

FORMER
SUTTON'S BEACH BATHING PAVILION
REDCLIFFE

CULTURAL HERITAGE IMPACT ASSESSMENT REPORT



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Prepared by
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for
MORETON BAY REGIONAL COUNCIL

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Personal Information

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1 INTRODUCTION

This report addresses heritage conservation issues related to proposed development on a site at Sutton's Beach Park, 50 Marine Parade, Redcliffe (forming part of Lot 1 on RP 30381) which is currently listed in the Moreton Bay Regional Council's planning scheme as a local heritage place¹. It is intended that this report forms part of an application to develop which is assessable against the planning scheme's Recreation and Open Space Zone Code.

This report considers the cultural heritage significance of the heritage place together with the nature of the proposed development, in assessing the impact of the proposed development on the cultural heritage significance of the heritage place.

Where reference is made throughout this report to "the proposal", it shall mean the scheme of design shown on the Mode Design drawings for Project "Sutton's Beach Pavilion Redevelopment" forming part of the development application.

This report has been prepared in accordance with the principles set out in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013* and the *Practice Notes to the Burra Charter*.

A locality plan is shown at **figure 1**.



Figure 1 Locality Plan

¹ Place ID No.88 in Schedule 1 of the Heritage and Landscape Character Planning Scheme Policy and shown on Heritage and Landscape Character Overlay Map No.61



2 HISTORICAL AND EXISTING CONDITIONS

2.1 Historical overview

2.1.1 The original pavilion

The original pavilion and kiosk was built in 1937. In March, 1937, the Redcliffe Town Council was granted a Treasury loan of £2,500 (\$5,000) for the construction of bathing pavilions. Four were planned, at Sutton's Beach, Margate, Woody Point and the Redcliffe Pier, and designed by architect, **Personal Information** had worked for the Railway Department and had recently entered private practice with **Personal Information** in Queen Street, Brisbane. Tenders were called for four brick bathing pavilions in June 1937 and the tender of **Personal Information** was accepted in July. Unlike the other three pavilions, the building at Sutton's Beach was two storeys and comprised a kiosk, dressing rooms, lockers, lavatories and showers which boasted running fresh water. Tenders were called for lessees for the pavilion and **Personal Information** was successful in 1942. During World War 2, the pavilion hosted Saturday night dances for servicemen who travelled from Sandgate. In the 1960s, the pavilion hosted the Courier Mail Sun Girl Contest finals as well as the Courier Mail Fashion Competition.²

The pavilion throughout this period is shown at **figure 2 – 12**.

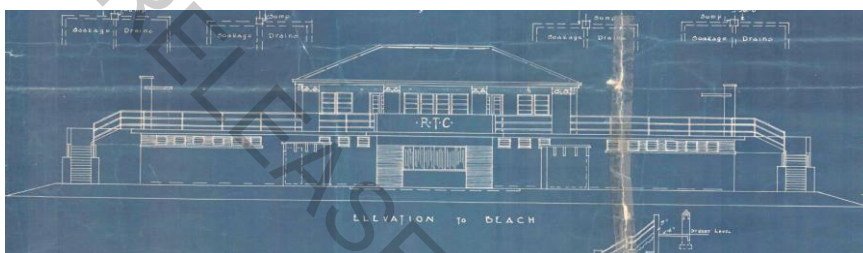


Figure 2 Original elevation to the beach, 1937
Source: MBRC Library

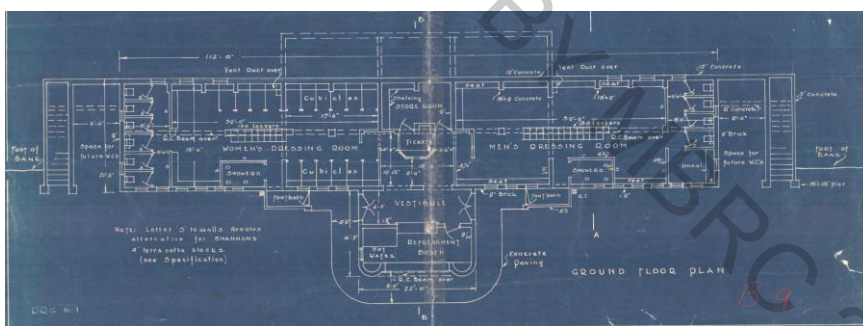


Figure 3 Original ground floor plan, 1937
Source: MBRC Library

² **Personal Information** Historian (2002) Redcliffe City Council Cultural Heritage Survey vol.2 p.38



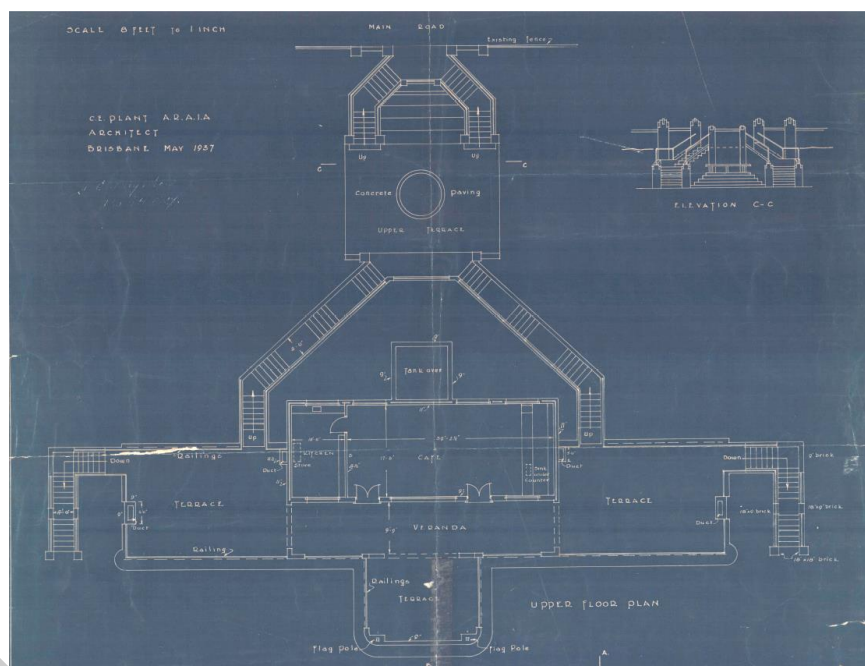


Figure 4 Original upper floor plan – including stairs to Marine Parade, 1937
Source: MBRC Library

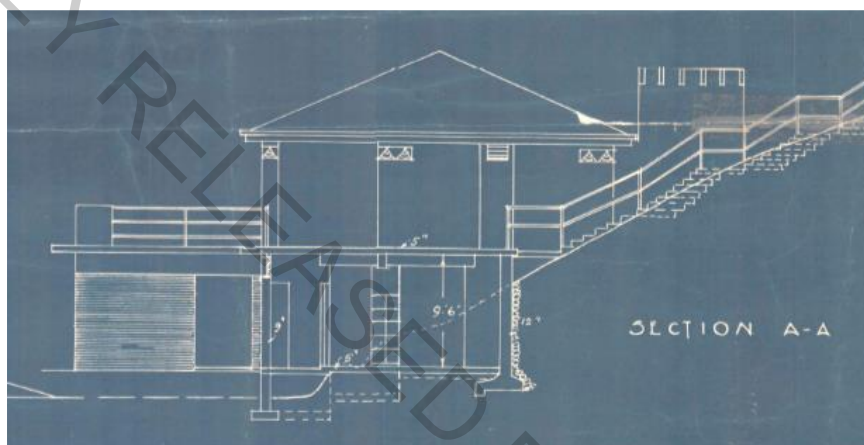


Figure 5 Original cross section, 1937
Source: MBRC Library



Figure 6 Original north end elevation, 1937
Source: MBRC Library





Figure 7 *Sutton's Beach Bathing Pavilion in 1937*
Source: MBRC File # 100/100164



Figure 8 *Sutton's Beach Bathing Pavilion and stairs to Marine Parade in 1938*
Source: MBRC File # 101/101001



Figure 9 *Stairs to Marine Parade, n.d.*
Source: MBRC File # 101/101569



Figure 10 *Sutton's Beach sign and entrance to the stairs from Marine Parade, n.d.*
Source: Fryer Library





Figure 11 Sutton's Beach ca 1950 – pavilion seen in the distance on the right (circled in red)
Source: MBRC File # 001/001616



Figure 12 Sutton's Beach Bathing Pavilion ca 1950
Source: MBRC File # 000/000205

2.1.2 The Redcliffe Museum

The Redcliffe Museum was established in the building in 1975 and operated until ca 1999 as shown at **figure 13**. An article from 16 May 1991 in the Peninsula Post quoted ^{Personal Information} Historical Society Secretary, as saying that the pavilion was becoming increasingly unsuitable for the museum due to its inadequate size and environmental conditions. A new museum was eventually built and opened at Anzac Avenue in August 2000.³ For conversion to a museum, the entire original ground floor plan was altered and the original kiosk, change rooms and toilets were removed. From 1975, the building ceased to operate as a bathing pavilion.

³ Converge Heritage + Community (2020) *Former Sutton's Beach Bathing Pavilion Conservation Management Plan* p.13





Figure 13 Redcliffe Museum at the pavilion, n.d. Note the removal and enclosure of the original ground floor kiosk, change rooms and toilets.
Source: MBRC Library

2.1.3 Conversion to a restaurant

After the museum moved out, the building was extensively renovated and modified again, this time for use as a restaurant and takeaway shop known as 'Sam's on Sutton's', which opened in 2000. A gazebo, which was built in the style of a late 19th century rotunda, was built in front of the former bathing pavilion in 1998.⁴ Refer figures 14 – 17.



Figure 14 The former Sutton's Beach Bathing Pavilion ca 2002
Source: MBRC File # 002/002180

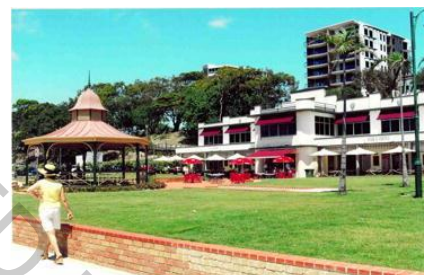


Figure 15 Sam's on Sutton's ca 2002
Source: MBRC File # 001/001748



Figure 16 Sam's on Sutton's ca 2002 viewed from the south
Source: MBRC File # 001/001747



Figure 17 Sam's on Sutton's ca 2002 viewed from the east
Source: MBRC File # 001/001747

⁴ *ibid.* p.14



Sam's on Sutton's went into receivership in 2005. In 2006, the Council released a request for tender of the lease of the pavilion and the adjacent function centre (built in the early 2000s). The request for tender included existing plans of the building and outlined the potential for the addition of new upper floor terraces which were subsequently built in the current expanded format. Other changes since 2006 include the extension and enclosure of the 2002 outdoor eating area (not part of the original building) and extensive internal renovations. In 2017, new management took over the restaurant and it was renamed 'Sutton's Beach Pavilion' in recognition of the building's history.⁵

The early 2000s renovations further extensively altered the former bathing pavilion by enclosing the original front and side terraces on the upper floor; replacing the original hip roof with a new larger flat roof behind new parapets; and further extending and enclosing the ground floor beach frontage. This new work (including the pseudo-Art Deco façade motifs and horizontal banding) was built in rendered "blue board" flat sheeting and polyurethane mouldings.

2.2 The existing building

The *former Sutton's Beach Bathing Pavilion* is a two-storey structure with reinforced concrete floors and a combination of original rendered masonry and modern framed-and-sheeted walls. The roof was originally a Super-6 corrugated asbestos cement hip roof but is now a larger modern metal deck roof concealed by new parapets on three sides. Original timber door and window joinery has been replaced by modern aluminium-framed assemblies in different fenestration patterns to the original building. The original ground floor ticket booth, kiosk, toilets and change areas no longer survive and have been replaced by modern commercial kitchen and restaurant facilities operating on an expanded floor plan with the original ground floor area now containing largely kitchen and back-of-house service areas. The original upper floor café and open front & side terraces have been removed and enclosed to form the current food service and bar/dining areas. The existing open terraces were constructed in the early 2000s and now project beyond the original front building line. These are enclosed underneath for additional dining space. No original internal fittings and finishes appear to survive.

The current "Art Moderne" or "Art Deco" building style is the product of the early 2000s alterations and additions which further extensively, unsympathetically and irreversibly altered the already substantially altered original building. These early 2000s alterations significantly distort the former bathing pavilion by overtly replicating period detailing (such as chevron façade motifs, curved plan forms and continuous horizontal bands) and misrepresenting the current building as being from the inter-War period. In fact, the current "blue board" cladding and applied polyurethane decorative motifs are no more than a modern fake.

⁵ *ibid.* p.15



Some remnant original fabric survives such as:

- most of the western (rear) external wall on both levels (albeit that the south-western upper floor wall is now concealed within later additions) (**figure 27**)
- remnant sections of ground floor walls to the original change rooms and kiosk (albeit that the original curved face brick kiosk front walls are now rendered and painted) (**figure 20**)
- two remnant upper floor wall sections with some original plaster decoration (**figure 30**)
- likely original concrete floors to the extent of the original building (albeit that sections of the suspended upper floor are in poor condition) (**figure 34**).

The most intact original element of the *former Sutton's Beach Bathing Pavilion* is the large set of external concrete stairs which run down from Marine Parade and wrap around the rear and south side of the building. The original lower north side stairs have been removed.

The building sits at the base of a steep vegetated cliff with a panoramic outlook over Sutton's Beach and further east over Moreton Bay. The shoreline is currently developed with carparking and beach shelter structures and features the typical seaside row of Norfolk pine trees.

Photographs of existing conditions are shown generally at **figures 18 – 34** and diagrammatic floor plans showing the original and later building extents are set out at **figures 35 – 36**.



Figure 18 General view from south-east. Compare to the original bathing pavilion at **figure 7**.





Figure 19 General view from north-east



Figure 20 General view from east



Figure 21 Rotunda, carpark and Norfolk pine tree looking south-west towards building





Figure 22 Sutton's Beach foreshore looking south



Figure 23 View from Marine Parade stairs looking east



Figure 24 Marine Parade stairs looking west





Figure 25 Top of Marine Parade stairs looking east. The existing portal frame is a later modification.



Figure 26 General view of modern roof and early 2000s extensions

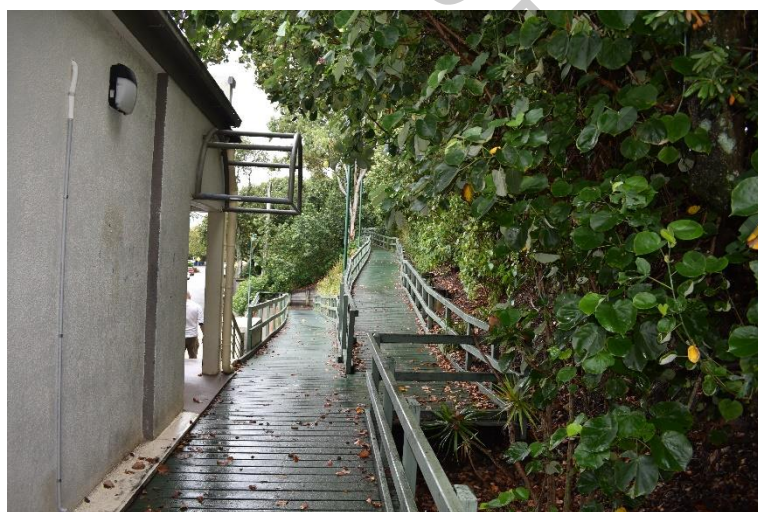


Figure 27 South-west corner showing modern extended rear wall and modern timber ramp





Figure 28 North-west corner showing remnant original rear wall and stairs to Marine Parade. The stainless steel shaft is the kitchen exhaust from the ground floor below.



Figure 29 Upper floor north-eastern terrace constructed in early 2000s. The wall on the left is an early 2000s wall which now encloses the original open northern terrace.

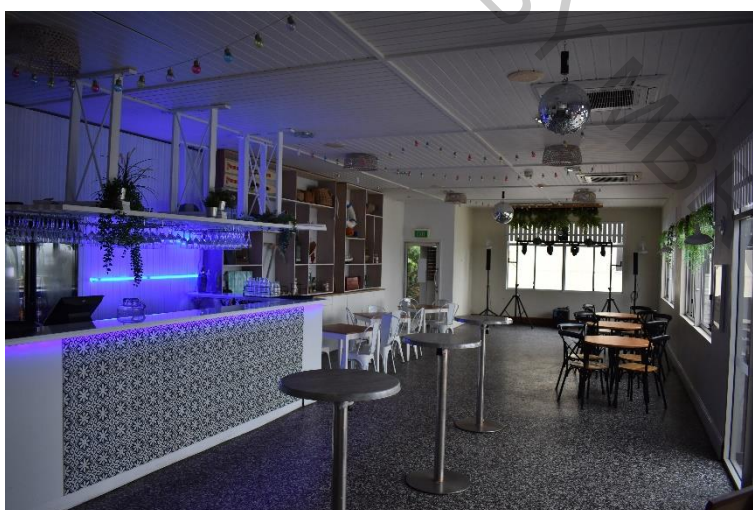


Figure 30 Upper floor looking north. This was the original open north terrace with the original café area (now replaced by toilets and bar) on the left.





Figure 31 View from the original upper floor front terrace (enclosed in early 2000s) looking towards the original upper floor southern terrace (also enclosed in early 2000s). The rendered pier is remnant original fabric.



Figure 32 Ground floor looking south. The original toilets and change rooms were on the right and were removed in the 1970s for the museum. The dining space was added in the early 2000s.





Figure 33 Ground floor. The original rear wall is on the right. This was the original toilets and change rooms which were removed in the 1970s and converted to a commercial kitchen in the early 2000s.



Figure 34 Ground floor south-west corner showing salt-affected concrete floor structure



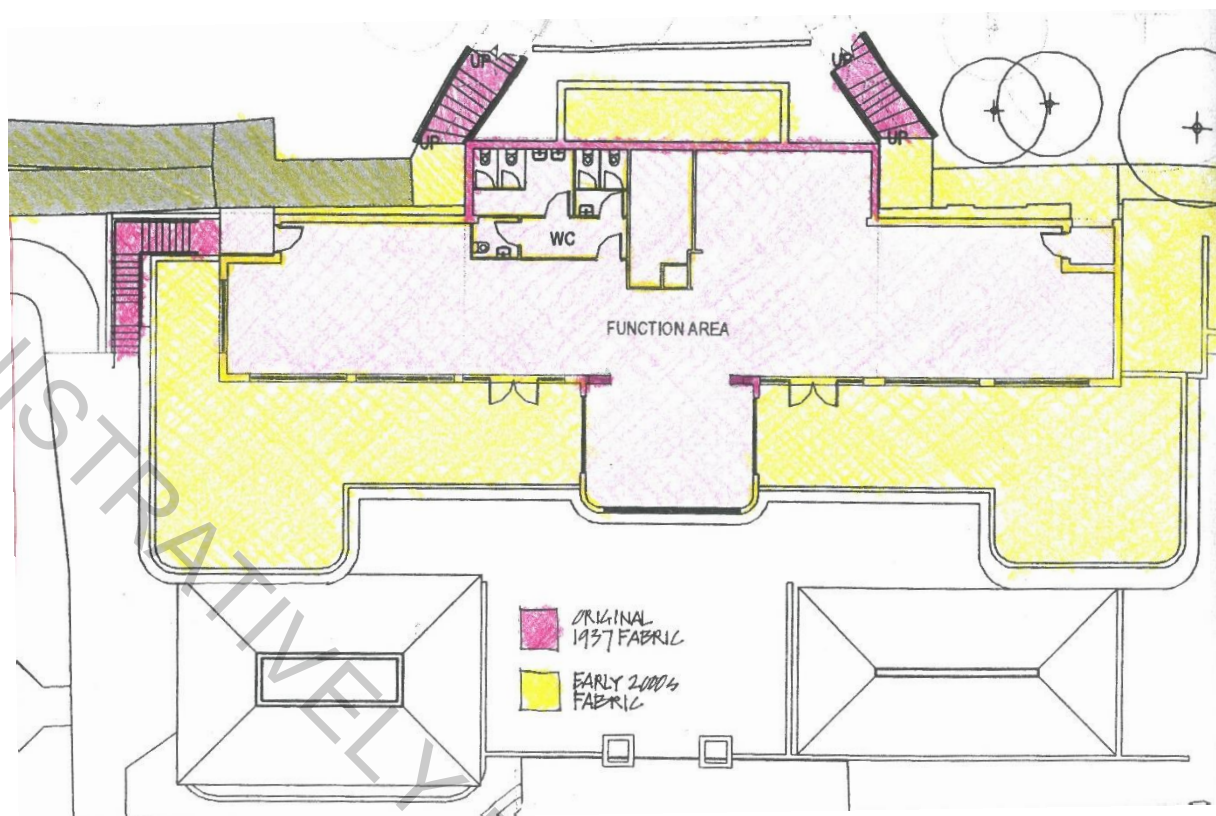


Figure 35 Diagrammatic ground floor plan showing extent of original fabric

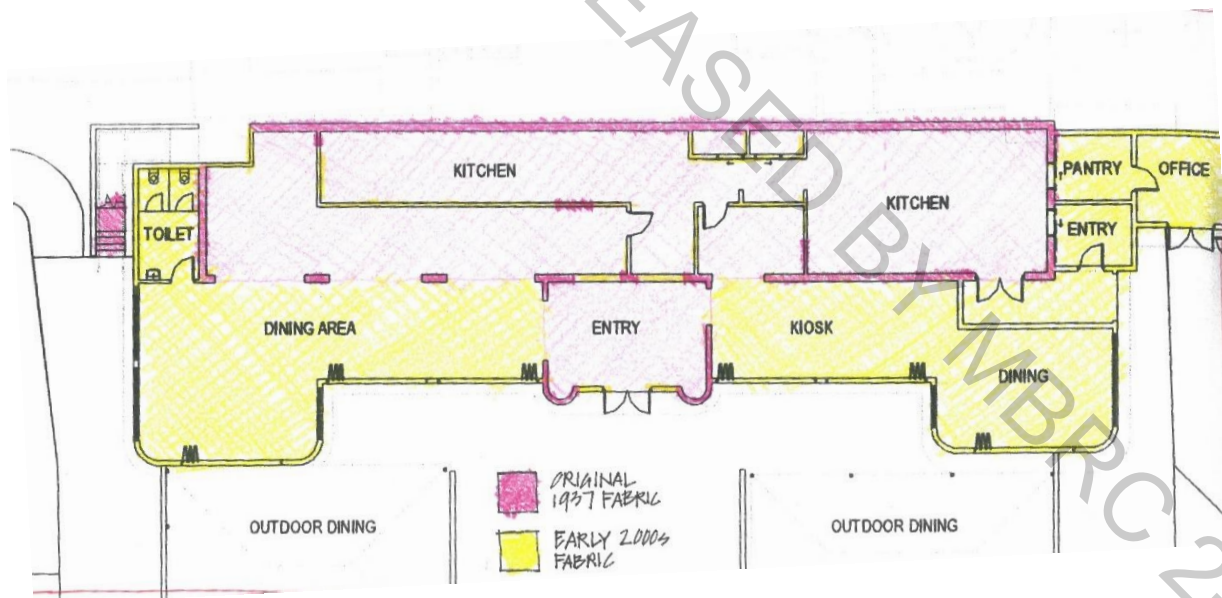


Figure 36 Diagrammatic upper floor plan showing extent of original fabric



3 CULTURAL HERITAGE SIGNIFICANCE

3.1 Assessing significance

The term *cultural significance* as it is used in this report deals essentially with identifying what is important about the *former Sutton's Beach Bathing Pavilion* and why it is important. As defined in the Queensland Heritage Act 1992 (**the Heritage Act**), the "*cultural heritage significance*", of a place or feature of a place, means its aesthetic, architectural, historical, scientific, social or other significance, to the present generation or past or future generations. The terms *cultural significance* and *cultural heritage significance* are synonymous. The assessment of significance is done objectively and by drawing on a considerable amount of factual data. Comparisons are often relevant in order to place the building in its context and a thorough knowledge of the history and condition of the place is essential.

Assessing cultural heritage significance against set criteria is a widely recognised method of achieving consistent, rational and unbiased assessments. In assessing the cultural heritage significance of a local heritage place for this report, s.173(2) of the Heritage Act allows for the Department of Environment & Science (**DES**) to provide guidance to local governments about identifying local heritage places and DES's 2020 *Guideline: Identifying and assessing places of local cultural heritage significance in Queensland* (**the assessment guideline**) sets out that a place may be eligible for entry in a local heritage register or in a planning scheme, if it satisfies one or more of the following criteria:

1. **Historical significance**
The place makes a significant contribution to our understanding of local history.
2. **Scientific significance**
The place has potential to yield information that may make a significant contribution to our understanding of local history.
3. **Typological: aesthetic, architectural, historical or other significance**
The place demonstrates the key characteristics of a type or class of place that makes a significant contribution to our understanding of local history.
4. **Aesthetic significance**
The place has aesthetic qualities that contribute to its cultural heritage significance.
5. **Social and spiritual significance**
The place has a strong or special association with a local community of local cultural group, for social, cultural or spiritual reasons.



3.2 Contended significance

The heritage citation for the *former Sutton's Beach Bathing Pavilion* in the 2002 Redcliffe City Cultural Heritage Study and the Statement of Significance in Schedule 1 of the Heritage and Landscape Character Planning Scheme Policy both contend that the place has sufficient cultural heritage significance to satisfy one of the **section 3.1** assessment criteria at a local threshold of significance as set out below:

Statement of significance

The former Sutton's Beach Bathing Pavilion is significant as evidence of the development and upgrading of the foreshore in the 1930s.

This statement addresses the **historical** assessment criterion set out in **section 3.1** above which is discussed in more detail in **section 3.3** below. No other criteria (ie. scientific; typological; aesthetic; or social & spiritual) are contended to apply to the place, with which this report concurs.

3.3 Discussion of significance

Criterion 1 Historical significance:

The place makes a significant contribution to our understanding of local history.

(a) This criterion deals with historical significance and is taken to mean *relating to or concerned with history or past events* and relates to events which make up history. To be of historical significance, a place should make a significant contribution to our understanding of the history of the Moreton Bay region.

(b) With respect to the erection of a building, it should be more than merely part of the continuum of the region's historical development. It should be associated with some aspect that was important in Moreton Bay region's history. The development of a place should be more than a matter of interest. It should be a matter of historical importance.

(c) According to the assessment guideline, a place may satisfy this criterion if it:

- is associated with an event, phase, movement, activity, way of life, custom, process, function or land use that has made a notable or influential contribution to local history
- exemplifies a way of life, custom, process, function or land use that once was common but is now rare or uncommon or that has always been uncommon
- shows creative or technical achievement at a particular period in local history
- has a special association with a person, group of people or organisation who or which has made a notable or influential contribution to local history.⁶

⁶ Guideline: *Identifying and assessing places of local cultural heritage significance in Queensland* Qld Department of Environment and Science Version 1.00, April 2020, p.5



(d) Whilst it could be argued that every building of every phase of development contributes to some degree to our understanding of the region's history, it is clearly not appropriate to enter every place in the local heritage register. What is important is that those places which make a *significant* contribution to our understanding of the region's history or which have played a *significant* part in the region's history are identified and properly conserved. Importantly, such associations should be clearly evident and should be expressed in the fabric of the place.

(e) It is contended in the statement of significance that the building provides *significant evidence* of 1930s foreshore development. Based on the fabric analysis in **section 2.2**, it is clear that the building has been substantially, unsympathetically and irreversibly altered over time and that only quite small parts of the building fabric are original, such that it no longer provides any meaningful evidence, let alone any significant evidence. Whilst it is fair to acknowledge that alterations and additions to a building do not necessarily diminish the cultural heritage significance of a place, each place needs to be assessed on its own merits. In this particular instance, the magnitude of recent (particularly post-2000) changes has significantly changed the 1930s scale, form, character and detail of the original bathing pavilion to a point where it no longer sufficiently expresses those qualities of a 1930s building. Whilst the original pavilion floor plate remains relatively intact, it is now permanently engulfed by the larger early 2000s building such that the overall integrity of the building is so poor that it significantly diminishes the place's capability of reaching a local threshold of cultural heritage significance.⁷

(f) The only element of the original 1930s bathing pavilion that remains reasonably intact is the Marine Parade stairs, although even this element has been altered over time by some removal and reconfiguration of the lower stairs.

(h) Based on the above discussion, it is concluded that the place now retains only some remnant original elements and is, overall, a highly altered building with poor integrity. The building now expresses as a fake 21st century replica unrelated to its historical origins as part of 1930s foreshore development and upgrading. The building is no longer able to sufficiently express its historical association with Redcliffe's 1930s foreshore development and upgrading regardless of the fact that this was an important phase of Redcliffe's development. The particular way that the bathing pavilion was designed to function to serve the needs of bathers in the 1930s is no longer evident and has not existed in important ways since the 1970s. The building was once a highly competent design of its era but the building's original creative features no longer exist. The building does not have a special association with any person or group of historical significance in the region's local history. Consequently, it is reasonable to conclude that, whilst the original bathing pavilion once engendered historical significance, what remains of that building is not of sufficient historical significance to satisfy criterion 1.

⁷ Integrity and intactness are synonymous and relate to the closeness of a place to its original condition.



3.4 Statement of significance

Given further consideration based on existing historical research, further physical investigation and the discussion of significance in **section 3.3** above, it is concluded that the *former Sutton's Beach Bathing Pavilion* generally has insufficient cultural heritage significance to satisfy the Council's heritage assessment criteria and has no particular heritage values that need to be conserved other than the Marine Parade stairs.

For the purpose of this application, the following revised statement of significance is adopted:

Statement of significance

The Marine Parade stairs to Sutton's Beach are significant as evidence of the development and upgrading of the foreshore in the 1930s.

3.5 Relative significance of elements

The statement of significance in **section 3.4** sets out in broad terms the nature and level of the significance of the *former Sutton's Beach Bathing Pavilion*. Implicit in this statement is the notion that cultural significance is embodied in the physical fabric and setting of the place. Different elements of the place's fabric and setting, however, vary in their relative significance.

The levels of significance adopted in this assessment are defined below. The terms *fabric, setting, maintenance, restoration, reconstruction, adaptation, cultural significance* and *compatible* are as defined in the Burra Charter.

A – Exceptional significance

Elements that form a remarkable, rare or unusual part of the place. Elements considered essential to the understanding, appreciation or cultural value of the place. Elements that must be retained and rigorously-conserved (e.g. maintained, preserved, restored or reconstructed). Elements where intervention would not normally be permitted.

B - Considerable significance

Elements considered important to the understanding, appreciation or cultural value of the place but which could possibly be intervened with in a sensitive, controlled and limited manner. Elements that should be retained and appropriately conserved (e.g. maintained, restored, reconstructed, adapted).

C - Some significance

Elements considered useful, but not essential, to the understanding, appreciation or cultural value of the place but for which sensitive intervention would be acceptable. Elements that are desirable to be retained and appropriately conserved.



D - Little or no significance

Elements where intervention and/or new work is appropriate provided that no nearby areas of higher cultural significance are compromised. Elements that need not be retained.

E - Intrusive element

Elements that should be removed and original form reconstructed or new compatible adaptation made.

The grading of relative significance set out in **table 1** below provides a greater depth of understanding and will assist in the proper heritage impact assessment of the proposal.

EXTERNAL ELEMENTS						
Overall building form				D		
1937 building remnants	- masonry walls generally			D		
	- curved front walls to original kiosk			D		
Early 2000s fabric	- generally			D		
	- fake Art Deco decoration and horizontal banding				E	
	- outdoor dining areas			D		
	- gazebo, paving & carpark			D		
	- adjoining function centre (Pavilion 2)			D		
	- extended concrete floors			D		
	- walls (including aluminium joinery)			D		
	- metal deck roof			D		
	- exposed plant and building services				E	
Marine Parade stairs	- original 1937 Marine Parade portal		B			
	- post-2000 portal modifications			D		
	- original 1937 stairs generally			C		
	- post-2000 stairs, landings & ramps			D		
INTERNAL ELEMENTS						
1937 building remnants	- concrete floors			D		
	- masonry walls generally			D		
	- rendered piers to upper floor (figure 30)			D		
Early 2000s fabric	- generally			D		
	- modern kitchen, bar & bathroom fitouts			D		
	- modern wall & ceiling linings			D		
	- modern floor coverings			D		
	- exposed building services				E	

Table 1 Relative significance of elements

4 PROPOSED DEVELOPMENT

The proposed development is generally shown on the proposal drawings and involves demolition of the existing building (Pavilion 1), the adjoining modern building (Pavilion 2), the gazebo and external paving; and construction of a new amenities building, new stage and Marine Parade stair extensions.



5 ASSESSMENT OF IMPACT AGAINST CODE

With respect to performance outcome PO88 of the Recreation and Open Space Zone Code, this performance outcome is fundamentally intended to regulate sympathetic alterations and additions to an existing and retained heritage building and is not generally relevant to the current application, since there will be no remaining building for new development to respond to. Therefore, PO88 (c), (d) & (e) are not considered applicable. To the extent that the only cultural heritage value present on the site is the Marine Parade stairs, the proposal will retain the stairs and enhance the existing stair geometry, such that the proposal will not diminish or cause irreversible damage to the stairs in satisfaction of PO88(a). To the extent that public access will remain generally available in and around the new amenities building, as well as to the Marine Parade stairs, the proposal also satisfies PO88(f).

With respect to performance outcome PO89 of the Recreation and Open Space Zone Code, PO89 (c) & (d) are not generally relevant to the current application, since the proposed demolition is not for the purpose of repair and does not follow a catastrophic event. The vast majority of the proposed demolition involves extensions and alterations that are not part of the original structure in substantial, but not complete, satisfaction of PO89(b). To the limited extent that demolition involves remnants of the original structure, these remnants are assessed as being of LITTLE or NO cultural heritage significance such that their demolition will have negligible detrimental heritage impact on the overall heritage place. To the limited extent that the proposal may not entirely satisfy PO89(b), the proposal will protect and preserve the relevant cultural values of the place (viz. the retention of the Marine Parade stairs) in satisfaction of overall outcome 3(l)(vi). The building's structural condition in relation to satisfaction of PO89(a) is a matter for structural engineering advice and is outside of the scope of this report.

6 HERITAGE IMPACT STATEMENT

Based on the above assessment, it is concluded that the proposed development (including demolition of the existing buildings) will not result in the loss of any particular heritage values since, on further assessment, the buildings have insufficient cultural heritage significance to warrant retention, except for the associated Marine Parade stairs which are proposed to be retained.

As the former bathing pavilion has insufficient cultural heritage significance to satisfy any of the Council's heritage assessment criteria, it is recommended that the Council modifies Schedule 1 of the Heritage and Landscape Character Planning Scheme Policy to incorporate the revised statement of significance set out above.

Schedule 4/4/6 - Personal Information

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