

Appendix D – Heritage Impact Assessment Report

Provided under separate cover

CONRAD
GARGETT



**Statement of Heritage Impact
Wauchope Public School,
Wauchope, NSW
Local Heritage Place**

**Prepared for NSW Department of Education
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Documentation control

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A	Statement of Heritage Impact – final draft	26.06.2017	MS	SM
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Cover image: View of the south-eastern corner of the building 6. (Source: Conrad Gargett)

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1.0 Authorship

This report has been prepared by Michael Scott, Senior Heritage Architect and Senior Associate at Conrad Gargett.

Michael's Conservation Architecture qualifications are based on experience with highly regarded Conservation Architects and Heritage teams since the mid-1980s, including:

- Robert Riddel Architects – 1986 till 1992 and 2006 till 2012
- Brisbane City Council Heritage Unit under the leadership of Laurie Jones – 1992 till 2002
- Conrad Gargett still working with Robert Riddel, from 2012 on.

During these thirty plus years working in the area of Conservation Architecture, Michael has prepared documentation and reports for the full spectrum of conservation architectural work and enjoys a good working relationship with heritage and planning assessment officers at State and Local Government levels in south east Queensland.

Michael was working in the BCC Heritage Unit when Character and Heritage controls were introduced into the Planning Scheme in the 1990s, grappled with their complexities and had a hand in shaping their resolution.

Michael has sat on Brisbane City Council's Independent Design Advisory Panel for Heritage issues, was Toowoomba Regional Council Heritage Advisor from 2011 till 2016 and provides Heritage advice to Queensland State Government and Brisbane City Council as a pre-qualified Heritage services provider.

2.0 Introduction & project overview

2.1 Introduction

This Heritage Impact Statement has been prepared to assess a development proposal on the site of Wauchope Public School (**Figure 1**). The subject site is located at Waugh Street (corner Campbell and Mackay Streets), Wauchope, NSW on Lot 1, DP 795186. The site has frontage to Waugh Street to the north, Campbell Street to the east and Mackay Street to the west.

The site is a local significant heritage place known as the Wauchope Public School. The heritage place is listed as item # I105 on the schedule 5 of Environmental Heritage of Port Macquarie-Hastings Council Local Environmental Plan (LEP) 2011 (**Figure 4**). The whole site of the school is comprised of many buildings built at different times but the most significant elements on the site are building 6 (General Learning) and building 7 (**Figure 5**). From a careful site inspection these buildings appear to be the earliest 'timber & tin' buildings on site and building 6 is noted in the State Heritage Inventory as the original 4 room school building, still in use.

In the new development proposal prepared by Conrad Gargett/ Anchor Mortlock Woolley, for the NSW Department of Education, building 6 on the north-eastern corner of the subject site is proposed to be demolished and replaced with a new two-storey Homebase (x13) building (**Figure 1**).

This SOHI has been prepared to best conservation architecture practice, following the guiding principles of Australia ICOMOS Burra Charter and the relevant NSW Heritage Office and Department of Urban Affairs & Planning guideline 'Statements of Heritage Impact' (1996, revised 2002). This report summarises the heritage values of the subject site, describes the proposal and assesses the impacts of the proposal on the heritage values of the Place. This assessment includes reference to the Local Authority heritage regulations in the *Port Macquarie-Hastings Council Local Environmental Plan* (LEP 2011). Under this LEP 2011, any development on heritage items and heritage conservation areas identified in schedule 5 of LEP 2011 should be assessed to retain the heritage significance.

2.2 Planning considerations for the subject site

The site is a local significant heritage place known as the Wauchope Public School. The heritage place is listed as item # I105 on the schedule 5 of Environmental Heritage of Port Macquarie-Hastings Local Environmental Plan (LEP) 2011 (**figure 4**). The subject site is included in the R1 zone (General Residential) and in zone I for height of the building map which allows only 8.5 m high new buildings (**figures 2 & 3**).

Any development activity on the subject site requires prior planning approval from the Port Macquarie-Hastings Council.

2.3 Methodology

This SOHI has been prepared to best conservation architecture practice, following the guiding principles of Australia ICOMOS Burra Charter and the relevant NSW Heritage Office and Department of Urban Affairs & Planning guideline 'Statements of Heritage Impact' (1996, revised 2002). This report summarises the heritage values of the subject site, describes the proposal and assesses the impacts of the proposal on the heritage values of the Place.

As the subject site is included on the *Port Macquarie-Hastings Council Local Environmental Plan* (LEP 2011) as a heritage item this assessment includes reference to the Local Authority heritage regulations in that plan. Under the LEP 2011, any development on heritage items and heritage conservation areas identified in schedule 5 of the LEP should be assessed to retain the heritage significance and in detail comply with the following provisions:

- Clause 5.10 of Port Macquarie-Hastings Council Local Environmental Plan 2011.



Figure 1: Recent aerial photograph of the subject site (with highlighted boundaries) and its surrounding context. (Source: nearmap/ Conrad Gargett)

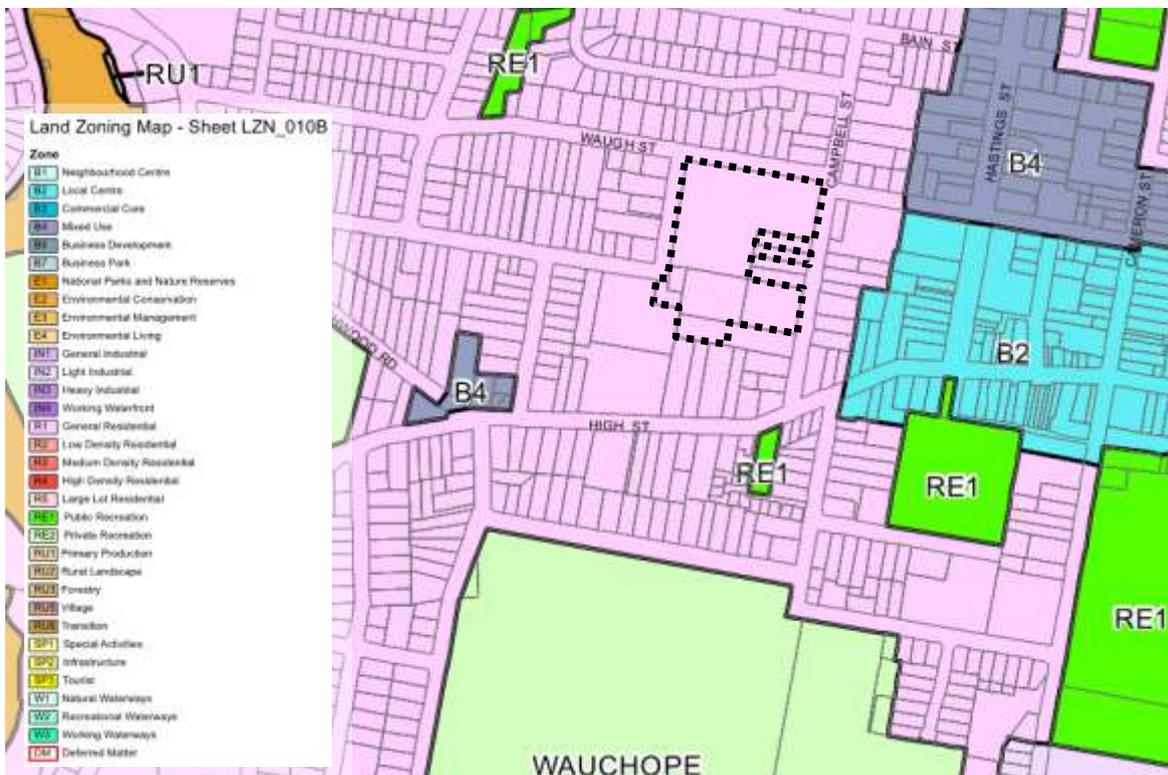


Figure 2: Zoning map for the immediate area showing the subject site - with boundaries highlighted. Note that the subject site is zoned R2 (Low Density Residential). (Source: NSW Government, Port Macquarie-Hastings Council)

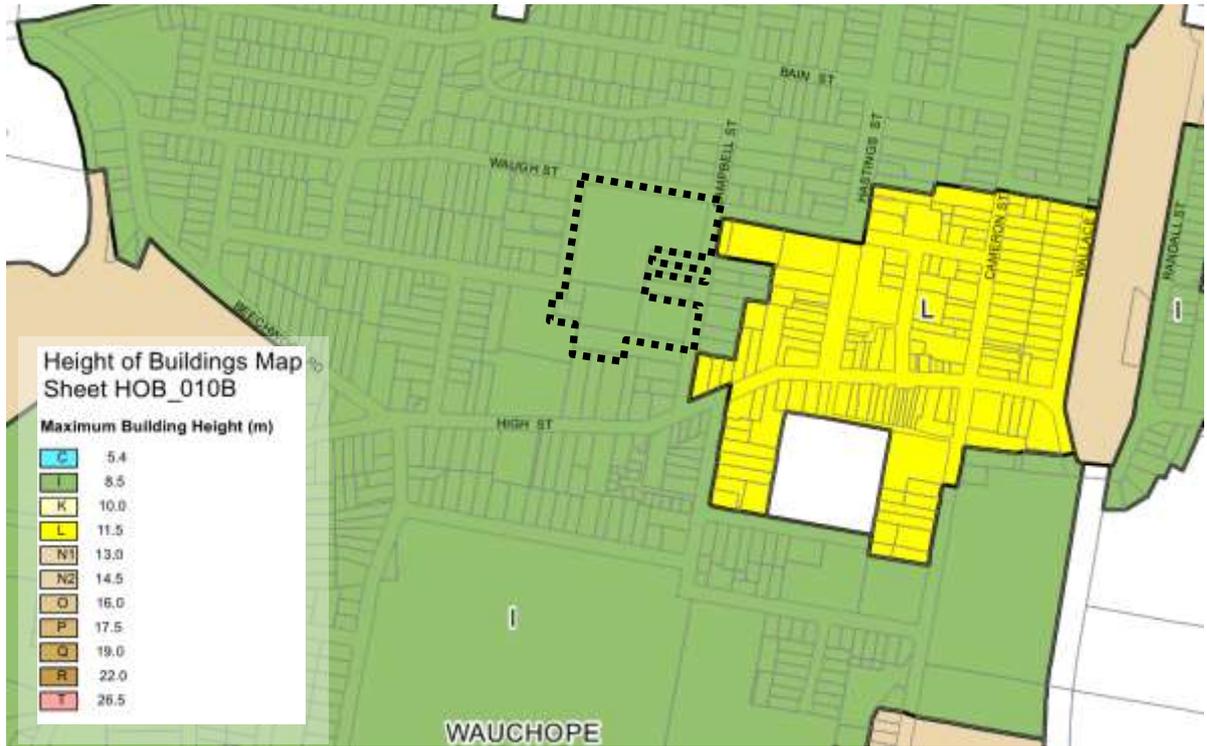


Figure 3: Height of building map for the immediate area showing the subject site - with boundaries highlighted. Note that the subject site is zoned I. (Source: NSW Government, Port Macquarie-Hastings Council)

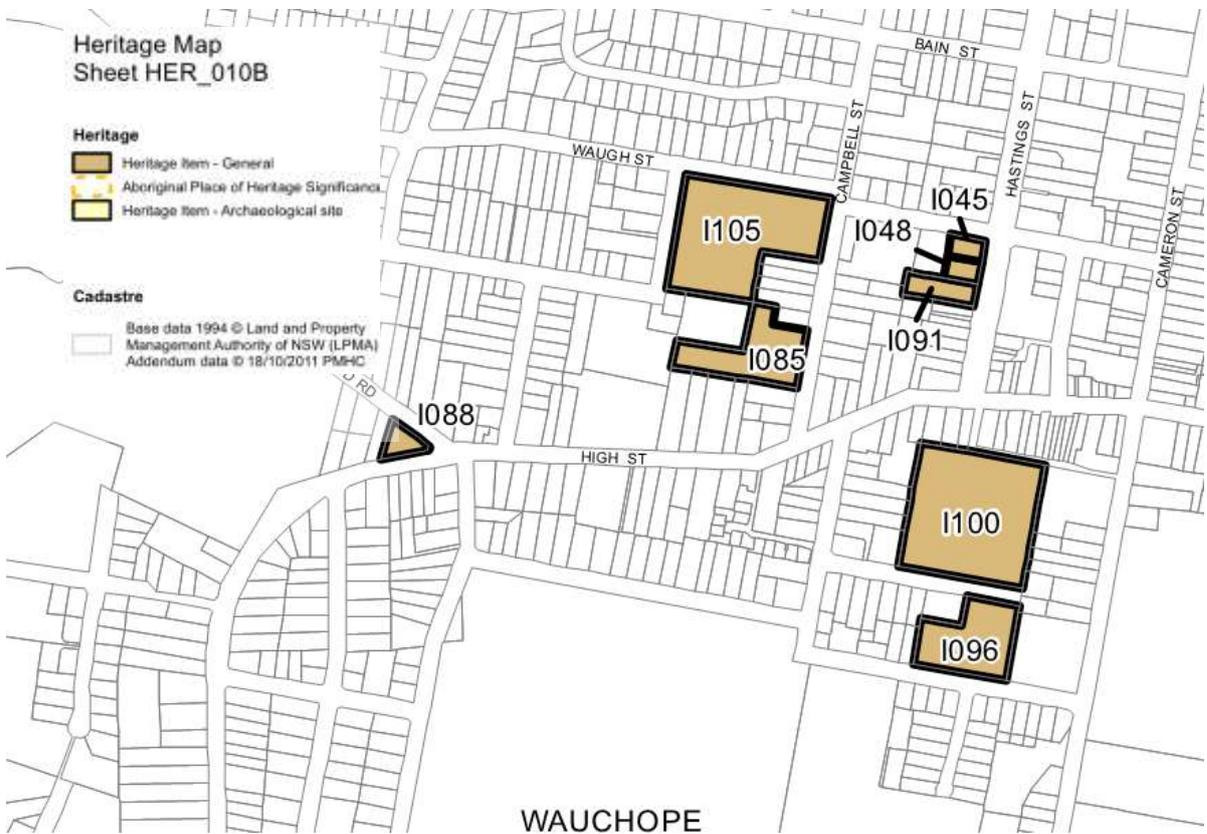


Figure 4: Heritage map for the immediate area showing the subject site - with boundaries highlighted (I105). (Source: NSW Government, Port Macquarie-Hastings Council)



Figure 5: Aerial image showing the most significant heritage buildings (6 and 7) on the north-eastern corner of the subject site and other 'timber & tin' school buildings with an orange tone. Green tone buildings are relatively recent and of no heritage significance. Demountables are shown with no colour tone. (Source: nearmap/Conrad Gargett)

3.0 Understanding the heritage place

3.1 Brief history of the subject site

The following extract of history of **Wauchope Public School** refers to both the school generally and building 6 in particular and is taken from the State Heritage Inventory Public Presentation Report dated 1991 (attached to this report as appendix A):

This was town's third school site. Land was resumed in 1912 for the purpose of a school site for a price of 300 pounds, however, the purchase price was not paid until 1932, 20 years later. The original school had four rooms and is still in use.

Open verandah of building was used as a classroom in 1945-46 for the first and second year intermediate certificate students. Two canvas blinds were finally supplied for very wet weather.

The single storey school building 6 was constructed in 1917 in an Inter-War California Bungalow style with corrugated iron roof and timber weatherboard walls. Classrooms were arranged in a lineal form with verandahs on one side. Simple weatherboards structures with gable ends and nine pane windows sashes. Typical of the early 1920's. Ground includes mature palm trees and sympathetic mesh on timber fencing.

The following extract is from "A History of Education in Wauchope", prepared by J Moore, Research Officer, Division of Research and Planning, New South Wales Department of Education from records held in the Mitchell Library, Government Archives and the Department of Education – December 1967:

The new building is situated on the original school site at the corner of Waugh and Campbell Streets, and is constructed of wood with an iron roof. A new site of 4 acres 1 rood 8 perches was purchased from the trustees of the estate of the late Mr Duncan Bain for the purpose of erecting thereon the new school but as the old site possessed advantages in the way of situation etc. superior to this latter, it was decided that the existing site be used and the new site reserved for school purposes at some future date.

The building comprises 4 class rooms each accommodating 48 pupils, hat room and verandah. Three of the rooms are divided by folding doors allowing these rooms to be thrown into one room 72 feet by 22 feet. Ample provision has been made for lighting, ventilation and heating. Cross ventilation has been provided for each room.

The work was carried out by Mr. W. Condon under the direction of the Department of Education at a cost of £1, 250.

3.2 Brief Description (from Inventory)

Large school with classrooms arranged in a linear form with verandahs on one side.

Simple weatherboard structures with gable ends and nine pane window sashes. Typical of the early 1920's. Grounds include mature palms and sympathetic mesh on timber fencing (Note: since replaced with galvanised mesh 'pool-fencing')

3.3 Cultural heritage significance of the site (from Inventory)

The following extract of the statement of significance of **Wauchope Public School** is taken from a copy of State Heritage Inventory Public Presentation Report dated 1991:

Wauchope is good example of the large timber school complexes developed in the timber getting areas of NSW.

The school reflects the importance of Wauchope as a service centre and illustrates its role in the region.

It is large by regional standards.

The school is important to interpretation of the social and historical development of Wauchope.

3.2 The most significant buildings on site

BUILDING 6 (General Learning)



Figure 6: View of the south-eastern corner of the building 6. (Source: Conrad Gargett)



Figure 7: View of the eastern façade of the western wing of the building 6. (Source: Conrad Gargett)



Figure 8: View of the north-eastern corner of the building 6. (Source: Conrad Gargett)



Figure 9: Internal view of a classroom in building 6 – enclosed former verandah. (Source: Conrad Gargett)



Figure 10: Internal view of a room with windows in building 6. (Source: Conrad Gargett)



Figure 11: Internal view of a room with a fire place in building 6. (Source: Conrad Gargett)

BUILDING 7 (OOSH)



Figure 12: View of the north-western corner of building 7. (Source: Conrad Gargett)



Figure 13: South façade of building 7. (Source: Conrad Gargett)



Figure 14: East façade of building 7. (Source: Conrad Gargett)



Figure 15: A view of verandah on the north side of building 7. (Source: Conrad Gargett)



Figure 16: Internal view of a room in building 7. (Source: Conrad Gargett)

3.3 Discussion of typical early 20th century classroom design in northern NSW

The architectural vocabulary used in building 6 is also found in other early 20th century NSW Public Schools such as at Coffs Harbour and Byron Bay (**Figures 17 to 23**). The use of multiple large double hung windows for each classroom on south facades, open verandahs on northern facades and fireplaces is the typical architectural arrangement used in early 20th century weatherboard timber schools in at least northern NSW.



Figure 17: Typical arrangement of four double hung windows on the South-eastern facade of building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 18: Typical arrangement of double hung windows on the south facade of building B at Byron Bay Public School. (Source: Conrad Gargett)



Figure 19: View of a verandah in building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 20: View of a verandah in building B at Byron Bay Public School. (Source: Conrad Gargett)



Figure 21 & 22: Views of fireplace (from verandah & room) in building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 23: View of a fireplace and chimney in building B at Byron Bay Public School. (Source: Conrad Gargett)

3.4 Comparison with other Heritage listed schools in the Port Macquarie-Hastings area.

The Heritage listed items in the Port Macquarie-Hastings Council area were identified in a 1991 study by Suters Architects Snell from Newcastle and subsequently incorporated in the Local Planning Scheme and into the State Heritage Register, managed by the NSW Government Office of Environment and Heritage. The Hastings Heritage Study identified Education as an applicable theme for this area with the following general comment:

The pattern of education in the Hastings Municipality is demonstrated by the large number of small schools that exist in the area, many of which remain, but are not in use.

The design of timber schools in the region remained similar from the late 19th century into the 1930's and the listed schools are considered to be representative although other examples are known to exist in the area.

The inventory includes a mix of schools of varying sizes and ages, four schools including Wauchope are listed as follows:

Heritage listed schools in the local area

HS0107 **Beechwood Public School** - Inventory



Description:

Earlier building is a simple 1 room weatherboard school building with corrugated iron gable roof with skillion covering service rooms to one side. Typical of schools in rural communities of NSW.

Nine pane window sashes to classrooms.

Statements of Significance:

Represents the type and form of school common in the rural areas of NSW.

Together with other items in Beechwood illustrates the role significance and growth of Beechwood.

Of local historical importance due to its central role over a long period of time in the lives of members of the community.

HS0124 Kendall District Rural School



Description:

Group of single storey corrugated iron roofs of various ages dating from 1874.

Oldest building has a simple rectangular plan form with gable roof and skillion verandah.

Statements of Significance:

Demonstrates the form of school common in rural areas of NSW in the late 19th century.

An example of a school subject to steady growth in the late 19th and early 20th centuries.

Important historical associations with the development of Kendall – its growth reflects the growth of Kendall.

One of many rural district schools throughout NSW with curriculums designed to cater for the needs of rural families.

HS0146 Rawdon Island School (former) and School Residence



Church-like school building.



Residence.

Description:

School includes single storey brick building with steep pitched corrugated iron roof and skillion to one side.

Residence is a simple 4 roomed brick cottage with hipped corrugated iron roof and simple skillion verandah. Has prominent chimneys.

Statements of Significance:

Illustrates the importance of this area in providing services to the rural community.

An excellent example of a school and teacher's cottage set on interesting landscape setting.

One of the few brick school buildings in the area – illustrates the importance of river/sea transport (bricks were from Sydney)

Part of Rawdon Island School group. HS0144. See also Item HS0145 (Rawdon Island Pedestrian Suspension Bridge)

Discussion

As four schools representative of the pattern of education in the local area the group has both similarities and differences. The similarities allow this group to demonstrate their collective participation in State Government education system, while their differences highlight the way the state-wide education system was tailored to individual communities and their perceived needs at the time of their construction.

Wauchope, Beechwood and Kendall school buildings share some similarities in building form, materials and detailing while being different in size, form and organisation within their sites.

All four schools clearly meet the criteria for listing on a Local Heritage List.

4.0 Proposed work to the heritage place

4.1 Proposal

The scope of the proposed work on the subject site includes the following:

- It is proposed to demolish the significant heritage building 6 in order to make site available for the new building.
- The proposed building has two floors accommodating classrooms - 13 homebases. (**Figure 26**).
- The other significant heritage building on this site – Building 7 is retained and unaffected by the new building.
- A ‘Timber & Tin’ classroom – Building/Block 4 on Figures 5 & 24, of little or no heritage significance is proposed to be demolished and replaced with a learning garden.
- Six demountable classrooms on the site are to be removed improving the appearance of the school.



Figure 24: Proposed demolition plan of the School. (Source: Conrad Gargett)



Figure 25: Proposed site plan of the School. (Source: Conrad Gargett)



Figure 26: Ground floor plan of the proposed building. (First floor very similar). (Source: Conrad Gargett)



Figure 27: 3D view from Campbell/Waugh street (Source: Conrad Gargett)



Figure 28: 3D view from the courtyard (Source: Conrad Gargett)



Figure 28: 3D view from the courtyard (Source: Conrad Gargett)

4.2 Options with less impact on heritage values of the site which were considered and rejected.

Alternative Siting Option 1



POSSIBLE SITING FOR SCOPE OF WORKS
 DEMOUNTABLES TO BE DEMOLISHED

Opportunities

- Location is within accessible distance of the main entrance and administration, strengthen the "front Door" of the School

Constraints

- This location has an established landscape. Any works in this area should preserve the existing teaching landscape as much as possible

- Proposed siting location would not meet the planning requirement of a minimum 6m setback from adjacent buildings
- Siting Option could prevent the circulation from existing School with a Specific Purpose (SSP – Bldg. 17) Special Education unit to the rest of the school
- Proposed location would see the retention of Building 6; this building/and possible refurbishments would not meet the current Department of Education’s Education Facilities Standards and Guidelines (EFSG) and other Technical Stakeholders requirements.

Alternative Siting Option 2



Opportunities

- Potential to capitalise on street frontage and provide a 'streetscape' to activate Campbell Street

Constraints

- This location has an established landscape. Any works in this area should preserve the existing landscape as much as possible
- Proposed siting location would not meet the planning requirement of a minimum 6m setback from adjacent buildings
- Limited possible building footprint; could impact the planning height restriction of the residential zone
- Proposed location would see the retention of Building 6; this building/and possible refurbishments would not meet the current Department of Education's EFSG and other Technical Stakeholders requirements.

Alternative Siting Option 3



Opportunities

- Location is within accessible distance of the main entrance and administration
- Potential to capitalise on street frontage and provide a 'streetscape' to activate Mackey Street

Constraints

- This location has an established landscape.
- Location is removed from the heart of the school. It has been identified that this located has low surveillance by teachers during school lunchtimes.
- Proposed location would have a large portion of the façade facing west, undesirable
- Proposed location would remove existing infants play area.
- Proposed location would see the retention of Building 6; this building/and possible refurbishments would not meet the current Department of Education's EFSG and other Technical Stakeholders requirements

DISCUSSION OF SITING OPTIONS

The brief for this project from the NSW Department of Education (DoE) was for a large new building to accommodate 13 Homebases, showcasing the best that contemporary architecture and technology can provide to the school community of Wauchope. A two storey massing for the proposed building was clearly the best way of fitting this required building area on the existing site with tight space constraints. The proposed location on Waugh Street strengthens the 'front address' of the school, complements and connects well with the existing, relatively new two storey Administration building (Bldg. 10) and provides street activation. The large building site achieved by the demolition of Building 6 allows a generously scaled new building which provides equally generous undercover play space, as well as satisfying the brief for fully enclosed classroom space. The new building location fits well with the existing palm trees across the front of the site with the removal of the mature Camphor Laurel trees, considered a weed in many rural areas of NSW. This location still allows space for pedestrian linkages between the existing bus drop-off and pick-up on Campbell Street to the rest of the school.

Conversely DoE considered the existing 6 classroom heritage building 6, on the corner of Waugh and Campbell Streets to be unsuitable for continued use as Homebases due to room sizes and configurations, poor quality and heavily worn interior finishes, fittings and poor environmental performance. The building has been identified to not be suitable for retaining by the Asset management Directorate due to the form of the building to be limiting the implementation of the Educational Facilities Standards and Guidelines (EFSG). The EFSG is a suite of Information that facilitate proposed upgrades to be in line with the DoE 21st Century Learning Principles, accommodation recommendations, design intent and associated technical data. Building 6 is considered by the Asset management Directorate to have heavy maintenance costs, at risk of burning down if targeted by arsonists and contains asbestos. As one of the six chimneys on the building has fallen in the past it also has safety issues.

Option 1 – in summary; the available area in this location is too tight for the proposed building to fit and the appropriate functioning of the proposed building requires a more prominent location.

Option 2 – in summary; the available area in this location is tight for the proposed two storey building which would result in a complex shape with reduced efficiency, which is still too close to other buildings to comply with DoE requirements. A taller, three storey building in this location would be too high to comply with the Planning Scheme for Wauchope and out of scale with the rest of the school buildings. The two mature trees at the existing bus drop-off and pick-up on Campbell Street would need to be removed. The retention of Building 6 in this option would be seen by DoE as a disadvantage, as the functional, safety and maintenance issues of Building 6 would remain.

Option 3 – in summary; the new building in this location would remove a valuable junior school play space for the school and require the removal of numerous mature trees along Mackey Street. The long western façade of the resulting building in this location would have environmental issues to overcome with cost and comfort implications. As with Option 1, the appropriate functioning of the proposed building requires a more prominent location and the retention of Building 6 in this option would be seen by DoE as a disadvantage, as the functional, safety and maintenance issues of Building 6 would remain.

The demolition of other 'timber & tin' buildings with less heritage values than Building 6 was outside the scope of the project design phase.

5.0 Assessment of heritage impact

5.1 Assessment against the Local Environment Plan 2011 (LEP) and the general conservation controls of Port Macquarie-Hastings Development Control Plan

Under the provisions of Macquarie-Hastings Local Environmental Plan LEP 2011 the subject site is zoned R1 zone which is General Residential and in zone I for height of the building map which allows only 8.5 m high new buildings.

The Council will ensure that, through these controls new development on a local heritage item should not impact the heritage significance of site. The relevant control guidelines and response are listed below:

Macquarie-Hastings Local Environmental Plan (LEP) 2011	
Controls	Response
<p>5.10 Heritage conservation</p> <p>The objectives of this clause are as follows:</p> <p>(a) to conserve the environmental heritage of Port Macquarie-Hastings,</p> <p>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</p> <p>(c) to conserve archaeological sites,</p> <p>(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.</p>	<ul style="list-style-type: none"> • The proposed school building will not comply with objective (b) for the reasons noted in the report above.
Development Control Plan	
Controls	Response
No controls specific to this site in Wauchope.	Not Applicable.

6.0 Conclusion

This report notes that Building 6 in Wauchope Public School is similar to other early 20th century school buildings in northern NSW, including Coffs Harbour and Byron Bay Public Schools, which makes Building 6 at Wauchope recognisably part of a typology of typical early 20th century school buildings in at least northern NSW and confirms its heritage significance for Wauchope.

Wauchope Public School is one of four heritage listed schools in the local government area which are representative of the pattern of education in the area. The group of schools has both similarities and differences. The similarities allow this group to demonstrate their collective participation in State Government education system, while their differences highlight the way the state-wide education system was tailored to individual communities and their perceived needs at the time of their construction.

Unfortunately Block 6 is deemed not to conform to the DoE and the EFSG current learning environments requirements. While the need for refurbishment and expansion of Homebases to meet the prescriptive standards, the Asset management Directorate have communicated that there are intensive maintenance requirements to manage. Block 6 has been proposed for demolition because of these stated reasons.

The proposed new school building for Wauchope Public School requires the demolition of Building 6 which has Local Heritage Significance as identified in the State Heritage Inventory Public Presentation Report for this site. This will result in the proposal not complying with the Macquarie-Hastings Local Environmental Plan (LEP) 2011 Heritage Conservation controls in that, the demolition of Building 6 will not conserve the heritage significance of heritage items, including associated fabric, settings and views,.

As noted in the report, other options with less impact on the heritage values of the site were considered and rejected and the NSW Department of Education as represented by Conrad Gargett can see no alternative other than to demolish Building 6 to achieve the desired upgrade to Wauchope Public School.

Based on this carefully compiled heritage report following good conservation practice it is hoped that Port Macquarie-Hastings Council will understand why this proposal should be approved.

7.0 Appendix A

Inventory entry for Wauchope Public School in the State Heritage Inventory Public Presentation Report dated 1991

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