

8.3. Nomination of Royal Willows Hotel Pambula as a Local Heritage Item

This report seeks Council's direction regarding the nomination of the Royal Willows Hotel in Pambula as a Local Heritage Item under Schedule 5 of the *Bega Valley Local Environmental Plan 2013*.

Director Community Environment and Planning

Officer's Recommendation

1. That Council resolve not to support the nomination for listing the Royal Willows Hotel as a Local Heritage Item in Schedule 5 of *Bega Valley Local Environmental Plan 2013*.
2. That those submitting the nomination be advised of Council's decision.

Executive Summary

Council has received a request from several community members to nominate the Royal Willows Hotel in Pambula as a Local Heritage Item in Schedule 5 of the *Bega Valley Local Environmental Plan 2013* (BVLEP 2013). This report seeks a resolution of Council not to list the site as a Local Heritage Item on the advice of Council's Heritage Advisor, who found that the building does not meet the criteria for local heritage listing primarily due to the building's poor physical condition and lack of original fabric.

Background

Several community members have requested that the Royal Willows Hotel in Pambula be listed as a Local Heritage Item in Schedule 5 of BVLEP 2013 (Attachment 1). The building is not currently listed in BVLEP 2013 and is located within the Pambula Main Street Conservation Area.

The nomination included detailed information about the building's historical and social values, aesthetic appeal and contribution to character and outlined the building's past and present cultural associations with the town; however, it did not include an assessment of the physical condition of the building.

The request for heritage listing was considered by Council's Heritage Advisor in the context of discussions with the owner of the property who was exploring options to redevelop the site (Attachment 2). When considering the nomination for heritage listing and the issue of whether the hotel should be retained or could be adapted to a new use, the Heritage Advisor considered the historical, aesthetic and social values, financial considerations as well as the condition and integrity of the building.

The Heritage Advisor conducted an extensive inspection of the hotel building, reviewed the information provided in the nomination for heritage listing, reviewed a report prepared on behalf of the owner on the physical state of the building and fire risk potential, and information from Council about the façade being located in the Quondolo Street Road Reserve. The Heritage Advisor found that:

- the condition of much of the hotel is poor
- only a small section of the original façade remains, and a substantial proportion of the existing structure is composed of later additions of medium to poor quality
- much of the original fabric of the building has been lost due to successive adaptations over time
- the major components of the original structure that still exist are found in the sections of external wall (north, south and corner returns located along the eastern wall), some internal loadbearing wall remnants and the hipped roof structure
- it is unlikely that the existing roof cladding is original
- floors in the original hotel section are subsiding and there is some cracking in the wall surfaces and sagging of ceiling lining
- the building displays a tired ambience and the overall amenity of the internal spaces is poor
- the integrity of the hotel is mixed with some remnant original form and fabric elements while most of the front wall is made of new material and the main façade is a faux reproduction that loosely incorporates former façade elements.

In relation to the possible cultural significance of the accommodation units located at the rear of the bottle shop, the Heritage Advisor found that the amenity that the units provide is significantly below that of other, more contemporary, accommodation providers in the near vicinity of the hotel.

The Heritage Advisor concluded that:

- the site is a very important element of the townscape of Pambula, as described in the heritage listing nomination, and
- its ongoing commercial viability as a hotel is open to question and the owner's right to pursue a change of use or re-development option was both fair and reasonable; and
- a local heritage nomination was not supported.

The Heritage Advisor stated that the building makes a historic, aesthetic and social contribution to the Pambula Main Street Conservation Area and it is important that the cultural values and the contribution that the building makes to the streetscape are conserved. The Heritage Advisor recommended that new plans for the re-development of the property be developed in consultation with a town planner and suitably qualified heritage consultant or architect.

In reaching these conclusions, the Heritage Advisor stated that they had sought to

"provide a positive, realistic and pragmatic response to the owner's need to secure the economic viability and long-term functioning of the property while seeking to strike a balance with community concerns regarding the perceived social damage caused by the proposed demolition of the hotel, its re-development potential as a 'green' supermarket and the possibility of diminishing the shire's heritage values and causing damage to Pambula citizens' senses of place."

Options

Options available to Council are to:

1. Support the recommendation not to list the Royal Willows Hotel as a Heritage Item. This is the recommended option.
2. Alternatively, Council could opt to list the Royal Willows Hotel as a Local Heritage Item. This is not recommended due to the limited heritage value retained at the site.

Community and Stakeholder Engagement

Engagement undertaken

Council officers have engaged with the landowner and the community members who made the nomination; however, no other community consultation has been undertaken regarding this matter.

Engagement planned

No further community consultation is planned regarding this matter.

Any future development on the site would be subject to community consultation, in accordance with Council's adopted *Community Engagement Strategy*. That consultation would inform assessment of any such application for development consent.

Financial and Resource Considerations

Assessment of this heritage nomination has been undertaken within Council's adopted 2021-2022 budget.

Should Council resolve to support the nomination of the Royal Willows Hotel to be listed as a Local Heritage Item, the preparation of a planning proposal and its public exhibition will be scheduled into Council's upcoming work program and budget.

Legal /Policy

Review of the heritage nomination has been undertaken in accordance with the requirements of Council's land use planning instruments.

Should Council resolve to support the nomination of the Royal Willows Hotel to be listed as a Local Heritage Item, a planning proposal will be required to be prepared in accordance with Section 3.33 of the *Environmental Planning and Assessment Act 1979* and the NSW Department of Planning, Industry and Environment's *A Guide to Preparing Planning Proposals* (December 2018) to support the heritage listing.

Impacts on Strategic/Operational/Asset Management Plan/Risk

Strategic Alignment

The nomination of the Royal Willows Hotel to be listed as a Local Heritage Item has been assessed by Council's Heritage Advisor, who found that the building does not meet the criteria for local heritage listing.

Environment and Climate Change

Not listing the Royal Willows Hotel as a Local Heritage Item will not have any adverse impact on the environment or climate change.

Economic

Should Council resolve to list the Hotel any application submitted for redevelopment of the site would be required to be accompanied by a Heritage Impact Assessment report, which is not normally required if a site is not Heritage listed.

Risk

Assessment of heritage nominations is the regular business of Council and does not introduce new organisational risk.

There is no material risk to Council of not supporting the nomination for heritage listing. Should the Hotel be redeveloped in the future there may be a reduced risk to Council as the façade of the building is currently located within the road reserve.

Social / Cultural

The social and cultural contribution the Hotel makes to Pambula was considered as part of the Heritage Advisor's report. Any future redevelopment of the site will need to contribute to the Pambula main street conservation area and the underlying values.

Attachments

1. Nomination for heritage listing of Royal Willows Hotel, Pambula
2. Heritage Advisor assessment of nomination for heritage listing of Royal Willows Hotel, Pambula

Nomination for listing:
Bega Valley Shire Council Local Environment Plan,
Schedule 5.

Royal Willows Hotel / Motel,
35 – 37 Quondola Street, Pambula,

By Shirley Bazley, Angela George and Pat Raymond,
October 2018.

Name of item: Royal Willows Hotel.
Former name/s: Royal Hotel; Hotel Royal;
Item type: Built.
Item group/collection: Commercial.
Item category: Hotel.
Street number: 35 - 37
Street name: Quondola Street
Suburb/town: Pambula
Local Government Area: Bega Valley Shire
Property description:
Owner category: Private.
Current use: Licensed hotel.
Former use/s: N/A

Significance:

Draft summary of significance:

The Royal Willows Hotel / Motel is an important commercial building that forms an essential part of the Pambula townscape. It has stood in the main Quondola Street thoroughfare for more 130 years and is a readily identifiable and culturally important landmark for the township and its residents.

It is a key townscape element and an essential part of the Pambula streetscape that contributes substantially to the aesthetic appeal and character of the township. An important component of the Quondola Street vista, it makes a positive contribution to the streetscape and the Pambula Main Street Conservation Area.

As with many rural hotels, the Royal Willows has played a major role of the history of Pambula and the broader district. It has been a backdrop to many of the events that have influenced and shaped the district since it was built. As a gathering place for local residents and a central focus of social interaction for more than 130 years, it has a high level of significance to the local community. The continuous function of the building as a hotel since its license was first granted in 1886 adds to this intergenerational value, particularly as it is a now rare surviving example of the town's historic hotel trade, being one of only two of the dozen that once operated.

The Royal Willows is one of several substantial weatherboard-built structures in the main central business district that played a major part in commercial and community development of Pambula from the late 19th century. It is closely linked with and indicative of the growth and development of the district in general and the township of Pambula in particular. The evolution of the building over that time also provides tangible evidence of the changing economic and demographic circumstances of the district. This includes progression of the tourism industry from coastal steamers and motor vehicles from the 1880s to the 1920s and 1930s through to the inception of the hotel / motel model with the construction of the accommodation units in 1962. These are believed to have been the first freestanding tourist accommodation facilities erected in the main Pambula township.

The hotel building is largely typical of Pambula's 19th and early 20th century vernacular architectural style, utilising common building materials. Through retention and / or reinstatement of important elements of its early form, fabric and detailing, the building is significant in its ability to demonstrate the typical character and function of local hotel buildings. With its many traditional features and elements, it is readily identifiable as part of the town's significant historic building stock and contributes much to the streetscape and town character.

Level of significance: Local.

Description:

Designer:

Builder:

Physical description:

Single storey weatherboard building with concave corrugated iron verandah on two sides, featuring cast iron frieze and bracket detailing and slender posts. The corrugated iron hipped roof is concealed behind a decorative parapet embellished with classical motifs including a rounded arch. Doors are timber panelled and windows are also timber framed. One brick chimney is visible from the rear of the building

A single storey stone-faced liquor outlet, constructed c. 1980s stands on the southern side of the hotel building. This was the site of the hotel's billiard room, later commercial sample rooms and then a general store. Behind this stands a series of accommodation rooms constructed in 1962. They are typical of the style of the era.

Physical condition: Not physically inspected but appears to be in well maintained condition.

Construction date/s: c. 1885.

Modifications and dates: 1895; 1902; 1906; 1908; 1912; 1921; 1924; 1932; 1962; c. 1990s;

Further comments:

History:

Historical notes:

Since its construction in the 1880s, the business now known as the Royal Willows Hotel has been a significant part of the social and historic fabric of the Pambula township.

Prior to its construction, the site had been occupied by a cottage in which early local residents William and Catherine Gahan lived. William may have arrived in Australia as a convict. He died in Pambula in March 1861, leaving a widow and three children – James, William and Mary Jane.

Catherine remarried in 1864 to James Lovell and went on to have another two daughters. James Lovell died in September 1871 and Catherine in February 1877, both in Pambula. Together with John McPherson, James Gahan was responsible for the discovery on what became known as Mt Gahan that sparked Pambula's gold rush.

In 1883, Mary Jane married William James Tweedie and it was they who developed the site as a hotel.

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By Shirley Bazley, Angela George and Pat Raymond, October 2018.

In 1885, the Candelo and Eden Union referred to "...a very pretty cottage..." built for Mr. Tweedie, the same year that reference was made to "...a fine, large cottage on well laid out premises...quite an addition to this section of the street, where it...provides relief to the eyes that have had for too long to gaze on the ancient, in a colonial sense, kind of domiciles that have held monopoly on this street way..."

A publican's license was granted to Mr. Tweedie for the premises on January 29, 1886, but by October that year when he opposed a similar application by Michael Behl at the Eden Quarterly Licensing Court, he had apparently made no moves to put the license into use. The bench noted "...that Mr. Tweedie, although granted a conditional license nine months ago, had not until recently taken any steps to carry into effect the alterations then contemplated..."

In January the following year a certificate was granted authorizing the issue of a publican's license to William James Tweedie "...for new premises erected by him at Pambula, to be known as the Royal Hotel..." and the Bega Standard announced in February that "A new hotel, the Royal, was opened a week or two ago by Mr. W. J. Tweedie. The new boniface has an elegantly furnished house and he keeps it well from what we can hear..." The Gahan / Tweedie family were to have a lengthy association with both the site and the hotel, and despite transferring the license to other proprietors on a number of occasions, they remained involved with the business right up into the 1920s.

The Royal was advertised for auction in 1887, the announcement describing the premises as a substantial weatherboard building of ten rooms on stone foundations, with lath and plaster walls, front and back verandah, passage and hall with an iron roof. A separate kitchen also with iron roof contained a large brick oven, while there was also a store and servants rooms, a five stall stable, large loft, buggy shed, vegetable and flower gardens, all standing on a half-acre allotment of land. The advertisement also mentioned a half acre adjoining allotment upon which stood a "...substantial..." blacksmith shop.

The following year, Mr. Tweedie again advertised "...to inform the residents of Bega and surrounding districts and the travelling public generally that he has opened his new premises as an hotel..." In February and October 1889, the hotel was advertised to let, described as "...the well and favourable known Royal Hotel, at Pambula, a new and commodious House, doing a good business. Furniture which is entirely new, and stock to be taken at valuation." By this time, Mr. Tweedie was operating the blacksmith's shop associated with the Royal Hotel and advertised in the Bega Standard that he "...has resumed work in his Blacksmith shop adjoining the Royal Hotel, and is prepared to do work at the lowest possible prices."

The goodwill of the business was purchased in July 1890 by Thomas Mooney for the sum of £396, but by January 1893 he was facing bankruptcy and Mr. Tweedie again resumed his position as licensee of the hotel. The following year, Mr. Mooney tried to sue Mr. Tweedie for the sum of £15, but the court found in favour of the defendant.

Granville Alfred Wood took charge of the business in 1893, and in February the following year he found himself proceeded against by the police "...for allowing billiards to be played on his premises for hire or profit, he not being the holder of a license." The court proved the case and as a result, Mr. Wood was fined £5 and costs. Mr. Wood also operated a photography business and the local Pambula Voice announced in December 1893 "Mr. G. A. Wood is taking good photos at reduced prices during the holiday season."

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By September 1895, W. J. Tweedie was again the Royal Hotel licensee, and in November it was reported that he was "...having the...premises thoroughly renovated. The sidewalk in front of the hotel has been raised and levelled, making a great improvement in the appearance of the street."

The Tweedie family were very involved over the years in various aspects of the local community, particularly with regards to sporting matters. In 1897, W. J. Tweedie chaired the meeting that saw the Pambula Athletic Club formed, and following the election of officials, became a vice-president of the organization. In 1923, when it was decided to reform the Pambula Football Club, Mr. Tweedie was elected vice-president. In November the same year, he offered his services to lay the concrete for a cricket pitch on the town's new sporting ground. The Pambula Voice reported that the new feature was "...due to the energy of Mr. W. J. Tweedie and several sporting enthusiasts for carrying out the work."

In October 1896, it was announced that Mr. Tweedie had disposed of the hotel business to Mr. J. McKee and the same month the license was transferred to the new publican. Mr. McKee remained until 1899, when, in December, a license was granted to J. W. Thicknesse. This was to be a short lived venture, because, by April the following year, G. Thomas was the proprietor followed by Mr. G. W. Rochfort. In 1902 an acetylene gas plant to work 15 light was installed at the Royal Hotel. According to contemporary reports, it was claimed that the Royal was the first hotel on the Far South Coast to be thus lit. In 1904 Mr. Rochfort disposed of the business to Mr. G. Kelly of Bermagui, and the same month the license was transferred to the new publican. The township gave Mr. Rochfort a send-off prior to his departure from the area. Peter Daly, licensee from 1906, spent around £300 on renovations and additions, the work being carried out by local contractor Mr. Koerber. Apparently Mr. Daly planned to add a second storey to the building, but this never eventuated.

Arthur Nairne Alexander became licensee in February 1909 but died in October the same year. According to contemporary newspaper reports, he had been "...afflicted with total blindness..." for a number of years. After his passing, his wife Ethel Ada Alexander took over as licensee, continuing as such until 1911. In August that year, C. L. Brown became licensee, remaining in the position until November 1912 when he sold out to Peter Frederick Christoph Putenson. The following year, owner W. J. Tweedie placed the freehold of the property up for auction, but after it failed to sell, Mr. Putenson remained until July 1915.

W. J. Tweedie's son-in-law and daughter Mr. and Mrs. C. Wood then took over the license of the hotel. In August 1918, Tweedie again unsuccessfully placed the property freehold on the market, and when Mr. and Mrs. Wood decided to relinquish the business the following month, he resumed his licensee duties. In June 1921, Mr. Tweedie was granted permission by the Eden Licensing Court to erect four new rooms and enlarge the bar and bar parlour, and in January 1923, the business name was changed from the Royal Hotel to the Hotel Royal.

In June 1924, Pambula was abuzz when prison escapee Louis Hart was captured by local police on the premises of the Royal. According to news reports of the time, he had made "...a sensational escape from a lavatory at the Supreme Court in Sydney..." before making his way to Pambula. After taking a room in the Royal, he brazenly attended a function in the local School of Arts. Later the same evening, Sergeant Weston and Constable Grinham, both

of the local police force, found him in bed and after questioning, arrested him and escorted him to the local lock-up. During the night, in a "...desperate attempt to get beyond the reach of the law..." he bit through an artery in one of his arms. Discovered "...bleeding freely from the wound..." he was treated by the Government Medical Officer, and despite having lost a considerable amount of blood, was declared fit enough for the trip back to Sydney.

After Mr. Tweedie died in October 1926, his wife took over the license until selling the business, including the freehold, to Mr. McDonough of Sydney in September 1927. Less than a month later, Mrs. Tweedie also passed away. However, when Mr. McDonough's applied to renew his license in June 1928, it was refused on the grounds that he "...was not capable of properly conducting the business." The following month, it was transferred to his brother James McDonough and just two months later, was again transferred to Charles Alexander Stewart of Kogarah.

By 1929, Mr. B. Moran had taken over and in May that year, sold out to Mr. Parsell of Lake Cargellico. Dan Grant purchased the business from Mr. Parsell in late 1930 and proceeded to undertake a series of renovations. In 1932 it was reported that he had "...made considerable improvements since he purchased the Royal Hotel, Pambula. He has just completed a new garage where the old blacksmith's shop stood, and has leased it to Mr. A. McGrath. The billiard room has been renovated and let for a general store business." Despite these efforts, however, in June 1934 the Licensing Inspector applied to cancel the Royal's license on the basis that Grant had had three convictions against him in the previous three years. In ruling on the application, the Magistrate not only cancelled the license but also disqualified Grant from holding any license under the Liquor Act for a term of three years. The license was immediately transferred to Mr. Carlyle Norman Murray, Grant's son-on-law and owner of the freehold.

In 1937 John B. Tiernan purchased the freehold of the property and briefly conducted the business before handing over to Mr. and Mrs. Albert J. ("Trick") Grant in September. Mr. Grant was to play an integral role in the local sporting community, sponsoring many competitions and events during his time at the hotel. The decorative tiling was probably added around this time to give the façade an appearance similar to the neighbouring McPherson's, Milk Bar and florist complex.

Next came Herbert Ford who took over in July 1939, followed by local resident Mervyn Rixon in December 1941. In November 1945 he was fined £3/10/- and costs for selling adulterated whisky. John Bray became licensee in 1946 and in 1947, sold a lease on the business to Mr. George Thomas Clowry of Wollongong. It was reported that Bray planned to return at the end of three years when he intended to erect a thirty-room hotel, costing in the vicinity of £40,000.

The business was connected to the Bega Country Council's electricity supply in June 1947, at which time water was being drawn from tanks and wells on the property. It was finally connected to the town water supply in February 1954.

Hubert Joseph Ellis took over in May 1948, followed by Nicholas George Kondos (formerly known as Kougeufas) in January 1949 and Ronald Charles Rhodes in May 1949. John Bernard Fitzgerald, formerly of the Royal Hotel in nearby Candelo, took over in February 1950, followed by Athol James Stubbs in November 1951 and then Charles Milsom in May 1954.

Inland Hotels Pty Ltd purchased the freehold in September 1954. Consisting of shareholders that at various times included Mr. P. Edwards, Mrs. J. Edwards, Mr. M. McCoy, Mr. R. Wilson, Mr. G. T. Phelps and Mrs. S. A. Phelps, Hilary James Maher was installed as manager soon after the purchase. She was followed in August 1955 by Frank David Baker, who operated the business with the assistance of his parents and sister.

Walter Bruce McArthur became licensee in September 1957, followed by James Murray Taylor in August 1958 and Alfred Percy Mathews in May 1959. It was around this time that the business became known as the Royal Willows. Managing shareholder Matthew Philip (Matt) McCoy took over in September 1961. Born in nearby Wolumla, McCoy had gone on to enjoy a successful professional Rugby League career during the 1940s and '50s, playing for Eastern Suburbs and St. George, with whom he won the 1949 Premiership. He was later inducted into the St. George Illawarra Dragons Hall of Fame. An Australian international and New South Wales interstate representative goal-kicking centre he also represented both Country and City NSW, as well as Central Queensland.

In October 1960, shareholder Phil Edwards flew from Sydney to the local district to finalise details for the proposed construction of a fifteen-unit motel addition to the hotel complex. Approval for the £15,000 development was given by Imlay Shire Council in January 1962 and the following month it was announced that the local building contractors Messrs. P. Robinson, B. McDonald and H. Ward were the successful tenderers. Work had already commenced by that time. The former billiard room and sample room, later used as a general store by Mr. C. S. Walker was demolished in November 1962. This was located approximately where the present take away bottle shop now stands. The hotel verandah was removed in December the same year. The accommodation units had been completed by the end of 1962 and the first guests were welcomed in December. These are believed to have been the first freestanding tourism accommodation facilities erected within the main Pambula township. Since that time, the business has been officially known as the Royal Willows Hotel – Motel.

Mr. McCoy was followed by George Thomas Phelps and his wife Shirley, also as managing shareholders. The couple's daughter Kerry lived at the hotel with her parents and attended the local primary school. Dr. Phelps was recently returned in the bi-election for the seat of Wentworth in Sydney. The Phelps family were followed by Mr. Phil Edwards, another of the Inland Hotels Pty Ltd shareholders. He took over as licensee in September 1962 and at the end of that year, Mrs. Helen Worthington was engaged to manage the Royal Willows. In July the following year, she departed and in September 1964, Ena Noble became manager.

In March 1965, Mr. and Mrs. David Patrick Wilkerson became licensees, followed by Mervyn Hansen and his father Jack in 1969, Louis Alexander and Janice Gemmell and Douglas James and Ina Maureen Willmott in 1973, Janice Gemmell in 1979 and Paul Gallagher in 1980.

Royal Willows Hotel / Motel Schedule 5 Local Environment Plan nomination
By Shirley Bazley, Angela George and Pat Raymond, October 2018.

The early 1990s saw a restoration program undertaken, with information drawn from historic images, oral recollections and borrowed elements to give us the premises as it now appears today.

Images:



C. 1895.



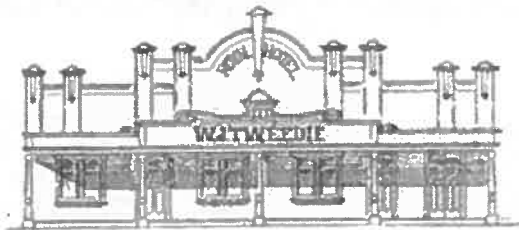
From *Illawarra and South Coast Steam Navigation Company handbook*, 2nd ed, 1912

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C. 1923

[Pambula]



ROYAL HOTEL
PAMBULA

THE COMMERCIAL ASSOCIATION HOUSE.
Superior Accommodation—Tariff Moderate.

Only the best brands of Spirits,
Wines and Ales stocked.

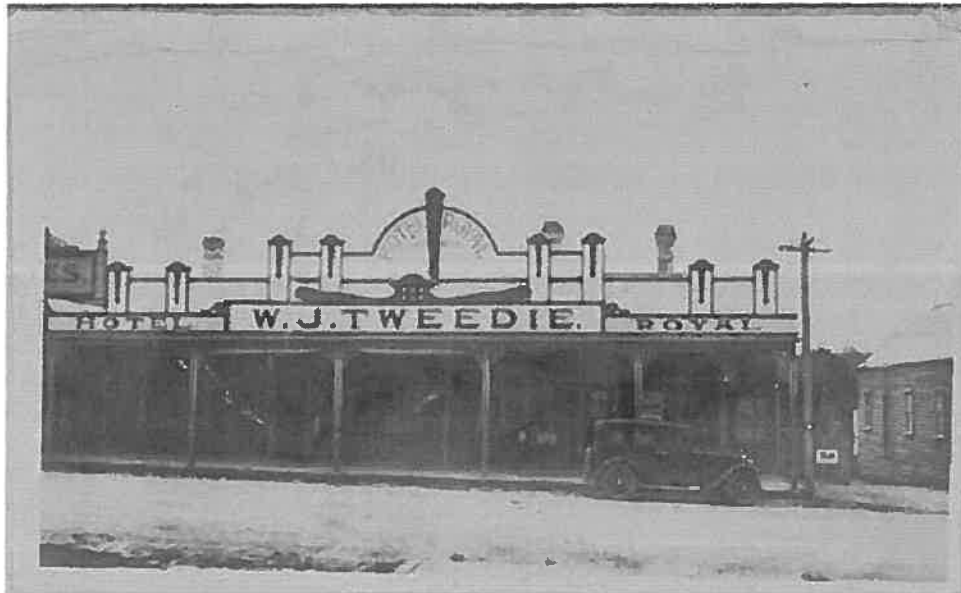
Surf Bathing, Fishing, Oystering and Boating.
Motor Cars for Hire, Good Garage.

W. J. TWEEDIE
Proprietor.

Phone No. 5.

C. 1923

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1928.



1930

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C. 1930s



1939

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1949



C. 1964

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C. 1964.
© The Estate of A. C. ("Bubby") George.



C. 1971.
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The Royal Willows as it currently appears.

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Themes:

<u>Australian theme:</u>	<u>New South Wales theme:</u>	<u>Local theme:</u>
3: Developing local, regional and national economies.	Commerce – Activities relating to buying, selling and exchanging goods and services.	Innkeeping.
3: Developing local, regional and national economies.	Commerce – Activities relating to buying, selling and exchanging goods and services.	Keeping restaurants.
3: Developing local, regional and national economies.	Mining – Activities associated with the identification, extraction, processing and distribution of mineral ores, precious stones and other such inorganic substances.	
3: Developing local, regional and national economies.	Technology – Activities and processes associated with the knowledge or use of mechanical arts and applied sciences.	Building and construction.
3: Developing local, regional and national economies.	Transport – Activities associated with the moving of people and goods from one place to another and systems for the provision of such movements.	
4: Building settlements, towns and cities.	Accommodation – Activities associated with the provision of accommodation, and particular types of accommodation – does not include architectural styles – use the theme of Creative Endeavours for such activities.	Itinerant accommodation.
8: Developing Australia's cultural life.	Domestic life – Activities associated with creating, maintaining, living in and working around houses and institutions.	Shared living and working environments.
8: Developing Australia's cultural life.	Leisure – Activities associated with recreation and relaxation.	Places for social gatherings.
8: Developing Australia's cultural life.	Social institutions – Activities and organisational arrangements for the provision of social activities.	Developing local clubs and meeting places.
8: Developing Australia's cultural life.	Sport – Activities associated with organised recreational and health promotional activities.	Organising sporting functions and events.
9: Marking the phases of life.	Persons – Activities of, and associations with, identifiable individuals, families and communal groups.	Associations with W. J. Tweedie, important local businessman, entrepreneur and community worker.

Listings and study details:

Plowman, Suzannah, *Urban design Guidelines for Pambula Commercial Area*, for Bega Valley Shire Council, Vol. II, Inventory of properties, 1994.

Royal Willows Hotel / Motel Schedule 5 Local Environment Plan nomination
By Shirley Bazley, Angela George and Pat Raymond, October 2018.

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 Queanbeyan Age and Queanbeyan Observer
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 Shoalhaven News and South Coast District Advertiser
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 Southern Record and Advertiser
 Southern Star
 Sydney Morning Herald
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Royal Willows Hotel / Motel Schedule 5 Local Environment Plan nomination
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Trevor King

Heritage Conservation Planning and Design

08/ 02/ 2019

Cecily Hancock: Planning Services

RE: Heritage planning enquiry

Proposed development: Response to on-site meeting and Proposed Redevelopment options including Proposed demolition of existing hotel, construction of a new supermarket, café and drive-through bottle shop within the Pambula Main Street Conservation Area.

Item: Pambula Main Street Conservation Area

Item number: C677

Property: Royal Willows Hotel.

Address: 35 – 37 Quondola Street, Pambula
Lots 19 & 20 DP758825

Relevant legislation: BVSC LEP

Heritage Listing: The building is not listed in the LEP but is prominently located within the Pambula Main Street Conservation Area.

Heritage Advisor's Comments:

The Advisor provided a report (July 2018) in relation to a preliminary design proposal by Gordon Building Design Pty. Ltd. that proposed to demolish the existing hotel and construct a new supermarket, café and drive-through bottle shop (inappropriately sited at the Quondolo Street façade). While the demolition of the later additions to the original structure was supported, it was recommended that the original section of the hotel that lies beneath the four hipped roofs, the existing parapet and the front concave verandah awning should all be kept.

Following this assessment, a meeting took place at the hotel on Wednesday 23rd January 2019 with the Advisor, the hotel owner Mr. Kel Stolzenhein and BVSC Planner Ms. Cecily Hancock during which issues associated with the current physical condition of the building and options for re-development were canvassed. The owner presented copies of a report outlining many of the intractable issues associated with the hotel including its deteriorated physical state, lack of patronage, poor economic sustainability, high insurance overheads, fire risk potential (of the building and to adjacent properties) and other factors including the fact that the front façade of the building is located within the area of the Quondolo Street Road Reserve.

The following comments seek to provide a positive, realistic and pragmatic response to the owner's need to secure the economic viability and long-term functioning of the property while seeking to strike a balance with community concerns regarding the perceived social damage caused by the proposed demolition of the hotel, its re-development potential as a 'green' supermarket and the possibility of diminishing the shire's heritage values and causing damage to Pambula citizen's senses of place. It must be acknowledged here that the subject property presents a very difficult and potentially intractable case wherein the resolution of these competing factors will, in the Advisor's view, best be achieved through active engagement between the owners and BVSC planners in consultation with the Pambula community.

The planning context

Appreciation of context involves past, present and future elements viewed in conjunction, and pragmatic decision-making must demonstrate a measured approach that achieves a balance between these often-time competing influences. One of the most challenging areas of design and planning is encountered when, in responding to an existing building, including both its physical (tangible heritage) and social (intangible heritage) contexts, we seek strategies for integrating the old with the desired future character of a precinct. The planning controls that have been designed to protect and celebrate the values we have received from the past must simultaneously allow for the creation of the new places that serve the evolving needs of the contemporary community. The subject property provides a case in point.

The former report (July 2018) noted the building's historic, aesthetic and social contribution to the Pambula Main Street Conservation Area (Listing number C677). It is the Advisor's view that, whatever the final decision made by Council in regard to the re-development options sought by the owner, these important cultural values and the contribution that the building makes to the streetscape must be conserved.

Cultural Significance and the physical condition of the property

The subject property was nominated for heritage listing (Bazley, George and Raymond, October 2018) by inclusion into LEP Schedule 5, having been entered into the SHI Database as a Potential Heritage Item in May 2015 and updated in August 2016. These two documents provide the primary sources of information that are available in relation to the subject property, and are mainly composed of details describing the history of the site in its function as a hotel.

While the Historical Notes of Provenance provide a coherent and convincing narrative that outlines the building's past and present cultural associations with the town, some aspects of the nomination for listing may be considered doubtful because the assessment of the condition of the built fabric was, in the Advisor's view, insufficient. In particular, when describing the physical condition of the property the nomination states,

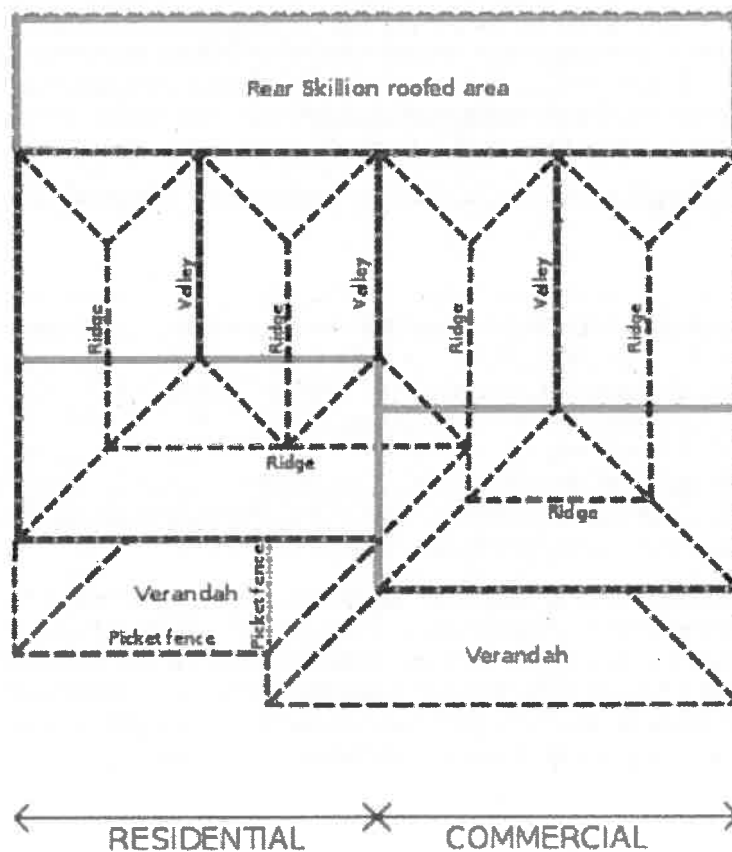
Physical condition: *Not physically inspected but appears to be in well maintained condition.*

As far as the Advisor has been able to ascertain, the property is not in good condition. Much of the original fabric of the building has been lost due to successive adaptations over time (1895; 1902; 1906; 1908; 1912; 1921; 1924; 1932; 1962; C. 1990s) and the major components of the original structure that still exist are found in the sections of external wall (north, south and corner returns located along the eastern wall), some internal loadbearing wall remnants and the hipped roof structure. In spite of its currently deteriorated condition, it is most unlikely that the existing roof cladding is original. Only a small section of the original façade remains and a substantial proportion of the existing structure is composed of later additions of medium to poor quality. A notification of auction in 1887 described the property as,

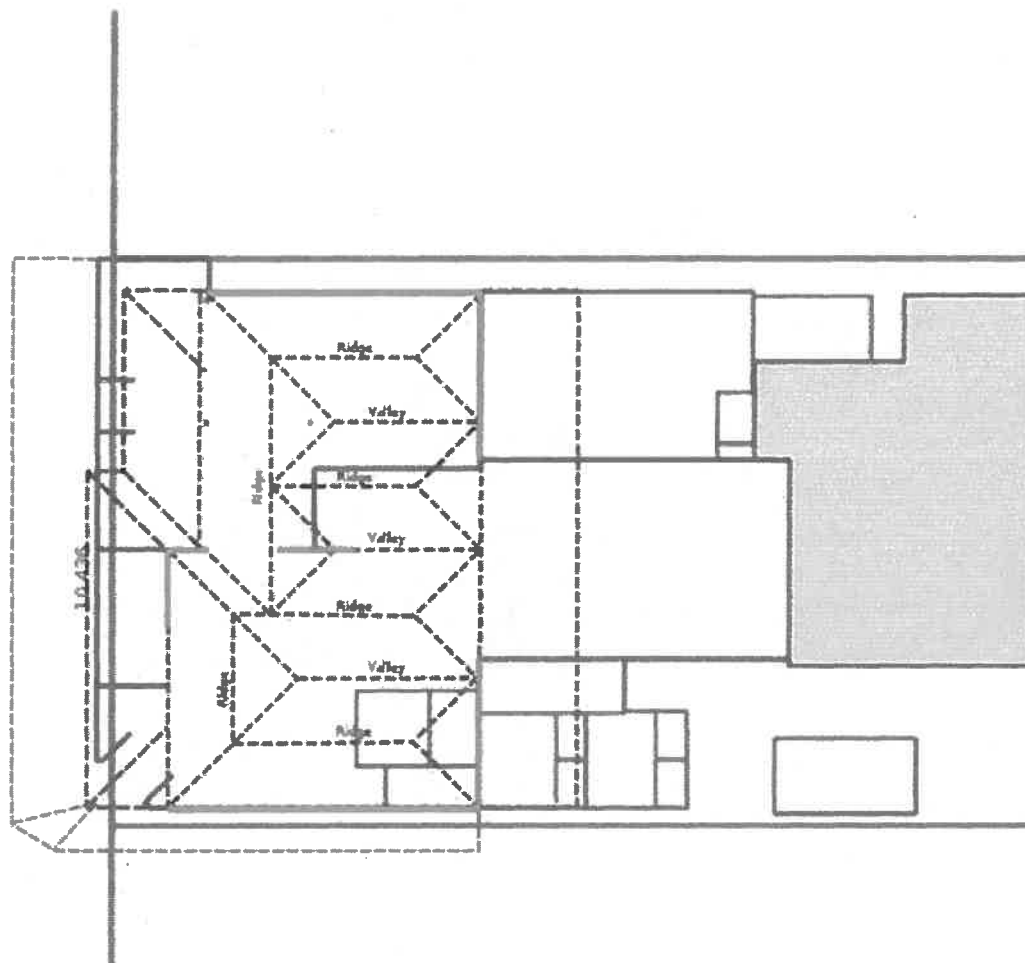
a substantial weatherboard building of ten rooms on stone foundations, with lath and plaster walls, front and back verandah, passage and hall with an iron roof. A separate kitchen also with iron roof contained a large brick oven, while there was also a store and servants rooms, a five stall stable, large loft, buggy shed, vegetable and flower gardens, all standing on a half-acre allotment of land. The advertisement also mentioned a half acre adjoining allotment upon which stood a "...substantial..." blacksmith shop.



Based on the above image (the Royal Hotel as it originally appeared) the following plan demonstrates the roof geometry of the original building (dotted lines) and interpolates some of the main load-bearing wall elements (orange lines) that would have been required to support the roof based on the timber framing techniques employed during the era of the building's construction. The drawing should be regarded as indicative only, since the auction notice described a building composed of ten rooms.



The plan below overlays the original roof geometry above the existing floor plan (in blue) and property lines (in red) in order to demonstrate the degree of modification that has taken place and the actual presence of original wall fabric (in orange) that may still remain.



Photographs indicate that the original building contained four fireplaces, two each for the residence and hotel, and the single remaining fireplace contains cracking and does not appear to be in sound working condition. The single on-site inspection of the building indicates that floors in the original hotel section are subsiding, and some cracking in the wall surfaces and sagging of ceiling lining was observed. The open area between the original residence and the neighbouring property to the north is neglected and presents a fire hazard. It is doubtful whether the later infill section at the Quondolo Street frontage is of a fire rated structure sufficient to meet current NCC standards. The building displays a tired ambience and the overall amenity of the internal spaces is poor. These observations run somewhat counter to the physical description within the nomination form that simply describes external fabric elements present in the Quondolo Street façade.

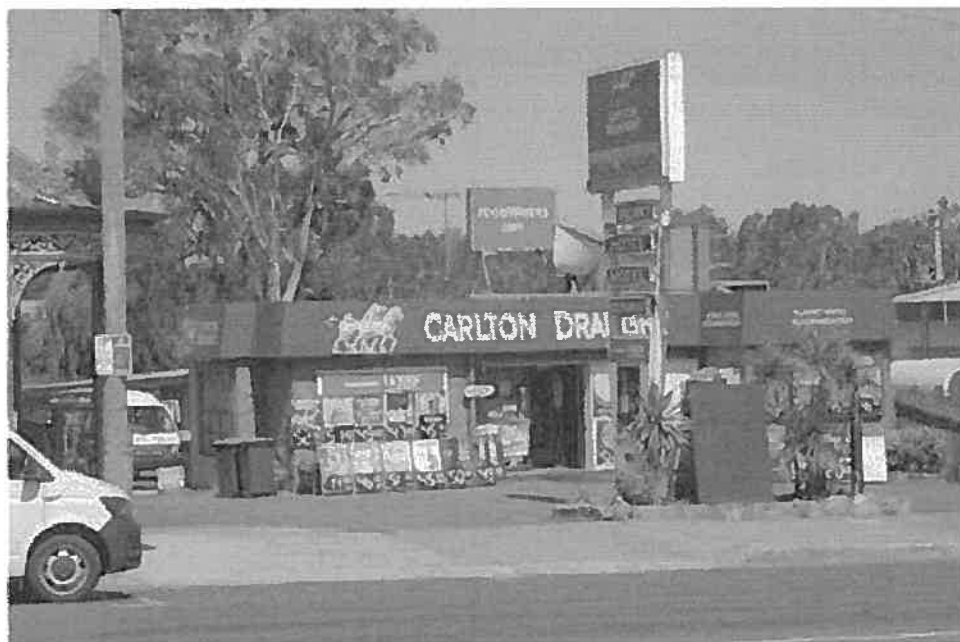
Physical description:

Single storey weatherboard building with concave corrugated iron verandah on two sides, featuring cast iron frieze and bracket detailing and slender posts. The corrugated iron hipped roof is concealed behind a decorative parapet embellished with classical

motifs including a rounded arch. Doors are timber panelled and windows are also timber framed. One brick chimney is visible from the rear of the building

A single storey stone-faced liquor outlet, constructed c. 1980s stands on the southern side of the hotel building. This was the site of the hotel's billiard room, later commercial sample rooms and then a general store. Behind this stands a series of accommodation rooms constructed in 1962. They are typical of the style of the era.

A photo of the liquor outlet appears below.



This built element is stylistically incongruous with the subject property and the desired future character of the Main Street Conservation Area. The strong visual presence of so much signage further damages the ambient qualities of the streetscape. In addition, the building is prominently located in relatively close proximity to the southern entry into the conservation area and it detracts from the streetscape as a whole. Demolition of this part of the property and relocation of its function further back within the property would represent a definite enhancement of the streetscape.

While it can be reasonably objected that other forms of stylistic inconsistency are present in property facades along both sides of Quondolo Street, this view fails to acknowledge that the desired future character of the main street conservation area, derived in consultation with the Pambula community's citizens, is a long-term planning endeavour that requires the active cooperation of all property owners over a considerable amount of time in order for it to succeed.

The nomination form also makes mention of the accommodation units located at the rear of the bottle shop and ascribes a degree of cultural significance to them. Although a physical inspection of these units did not take place, the owner made it clear that their contribution to the economic sustainability of the property has become depleted over time, and it can be reasonably conjectured that the amenity that the units provides is significantly below that of other, more contemporary, accommodation providers in the near vicinity of the hotel.

Cultural heritage values including Condition and Integrity

The draft summary of significance describes the hotel/motel as a landmark element that is essential to an appreciation of the Pambula townscape that "contributes substantially to the aesthetic appeal and character of the township. An important component of the Quondola Street vista, it makes a positive contribution to the streetscape and the Pambula Main Street Conservation Area." The draft statement goes on to describe the historical and social contribution made by the use of the property as a hotel and its intergenerational value to the people of the Pambula district, placing emphasis on its rarity as a "surviving example of the town's historic hotel trade, being one of only two of the dozen that once operated."

"The Royal Willows is one of several substantial weatherboard-built structures in the main central business district that played a major part in commercial and community development of Pambula from the late 19th century. It is closely linked with and indicative of the growth and development of the district in general and the township of Pambula in particular. The evolution of the building over that time also provides tangible evidence of the changing economic and demographic circumstances of the district. This includes progression of the tourism industry from coastal steamers and motor vehicles from the 1880s to the 1920s and 1930s through to the inception of the hotel / motel model with the construction of the accommodation units in 1962. These are believed to have been the first freestanding tourist accommodation facilities erected in the main Pambula township.

The hotel building is largely typical of Pambula's 19th and early 20th century vernacular architectural style, utilising common building materials. Through retention and / or reinstatement of important elements of its early form, fabric and detailing, the building is significant in its ability to demonstrate the typical character and function of local hotel buildings. With its many traditional features and elements, it is readily identifiable as part of the town's significant historic building stock and contributes much to the streetscape and town character."

While the Advisor does not dispute much of the information contained in the nomination for listing, there are some elements of the interpretation that are open to question.

For instance, it can be argued that the present unviable state of the hotel/motel's commercial operations, along with the presence of other around ten, smaller licensed premises in addition to the Commercial Hotel, provides contemporary 'evidence of the changing economic and demographic circumstances of the district', that supports the owner's desire to achieve a change of use for the property and evidence in support of the re-development option. With changes to drink driving laws, smoking in public places and changes to other demographics, many licensed hotels now struggle to remain commercially viable. If a commercial heritage property has become financially unviable, and if the cost of rehabilitating the property cannot be justified against the poor commercial outcomes that may be expected to result, is it reasonable to require the owner to incur such costs in the face of little or no return on their investment? And if re-development options include amenities that will enhance both the social and commercial functioning of the conservation area, does this not support the sustainable operation of the town and district as a whole? Where is the right balance to be found? It is the Advisor's view that a suitable response to these questions can only be determined on a case-by-case basis.

In addition to the historical, aesthetic and social values and financial considerations outlined above, the condition and integrity of the hotel is also an important heritage value to consider, especially when making policy decisions such as whether the building should be retained, how its condition can be maintained or successively upgraded, and whether the upgrades will be able to meet current community expectations and changing standards.

Condition refers to the accumulative impacts of use, weathering, decay etc. on the hotel's ability to continue to perform satisfactorily. Condition can relate to individual fabric components, existing building systems (such as the condition of electrical wiring and plumbing) and when considering the state of the overall structure. On this basis, the condition of much of the hotel would be described as poor, and in regard to the state of the electrical wiring, potentially dangerous.

Integrity in heritage parlance is the term used to describe the degree by which a place retains its original form and/or fabric. Where physically deteriorated elements have been replaced with closely matching fabric (such that its form and function is still very similar to the time of its construction) a place is said to have good or high integrity. A place in which there was virtually no replacement of material would have very high integrity, even though it may be in poor condition. On this basis, the integrity of the hotel is quite mixed since there are still some remnant original form and fabric elements (found in the side walls and roof structure) while most of the front wall is made of new material and the main façade is a faux reproduction that loosely incorporates former façade elements.

Recommendations

With the above factors in mind, new plans for the re-development of the property should be developed in consultation with a town planner and suitably qualified heritage consultant/architect. The Royal Willows site is a very important element of the townscape of Pambula as described in the heritage listing nomination but its ongoing commercial viability as hotel is seriously open to question and the owner's right to pursue a change of use or re-development option is both fair reasonable.

Suitable trade-offs with the community will need to be canvassed and implemented as conditions of development consent. These could include: the retention of the existing front façade and curved verandah awning (although the front wall of the building should be reconstructed back at the property line in order to avoid public liability issues for both council and the owner, with a gabled roof form hidden behind the façade and broken along its ridge length to reduce its bulk and scale); the provision of an interpretive centre that presents all available written and photographic information about the developmental and social history of the building if demolition becomes an agreed option (this could take the form of a 'heritage' café at the front of the building where the bar is currently located and that allows elevated views, possibly from an elevated deck above the driveway, toward the Pamboola Wetlands heritage site); the creation of an active street frontage on Quondolo Street (perhaps in the form of a small arcade into the building at the position of the original main entry point into the hotel, check out areas within the arcade and tables on the footpath by the café); the demolition of the bottle shop and its relocation along the southern side of the building (this would need to be well set back from the active street front to ensure pedestrian safety); the provision of a new roadway along the southern boundary of the site (requiring the demolition of the accommodation units) and the construction of a new car park to service the supermarket and possibly act as a spill over amenity for the town during peak times.

The visual setting that informs the sense of place that council and the citizens of Pambula have identified as worth preserving is found in more traditional aspects of the town's heritage buildings, streetscapes and visual character.

New works should be seen as contemporary structures and should not seek to falsely historicise their aesthetic character and materiality. However the use of tilt-up concrete panels or similar bland industrialised surface treatments should be avoided in preference to the use of forms of external cladding that achieve compliance with NCC requirements while serving to conserve the character and visual setting of the conservation area.

8.3 Nomination of Royal Willows Hotel Pambula as a Local Heritage Item

214/21 RESOLVED on the motion of Crs Allen and Bain

That this item be dealt with today.

IN FAVOUR: Crs Fitzpatrick, Bain, Nadin, Seckold and Allen

AGAINST: Crs Griff and Dodds

215/21 RESOLVED on the motion of Crs Bain and Fitzpatrick

1. That Council resolve not to support the nomination for listing the Royal Willows Hotel as a Local Heritage Item in Schedule 5 of *Bega Valley Local Environmental Plan 2013*.

2. That those submitting the nomination be advised of Council's decision.

IN FAVOUR: Crs Fitzpatrick, Bain, Nadin and Allen

AGAINST: Crs Griff, Seckold and Dodds

