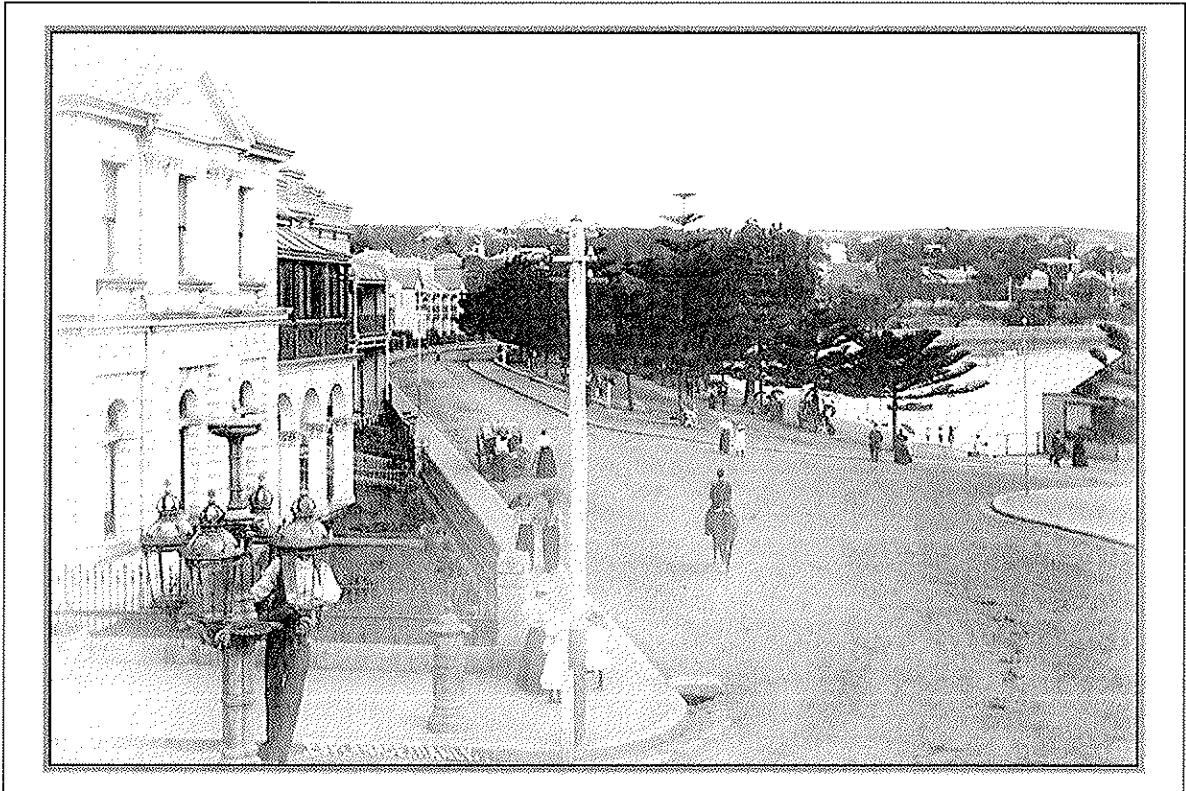


Manly's Sustainable Heritage

A Review of Heritage Strategy and Statutory Planning Controls Under the Environmental Planning & Assessment Act



West Esplanade, Manly, c. 1900-1910
(Source: State Library of NSW)

Prepared for:
Manly Council

Prepared by:
Clive Lucas, Stapleton and Partners Pty. Ltd.
155 Brougham Street
Kings Cross, Sydney, 2011
Telephone: (02) 9357 4811
Facsimile: (02) 9357 4603

Issue: 7th February 2008

© Clive Lucas, Stapleton
& Partners Pty. Ltd., 2007

Contents

1.	Summary	1
1.1	Summary	1
1.2	Acknowledgments	3
1.3	Study Team	3
2.	Five Key Strategic Directions	5
2.1	Sustainable Heritage Conservation Leadership through Partnerships (Economic, Social and Environmental)	6
2.2	Educational Strategy	7
2.3	Communication Strategy	9
2.4	A Review of Housing Controls	10
2.5	A Review of Statutory Controls	11
3.	Summary of Actions Recommended	13
4.	Methodology	17
4.1	Field Surveys	17
4.2	Consultation	18
4.3	Research methodology	20
4.4	Assessment of Significance	21

Appendices

Appendix 1:	Individual Items & Heritage Assessment Report
Appendix 2:	Items Proposed for Listing under the LEP & Heritage Inventory Sheets
Appendix 3:	Explanatory Notes Regarding Items Not Proposed for Listing
Appendix 4:	Proposed Conservation Areas
Appendix 5:	Manly Built Heritage Groups
Appendix 6:	PPS Round One Consultation Outcomes
Part 1:	The People of Manly LGA
Part 2:	The Children and Young People of Manly LGA
Part 3:	Manly Heritage Committee and Precinct Community Representatives Committee
Part 4:	Mayor, Councillors, General Manager and Selected Managers and Staff
Appendix 7:	PPS Round Two Consultation Outcomes for Proposed Conservation Areas
Part 1:	Overview Report
Part 2:	Bower Street Area
Part 3:	Eustace Street Area
Part 4:	Manly Flat Area
Part 5:	Ashburber Street Area
Part 6:	Scotsman Hill Area
Part 7:	Palmerston Place Area

1 Summary

1.1 Summary

This heritage review is a statutory review, conducted in accordance with Council's obligations under the Local Environmental Plan (LEP). It is simultaneously a strategic review of heritage that accords with the Manly Sustainability Strategy.

This is a substantial study. It included the visitation of more than 170 individual environmental items, extensive documentary research, regular consultation with Council, as well as structured consultations with hundreds of Manly residents, property owners and visitors. The review took more than twelve months to complete, beginning in January 2007, and was completed in February 2008.

The study has looked at not only the built environment, but also asked people directly their opinions about how they understand Manly's heritage, and what it means to them. Their words are reported in this study. In the course of planned surveys this review listened to 450 people within the Manly LGA (including the Mayor and CEO and 20 internal Council staff¹), and conducted at a later stage eight workshops focussed on six areas proposed for conservation instruments.

The character of Balgowlah, Clontarf, Fairlight, Manly and Seaforth well defined in the heritage study of 1986 and are highly regarded by the people of the area consulted in this study. This character is founded first on the land, its topography, coastline, beaches and prominent features. The area's character is its streets (often referred to as streetscapes) and key streets such as the Corso. It is the key buildings, the St. Patrick's Estate, churches, town hall. It is the area of houses, small and medium sized house; and blocks of flats built up through small scale development in different periods.

Current esteem for that character has been communicated by the people spoken to within this study. Those values are strong and focus around concepts of *preservation* and *change*. Born of an appreciation of the environment amongst both specialists and the people of Manly, there is a clear and unambiguous desire to see the character and identity of the environment preserved. There is a recognition of ongoing development for increased amenity and increased population. There is a desire to not have high rise or bad development.

Change is welcome, but Manly's character and identity should remain through change. Planning is difficult and must be made easier. Education, a growing awareness of the place, is widely seen as fundamental to retaining Manly's identity.

Planning for Manly's environment should be based on existing character, and use strategic education, modification of planning controls, good communication and consultation.

This concept of preservation through change is really a vision for sustainability. This extends, quite properly, the scope of Manly's sustainability vision to a cultural level.

¹ A complete list of those consulted appears in Appendix 8.3.

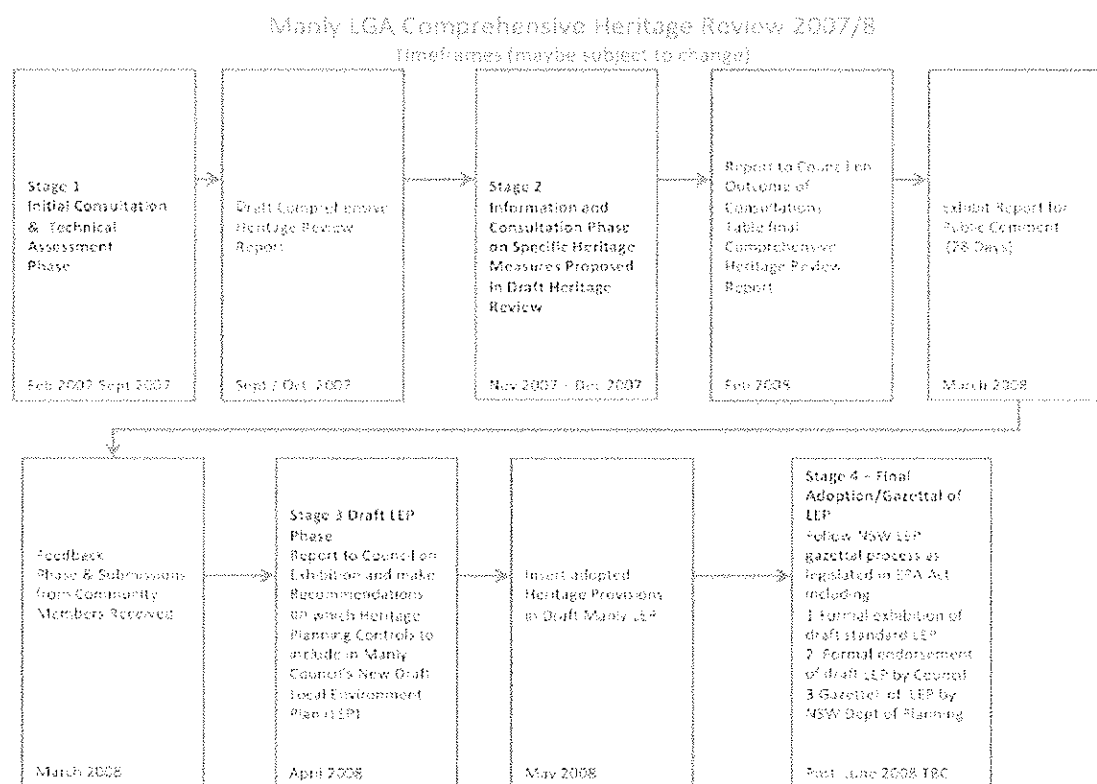
In short, the key outcomes from the review are a suite of five strategic initiatives, as follows:

- A vision for Manly Council to lead in sustainable heritage
- Education, general and specific.
- Communication to ensure good government and public understanding
- Review of Housing Controls to stop undesirable development
- Extension of one existing, and creation of three Conservation Areas, two areas having development control plans based on character, and protection of individual properties.

The format of this report has been arranged with these five strategic outcomes first, followed by supporting material.

A summary of recommendations for Action is located at Chapter Three.

A flow chart of the process of the study follows.



On the foundation of consultation and technical assessment, this Heritage review presents a way to preserve the character and identify of the built environment for the long term in the Manly Local Government Area.

1.2 Acknowledgments

Clive Lucas, Stapleton and Partners would like to thank the following people for their invaluable assistance in the course of this study.

From Manly Council: Mayor, Councillors, General Manager, managers and staff, Manly Heritage Committee and Precinct Community Representative Committee. Also from Council: Lisa Trueman, Jennifer Minifie, Anthony Hewton, Laura Fraser, Diane Smith, Renee Yarny, and John Macritchie, Manly local studies librarian.

CLSP would also like to acknowledge the assistance of the following individuals: architects Noel Jackson and Michael Dysart, Brian McAteer from Manly Council Heritage Committee, MacLaren North- heritage consultant, and Anne Higham of the Royal Australian Institute of Architects, NSW Chapter.

1.3 Study Team

Clive Lucas, Stapleton and Partners, with input from People for Places and Spaces, prepared this report.

From Clive Lucas, Stapleton and Partners the review team comprised Hector Abrahams, Meg Quinlisk, Ian Stutchbury, Kane Murdoch and Alison Henning.

The People for Places and Spaces team comprised Penelope Coombes, Tony O'Brien, Lauren Harpley, James Henningham, Ariel Schapira, Sharne Kenyon and Rohit Mukherje.

2 Five Key Strategic Directions

The development of the five key strategic directions arises out of extensive consultation with the community, including children and young people, elected councillors, Council staff, Council's Heritage Committee and representatives of Council's Precinct Committees. (Additionally, in the areas proposed for conservation area status eight workshops were conducted.)

It is the view of this report that the five key strategies outlined below will have the greatest benefit for heritage conservation in the long term in the Manly LGA.

1. Leadership in Sustainability through Key Partnerships (Economic, Social and Environmental)
2. An Educational Strategy
3. A Communications Strategy
4. A Review of Housing Controls
5. A Review of Statutory Controls (listings)

These five strategies offer a suite of strategies from heritage education for the general public, to the very specific statutory listings of individual items of cultural heritage and conservation areas as provided for under the Environmental Planning and Assessment Act. The view of this study is that this suite, general and focused specific strategies, working together over time, will conserve the local character and identity of Balgowlah, Clontarf, Fairlight, Manly and Seaforth.

The strategies each fall within the ambit of Council's normal business and capability. Also they have equivalents in the "Surfing the Future" Vision of Manly. We suggest to Council that their efforts be integrated, that the object of each strategy is taken together and that results are measured and reviewed.

A weak or uncontrolled effort at any strategy will undermine the effort as a whole. If these five strategies are worked through, a balanced government of values for the environment will ensue. There will not be an undue focus on the statutory list of heritage items. People will know in advance the nature of Council's requirements for Development Applications. A growing regard for the environment and its treatment, built and natural, will follow.

The five strategies are discussed in order of the most general to the most specific. We have found in discussing these strategies in workshops that discussion of the specific is soon overtaken by the discussion of the general.

The *need* for each of the strategies is discussed in turn. The *objective* is defined along with the range of the strategy and likely shape. In each case research needs to be done, in some cases amounting to further more detailed consultation, in others smaller surveys inside Council, and in other cases implementing the specific proposals for listings contained in this report.

Each of the strategies should be implemented by Council over time. The strategies all continue to contain a portion of consultation, in most cases with the community. At no point should Council be working entirely remote from the community it serves.

2.1 Leadership in Sustainable Heritage through Partnerships (Economic, Social and Environmental)

Objective

Manly Council to become a leader in the conservation of the built, natural and indigenous environments in the context of sustainability, through active partnerships with local business and community stakeholders.

Discussion

Sustainability and conservation have traditionally been framed in a disconnected way that fails to understand the idea as a whole. For example, the concepts of energy conservation and conservation of the built environment are rarely considered in the same breath, however in order to create a sustainable future, this is what is required. The consultation has discovered that sustainability has broad acceptance in the community, but council has no statutory vehicles by which changes can be implemented. Furthermore, there is no strategic framework outside of BASIX through which sustainability outcomes can be pursued. This strategic direction attempts to address these issues.

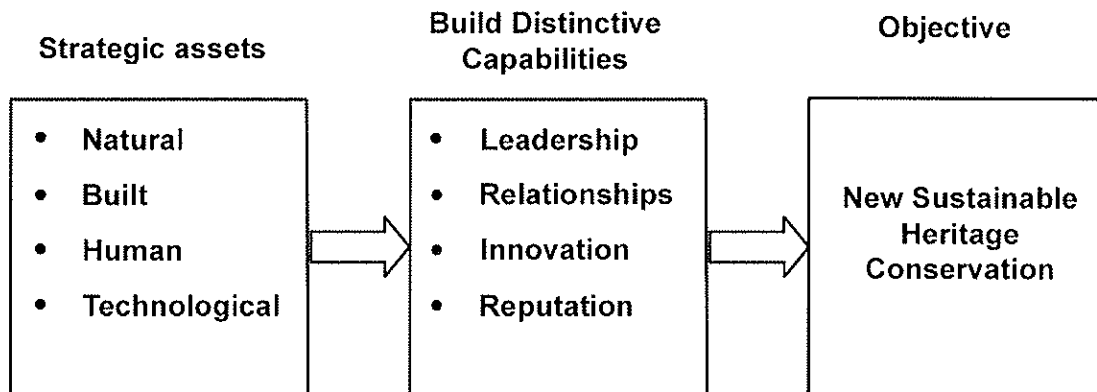
We are proposing a number of ideas that should be incorporated at a high level into Manly's existing "Surfing the Future" vision for sustainability.

- Marry the various conceptions of conservation (natural environment, built environment, and energy), so that sustainability as a whole amounts to the conservation of character and identity, in the natural and built environments.
- To sustain Manly's environment in a way that best suits Manly, (a local focus)
- To ensure that growth reflects the character and identity of Manly, (the main outcome).
- Continue the process of *early* listening to relevant stakeholders, including them as an integral part of the process.
- Begin implementing changes to sustainability programs despite the lack of statutory vehicles. (It is evident that government lags behind community intent and action)

The method will include these practical steps, to be made by Council as foundations:

- Begin measuring a number of areas, including its own performance in Development Applications, and the energy cost of development.
- Undertake an assessment of strategic assets (natural, built, human, technological), and identify key factors that will determine the future.
- Seek to forge key relationships with outside bodies that have a genuine interest in Manly. These relationships are likely to be determinative. An example could be a university, which could bring its resources to the task of thinking, broadly and specifically, about Manly.

We think it an essential piece of work. A strong leadership, partnerships and relationships are essential to ensure Manly's future economic, social and environmental sustainability. The following diagram illustrates the concepts discussed.

**Proposed Methodology**

1. Identify current leadership roles and activities being undertaken by Manly Council and partners that support heritage conservation and sustainability.
2. Identify new opportunities open to Manly Council and partners to lead and innovate.
3. On the basis of this propose a robust leadership framework that can champion and drive Manly's sustainability broadly through economic, social and environmental actions and relationships.

Key People

- Manly Futures Committee
- Manly Heritage Committee
- Clive Lucas Stapleton & Partners

Timeframe

12 months

2.2 Educational Strategy

Objective

To develop an education strategy that raises awareness, builds support for and the capacity of Manly's residents, property owners and other stakeholders to successfully implement Manly's Sustainable Heritage Strategy.

Discussion

The Strategy proposes both preservation and change. However it cannot be successfully implemented if those responsible for implementing the strategy lack the necessary understandings, commitment, knowledge and skill and capacity to achieve the aspirations of the strategy. Sadly 80% of strategies are never implemented. (Kaplan Harvard Business School). The educational strategy should be shaped so that it is relevant and meaningful to the needs of residents, property owners, professionals and

craftsmen and other stakeholders so that each can play their part in the successful implementation of the strategy.

The *need for heritage conservation education* emerged as a strong theme in both the community and committee and elected Councillor consultation outcomes.

The Round One consultation survey tested participants' interest in attending educational seminars for local residents about heritage conservation, and tours in Manly to show examples of conservation of built items, streetscapes, natural and indigenous heritage. The responses received were as follows:

- 48% expressed interest in attending educational seminars
- 57% expressed an interest in educational tours exploring 'good examples of conservation of built items and streetscapes, natural and indigenous heritage items'

Equally in Round Two Consultation the property owners engaged enthusiastically in the educational-briefings provided at the workshop participants by Clive Lucas Stapleton and Partners. Importantly in their responses there is a strong theme of property owners seeking further understandings and building their capacity to conserve and maintain their properties yet adapt to the requirement of their particular household. (for instance in the 'how to?' preservation of timber windows. Repair is encouraged or if required, replacement with the same type of timber window; or preservation of symmetry of pairs and sets of houses.)

In particular the educational strategy should;

- Recognise and educate about the value of land title research and the existing substantial resources of the Manly Local History Collection, the Manly Warringah & Pittwater Historical Society archives and Council's street card collection.
- Raise awareness of Manly's architectural heritage amongst primary and secondary schools
- Research at a local level the economic advantages of heritage
- Disseminate information about the environmental sustainability benefits of heritage conservation
- Disseminate Pauline Curby's Seven Miles from Sydney – A History of Manly.

Proposed Methodology to develop the educational strategy

1. Based on Identify possible learning objectives
2. Undertake a direct survey to identify the strengths, weaknesses, opportunities and threats for heritage property owners; total journey experience when seeking a DA approval with particular focus on knowledge gained or not gained on heritage issues; examining case studies.
3. Complete a review of existing educational resources that are or could be available to partner with Council in providing education programs. Review to include TAFE, Community Colleges, Schools and Manly Environment Centre, National Trust and Historic Houses Trust.
4. Identify possible participants and their learning needs for a range of educational experiences. Possible participants to include, but not limited to, developers,

architects, real estate agents, builders, heritage committee, National Trust, the people of Manly.

5. Review possible learning experiences based on best practice standards used elsewhere.
6. Prepare discussion paper.
7. Review and confirm with Manly Council the learning objectives and priorities.
8. Identify opportunities for external funding that could be used to fund these important educational activities.
9. Prepare draft heritage education strategy.
10. Refine strategy based on feedback and finalise educational strategy.

Key People

- Manly Heritage Committee
- Manly Local History Librarian
- Manly Environment Centre
- Manly Education Officer
- PPS (People for Places and Spaces)

Proposed Timeframe

Within 12 months.

2.3 Communications Strategy

Objective

To communicate the benefits of heritage conservation of the built, natural and indigenous environments to the community of Manly.

Discussion

In Stage One of our consultation, we learnt that heritage in Manly is not broadly understood and the many resources that Council already has assembled are not well communicated. There was also a lack of awareness of Manly's indigenous heritage. There is a *need for communications about the benefits of conserving heritage* and for education about heritage issues in general, if the broader community is to increase its value of Manly's heritage. This is closely related to the education strategy, but as it concerns different parts of Council's activities this needs to be implemented separately.

Proposed Methodology

This strategy should involve drafting a communications strategy to include:

1. Crafting appropriate messages about Manly's heritage and sustainability related to particular audiences, channels, educational programs and resources to disseminate the information.

2. Crafting key messages about Council services to assist heritage property owners, and residents who own properties in proposed heritage conservation areas to update their knowledge about the benefits and responsibilities.
3. Reviewing planning procedures, advice and assistance to ensure that development applications from heritage property owners or those in heritage conservation areas are streamlined to ensure these property owners receive maximum assistance.
4. Optimise Council's current website for heritage content to ensure all benefits are communicated.

Possible Target Messages

- Communication of the benefits of heritage conservation and its strong links to triple bottom line sustainability, targeted at general and specific audiences
- Actively disseminate Council controls.
- Actively communicate Council's heritage advice services.
- Provide easy access to Council's listing cards.
- Provide easy access to heritage material held by the Heritage Office Library.
- Provide access to economic data and studies deal with heritage issues.
- Communicate heritage decisions to appropriate parties.
- Communicate heritage sustainability issues within Council's staff.

Key People

- Manly Media Officer
- Head of Approvals
- Strategic Heritage Planner
- Manly Heritage Committee
- Councillors

2.4 A Review of Housing Controls

Objective

Review Housing Control to discourage overdevelopment.

Discussion

Out of the Community Consultation in the First Stage of the Manly Heritage Review one major theme to arise is to improve planning controls and the strategic planning framework for heritage. As part of the field survey, Clive Lucas, Stapleton & Partners examined the nature of recent large scale housing developments. These developments are indicative of the development pressures in Manly at the moment and are likely to increase in the future as land values and cost of housing increases.

We have conducted a critique of the ways in which these developments differ from the historic pattern of development in Manly. A housing control review is needed to meet the expectation in the community that development will be controlled so as to not diminish the character of the place in the

long term. Put simply, development should be planned in such a way that the character of Manly is conserved, interpreted and built up as a result of development.

It will be noted that the likely outcomes of this strategy are changes to definitions of terms in the LEP. As Manly is committed to review of their LEP at this time it is more than apt for this focussed strategic analysis to be carried out.

Proposed Methodology

It is proposed that the following steps be taken to make strategy for improving housing controls:

1. Provide Council with a written critique of seven ways in which recent housing developments radically differ from the housing patterns of Manly.
2. Ask Manly Council strategic planners to review these issues against the existing LEP and DCP for housing and to nominate weaknesses.
3. A meeting with Hector Abrahams and your strategic planner to workshop where possible changes could be made in the LEP and DCP. It is expected these changes would principally be in the area of definitions.
4. Report to council as part of the report of the heritage review on the strategy to be implemented. This report would be illustrated with examples of what is being built with consent and specific changes to be made to definitions to improve the way these developments relate to the existing character of Manly

Key People

- Manly Strategic and Heritage Planners
- Clive Lucas, Stapleton & Partners

2.5 A Review of Statutory Controls

Objective

Under the provisions of the L.E.P., Manly Council is required to assess cultural significance, and to assess Development Applications against this criterion. In the day-to-day running of Council, this is the element of heritage management that people most often encounter. This study places the operation of statutory controls into a specific strategic context, and to avoid sole reliance on the traditional list for the conservation of heritage.

Methodology

This study has been asked to assess a list of 170 potential items of environmental heritage. This included individual buildings, groups of buildings, landscape elements, public and private buildings. The list assessed is contained in Appendix 2.

The form and methodology of this assessment follows the general guidelines for conservation management plans outlined in J S Kerr, *The Conservation Plan*, The National Trust of Australia (NSW), sixth edition, 2004, the guidelines to the *Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)*, and the NSW Heritage Office and PlanningNSW's publication

Heritage Manual (November 1996, as amended July 2002). Details of research methodology, the Round Two consultation, and discussion of the outcomes of that consultation are given in Section 4.3 of this report and further Appendices.

Recommended Action

Under the powers and responsibilities given to it under the Environmental Protection & Assessment Act, Manly Council should extend controls for the preservation of cultural heritage in Manly as follows:

Individual Items of Environmental Heritage

The identified items in Appendix 2 should be entered on Schedule 1 of Manly's LEP as items of environmental heritage in accordance with the normal processes used under the Act; however, in this case the public advertisement of this action should be accompanied by actions suggested in the communications strategy. Specifically, Council should speak to owners of these items prior to voting on their acceptance for listing.

Conservation Areas

Manly Council should, under the powers given to it in the LEP, amend and add the following areas under schedule 2 conservation areas.

1. Manly Flat (extend boundaries of the existing Pittwater Road Conservation Areas)
2. Eustace Street
3. Victoria and Ashburner Streets (Conservation Areas 5a-5c should be dealt with as a suite)
4. Bower Street subdivision

Special Character Areas

Manly council should, under the powers given to it in the LEP, prepare specific development control plans to preserve the character of these areas;

1. Scotsmans Hill Area
2. Palmerston Place Area

Key People

- Manly Strategic Heritage Planner
- Residents in Proposed Conservation Areas
- DCP writer

3 Summary of Actions Recommended

Below is a table summarising the five strategic directions contained in the previous section, including objectives, recommended actions, timeframes, and key players for each.

1. Leadership in Sustainability through Key Partnerships (Economic, Social and Environmental)
2. An Educational Strategy
3. A Communications Strategy
4. A Review of Housing Controls
5. A Review of Statutory Controls (listings)

3. Summary of Actions Recommended

Strategy and Objectives	Actions	Timeframe	Key people
1. Manly Council to become a leader in the conservation of the built, natural and indigenous environments in the context of sustainability, through active partnerships with local business and community stakeholders.	- Identify current leadership roles and activities being undertaken by Manly Council and partners. - Identify new opportunities open to Manly Council and partners to lead and innovate. - Propose a robust leadership	12 Months	- Manly Futures Committee - Manly Heritage Committee - Clive Lucas Stapleton & Partners
2. Develop an education strategy	- Identify possible learning objectives - Complete a selected primary review of existing educational resources - Identify strengths, weaknesses, opportunities and threats for heritage property owners. - Identify possible participants and their learning needs for a range of educational experiences - Review possible learning experiences based on best practice standards used elsewhere. - Prepare discussion paper. - Review and confirm with Manly Council the learning objectives and priorities. - Identify opportunities for external funding. - Prepare draft heritage education strategy. - Refine strategy based on feedback and finalise educational strategy.	12 Months, pilot program in six months.	- Manly Heritage Committee - Manly Local History Librarian - Manly Environment Centre - Manly Education Officer - PPS (People for Places and Spaces)

3. Summary of Actions Recommended

3. Canvas the best ways in which the benefits of heritage conservation are provided for and communicated to the community of Manly.	• Interview of selected council staff related to heritage communication • Review Council's current website for heritage content and structure. • Analysis of responses. • Craft heritage communications strategy	• Manly Media Officer • Head of approvals • Strategic Heritage Planner • Manly Heritage Committee • PPS
4. Review Housing Control to discourage overdevelopment.	• Provide Council with a written critique of ways in which recent housing developments radically differ from the housing patterns of Manly. • Ask Manly Council strategic planners to review these issues against the existing LEP and DCP • A meeting with Hector Abrahams and council's strategic planner to workshop where possible changes could be made in the LEP and DCP. • Report to council as part of the report of the heritage review on the strategy to be implemented.	• Manly Strategic and Heritage Planners • Clive Lucas, Stapleton & Partners
5. A Review of Statutory Controls	• Individual Items of Environmental Heritage • Conservation Areas • Areas of special character DCPs	• Manly Strategic Heritage Planner • Residents in Proposed Conservation Areas • Property owners of items proposed for listing • PPS • DCP writer

4 Methodology

4.1 Methodology of Survey

The form and methodology of this report follows the general guidelines for conservation management plans outlined in J S Kerr, *The Conservation Plan*, The National Trust of Australia (NSW), sixth edition, 2004, the guidelines to the *Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)*, and the NSW Heritage Office and PlanningNSW's publication *Heritage Manual* (November 1996, as amended July 2002).

Clive Lucas, Stapleton and Partners employed a number of methods to conduct research for this review, including fieldwork, historical research, and community consultation. It is through a combination of these approaches that strategy, assessment and recommendations have been formulated.

Survey in Field

Our survey method after the preliminary scoping, previously reported to Council, was to visit every item in the field. The task was divided by suburb and the following areas were covered:

- Balgowlah
- Clontarf
- Fairlight
- Seaforth
- Manly

Some individual items were not visited in these areas due to logistical reasons, such as restricted access. Every item was addressed on foot and photographed. An inventory description was made of each item by means of Dictaphone in the field and photographed at the time. Survey descriptions are by Hector Abrahams. All photographs are by Ian Stutchbury, Hector Abrahams or Kane Murdoch. A form has been drawn up for each of the surveyed items apart from those not likely to reach criteria and those likely to be part of conservation areas. Hector Abrahams was personally responsible for the review of the typed up versions, which have been prepared in accordance with the Heritage Office standards, following the project brief.

Barring a small number of exceptions, inspections carried out referred only to the exterior of the items. Interiors of buildings have not been inspected except in instances where inspection was central to the assessment of the item's significance. Three modern properties were inspected during the course of the review, and the process by which this occurred should guide future dealings with owners of potentially listed items. The owners of these properties were initially approached by Council's heritage planner, who firstly explained the request to view their house, and referred the owners to information that explained heritage listing, and the implications of owning a listed house. From our experience of this process, owners greatly appreciated being consulted at the outset of the process, rather than being consulted late in the decision making process.

4.2 Consultation

Round One Consultation

Alongside the field work and historical research carried out as part of this review Clive Lucas, Stapleton and Partners engaged the services of People for Places and Spaces to conduct direct surveys of Manly residents, property owners and visitors to ascertain opinions regarding a number of questions relating to the environment and heritage in Manly.

This was called Round One consultation. Surveys were conducted at Fairlight, Seaforth and Balgowlah Shops, Harris Farm (twice) and Manly Village School Market. The survey engaged 300 people who generated 3,025 ideas and responses. In addition 121 children and young people were engaged in separate survey, workshop and drawing activities.

Hector Abrahams, the lead member of the study, has attended and led the consultation to the following Council bodies:

- Mayor
- Elected council
- General Manager
- Heritage Committee
- Representatives of Precinct Committees
- Council strategic staff
- Council selected managers and staff

In addition, near weekly meetings to review progress have been held with Council's heritage planner, Lisa Trueman.

The results of these surveys clearly illustrate community feeling regarding the Manly area. They can be found in three reports in Appendix 6 of this report.

What You Told Us:

- The People of Manly LGA
- Manly Heritage Committee and Precinct Community Representatives Committee
- Mayor, Councillors, General Manager and Selected Managers and Staff
- Children and Young people of Manly LGA

Round Two Consultation

In October 2007 we reported to council that there were six areas which should be considered as Conservation Areas. This advice arose from the assessment of potential items given at the commencement of the report.

Council were also advised, and decided to engage in a second round of consultation to property owners in those areas. This was an advance running of the communications strategy advocated to council in the strategic part of the report. The objective of this consultation was to communicate and seek feedback at the earliest time on the proposal. The proposal was spelled out in specific terms of

likely controls, and responses sought in detail. Important to the methodology of this consultation, the invitations were sent to all owners, and included specific detail about the heritage review, conservation areas, and the workshop.

Eight workshops were conducted in December 2007. The detailed methodology for this consultation, a copy of the invitation and the extensive results are contained in Appendix 7.

Outcome of Round Two Consultation- discussion

We refer to the Overview Report of Round Two Consultation Outcomes, given in Appendix 7 Part 1.

The level of participation in the consultation about a specific proposal

The number of responses has been low compared to the number of invitations issued to attend workshops. Also there was very little response directly to council. The invitations were very specific, and contained an explanation of the proposal. Therefore the low response is understood to indicate indifference to the process of consultation and/or the proposals themselves. This will be tested further when council informally exhibits the material, and people are offered once more the opportunity to communicate their views.

The Quality of the response

The workbooks show a high level of understanding of the proposal and each of the specific terms, called characteristics. Direct consultation through workshops has been effective in gauging responses to proposals, and informing council about what is valued and not valued in these areas. The responses show a keen appreciation of the area, particularly in responses about what is and is not valued.

The Response to the Proposal for Conservation Areas

The proposal has received some support in each of the six areas: a quarter in Seaforth, similar in Scotsmans Hill, and clear majority in the three small areas (Eustace Street, Bower Street and Ashburner/Victoria Street). Support in Manly Flat is ambiguous, because the workshop response is supportive, but the non workshop response is opposed.

The reasons given for opposition to the conservation area proposal are for stated reasons of dislike of control, doubt about control and effectiveness. The exception is in Palmerston Place, where there was serious disagreement with the stated significance that formed the basis of the proposal. And in Bower Street disagreement with the proposed boundary (not big enough, a view not leading to a position of opposition)

Support expressed was for reasons of valuing conservation of character and identity (authors words).

Conclusions about the implementation of planning instruments

For the areas that received majority support, the proposed conservation area instrument should proceed on the terms suggested, modified to take into account the detailed responses received. The writing of development control plans should closely analyse and incorporate the feedback received in the workbooks, as well as feedback that may be received in future.

For the two areas that did not receive majority support (Palmerston Place and Scotsmans Hill), there is recorded support for planning measures to control certain environmental issues: additions, traffic and garages.

The defined significance of these areas is not diminished. However instruments do need to be implementable. And in our judgement, conservation areas should have support if they are to enjoy ongoing adherence, and for conservation of character and identity to be effected through them.

In the two areas where there is not majority support, council is advised to make a specific DCP for these areas that capture the issues that are clearly acceptable, and to make a Development Control Plan provision, either in the general or a specific DCP that strongly defines character statements. This will not amount to conservation. Council must be aware, and communicate, that this is a weaker provision, and that power will not exist to limit demolition.

(There is evidence from other parts of Sydney that the land allotment size in Palmerston Place will likely lead to the occurrence of demolition for the construction of new houses, a practice common in parts of Sydney with large allotments.)

The result for the proposed extension of the conservation area of Manly Flat is ambiguous. In our view the results from workbooks filled out informed by a workshop have authority from the process under which they were written. For this reason it is advised that council proceed to exhibit their intention to extent this Conservation Area , and explain the terms again, and hear the people again.

Council should reconsider if there are houses in these areas of sufficient individual merit to warrant consideration as Items of Environmental Heritage.

4.3 Research Methodology

Research into Documentary Sources

The standard sources for research of local history have been searched for the entire list as follows:

- Sands Directory Street searches.
- Street cards held by Council.
- Consultation of contemporary architecture journals for relevant items.
- Mitchell Library subdivision plan collection for Manly and suburbs.
- Oral history interviews conducted by CLSP with individuals regarding specific items, general architectural information about the Manly area, and suburban historical information.
- Existing local history information as compiled and disseminated by Council.
- Image databases, including Mitchell Library and National Library of Australia.
- Manly, Warringah and Pittwater Historical Society resources.
- Resources held in Manly library local history collection.
- Land Titles Office searches.

General research into typologies, periods and other historical matters has been undertaken in the following ways:

- Prior studies of Manly, including the 1976 and 1986 heritage studies, and Pauline Curby's history of Manly, *Seven Miles from Sydney*.
- Interrogations of common names on street cards.
- Access to NSW Contract Reporter, 1924, 1927 – 1929, 1933 and 1940.
- Research into Sands Street Directory for list of architects and builders operating in Manly in the period 1900-1932.

4.4 Assessment of Significance

This review has been conducted within the context of the 1986 Manly Heritage Study carried out by Kate Blackmore and associated Consultants, and has sought to develop upon these themes, in order to shed further light upon the heritage of Manly.

The themes identified by the 1986 study are as follows:

- Isolation
- Transient Settlement
- Villas
- Installational infrastructure
- Service Infrastructure
- Permanent Settlement
- Flats and Bungalows
- Philanthropic Manly
- Social Structure
- Defence
- Speculation
- Public Health
- Transport
- Recreation
- Suburbanisation
- Local Employment
- Dispossession

In assessing items proposed for listing, a number of criteria and thresholds were used to evaluate the merits (for heritage purposes) of individual items:

- Integrity- is the building/item intact, or has it been significantly altered since its construction? A sizeable proportion of items surveyed failed to meet the integrity threshold. An example of this is the house at 4 Battle Boulevard, Seaforth, amongst many others in the area.

- Context/Setting- is the setting of the item so altered from its original state that the item no longer has any relation to its surroundings? One example of an item ruled out by this criterion is 19-21 Central Ave, a terrace of two houses surrounded on either side by high rise buildings which have erased the context of the terrace.
- Strength of the item's relationship to identified local themes- some items, having strong aesthetic value, were bolstered by their relationship to an identified theme. A good example of this thinking was Carisbrooke at 25-27 South Steyne which, along with being a strong building, reflected a number of themes, such as Manly's history as a popular recreation spot, and was therefore proposed for listing.
- Membership of a set or group: Field work conducted as part of this study has identified a number of groups that contribute significantly to the character of Manly. Membership of one (or more) of these groups was a key criteria for assessment. For example, the group of shops along Sydney Road in Balgowlah were inspected individually, but considered for assessment purposes as a group possessing particular characteristics. For full details of groups identified as within this study, please refer to Appendix 8.3.
- Local Architects/Builders: The design or construction of buildings by local residents is a theme identified by research carried out during this study, and was a criterion that strongly influenced decision making regarding particular items. There are many examples of little-known, yet skilful and individual architects and builders working in Manly in the first half of the 20th century, best exemplified in buildings such as 95 Bower Street, 10-12 Camera Street and 44-46 Darley Road.
- Flat buildings in Manly: Previous studies have noted a strong and distinct predilection for flat building in Manly from WWI onward, and in the course of this study we have sought to ensure this history is properly represented. There are a number of particularly illustrative examples, such as Strathspey and Reinzi on West Esplanade, which reflect the grand concepts of Manly envisioned by H.G. Smith in the 1850s, and contribute strongly to Manly's character today.
- Brick character: Manly has long been recognised as a locale possessing a strong brick-built character, the best example of which is Eustace Street, a uniform street of good-quality brick buildings. In addition to its brick character, Eustace Street also exemplifies the themes of flat building, and the theme of local builder/designers.

Items suggested for listing generally satisfied a number of these of these criteria in conjunction. Items that were perhaps aesthetically sound or unaltered, yet lacked a strong relationship to the themes identified in 1986 and other criteria set out above, did not meet the threshold for listing as individual items.

Further Notes on Assessment of Items

In the course of assessing some individual items a distinction was made between original and altered fabric, partially to assist in future management of these items. This distinction was made in the course of assessing the house at 63-65 Bower Street and the Sydney Road group of shops, for example, and has been noted in each relevant item's inventory form.

Fieldwork for this review involved a proportion of typology, with a number of groups identified as a result. It should be noted that although groups or types of buildings may be distinctive or different, this

is not necessarily sufficient reason to list these buildings, and the same could be said for a number of different types of buildings. One particular group in the Manly area is the P & O group of buildings. While distinctive and different, they are not sufficiently important from a historical perspective to warrant listing. That being said, the best examples of this type are currently listed or have been proposed for listing as part of this review.

Some buildings were considered to be on the threshold for listing, but in the final accounting were not proposed for listing. Some of these buildings could be considered for listing at a later date, but only if owners were interested in listing. A few examples are 5 Lower Beach Street, Balgowlah, 1 Seaview Street, Balgowlah, 48 Grandview Grove, Seaforth, and Nos. 6 and 10 Stuart Street, Manly.

Assessment of items by Clive Lucas, Stapleton and Partners has included all of these variables, however it should be noted that economic circumstances of item owners were not a part of the assessment process. As such it should also be noted that under the L.E.P. Council has the power to consider economic hardship in deciding whether or not to list individual items.