

Ref. 1919

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DA2021.358: 37 QUONDOLA & 34-36 MERIMBOLA STREETS PAMBULA RESPONSE TO COUNCIL'S HERITAGE ADVISOR COMMENTS

1 Purpose

The purpose of this letter is to respond to comments provided by the Bega Valley Council's Heritage Advisor in relation to DA2021.358 (**DA**) for the construction of a new supermarket, bottle shop and licensed café on the site of the Royal Willows Hotel (**Proposed Development**).

2 Background

- | | |
|-----------------|--|
| 24 June 2021 | Philip Leeson Architects Prepared a Statement of Heritage Impact which assessed the impact of the Proposed Development on the heritage values of the Pambula Main Street Conservation Area. |
| 7 December 2021 | Southern Regional Planning Panel (SRPP) met and requested an external, independent review of the Statement of Heritage Impact. |
| 3 June 2022 | By email, Bega Valley Shire Council (Council) advised it had consulted its internal Heritage Advisor as part of the external, independent review. Council's Heritage Advisor provided a number of design recommendations (Design Recommendations) and a sketch (Sketch) to the Applicant. |

3 Summary

The Design Recommendations, together with the Sketch, are reproduced below, along with our comments. To date, we have not received a report or formal review that outlines the rationale or provides historical evidence to support the Design Recommendations.

For the reasons below, it is considered that both the Design Recommendations and the Sketch would result in a design that is an assemblage of a various periods and influences, including the extant 1980s parapet and verandah of the Royal Willows Hotel, which are an approximate reproduction and amalgamation of earlier forms and details. The eclectic selection of influences in the Sketch would result in a building where it would be difficult to interpret the origin/period of construction. Instead of selectively reproducing various elements from the former hotel and broader streetscape, the forms and detailing to the front of the Proposed Development would be influenced by a single period (the Interwar period).

Both the design recommended by the Heritage Advisor and the existing frontage alter the scale/proportions of the original building and the 1910s frontage, introducing reproduction details in a way that is inconsistent with their historic use. Rather than reproducing a version of the Royal Willows Hotel which is not heritage listed, the Proposed Development references the design of the nearby, Interwar period shops which are heritage listed.

4 Historic Photos and Sketch



Figure 1: Royal Hotel Pambula, circa late-1800s (Source: Trevor King)



Figure 2: Royal Hotel Pambula, 1928 (Source: ANU Archives, Tooth & Company Limited yellow cards)



Figure 3: Extant 1980s frontage

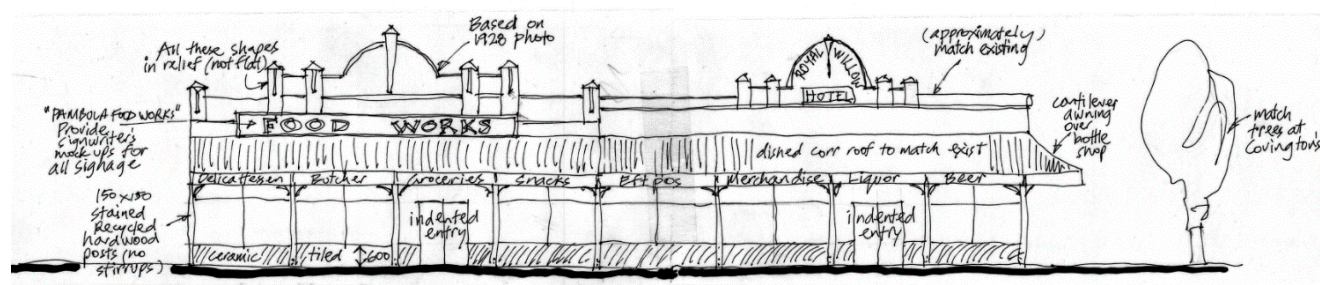


Figure 4: Council's Heritage Advisor's Sketch

Description of Council's Heritage Advisors Sketch

The Sketch (Figure 4) provided by Council's Heritage Advisor suggests that a mix of elements from different periods could be incorporated into the design of a new supermarket. This includes:

- a parapet similar to the circa 1910s parapet of the Royal Willows Hotel, though the parapet would be shorter/more compressed than the original. The sketch also suggests a more angular façade treatment when compared with the old frontage (See Figure 2) which incorporated curved motifs indicative of the Art Nouveau (e.g. curved tops to the pilasters);
- a second parapet similar to the 1980s parapet of the Royal Willows Hotel, though this would be shorter/more compressed than the extant parapet;
- A verandah with roof form similar to the 1980s verandah of the Royal Willows Hotel, albeit much longer in length and with brackets that are similar to the circa 1910s period verandah;
- Tiled shopfront wall and recessed entries similar to adjacent Interwar period shops;
- Continuous glazing (with no wall between) which is a somewhat foreign element in the Quondola Street streetscape.

The rationale for this eclectic section of influences from different periods (listed above) has not been provided and would result in a building where it would be difficult to interpret the origin/period of construction. Instead of selectively reproducing various elements from the former hotel and broader streetscape, the forms and detailing to the front of the Proposed Development would be influenced by a single period (the Interwar period).

The adjacent shops at 29, 31 and 33 Quondola Street were all constructed during the Interwar period and have similar rectilinear parapets and shopfronts to those of the Proposed Development. For these reasons, the proposed frontage with stepped parapet and tiled shopfronts would be sympathetic with the adjacent heritage listed places in terms of its form and finishes.

5 Design Recommendations and Response

We set out below each Design Recommendation and our response. In summary, where possible, the Applicant has amended the design of the Proposed Development to incorporate some of the Design Recommendations.

Where that is not possible, or where the Design Recommendations do not reflect the character of listed heritage places within the Pambula Main Street Conservation Area, they have not been incorporated.

5.1 *Reproduce a slightly reduced height version of the current parapet and frontage as two bays, rather than trying to 'stretch' the current frontage. The circular peak of the parapet can be reduced to a more compact half-circle.*

The current frontage of the Royal Willows Hotel was constructed in circa 1982 and combines elements drawn from both the original 1860s building and the circa 1910s period parapet, albeit the scale and proportions of these elements are much exaggerated. Whilst the existing 1980s façade is understood to be valued by parts of the community, the building is not a listed heritage item.

In the vicinity of the subject site, the Pambula Main Street Conservation Area consist predominantly of Interwar period (1930s) shops with other typologies located opposite including the Christ Church Anglican Church and an 1850s inn which is set back a considerable distance from the street.

The Proposed Development has been designed to act as a continuation of the adjacent Interwar period shops and would be a contemporary interpretation of these heritage listed buildings. This

meets the requirements of the *Bega Valley Development Control Plan (DCP)* which requires that development within the vicinity of buildings with historical importance be compatible with the form and scale of those buildings, and that development should strongly reflect the existing distinctive heritage character of the streets.

For these reasons, the Proposed Development seeks to reference the listed Interwar period shops rather than the 1980s frontage of the Royal Willows Hotel which is not heritage listed.

5.2 *The two parapets may differ in design and in colours, to more accurately match the rhythm of parapet lengths in the street.*

The parapet design of the Proposed Development has been amended to better reflect the scale/rhythm of parapet lengths in the street.

Consistent with the length of nearby Interwar period parapets, the parapet to the proposed supermarket and cafe would be articulated to reflect the current subdivision pattern on the subject site. This would consist of a symmetrical parapet of similar length to the existing parapet of the Royal Willows hotel, and a shorter parapet to the south (to the proposed bottle shop).

The parapet to the south would be of similar length to several heritage listed properties in Quondola Street, including the butcher at no. 21, as well as the earlier shop that had been located on the site (refer to Figure 5 below).

As per historic development in Quondola Street, the parapet to the proposed bottle shop would be lower than that to the supermarket and café, reflecting the topography of the street which slopes down to the south. This approach complies with the requirements of the DCP which states that new development will “be sympathetic to and consistent with the historic built form evident in the main street”.

5.3 *Try to retain the attractive verandah corner detail by replacing the carport with a return verandah or side awning.*

The amended design of the Proposed Development omits the carport to the side of the bottle shop and instead includes a lower and narrower awning that would form a return to the proposed verandah to Quondola Street. The return would be a cantilevered structure to allow for safe vehicle access.

The existing return verandah (with hipped corner) to the Royal Willows Hotel dates to the 1980s and does not reflect the historical format of either the 1860s building or the circa 1910s period alterations.

The scale/format of the existing verandah is unusual within the context of the Pambula Main Street Conservation Area. Other concave/convex hipped verandahs in Quondola Street, as well as the verandah to the original 1860s hotel, are/were smaller in scale than the roof of the 1980s verandah to the Royal Willows Hotel.

Rather than replicating the unusual 1980s verandah form, the Proposed Development includes a verandah with low pitch roof concealed behind a fascia that reflects the format and scale of the ‘flat’ awnings and verandahs to the heritage listed shops located to the north of the subject site. This ‘flat’ awning design is consistent with the Interwar period and historically was used for both verandahs supported on posts and cantilevered awnings, with both types present in Quondola Street.

The proposed 'flat' form is therefore appropriate for both the verandah to the front of the Proposed Development and the cantilevered return to the side of the bottle shop. In contrast, the cantilevered hipped form shown in the Sketch would be highly unusual and is not consistent with awnings in the Pambula Main Street Conservation Area.

5.4 *Include pitched roof forms, preferably with symmetry.*

The Proposed Development includes pitched roofs in the form of sawtooth roofs to provide south light to the interior of the supermarket. Whilst the scale of these roofs would be larger than the predominant scale of listed places in the Conservation Area, the proposed roofs would be largely unseen from Quondola Street.

The current roof is not symmetrical nor was the roof of the original 1864 hotel. There are also other examples of asymmetrical roof forms in the Conservation Area, including to the listed building at 22 Quondola Street.

5.5 *Replace the planting box with a tree or two trees (heritage evergreen species to match Covington's House 'park' on opposite side of road).*

The amended design includes Prunus species trees in the planter box adjacent to the driveway to match the street plantings on the opposite side of Quondola Street. This would help to create consistency in the street.

Historically, there is no known precedent for substantial trees on the street frontage of the subject site (and generally to the frontage of commercial streets/premises in Quondola Street). Unlike the property opposite, which is well set back from the street and is located on substantial grounds, buildings on the subject site were constructed close to the street boundary and occupied most of the street frontage thereby limiting the space for large trees.

5.6 *Ceramic tile walls to 600mm height (glazing above okay).*

The Proposed Development includes tiled wall areas between and below the shop windows as a modern interpretation of typical Interwar period shopfronts. This reflects the format of the shopfronts to the three heritage listed buildings located to the north of the subject site (nos 29, 31 and 33).

Like these buildings, the tiled plinth to the proposed building steps down across the site as per the grade in the footpath. Continuous glazing (with no wall between), would be a foreign element in the Quondola Street streetscape.

5.7 *If at all possible, relocate the alcohol shop driveway entry from the main street to the rear.*

We are advised that it is not feasible to locate the bottle shop entirely to the rear of the building as the business would be reliant on passing trade (the street presence is required). The proposed driveway would allow for deliveries to the bottle shop and single direction drive through access for bottle shop customers.

We have also been advised that it is preferable to locate the bottle shop to Quondola Street where there would be better passive surveillance compared with the rear car park.

The proposed driveway to Quondola Street would largely make use of an existing vehicle crossover with another existing crossover to the street to be removed. This would result in a net reduction in the length of vehicle crossovers to Quondola Street. The proposed driveway

arrangement would also result in a reduction in the paved area fronting Quondola Street when compared with the current drive through and parking arrangement in front of the existing bottle shop.

Historically, there was an access way and crossover between the Royal Hotel building and the weatherboard shop that was located on the south part of the site (see Figure 5 below). The heritage listed Commercial Hotel located further to the north also has a vehicle crossover to Quondola Street. For these reasons, a driveway off Quondola Street is considered reasonable as it would be consistent with the historic pattern of development on the subject site and in the Conservation Area.



Figure 5: Royal Willows Hotel Pambula (no date)
Note the vehicle crossover and access way between the hotel and the adjacent shop (indicated)
(Source: ANU Archives, Tooth & Company Limited yellow cards)

5.8 Provide robust timber verandah posts.

The design of the Proposed Development has been amended to include hardwood verandah posts with no stirrups. These posts would be 150 x 150mm dressed timber with chamfered edges.

5.9 Indent entry doors

The design of the Proposed Development has been amended to include recessed entry doors to the arcade. For functional reasons, the format of this recessed entry differs somewhat from the recessed entries to two of the listed heritage buildings located to the north of the subject site.

Typical of the Interwar period, entries to the heritage listed buildings are flanked by chamfered shopfront windows and have swing doors. The proposed recessed entry would incorporate automatic sliding glass doors to meet accessibility standards and would be flanked by flush sidelights to accommodate the sliding door leaves.

5.10 Use traditional hand painted signs designed with shadow casting to create interest.

We have been advised that signage will be developed as part of a future Development Application.

5.11 *Submit a signwriter's photomontage mockup of all signage.*

We have been advised that signage will be developed as part of a future Development Application.

5.12 *Delete green walls at the side. These are not going to happen unless they are irrigated and convincingly detailed by a landscape specialist.*

We have been advised that the applicant proposes to integrate the landscaped green walls through recycled and reclaimed water.

Ordinarily, functional detailed design of this nature would not be required at the DA stage. We understand that if consent is granted, any requirement for appropriate detailed design can be appropriately conditioned and provided as part of an application for the issues of a Construction Certificate.

5.13 *Shapes on parapets to be 3D, not 'tilt slab flat' and to be detailed on the drawings as such.*

The proposed parapet would be rendered masonry with projecting detailing rather than precast tilt-up concrete panels. This is consistent with heritage listed buildings in the Pambula Main Street Conservation Area, including the heritage listed shops at 29 and 31 Quondola Street.

5.14 *Provide details of landscaping and of all external materials, profiles, finishes and colours.*

We are advised that these will be generally consistent with the drawings of the Proposed Development and can be requested from the Applicant.



Katrina Keller
Heritage Consultant
M.ICOMOS

PROPOSED SUPERMARKET DEVELOPMENT

3D VISUALISATION & RENDERING

LOTS 19 & 20 | DP758825
35-37 QUONDOLA ST, PAMBULA

LOT 15 | DP1204078 SEC
33-36 MERIMBOLA ST, PAMBULA













