

<b>ITEM 8.6</b>	<b>WARRINGAH COMMUNITY BASED HERITAGE STUDY REVIEW - FINAL REPORT</b>
<b>REPORTING MANAGER</b>	<b>GROUP MANAGER STRATEGIC PLANNING</b>
<b>TRIM FILE REF</b>	<b>2013/010360</b>
<b>ATTACHMENTS</b>	<b>1 Heritage Study Review - Report (Included In Attachments Booklet)</b> <b>2 List of Nominations and Recommendations (Included In Attachments Booklet)</b> <b>3 Proposed Changes to WLEP 2011 (Schedule 5 and Heritage Map) (Included In Attachments Booklet)</b> <b>4 Proposed New Heritage Items and Expanded Existing Items (Included In Attachments Booklet)</b> <b>5 Properties in Existing State Government s.170 Heritage Registers (Included In Attachments Booklet)</b>

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## **EXECUTIVE SUMMARY**

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### **PURPOSE**

To advise Council of the results of the Warringah Community Based Heritage Study Review (the Review) and make recommendations to implement these results.

### **SUMMARY**

Council has a responsibility to regularly review its European (or non-indigenous) heritage. Heritage items in Warringah are listed in Schedule 5 of Warringah Local Environmental Plan 2011 (WLEP 2011) and consist of a variety of individual built and landscape items as well as a number of heritage conservation areas, most of which are natural areas.

To review this current list of 145 heritage items and areas, the Warringah Community Based Heritage Study Review has been undertaken. This involved a review of existing listings and the assessment of new potential heritage items, largely based on nominations from the local community.

The Review has resulted in fifteen (15) new items being recommended for heritage listing, two (2) existing items recommended for removal and the proposed expansion of three (3) existing listings. Also, the addition of ten (10) State agency heritage items is recommended. As an amendment to WLEP 2011 is necessary to implement these recommendations, the preparation of a heritage Planning Proposal is the main recommendation from this Review.

The Review also looked at on-going management of heritage in Warringah and makes a number of recommendations for future consideration.

### **FINANCIAL IMPACT**

Preparation of the Planning Proposal is accommodated within Council's existing budget. Preparation of an Historical Themes Review is budgeted for 2013/2014.

**POLICY IMPACT**

If adopted, this Review will result in an amendment to WLEP 2011, to add new items and correct errors in the heritage list (Schedule 5 and Heritage Map).

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**RECOMMENDATION OF DEPUTY GENERAL MANAGER ENVIRONMENT**

That:

- A. The contents of the Warringah Community Based Heritage Study Review, dated February 2013, be adopted.
  - B. Council prepare a Planning Proposal to amend Warringah Local Environmental Plan 2011 to:
    - a. amend Schedule 5 by correcting errors and anomalies, as outlined in Attachment 3;
    - b. delete two (2) existing items from Schedule 5, being:
      - i. Long Reef Garage, 2 Hay Street, Collaroy (Pt Lot 6 Sec 6 DP 11358); and
      - ii. "Ballagh", 5 The Avenue, Collaroy (Lot 24 DP 7001)
    - c. add fifteen (15) new heritage items to Schedule 5, being those items listed in Attachment 4;
    - d. expand three (3) existing listings in Schedule 5 to more accurately reflect the item, also listed in Attachment 4; and
    - e. add ten (10) items to Schedule 5, which are already heritage listed in State Government s.170 heritage registers, being those items listed in Attachment 5.
  - C. Council send the Planning Proposal to the Department of Planning and Infrastructure for Gateway Determination.
  - D. Upon receipt of the Department's Gateway Determination, and in accordance with any directions contained, Council authorises the public exhibition of the Planning Proposal and notification of all owners of properties affected by this heritage Planning Proposal.
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**REPORT**

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**BACKGROUND**

During 2011/2012, Council has been working on a Community Based Heritage Study Review. The main aim of the Review is to update Council's list of heritage items and areas contained within Warringah Local Environmental Plan 2011 (WLEP 2011). No heritage list is complete and there is an on-going responsibility on Council to review and up-date its heritage list.

A community-based approach was adopted which relied upon input from the community to update Council's current list of heritage items. While this process is not comprehensive, it is an appropriate way of identifying potential items of heritage significance.

To assist in this process, Council was successful in securing a dollar for dollar heritage grant of \$15,000 from the NSW Heritage Office.

The Review is now complete. The purpose of this report is to briefly outline the main steps undertaken, advise Council of the results of the Review and make recommendations to implement these results.

A copy of the Warringah Community Based Heritage Study Review Report can be seen at Attachment 1, which contains full details on all the tasks and processes undertaken. A brief summary of these tasks has been included below.

**Review of Existing Items and Listing Details**

All existing heritage listings were checked to identify any inaccuracies in their description and mapping. Corrections needed, have been itemised so that the changes can be implemented as part of a future heritage Planning Proposal. Other heritage registers have also been checked to identify heritage items in Warringah, which are not reflected in Council's current LEP heritage list (e.g. State government agency listings).

Additionally, owners of all existing heritage items were advised of the Review and were provided the opportunity to input into the process. In response, submissions were received from two (2) owners requesting that their properties be removed from the heritage list, being Long Reef Garage at 2 Hay Street, Collaroy and a house known as "Ballagh" at 5 The Avenue, Collaroy.

**Historical Themes Review**

A preliminary Historical Themes Review was prepared in early 2011 by the historian on the Warringah Heritage Panel. The main purpose of this task was to review the existing Heritage Context Report, prepared in 1991 as part of the original Warringah Heritage Study; and to clearly identify and describe the historical themes relevant to Warringah's heritage (as the NSW State Heritage Themes were only in draft form in 1991).

The historian determined that the previous Historical Context Report was historically sound, however there was a need to expand upon Warringah specific themes (e.g. surfing culture) and to update the history to reflect the development of Warringah up to the current time.

To carry out these recommendations, a Warringah Historical Themes Review is programmed to be carried out during 2013/2014.

**Call for Nominations of Potential Heritage Items**

The identification of potential items involved an extensive community consultation program, searching for new heritage items. This consultation involved:-

- Display ads and other notices in the Manly Daily;

- Preparation and distribution of brochures and posters;
- Information on Council's website;
- Notification to the Manly, Warringah & Pittwater Historical Society; and
- Consultation with members of Council's Heritage Community Committee.

The nomination period started on 9 April 2011 and nominations were received until 27 May 2011.

In response to this call for community nominations, a total of 69 submissions were received, some which nominated multiple properties. In total, the nominations applied to over 100 properties. Some nominations were supported by a detailed Heritage Data Form, while other nominations were made without any supporting information. To be consistent in the Review process, it was decided that all community nominations, regardless of the amount of support information, should be assessed as part of the Review.

A full list of nominations received can be seen at Attachment 2.

### **Assessment of Nominations Received**

An item cannot qualify as a heritage item unless it meets the heritage assessment criteria set down by the NSW Heritage Branch of the Department of Environment and Heritage. These criteria are set out in the document titled "Assessing Heritage Significance", which is available to view at <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/listings/assessingheritagesignificance.pdf>

To determine whether the nominations received met this threshold for heritage listing, they were all assessed by various heritage specialists from the Warringah Heritage Panel. The Warringah Heritage Panel consists of 6 heritage specialists with different expertise. As most of the nominations received were for built and landscape items, the heritage architects and landscape specialists on the Panel were used to assess the nominations.

A template was developed so that all consultants used the same assessment approach and all nominations were assessed to determine whether they reached the established threshold for heritage listing.

All owners of the private properties nominated by the community were advised by letter in November 2011. They were given the opportunity to provide any relevant information to assist in the assessment of the nomination. A number of submissions were received in response to this letter and all submissions received were provided to the heritage consultants for consideration as part of their assessments. This was particularly important, given that some nominations were made with little or no supporting information.

### **Preliminary Assessment**

The heritage consultants undertook a preliminary assessment of all nominations, to determine whether or not met the item nominated could meet the threshold required for heritage listing.

The nominations which were assessed as not meeting the threshold for heritage listing were then excluded from the Review process. The owners and the nominators were advised that Council would be taking no further action in relation to those items.

The remaining nominations, which were considered likely to meet the heritage listing criteria, were then further investigated. The owners were advised that Council was continuing to investigate heritage listing, and a further opportunity was provided for the owners to make submissions.

The two (2) requests received for removal of existing heritage items, were also assessed and in both cases, the recommendation from the heritage consultant was that it was appropriate for Council to remove these properties from its heritage list. These properties are:

- Long Reef Garage, 2 Hay Street, Collaroy (Pt Lot 6 Sec 6 DP 11358)
- "Ballagh", 5 The Avenue, Collaroy (Lot 24 DP 7001)

### **Assessment Review**

The heritage consultants then undertook further research and re-assessment of all factors, including submissions made by the property owners. As a result of this process, a number of properties were eliminated from the list of potential heritage items, as it was considered that heritage listing could not be sustained. Again, the owners were advised of the revised assessment for their properties and that Council would not be proceeding with heritage listing.

Attachment 2 also shows the results of this assessment process, for each of the community nominations received. In some cases, listing is not recommended at this time, as further investigations are required before a heritage listing can be supported.

### **Recommended List of Proposed New Heritage Items**

This assessment of nominated properties and consequent review of remaining properties has resulted in a final recommended list of fourteen (14) proposed new heritage items. These are:-

- Douglas L. Murcutt house, 22 Yarrabin Street, Belrose
- Trees surrounding Brookvale Park, Pine Ave, Alfred St, unmade portion of Federal Pde and Pittwater Rd (near Pine Ave), Brookvale
- House, 971 Pittwater Road, Collaroy
- House, 1035 Pittwater Road, Collaroy
- House "Sunnybank", 13 Worchester Street, Collaroy
- Street trees, Anzac Ave and Hendy Ave, Collaroy
- Warringah Civic Centre and Landscaping (between Civic Centre and Dee Why Library), Pittwater Road, Dee Why
- "Waratah Park" and Rangers Headquarters, 13 Namba Road, Duffys Forest
- Former Chadwick House and Garden, 82 Arthur Street, Forestville
- Soldiers Settlement Dwelling, 8 Duke Street, Forestville
- Presbyterian Church of St Columba, 685 Warringah Road, Forestville
- Jetty remnants and marine bollards, Passmore Reserve, Manly Vale
- WW1 Obelisk, Cliff behind North Curl Curl Beach
- Laurie Short House, 307 McCarrs Creek Road, Terrey Hills

The majority of these are built items and a number are houses which were designed by prominent Australian architects (e.g. Glenn Murcutt). Full details of these proposed heritage items are provided in the Heritage Review Report at Attachment 1.

Assessment of the nominations also resulted in recommendations to expand three (3) existing heritage listings. These are:

- Fisherman's Hut, Long Reef – expand heritage listing to include remnant winches and vegetation.
- Holland's Orchard, Frenchs Forest – expand existing listing to also cover commemorative grove in Frenchs Forest High School grounds.
- Street Trees, Soldiers Ave, Freshwater – expand listing to cover memorials and plaques and original camphor laurel trees.

A late submission has also been received from the new owners of "Chez Nous" at 19 Frazer Street, Collaroy (Lot 64 DP 746823), requesting that their property be heritage listed. This property was identified in the original Warringah Heritage Study but was not listed due to owner objections at the time. The house dates to 1917, being the second house built in Collaroy and it is therefore recommended that this property also be added to the heritage list. When added to the previous list, this means that there are a total of fifteen (15) proposed new heritage items.

### **State Agency Listings**

State government agencies also have a responsibility to identify and list items of heritage in their ownership (under s.170 of the Heritage Act, 1977). In Warringah there are 10 such listings, which are not reflected in Council's heritage list. The Review recommends that these 10 items be added to Schedule 5 of WLEP 2011, so that Council's heritage list is more complete. These properties are listed in Attachment 5.

### **CONSULTATION**

Throughout the Review process, there has been continual community consultation. As well as the formal call for community nominations in mid 2011, there has been on-going consultation with the owners whose properties were nominated by the community. Additionally, the Manly, Warringah & Pittwater Historical Society has been consulted and there have been two (2) Councillor Briefings and three (3) presentations to Council's Heritage Community Committee. A briefing was also provided to a meeting of the Manly, Warringah and Pittwater Historical Society.

As assessment results became available, Councillors were updated and owners and nominators were advised of assessment decisions.

Future consultation, when a heritage Planning Proposal is being prepared, will involve exhibition of the proposed changes, contact with affected owners and consultation with government agencies. It is envisaged that workshops will be held with affected owners and on-going consultation will occur with the Manly, Warringah & Pittwater Historical Society and the Heritage Community Committee.

### **FURTHER ACTIONS**

As well as changes to Council's list of heritage items, the Review makes a number of other recommendations for future actions, being:-

#### **Preparation of Heritage Themes Review**

The Review undertook a preliminary review of Warringah's 1991 Historical Context Report and a preliminary review of Warringah's heritage themes. This determined that the original Historical Context Report was historically sound, but needed updating to reflect development to the current day and also to expand upon those local heritage themes of particular relevance to Warringah. This detailed review of heritage themes was outside the scope of the Review, but has been identified as a future project, with funding allocated in the 2013/2014 budget.

### **Preparation of Heritage Incentives, Education and Promotions Policy**

While the main purpose of the Review was to update the list of heritage items in Warringah LEP 2011, it also briefly looked at the management of heritage generally. A heritage list needs to be supported by incentives, information and promotion, so that the community recognises the importance of Council listing heritage items and understands that Council is doing it to ensure that Warringah's heritage is preserved for future generations.

The Review contains some discussion on these issues and recommends that further work be undertaken to support the current heritage list and the proposed additions to that list. The main recommendation is that Council prepare a Heritage Incentives, Education and Promotions Policy.

### **Preparation of a Heritage Street Tree Management Policy**

Street trees are, by their nature located within Council road reserves. There are at least seven (7) streets where the trees are already heritage listed, and it is proposed to add a new listings for Anzac Ave/Hendy Ave, Collaroy and the trees surrounding Brookvale Park. There is currently no special management policy which looks at how these trees should be managed on a day-to-day basis and also as part of a longer term strategy looking at progressive replacement planting etc.

## **RECOMMENDED ACTIONS**

There are a number of actions recommended by the Review:

### **A. Statutory Changes**

The main recommendation is to prepare a heritage amendment to Warringah Local Environmental Plan 2011, to amend the heritage list in Schedule 5 as well as the Heritage Map. This Planning Proposal will:

- Correct errors and anomalies;
- Remove two (2) existing heritage items;
- Add fifteen (15) new heritage items;
- Expand the scope of three (3) existing heritage items;
- Add ten (10) State government agency heritage items.

### **B. Future Tasks**

There are a number of other tasks recommended for future action and these should be considered as part of future Community Strategic Plan and Budget preparation. These tasks include:-

- Preparation of an Historical Themes Review, (already in Community Strategic Plan);
- Preparation of a Heritage Incentives, Education and Promotions Policy;
- Preparation of a Management of Heritage Street Trees Policy;

## **POLICY IMPACT**

If adopted, this Review will result in an amendment to WLEP 2011, to add new items and correct errors in the heritage list (Schedule 5 and Heritage Map).

**FINANCIAL IMPACT**

Preparation of the Planning Proposal is accommodated within Council's existing budget.  
Preparation of a Historical Themes Review is budgeted for 2013/2014.