built elements such as hotels, and remaining original commercial and small scale residential buildings.

The beautiful natural setting of the TCCA has provided a solid foundation for its picturesque qualities. The cultural landscape, including plantings, monuments and open spaces, reflects the continued enhancement of the TCCA over time, in order to attract and sustain visitors to the area, which in turn has provided great support to the local economy. The many historic vistas which remain to this day enhance the visitor experience of the TCCA and assist with providing an interpretation of the TCCA as it has changed over time.

The TCCA maintains a high level of social significance, as a popular destination for local, national and international tourists, as well as through its encapsulation of the Australian beach culture.

4.2 ESTABLISHED SIGNIFICANCE OF OTHER HERITAGE ITEMS IN THE VICINITY

The following Statements of Significance are sourced from the Manly Heritage Inventory.

Manly Village Public School (Inventory no. 2020851)

Manly Village Public School is of significance for the Manly local area for historical, associative, social and reasons of representativeness, primarily based on its ongoing use in education since 1882. The school is held in high esteem by the local community and it has special associations with a number of widely known local residents, notably AR Cutler the war hero and once Governor of NSW.

11 Darley Road (Inventory no. 2020786)

This item is of local significance for its ability to demonstrate the pattern of development of Manly and in particular the area south of the Corso. The property was originally part of Gilbert Baker's grant of 1810, later purchased by D'Archy Wentworth and leased to HG Smith until the late 1870s. HG Smith made plans for his leasehold, called Montpelier, and this property was within an area set aside as Victoria Park, remaining undeveloped until the late 19th century when the Wentworth Estate was sold and sub-divided as the Bassett-Darley Estate. These simple semi-detached cottages reflect the early development of the area, simple dwellings for local residents/workers, and are now an uncommon example of their kind in the flat area south of the Corso.

15 Darley Road (Inventory no. 2020788)

An item of local significance for its ability to demonstrate the pattern of development of Manly, in particular the flat area south of the Corso. The property was originally part of Gilbert Baker's grant of 1810. The cottage is representative of the early development of the area. Its construction methods [sic] is now uncommon in Metropolitan Sydney and is a rare example of its kind in Manly. Alterations to the building do not distract from its significance. The building contributes aesthetically to Darley Road and to the Town Centre Conservation Area.

Street trees, Victoria Parade (Inventory no. 2020451)

Historical line of HG Smith's intended Victoria Park. Aesthetic.

5.0

DESCRIPTION OF THE PROPOSAL

The proposed development, designed by Morson Group Architects, is detailed in the plans and Statement of Environmental Effects that accompany this application. It includes:

- Demolition of the structures on site; and
- Construction of a five storey (plus basement carpark) mixed use building.

The aim of the proposal is to continue the traditional 'Manly hotel' use of the site in a contemporary manner, as well as providing retail and commercial space.



Figure 6.1
Render of proposed development
Source: Morson Group

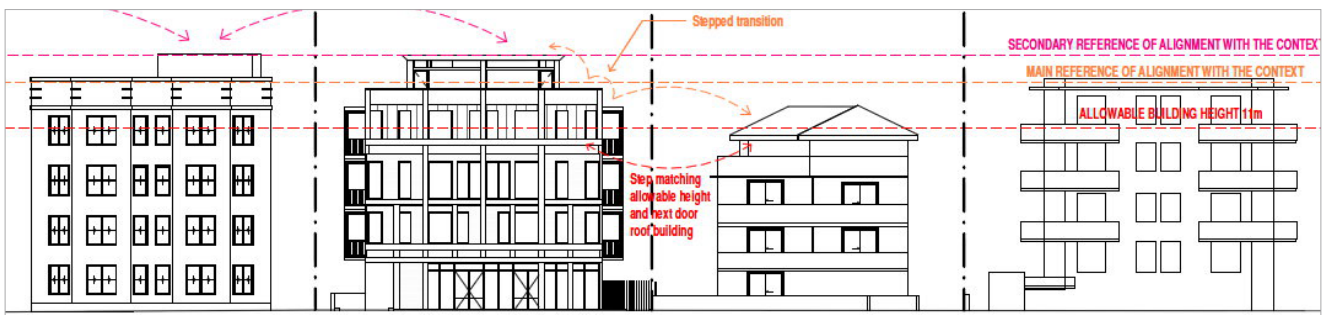


Figure 6.2
Relative heights of existing buildings and proposed building (second from left) as seen from Victoria Parade.
Source: Morson Group

6.0

ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria, the *Manly Local Environmental Plan (LEP) 2013*, the *Manly Development Control Plan (DCP) 2013* and the New South Wales Heritage Office (now the Heritage Division of the NSW Department of Premier and Cabinet) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage.

6.2 OVERVIEW OF POTENTIAL IMPACT

The proposed building will be a mixed use building largely consisting of hotel accommodation, with some retail and commercial space. Thus it will continue, and renew in an identifiably contemporary manner, the long tradition of the 'Manly hotel' and the longstanding use of this site.

The physical impact of the proposal is limited to demolition of the existing structures on the site and construction of the proposed new building. The potential heritage impact is thus the impact of the new building on the setting and views of the listed heritage items in its vicinity, namely the items identified in Section 1.5.

The proposed building will be two storeys higher than the building approved under DA 167/2015 (see Figure 6.2). The new fourth and fifth storeys will be set back from the front facade.

No significant visual connection between the cottages at 11 and 15 Darley Street and the subject site has been identified. Given their relative locations, development on the subject site could not impact views to the fronts or sides of the cottages, and given that they are currently flanked by three- and four-storey apartment buildings, the proposed building would have minimal additional impact on views to or from the rear. The proposed building would have no additional impact to that of the building approved under DA 167/2015.

The proposed building will be directly opposite the Manly Village Public School. However, given the nature of the existing buildings adjacent to the subject site and along Victoria Parade, the nature of the proposed building (in terms of design, height and bulk as discussed below) and the distance between the School and the subject site, the change to the streetscape and urban context would be minor and would have no additional impact on the significance of the School to that of the building approved under DA 167/2015. Indeed, the incorporation of extensive areas of face brick in its front and other facades, reflecting the use of brick in the School, is more sympathetic to the School than either the existing or the approved building.

The proposed building would be within the setting of the heritage listed street trees in Victoria Parade. However, its distance from them will be similar to the existing, and no views to them would be obstructed. The articulation and setbacks of the proposed front facade further preclude any visual domination of or competition with the form and height of the trees.

Part of Victoria Parade opposite and west of the site is within the TCCA. The streetscape between the site and Darley Street is composed of buildings within the three to five storey range, while the streetscape east of the building is more eclectic yet in terms of style, materials, etc. The building approved under DA 167/2015 was at the lower end of this range; the proposed building is at the upper end; given the setting back of the upper floors, the primary facade will be lower than the building at 28-32 Victoria Parade. The highly articulated facade of the building further mitigates its mass, and overall the building will sit sympathetically in the streetscape, without visually dominating or competing with its setting or that of other heritage items.

6.3 GUIDELINES OF THE HERITAGE DIVISION DPC

The NSW Heritage Office (now the Heritage Division of the Department of Premier and Cabinet) published a series of criteria for the assessment of heritage impact in the document 'Statements of Heritage Impact', part of the *NSW Heritage Manual*. These have been considered in the preparation of the following commentary.

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

The building is separated from the Manly Village Public School by the width of Victoria Parade and will not visually dominate or compete with it. Given its incorporation of face brick it will be more sympathetic to the School than either the existing building or the building approved under DA 167/2015.

The building will not be visible in the setting of the cottages at 11 and 15 Darley Street as seen from Darley Street, and will obstruct no significant views to them.

The building will be adjacent to the four and five storey buildings at 18-20 and 14-16 Victoria Parade, which are within the TCCA but uncharacteristic of it. The proposed building will, however, respect the lower-scale character of the TCCA through several methods. Overall mass is reduced by division into two smaller masses separated by a courtyard, so that from a hypothetical vantage point within the TCCA it would appear as two smaller connected masses - however such a view currently exists only from the building at 18-20 Victoria Parade. In addition, the two upper floors are set back, reducing the extent of facade facing Victoria Parade. Facades are visually subdivided and articulated, and extensive areas of glass are avoided, so as to emphasise a single-storey scale that refers to the smaller buildings of the TCCA. The solid to void ratio of the facades is in keeping with other buildings in the vicinity.

No views of the heritage listed street trees in Victoria Parade will be obstructed or adversely altered and the building's articulated front facade precludes domination of or competition with their dramatic form and height.

New Development Adjacent to a Heritage Item

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

The proposed building will continue the 'Manly hotel' tradition, and the longstanding use of the site, in an identifiably contemporary manner. Its style, height and scale will be in keeping with the eclectic mixture of buildings along Victoria Parade, and through its use of face brick it will sympathise with and respect the Manly Village Public School building.

The division of the building into two main parts separated by a courtyard, the setting back of ground and upper floors and the extensive articulation of the facades all mitigate the mass of the building, and the subdivision of the facades refers to the lower scale characteristic of the TCCA.

The proposed building is separated from the Manly Village Public School and the cottages at 11 and 15 Darley Street by distance and other development and will not dominate or compete visually with them. Its distance from the heritage listed street trees in Victoria Parade is similar to that of the existing building and its highly articulated and partly set back facade avoids competition with their form and height.

No significant views will be obstructed or adversely altered, and the public will continue to be able to appreciate the significance of the TCCA and heritage items in the vicinity.

6.4 HERITAGE OBJECTIVES OF THE MANLY LEP 2013

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- The building will continue the 'Manly hotel' tradition and the longstanding use of the site in an identifiably contemporary manner;
- It will not visually dominate or compete with, or obstruct any significant views of, any heritage item in the vicinity;
- It will be sympathetic to the Manly Village Public School and the TCCA;
- It will be sympathetic to the eclectic streetscape of Victoria Parade; and
- the public will continue to be able to appreciate the significance of the TCCA and any heritage items in the vicinity.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Manly LEP 2013*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

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

6.5 HERITAGE GUIDELINES OF THE MANLY DCP 2013

The following objectives and guidelines of the *Manly DCP 2013* are relevant.

3.2 Heritage Considerations

Objective 1) To retain and conserve environmental heritage and cultural significance of Manly including:

- significant fabric, setting, relics and view associated with heritage items and conservation areas...*

Objective 3) To ensure that development in the vicinity of heritage items, potential heritage item and/ or conservation areas, is of an appropriate form and design so as not to detract from the significance of those items.

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

a) In addition to LEP listings of Environmental Heritage, this DCP requires consideration of the effect on heritage significance for any other development in the vicinity of a heritage item or conservation area.

b) Proposed development in the vicinity of a heritage item or conservation area must ensure that:

- i) it does not detract or significantly alter the heritage significance of any heritage items, conservation area or place;*
- ii) the heritage values or character of the locality are retained or enhanced...*
- c) The impact on the setting of a heritage item or conservation area is to be minimised by...*
 - iv) retaining and respecting significant views to and from the heritage item.*

The analysis in Sections 6.2 to 6.4 demonstrates that the proposal is consistent with these objectives and guidelines.

7.0

CONCLUSIONS AND RECOMMENDATION

7.1 CONCLUSIONS

- The subject site is not listed as an item of heritage significance in any statutory instrument, and is not within a Heritage Conservation Area. However, it directly adjoins the Town Centre Conservation Area and is in the vicinity of several heritage items, the most relevant being the Manly Village Public School, the cottages at 11 and 15 Darley Street and the street trees in Victoria Parade.
- In March 2016 DA 167/2015 was approved to demolish the existing structures on the subject site and construct a three storey building. The proposal did not proceed. It is now proposed to demolish the existing hotel on the site and construct a new five storey (plus basement carpark) mixed use building to be used primarily as a hotel.
- The additional height of the proposed building compared to the building approved under DA 167/2015 will have no additional heritage impact on any heritage item or the TCCA. The upper and ground floors of the proposed building will be set back from the front facade.
- The high degree of articulation of the proposed facades, the division of the mass into two main sections separated by a courtyard and the subdivision of the facades into single-storey visual units reduce the perceived mass of the building.
- By the incorporation of face brick in its facades the proposed building will be more sympathetic to the Manly Village Public School than the existing or approved buildings on the site.
- No significant views to or from heritage items or within the TCCA will be obstructed. The public will continue to be able to appreciate all relevant heritage items and the character of the TCCA.
- The proposed building will not visually dominate or compete with any heritage item.
- The proposed building will be sympathetic to the existing streetscape and will continue and refresh the traditional 'Manly hotel' usage of the area and the site, in an identifiably contemporary manner.
- The proposed development is consistent with the heritage requirements and guidelines of the *Manly LEP 2013*, the *Manly DCP 2013* and the guidelines of the Heritage Division DPC.

7.2 RECOMMENDATION

- Council should have no hesitation, from a heritage perspective, in approving the application.

8.0

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