

Appendix H - Heritage Impact Statement



NINGALOO LIGHTHOUSE RESORT AT VLAMINGH HEAD LIGHTHOUSE GROUP

Development Application Heritage Impact Assessment

Prepared for:
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On behalf of
Minderoo

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Griffiths Architects is a leading architectural firm in Perth, Australia. Griffiths Architects was born out of a practice of which Philip Griffiths was a co-director for over 20 years.

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Cover:
South west view of the Lighthouse Keepers' Quarters with the Lighthouse in the background on the right (ca. 1924).
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Revision History

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Contents

Contents	i
Introduction	1
Heritage Listings	3
Background	4
Statement of Significance	5
Conservation Policy	6
Proposals	7
Impacts and Mitigation	9
Conclusion	10
Photographs	11
Historic Plans	19
References	22
Drawings	22



Introduction

This Heritage Impact Assessment (HIA) was prepared by Griffiths Architects and outlines proposed new work at the Ningaloo Light. The caravan park contains a pair of lighthouse keepers' quarters, currently known as Powell House, which falls within the State Register curtilage of the Vlamingh Head Lighthouse Group (Heritage Place no 00837-constructed 1912; 1943-46; 1990s). The group comprises the following; Vlamingh Head Lighthouse, Store, **Quarters and Grave (1912)**, Exmouth 31 Radar Station and associated remnants (1943-46) and track.

Many documents, including the State Register document, misspell the place name as Vlaming, omitting the h. The correct spelling of the place is Vlamingh and this spelling is adopted throughout the report.

This HIA accompanies a Development Application made to the Shire of Exmouth/ Kimberley Pilbara Gascoyne Joint Development Assessment Panel, the decision-making authority. The proposed development includes: -

- Refurbishment of existing heritage buildings;
- Administration & Village buildings including Restaurant, Bar, Spa, Recreation Centre, Pool and Pavilion; and,
- Accommodation Buildings (7 Types)
 - a) Hotel Accommodation
 - b) Caravan Park
 - c) 6 No. Lodges
 - d) Dual and single keyed Villas
 - e) High End Villas
 - f) Staff Accommodation
 - g) Eco Tent Camping Ground

The development application works were documented by Kerry Hill Architects and a consultant team, with advice on the treatment of the heritage and heritage impacts by Griffiths Architects.

This HIA considers state heritage values described in the Statement of Significance that are articulated in the Heritage Council Assessment and Register document for Vlamingh Head Lighthouse Group. Though conservation plans have been prepared for elements of the group, the Lighthouse Keepers' Quarters does not have any specific treatment and was excluded from the various studies, most likely of the quarters having passed into a different ownership. Some useful drawings were included in KTA Partnerships *Conservation Plan, Vlaming (sic) Head Lighthouse, Exmouth*, Department of Administrative Services 1992. These show how the quarters were intended to be constructed,

including cisterns, water supply lines, and outbuildings, together with construction materials and methods.

The development takes into account the existing topography, connections to the beach, views to the development from the immediate environs and the experience of approaching the heritage elements, with a view to creating a well-mannered visitor environment with high class accommodation types to appeal to a broad range of travellers, providing the opportunity for them to experience the rugged beauty of the north west of Western Australia.

The development approach follows sound conservation principles by keeping significant and new structures separate, minimising impact on significant fabric, providing interpretation of removed fabric and telling the stories of the development and construction of the light station and remote living to provide the service to shipping.

This assessment concludes that there are no significant negative impacts on the heritage values of the place.





Location

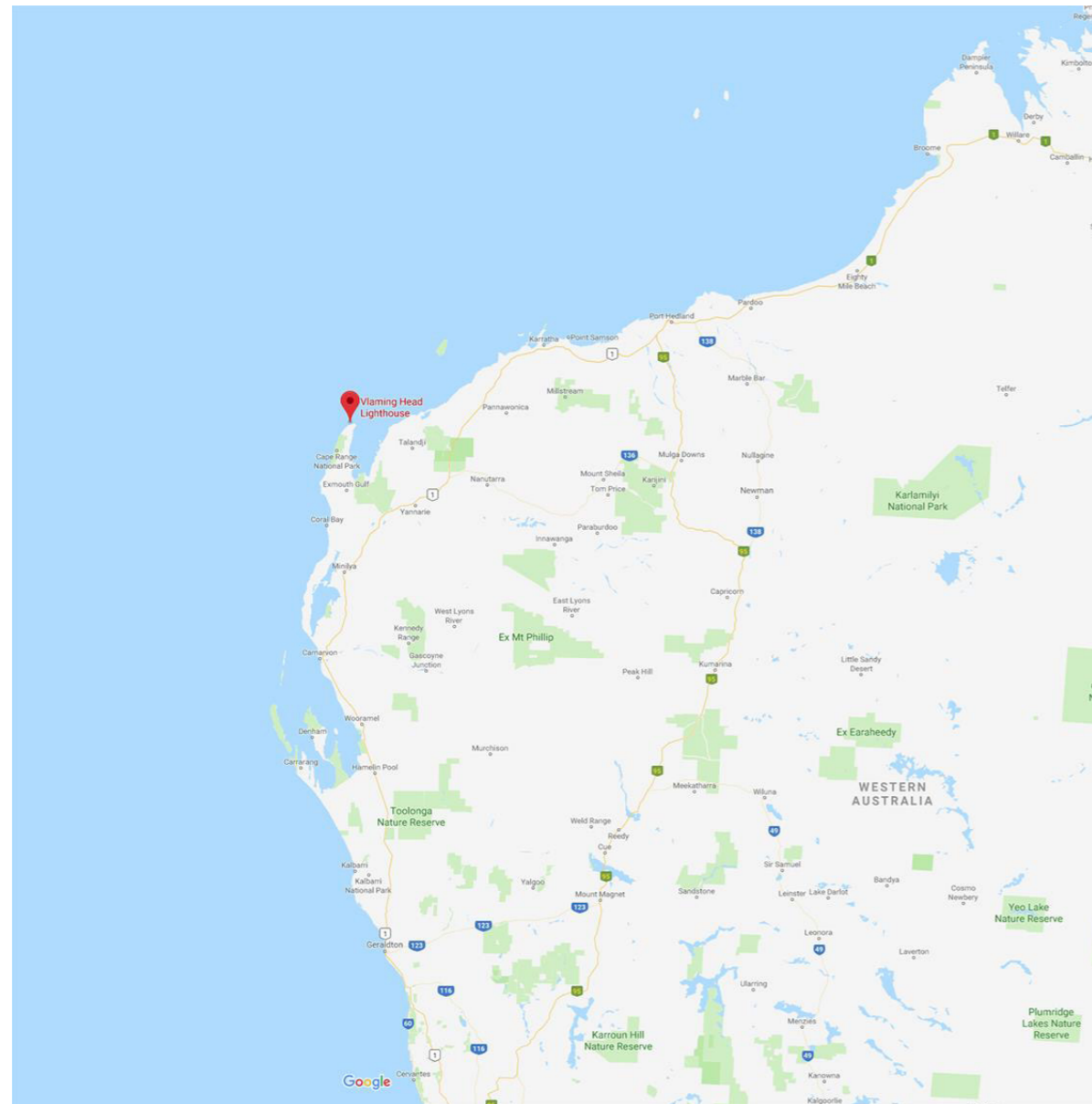


Figure 1 Location plan. *Googlemaps 2019*

Heritage Listings

The place is listed on the following statutory heritage lists:

- Register of Heritage Places (Heritage Place no 00837)
- Heritage Inventory.



Background

The following is drawn from the heritage assessment prepared by the Heritage Council of Western Australia, with minor changes. Vlamingh's name is spelt Vlaming in the Register Document.

Vlaming Head Lighthouse Group is one of the earliest European inhabited sites on the North West Cape. The lighthouse and associated buildings, completed in 1912, were an important part of the development of coastal lights in Western Australia during the early 20th century when the increased population of the State and the development of the North West meant a greater number of ship movements.

Vlaming Head Lighthouse Group demonstrates a way of life no longer practiced in where accommodation was provided for those working in the adjacent lighthouse.

The Quarters were described as similar in design to those at Point Cloates. The Quarters consisted of a duplex residence for two light keepers and their families. Each duplex half comprised a living room, two bedrooms, kitchen, bathroom and store room, and spacious verandah back and front, with a breezeway between the bed and living rooms and the remainder of the house. The rooms had ripple iron ceilings. Stabling and washhouses were also provided. The Quarters were located a quarter mile from the Lighthouse, 'in order to obtain the necessary shelter'. Accommodation for an unmarried light keeper is also reported as having been provided, but no information on this structure has been found. All construction work was carried out by the Department of Public Works at an estimated cost of £17,300.

The Radar Station is a remnant of the World War II installation established as part of Operation Potshot in association with Learmonth airfield and was part of a system of radar stations established in Western Australia the early 1940s. The Radar Station played an important role in protecting the State between 1943 and 1946.

In 1987, the 64 hectare Lyndon Location 22 was subdivided on Plan 14685 into Lot 4 (1,647 square metres), being the site of the Lighthouse, Store and Radar Station and Lot 5, which encompassed the remainder of the land. Lot 5 was acquired by the Shire of Exmouth and subdivided on Plan 14686 to create Lot 2 of 14.8 hectare incorporating the site of the Lighthouse Keepers' Quarters and Grave. Lot 2 was then purchased by Harlena Nominees Pty Ltd, who developed a tourist operation on the site with a store, chalets, bungalows, caravan bays, a swimming pool, gas barbeques and tennis court. The place operated as the Lighthouse Caravan Park, with the Lighthouse Quarters occupied by the owner/manager. It is likely during this occupation that new roof cladding was installed on the Quarters.

The following physical evidence is taken from the heritage assessment prepared by the Heritage Council of Western Australia.

Vlaming Head Lighthouse Group is located at the northern most extremity of the Cape Range, on the North West Cape, 17km north of Exmouth that is located 1270km north of Perth. Yardie Creek Road approaches the site from the east from Exmouth; with the Grave and the Lighthouse Quarters situated within the Lighthouse Caravan Park nestled at the base of the Cape Range bluff, on which the remaining elements of the Vlaming Head Lighthouse Group are located. Vlaming Head Lighthouse Group is located on the south side of Yardie Creek Road, with the Lighthouse access road approximately one kilometre west of the caravan park, winding its way up the bluff to the highest point approximately 800 metres along Johnson Road, where the Lighthouse and Store, are located. A further 100 metres on the



east side of the bluff, on a lower platform, is the Radar Station and associated elements. Vlamingh Head Lighthouse is a landmark on North West Cape.

Quarters are located centrally within the Lighthouse Ningaloo Caravan Park. The setting of the place has been impacted by the construction of a store and office in close proximity on the west frontage, the overall caravan park development, and storage and other operation facilities in close proximity along the rear of the building. The landscaping includes various palms (*Phoenix* and *Livistona* sp) comprising mature specimens and more recent plantings, and windbreak plantings (possibly athel trees, *Tamarisk aphylla*).

The expansive hipped tradition timber framed roof has been re-clad with zincalume and all the external perimeter verandahs have been enclosed with fibre sheet dado walls with St Andrew's cross balustrade brace timber detailing on the exterior, per the original design, and hinged shutters above. All of this treatment obscures the concrete walls and timber joinery of the pair of quarters, which include double hung sash windows, and panelled doors.

The quarters are arranged symmetrically either side of a dividing wall, with original store, kitchen and bathrooms set back to back either side of the wall, then breezeways separating these rooms from the living room and two bedrooms

The drawing shows a stable to the east, a 20,000 gallon cistern to the north, with water supply lines to the house, connected to 400 gallon call tanks on the verandah. The cistern was fed by roof rainwater collection. Though the drawings indicate a stone apron for collection, the earlier photographs indicate gutters in addition to this feature. There was an external wash house for each dwelling, and these had an attached earth closet. Waste-water was taken away from the house via a gully and disposed of by discharge into sumps.

The proposed development is only associated with the lighthouse keepers' quarters. The grave site is on a separate piece of land, which is surrounded on three sides by the development site. The development does not impact on any of the other items included as part of the suite of features included in the register documentation.

Statement of Significance

Below is the Statement of Significance taken from Register of Heritage Places. Items that need to be considered in this heritage impact assessment are highlight in bold text.

Vlamingh Head Lighthouse Group, comprising Vlamingh Head Lighthouse, Store, **Quarters** and Grave (1912), Exmouth 31 Radar Station and associated remnants (1943-46) and track has cultural heritage significance for the following reasons:

the Lighthouse Quarters is rare as a duplex light keepers' residence;

the place forms a cohesive cultural environment in the harsh natural land and sea scape, sharing the aesthetic character of concrete and steel elements, and is a landmark from both the land and the sea;



the Radar Station and Vlamingh Head Lighthouse played an important role for the surveillance functions of the State between 1912 and 1967;

the Vlamingh Head Lighthouse and associated buildings were an important part of the development of coastal lights in Western Australia during the early 20th century;

the Radar Station is a remnant of the installation established as part of a system of radar stations in Western Australia during World War II;

the place is associated with construction worker Joseph Frank Reddy whose grave is a stark reminder of the harshness of life in isolated locations of the North West in the early 20th century; and,

Vlamingh Head Lighthouse is a good representative example of shuttered stone construction from the early 1900s.

The concrete blocks at the lookout are of little heritage significance, and the telescope is of no significance.

Note that the grave is a small area that is excluded from the lease, located on the existing access road's edge.

Conservation Policy

A number of conservation plans have been prepared for the suite of places including *Conservation Plan, Vlaming (sic) Head Lighthouse, Exmouth*, prepared by KTA Partnership for the Department of Administrative Services in 1992, *Exmouth 31 Radar Station Conservation Plan*, prepared by Wood Fiocco and Associates in 1995, and also a conservation works report, *Vlaming (sic) Head Lighthouse and Store, Exmouth Final Report* prepared by Palassis Architects for the Heritage Council in 2001.

None of these documents touch on the quarters, other than in passing, though the KTA CP does provide working drawings of the quarters, in the form of plans, sections, elevations and some details. In 1987, Lot 2 was purchased by Harlena Nominees Pty Ltd, who developed a tourist operation on the site with a store, chalets, bungalows, caravan bays, a swimming pool, gas barbeques and tennis court. It is likely that the conservation plans did not include the quarters because they were in a separate ownership at the time of preparation.

In the absence of specific guidance of a conservation plan, and given the rarity of the quarters, their treatment is cautious and adheres to the Australia ICOMOS *Burra Charter* articles in relation to relative significance, conservation and adaptation.

The setting has changed by the current use for a considerable time, and the improvement works in this proposal will improve the presentation for the place.



It is unknown whether or not any of the service features described in the original plans might remain in place.

Proposals

In the overall context, the immediate proposed development involves redevelopment of the existing caravan park to provide a range of accommodation options with adaptation of the former **Lighthouse Quarters** for use as the main reception, concierge and bar. The developments' adaptation of significant fabric is restricted to the **Lighthouse Quarters**. No change is proposed to the other elements of the significant built fabric of the site. The grave site is not part of the leased area and is unaffected by the proposal.

The works listed relate to the Lighthouse Quarters only.

A Demolition

The scope of demolition includes the following: -

- Removal of tiles and concrete screed on timber verandah floor.
- Removal of existing timber verandah flooring which is in poor condition
- Removal of enclosing lining to the verandah balustrade.
- Removal of shutters to outside line of the verandah.
- Removal of steel channels to outside face of existing timber posts.
- Demolition of part of one dividing internal wall to west wing, nibs retained.
- Demolition of all internal walls & fireplace to central block of the Quarters with nibs retained. The walls are interpreted by leaving the walls above the openings and interpreting them in the floor patterns.
- Widen and extend windows to south wall of the central block to form compliant double door access. The openings at present are windows to stores.
- Remove doors to central block, fix one in a closed position.

B Construction

The following work is proposed in this development application: -

- Enclosing door and sidelights to each end of the breezeways.
- New toilet facilities to east wing at the southern end.
- New external ramp.
- New windows to existing openings where required
- New double doors to the south elevation of the central block.
- New timber verandah at higher level to provide compliant access to doorways
- Internal cabinetry fitout to the central block
- New services throughout
- Provide new steel support frame for the existing roof structure.



C Conservation Works

The approach adopted for the house is to enhance its present deteriorated state by conservation of the existing elements to the extent that is possible with the adaptation requirements, and to present and interpret it to a high standard. The following conservation works will be undertaken: -

- Reinststate St. Andrews Cross balustrading;
- Reinststate timber flooring to the verandah and interior spaces;
- Install external storm battens to roof to documentary evidence;
- Restore render to external walls and reinststate quoining around openings;
- Repair and repaint retained windows;
- Repair and repaint retained doors;
- Repaint originally painted surfaces with colours based on investigations of original colour schemes.
- Interpretation of removed walls in the ground plane by retaining nibs, finishing the removed section of wall flush with the floor and polishing the concrete floor finish.



Impacts and Mitigation

In this assessment, the proposals have been measured against the heritage values outlined in the Statement of Significance.

Heritage values	Potential Impact Analysis	Heritage Impact Statement - Degree and Intensity of Impacts
The Lighthouse Quarters is rare as a duplex light keepers' residence.	Potential to reduce the reading of the quarters as a duplex and residence through loss of spatial integrity due to demolition of internal dividing elements.	The amount of internal demolition has been limited to that necessary for a reception function. Negative Impact. Mitigated through: Retention of nibs and a ground plane indication for removed walls. Maintenance of symmetry in new works. Reinstatement of verandah elements and general external conservation.
The place forms a cohesive cultural environment in the harsh natural land and sea scape, sharing the aesthetic character of concrete and steel elements, and is a landmark from both the land and the sea.	The cultural environment remains intact.	No Impact
The Radar Station and Vlamingh Head Lighthouse played an important role for the surveillance functions of the State between 1912 and 1967.	The development is confined to Lots 2, 6 and 319 Yardie Creek Road so that there is separation between these features and therefore no impact.	No Impact
The Vlamingh Head Lighthouse and associated buildings were an important part of the development of coastal lights in Western Australia during the early 20th century	This is an historic value and is not impacted upon by the development.	No Impact
The Radar Station is a remnant of the installation established as part of a system of radar stations in Western Australia during World War II	The development is confined to Lots 2, 6 and 319 Yardie Creek Road so that there is separation between these features and therefore no impact.	No Impact
The place is associated with construction worker Joseph Frank Reddy whose grave is a stark reminder of the harshness of life in isolated locations of the North West in the early 20th century.	The gravesite is outside of the development area. No work to be undertaken in this area.	No Impact



Heritage values	Potential Impact Analysis	Heritage Impact Statement - Degree and Intensity of Impacts
Vlamingh Head Lighthouse is a good representative example of shuttered stone construction from the early 1900s.	No work to the lighthouse.	No impact

Conclusion

In this assessment, the proposals were measured against the Statement of Significance, and overall, the works will retain the place's core heritage values.

This assessment concludes that there are minor negative impacts on the heritage values of the place in localised parts, but that this is mitigated by the conservation and presentation of the quarters to a high standard.



Photographs



Photograph 1 North Elevation with central deck. *BCWA report, September 2016*



Photograph 2 West elevation. *Kerry Hill Architects, September 2019*



Photograph 3 East elevation. *Kerry Hill Architects, September 2019*



Photograph 4 Northern deck. *Kerry Hill Architects, September 2019*



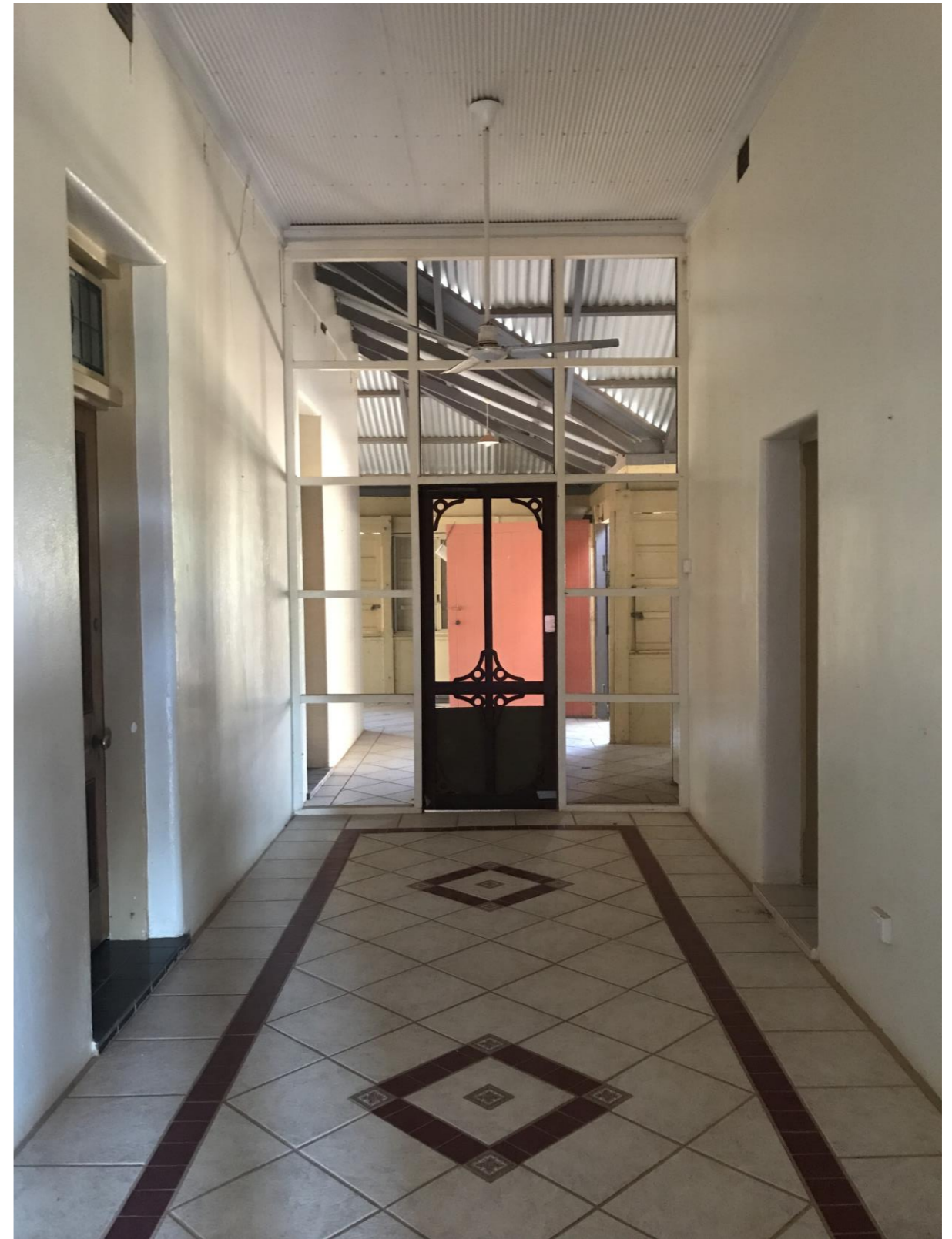
Photograph 5 Steel channels fixed to existing timber posts. Note corrosion to base of the steel and deterioration of the floorboard ends. *Kerry Hill Architects, September 2019*



Photograph 6 Outdoor area to southern side of the former quarters. *Kerry Hill Architects, September 2019*



Photograph 7 Detail of concrete screed on verandah timbers. *Kerry Hill Architects, September 2019*



Photograph 8 Typical breezeway. Timber floors have been screeded and tiled, walls have been rendered. *Kerry Hill Architects, September 2019*



Photograph 8 Typical enclosed verandah. The entire roof was replaced after the loss of the roof in a cyclone. The replacement is steel framed and set a higher level than the original. *Kerry Hill Architects, September 2019*



Photograph 9 Fireplaces to original living spaces have been modified to provide kitchen facilities (pictured) and robes. The remnants of the removed walls and hearth remain in the floor. *Kerry Hill Architects, September 2019*



Historic Plans

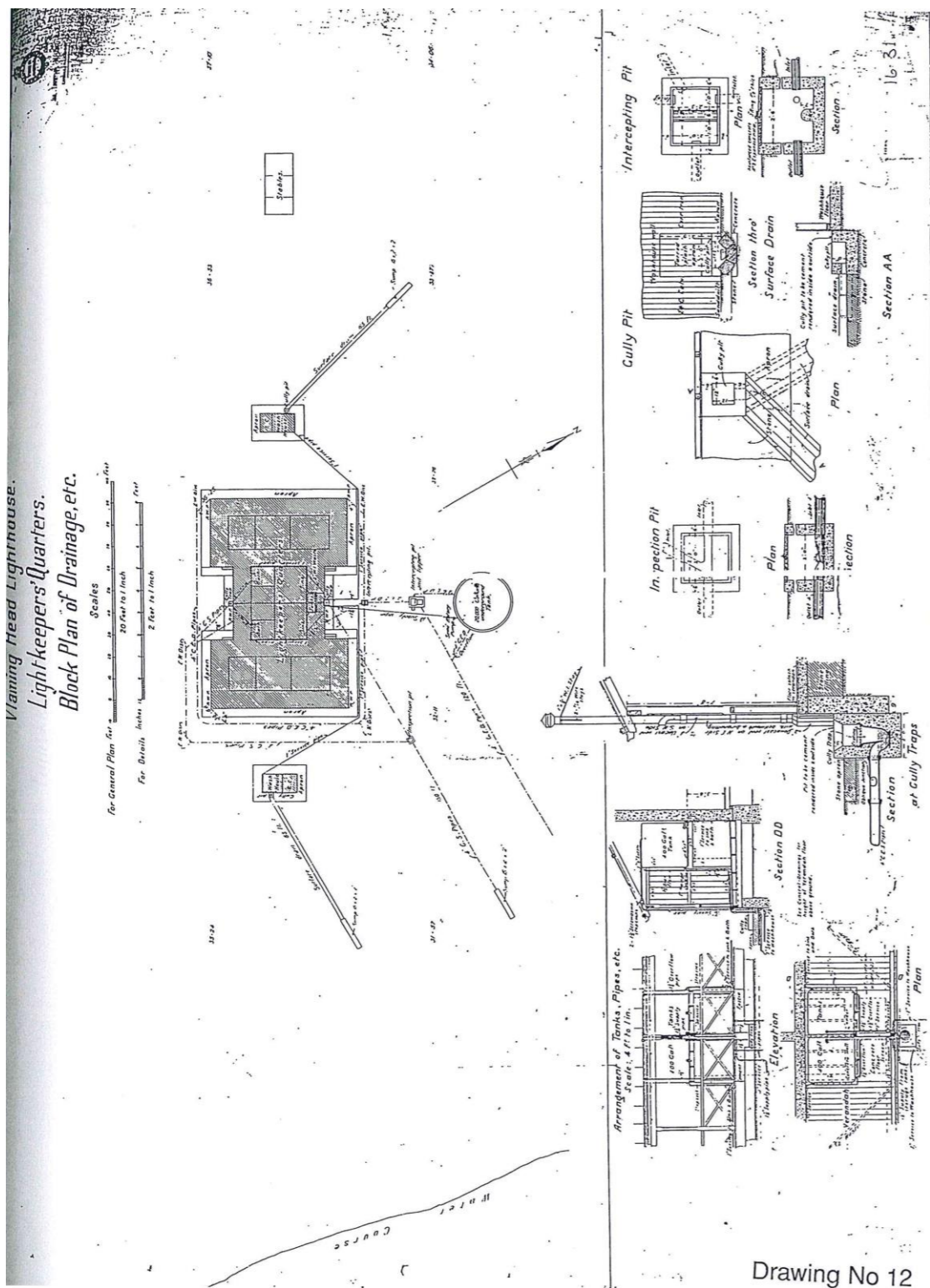


Figure 2 Lightkeepers Quarters Drainage Plan, Keen C, Conservation Plan

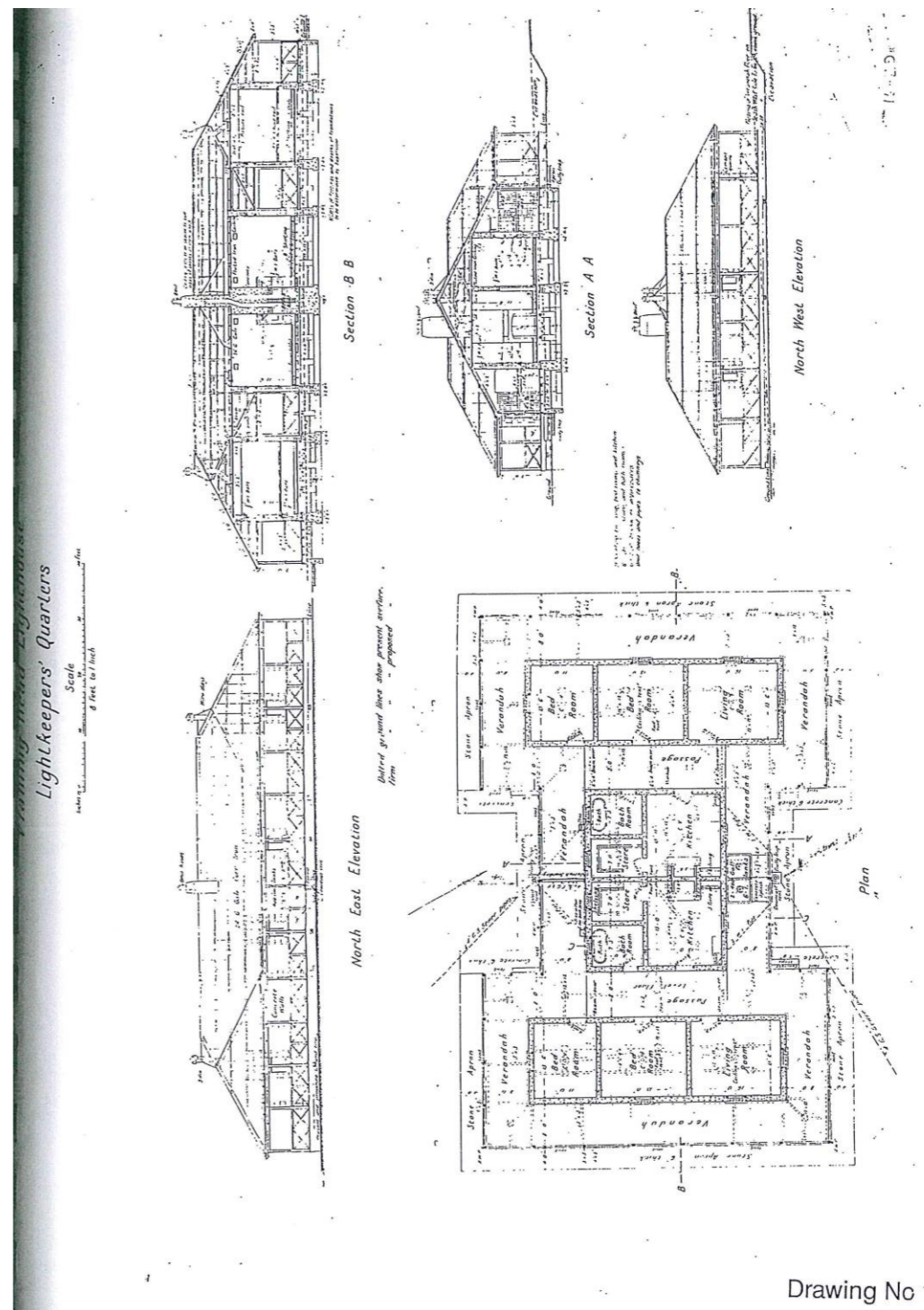


Figure 3 Lightkeepers Quarters Elevations & Floor Plan, Keen C, Conservation Plan

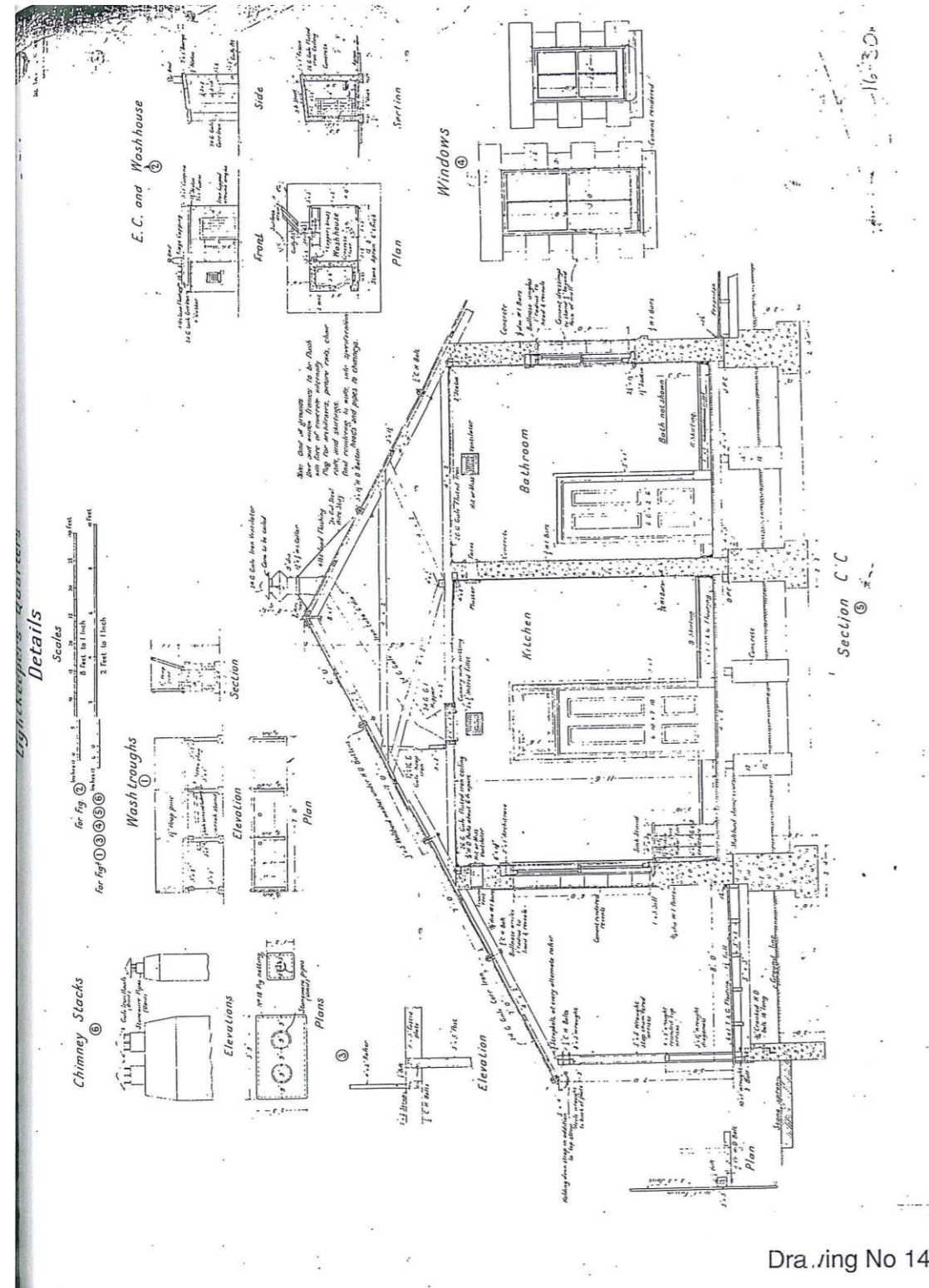


Figure 4 Lightkeepers Quarters Details & Section, Keen C, Conservation Plan

References

Heritage Council of Western Australia; Register document for *Vlaming (sic) Head Lighthouse Group* (Heritage Place number 00837).

Conservation Plan, Vlaming (sic) Head Lighthouse, Exmouth, prepared by KTA Partnership for the Department of Administrative Services in 1992.

Exmouth 31 Radar Station Conservation Plan, prepared by Wood Fiocco and Associates in 1995.

Conservation works report, *Vlaming (sic) Head Lighthouse and Store, Exmouth Final Report* prepared by Palassis Architects for the Heritage Council in 2001.

Drawings

- A 0001-5 SITE PLANS
- A 1001-9 GENERAL ARRANGEMENT PLANS, TYPICAL SECTIONS & ELEVATIONS
- A 2001 SITE SECTIONS
- A3001-2 SITE ELEVATIONS

