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Statement of Heritage Impact Byron Bay Public School, Byron Bay, NSW

Local Heritage Place

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Documentation control

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Cover image: View of the south-eastern corner of the building A. (**Source:** Conrad Gargett)

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1.0 Authorship

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

Salman Muhammad holds M.Sc. in Conservation of Monuments and Sites from University of Leuven, Belgium (2004-06). He has an experience of over 17 years in heritage conservation in Australia, United Arab Emirates, Pakistan, Tajikistan and Belgium. He is a conservation architect by training and was associated for six years (2010-16) with Tourism and Culture Authority (TCA) in Abu Dhabi, UAE and eleven years (1999-2010) with the Geneva based Aga Khan Trust for Culture (AKTC) in conservation, planning, management, documentation and inventory of built heritage in Pakistan and Tajikistan. As part of heritage conservation trainings he attended ICCROM's courses in Norway (2006), Italy (2007) and Japan (2009). He is a regular presenter in ICOMOS CIPA symposiums and co-authored papers on the conservation and documentation of cultural heritage.

2.0 Introduction & project overview

2.1 Introduction

This Heritage Impact Statement has been prepared in response to a development proposal and assesses the impacts on the site of Byron Bay Public School (**Figure 1**). The subject site is located at 17 Kingsley Street, Byron Bay, NSW on Lots 1 and 2, Section 43, DP 758207; Lot 1, DP 805037. The site has frontage to Kingsley Street to the south, Middleton Street to the west and Carlyle Street to the north.

The site is a Local Heritage Place known as the Byron Bay Public School. The heritage place is listed as item # 1080 on the schedule 5 of Environmental Heritage of Byron Bay Local Environmental Plan (BBLEP) 2014 (**Figure 4**). The whole site of the school is comprised of many school buildings with varying sizes built at different times. The most significant heritage items on the subject site are building A (General Learning/Supporting Unit) and building B (**Figure 5**).

The development proposal includes building a new two-storey Homebase building (10 classrooms), immediately to the east of heritage building A (**Figure 1**). No works are proposed to the significant heritage buildings.

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 *Byron Local Environmental Plan* (BLEP 2014). Under the BLEP 2014, any development on heritage items and heritage conservation areas identified in schedule 5 of BLEP should be assessed to retain the heritage significance.

2.2 Planning considerations for the subject site

The site is a Local Heritage Place known as the Byron Bay Public School. The heritage place is listed as item # 1080 on the schedule 5 of Environmental Heritage of Byron Local Environmental Plan (BLEP) 2014 (**figure 4**). The school site also falls in the Kingsley Street Conservation Area C003. The subject site is included in the R2 zone (Low Density Residential) and in zone J for height of the building map which allows only 9 m high new buildings (**figures 2 & 3**).

Any development activity on the subject site requires prior planning approval from the Byron Bay Shire 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 *Byron Local Environmental Plan 2014* (BLEP 2014) as a heritage item this assessment includes reference to the Local Authority heritage regulations in that plan. Under the BLEP 2014, any development on heritage items and heritage conservation areas identified in schedule 5 of BLEP should be assessed to retain the heritage significance and in detail comply with the following provisions:

- Clause 5.10 of Byron Local Environmental Plan (LEP) 2014
- Part C - Chapter C1 (Non-Indigenous Heritage) of Byron Shire Development Control Plan 2014 (BSDCP)



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

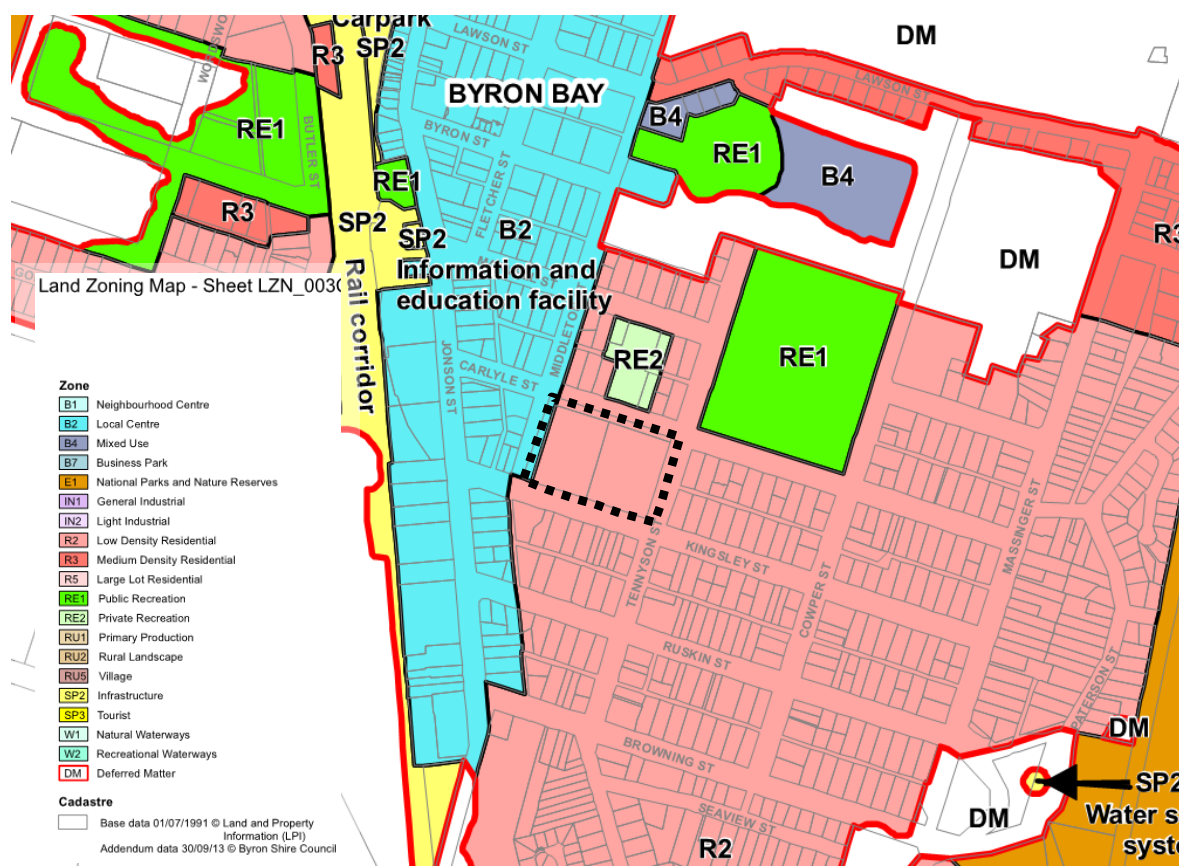


Figure 2: Zoning map for the immediate area showing the subject site - with boundaries highlighted. Note that the subject site is zoned R2 (*Low Density Residential*). (Source: NSW Government, Byron Shire Council)

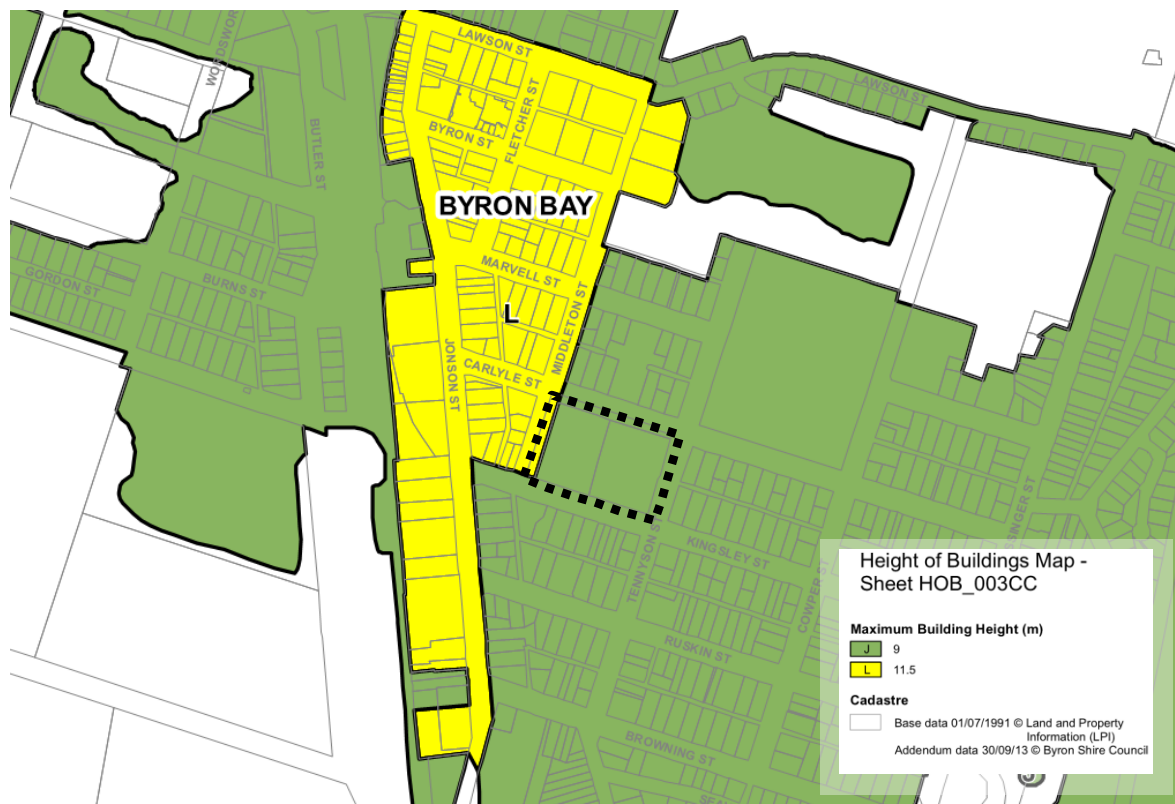


Figure 3: Height of building map for the immediate area showing the subject site - with boundaries highlighted. Note that the subject site is zoned J. (Source: NSW Government, Byron Shire Council)

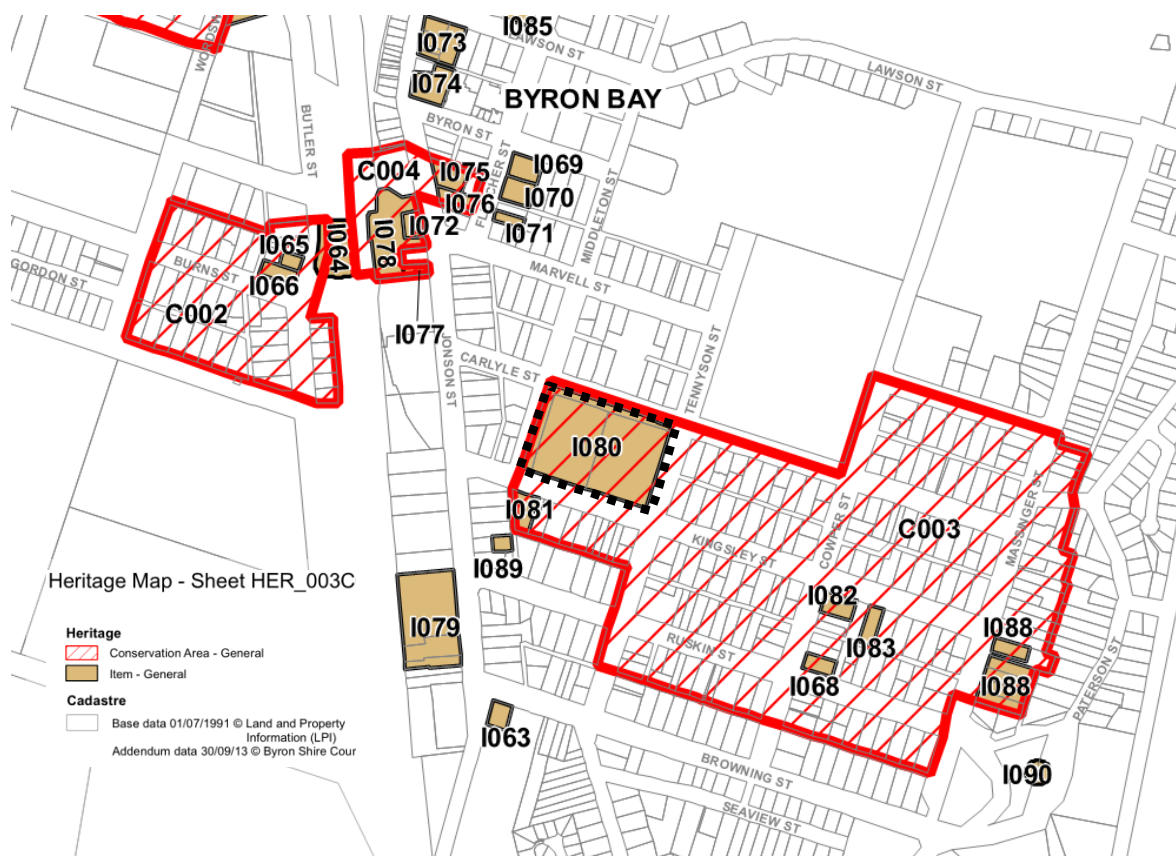


Figure 4: Heritage map for the immediate area showing the subject site - with boundaries highlighted (I080). The school site also falls in the Kingsley Street Conservation Area C003. (Source: NSW Government, Byron Shire Council)

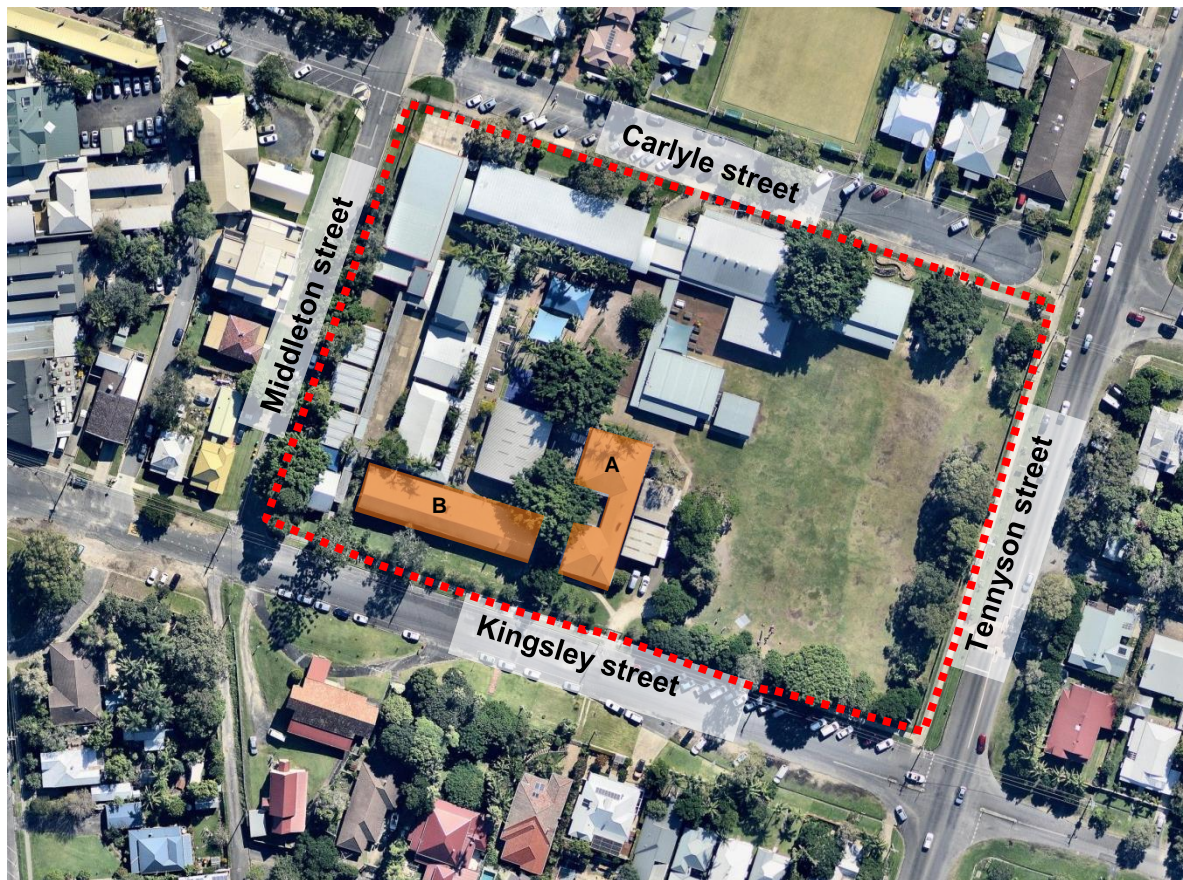


Figure 5: Aerial image showing the significant heritage building A and B (highlighted) at the subject site. (Source: nearmap/Conrad Gargett)

3.0 Understanding the heritage place

3.1 Brief history of the subject site

As mentioned in *Government Schools of New South Wales 1848 to 1998: 150 years* (new South Wales Department of Education and Training), the Byron Bay school was established in 1892. The earliest buildings on the site are buildings A and B and appear to date back to late 19th or early 20th century (**Figures 13 - 24**). The architectural vocabulary used in building B is also found in other early 20th century NSW Public Schools such as at Coffs Harbour and Wauchope (**Figures 6-12**). The use of four 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 (**Figures 6 & 7**).



Figure 6: Typical arrangement of four double hung windows on the South-eastern facade of building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 7: Typical arrangement of four double hung windows on the south facade of building 6 at Wauchope Public School. (Source: Conrad Gargett)



Figure 8: View of a verandah in building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 9: View of verandah towards north in building 6 at Wauchope Public School. (Source: Conrad Gargett)



Figure 10 & 11: Views of fireplace (from verandah & room) in building B at Coffs Harbour Public School. (Source: Conrad Gargett)



Figure 12: View of a corner fireplace in one of the rooms in building 6 at Wauchope Public School. (Source: Conrad Gargett)

BUILDING A (Administration/staff facility)

The earlier part of this building faces Kingsley Street as a single storey, lowset 'timber & tin' building with an almost residential character - with verandah, front door and frenchlight doors facing the street and prominent chimney. Stylistically this building is in the Federation style dating from the late nineteenth to early 20th century – lending weight to the possibility this building may date from the establishment of the school in 1892. The rear sections of this building are relatively new in a style designed to blend-in with the old section of the building. The building is in good condition and currently used for school staff and administration. The eastern façade of the building is partly obstructed by the two large demountable structures and a water tank (**Figures 13-18**).



Figure 13: View of the south-eastern corner of the building A. Chimney of the fireplace in the sick bay and front office is visible on the roof. (Source: Conrad Gargett)



Figure 14: View of the north-eastern corner of the building A – a later addition. (Source: Conrad Gargett)



Figure 15: View of the courtyard-like western façade of the building A – a later addition. (Source: Conrad Gargett)



Figure 16: View of a front verandah with entry to school office – earlier part of Building A. (Source: Conrad)



Figure 17: Internal view of a room with a fire place in earlier part of building A. (Source: Conrad)



Figure 18: Internal view of a newer room in building A. (Source: Conrad Gargett)

BUILDING B (General Learning)

This is a large rectangular building on the west side of building A with a verandah on the north. A photo of 1947 indicates that the building was shorter in length when it was first constructed (**Figure 19**). It appears that the western parts of building now used as library office and toys room were added at a later time. It is also evident that the windows towards south side in this extension are shorter in length which is different from the original windows. The building is largely intact and in good condition. Currently it is used for classrooms (**Figures 19 - 24**).



Figure 19: Building B as seen from the Kingsley Street in 1947. The building appears shorter in length as compare to the existing length of the building. (**Source:** State Library NSW)



Figure 20: South façade of building B as seen from the Kingsley Street. Later extension is on the left side. (**Source:** Google street view)



Figure 21: A recent view of the south façade of the building B. (**Source:** Conrad Gargett)



Figure 22: A recent view of the verandah on the northern façade of the building B. Brick masonry of fireplace and the chimney are also visible. (**Source:** Conrad Gargett)



Figure 23: Internal view of one of the rooms in building B. (Source: Conrad Gargett)

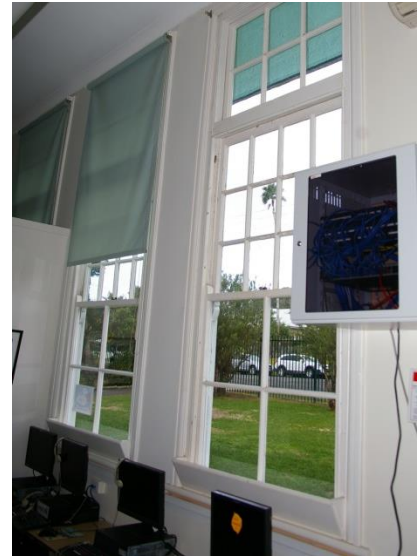


Figure 24: Internal view of one of the rooms in building B. (Source: Conrad Gargett)

3.2 Cultural heritage significance of the site

The two single storey timber school buildings at Byron Bay Public School, close to Kingsley Street, are of high significance as early weatherboard school buildings. Building A, in the Federation Style may date from the founding of the school in 1892. Building B is typical of early 20th century school buildings in at least northern NSW, sharing an architectural vocabulary of access verandahs to the north, fireplaces in classrooms and large multiple double hung windows for each classroom on southern facades (**Figures 13 - 24**).

The surviving timber buildings display the use of local hardwood and still function as school buildings. They are prominent in the streetscape and are a local landmark. Therefore these old buildings possess historical, aesthetic and social significance at local level. They represent the growth of education in the area and represent the timber buildings of Federation and early 20th century periods.

4.0 Proposed work to the heritage place

4.1 Proposal

The scope of the new two-storey school building on the subject site includes the following:

- A new two-storey school building (homebase x10) is proposed towards the east of heritage building A (**Figures 5 and 26**).
- No works are proposed to the significant heritage buildings at the subject site (**Figure 26**).
- All the existing demountable structures from the subject site will be removed. This removal will help in improving the general appearance of the subject site and areas around the significant heritage buildings A and B.
- The overall height of the proposed building is within the limits of council's guideline in LEP (**Figure 3**).
- In terms of setbacks the proposed building is respecting the control line of the heritage building A on its west (**Figures 26 & 27**). The distance between the heritage building A and the new building is approximately 10 meters (**Figure 27**).
- The proposed building is not impacting any views of the heritage buildings (A and B) from the Kingsley Street (**Figures 31 & 32**).

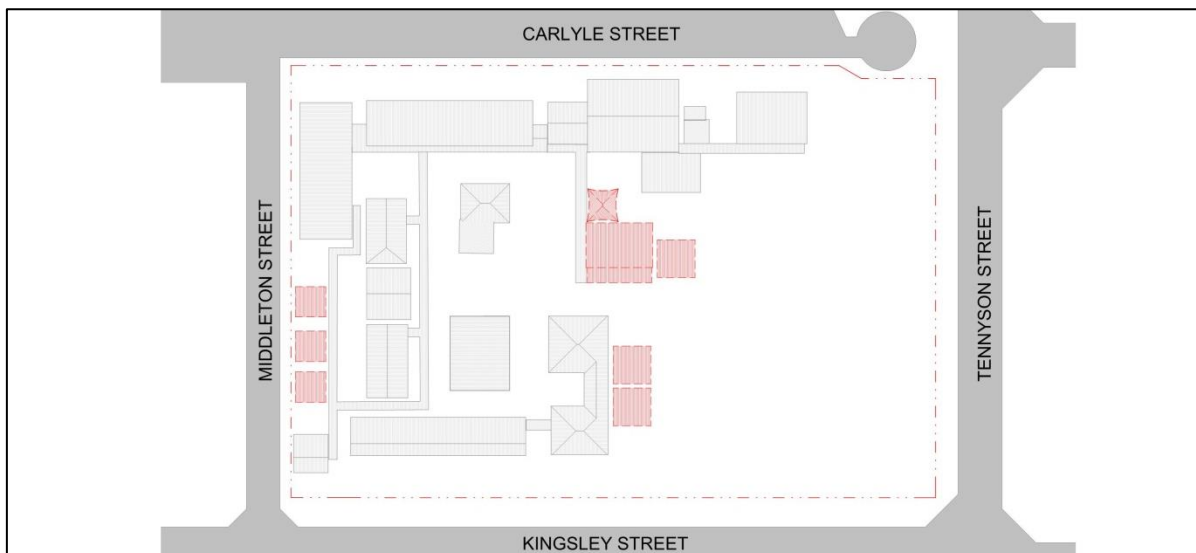


Figure 25: Demolition plan of the School. (Source: Conrad Gargett)

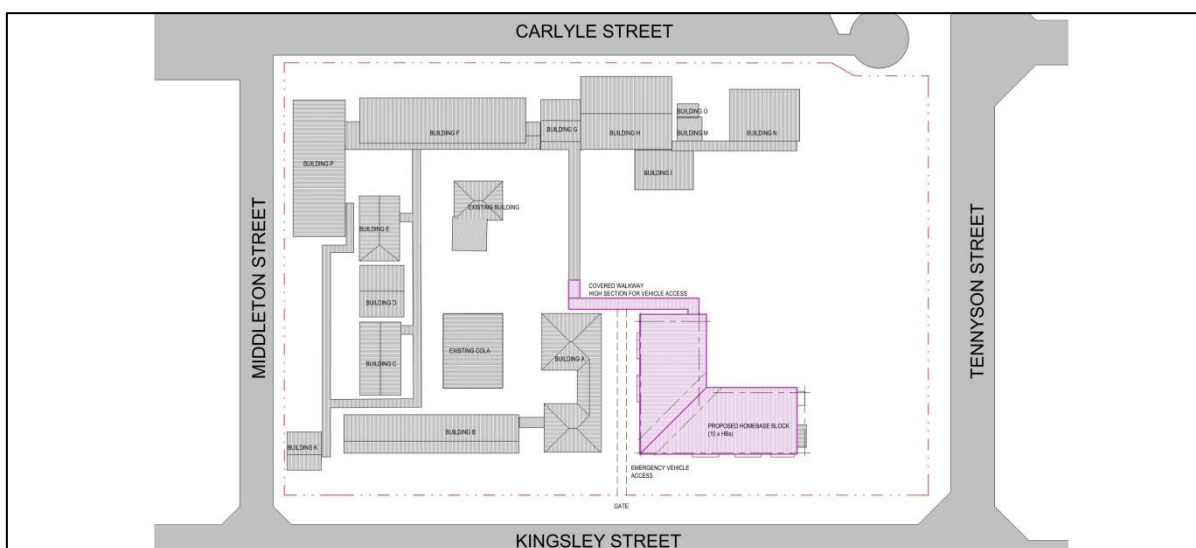


Figure 26: Proposed site plan of the School. (Source: Conrad Gargett)

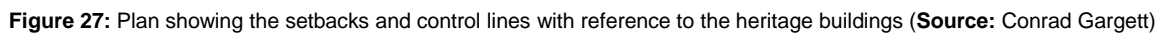




Figure 30: South and north elevations of the proposed building (Source: Conrad Gargett)



Figure 31: 3D view of the proposed new building. (Source: Conrad Gargett)



Figure 32: South-western 3D view of the proposed new building. Heritage building A is the left. (Source: Conrad Gargett)

5.0 Assessment of heritage impact

5.1 Assessment against the Local Environment Plan 2014 (LEP) and the general conservation controls of Byron Shire Development Control Plan 2014

Under the provisions of BLEP 2014 the subject site is zoned R2 which is Low Density Residential Zone.

The *Non-Indigenous Heritage* in Part C of *Byron Shire Development Control Plan 2014* is applicable guideline document in assessing the impact of the new development on a heritage item in a conservation area of Byron Bay Public School. Byron Bay Council will ensure that, through these controls new development on a local heritage item in a conservation area should not impact the heritage significance of site. The relevant control guidelines and response are listed below:

Byron Local Environmental Plan (LEP) 2014	
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 Byron Bay,</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"> • A new two-storey school building (homebase x10) is proposed towards the east of heritage building A (Figure 1). • All the existing demountable structures at the subject site will be removed which will help in improving the general appearance of the subject site and areas around the significant heritage building A and B (Figure 25). • No new works are proposed to the significant heritage buildings A and B at the subject site (Figure 26).
Byron Shire Development Control Plan 2014 – Chapter C1 Non-Indigenous Heritage	
Controls	Response
<p><u>C1.3 Conservation Guidelines and Requirements – Heritage Items, Heritage Conservation Areas and Development in their Vicinity</u></p> <p>C1.3.1 General Streetscape Context</p> <p>Objectives</p> <ol style="list-style-type: none"> 1. To promote development that complements the existing heritage character and amenity of the area and the heritage significance of the heritage item or Heritage Conservation Area. 2. To maintain and enhance the heritage character of the streetscape in the vicinity of the heritage item or within the Heritage Conservation Area. 3. To ensure that new development respects the established patterns and visual setting in the streetscape including setbacks, siting, landscape settings, car parking and fencing. 4. To retain and reflect the character of building frontage design in the streetscape. 	<ul style="list-style-type: none"> • All the existing demountable structures from the school site will be removed. This removal will help in improving the general appearance of the subject site and areas around the significant heritage building A and B (Figures 25 & 26). • No works are proposed to the significant heritage buildings (A & B) at the subject site (Figure 26). • The proposed building is a double storey structure respecting the setback, alignment and scale of heritage building A (Figures 27 & 28). • The overall height of the proposed building is within the limits of council's guideline in LEP (Figures 3 & 27). • The distance between the heritage building A and the new building is 10 meters (approx.). • The proposed building is not impacting any views towards the heritage buildings (A and B) from Kingsley Street (Figures 31 & 32).

<p><u>C1.5 Special Guidelines – Development in the Vicinity of a Heritage Item</u></p> <p>C1.5.1 New Development in the Vicinity of a Heritage Item</p> <p>Objectives</p> <ol style="list-style-type: none"> 1. To ensure that new development achieves a sympathetic relationship with nearby heritage items in terms of scale, massing, character, setback, orientation, materials and detailing. 2. To ensure that any new development respects the established streetscape, and the patterns of development in the vicinity of the heritage item. 3. To ensure the careful siting of new development retains the integrity and setting of the heritage item. 	<ul style="list-style-type: none"> • Though the new building is a double storey structure but it is positioned in a way that it respects the established patterns of the streetscape. New building is broken down in two blocks in L formation which would help in breaking the mass of two-storey building. The column supported homogeneous roof connects the two blocks of the new building. • The distance between the new two-storey building and the heritage building A is 10m (approx.). • The area between the new building and the heritage building will be landscaped connecting the areas around the site. • In terms of appearance and exterior treatment of the proposed new two-storey building, it looks new and contemporary. This satisfies good conservation/design practice that the new building is distinguished from old and heritage buildings (figures 31 & 32). • Without mimicking or overpowering the appearance of the heritage buildings at the subject site, the new building used the traditional elements (columns, verandah etc.) in a modern way, sympathetic to Building A (figure 32).
<p><u>C1.6 Special Guidelines – Heritage Conservation Areas</u></p> <p>C1.6.3 Kingsley Street, Byron Bay Conservation Area</p> <p>Policy</p> <ol style="list-style-type: none"> 1. Retain all attributes of the Heritage Conservation Area that demonstrate its heritage character and significance including its pattern of subdivision development, boundary setbacks and all original external fabric. 2. Development must respect the existing character and integrity of the Heritage Conservation Area and must be designed to be compatible with the existing group in terms of its exterior appearances, facades, building heights, building styles, materials, landscaping and lot sizes. 	<ul style="list-style-type: none"> • The removal of two demountable structures on the east side of the heritage building A would expose the obscured parts and therefore will improve its appearance (Figure 31). • The new school building will address the growing needs of the school under one roof which will improve the overall settings of the site and areas around heritage buildings. This new building will combine the functions of all to-be-demolished demountable structures at the subject site which will also improve the circulation in general. • The new building looks new but sympathetic, respecting the established character of the site and streetscape. It is little higher than the heritage building A on its west but setbacks from Building A. The new building will not significantly alter any views into the site from the street. The proposed landscape around the new building would connect it with the overall landscape of the site. The setbacks and the control lines of the new building are in line with the established pattern of the site and heritage building A (Figures 27 & 28).

6.0 Conclusion

A new double storey building is proposed on the east side of the heritage building A in Byron Bay Public School, at 17 Kingsley Street, Byron Bay, NSW. New building will house 10 homebases and would be accessed from Kingsley Street through the main entrance. The proposed development has no physical impact on the most significant heritage buildings - A & B and minimal impact on the surrounds of building A and no impact on the surrounds of building B.

The heritage significance of the site would not be impacted by this new development which, as discussed above, respects the established attributes contributing the significance of site, streetscape and Kingsley Street conservation area. It is concluded that the proposed development at the local heritage place, Byron Bay Public School is consistent with guidelines and fulfils the heritage requirements provided in BLEP 2014 and Byron Shire Development Control Plan 2014 – Chapter C1 Non-Indigenous Heritage. As there is no impact on the heritage buildings or their surrounds, Byron Shire Council should be able to approve the development application, subject to typical conditions of development consent.

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