

## STATEMENT OF HERITAGE IMPACT

10-28 Lawrence Street, Freshwater

Issue B, November 2024



**ACKNOWLEDGEMENT OF COUNTRY**

GBA Heritage acknowledges the Traditional Custodians of the land on and about which this report was written, and pay our respects to Elders past and present.

**AUTHORSHIP**

This report has been prepared by Dov Midalia, Associate Director, and reviewed by Graham Brooks, Director, of GBA Heritage. Unless otherwise noted, all photographs and drawings in this report are by GBA Heritage.

**LIMITATIONS**

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric. This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations. Archaeological and Aboriginal assessment of the subject site is outside the scope of this report.

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10-28 LAWRENCE STREET, FRESHWATER			
ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Preliminary draft for information	31/10/24	DM
B	Issued for submission	29/11/24	DM

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# 1.0

## HERITAGE CONTEXT

### 1.1 REPORT OVERVIEW

This report has been prepared to accompany a development application for proposed redevelopment of the properties at 10-28 Lawrence Street, Freshwater.

It assesses the heritage impact of the proposed development, designed by CHROFI Architects, and concludes that the proposal will have an acceptable heritage impact.

### 1.2 SITE IDENTIFICATION

The five subject properties are located on the south side of Lawrence Street between Dowling Street and Albert Street. The properties are described as follows by NSW Land Registry Services:

- 10 Lawrence St: Lot 1, DP 595422
- 16 Lawrence St: Lot 45, DP 974653
- 20 Lawrence St: Lot 1, DP 578401
- 22 Lawrence St: Lot 1, DP 100563
- 28 Lawrence St: Lot 1, DP 900061

These are collectively referred to herein as the subject site.

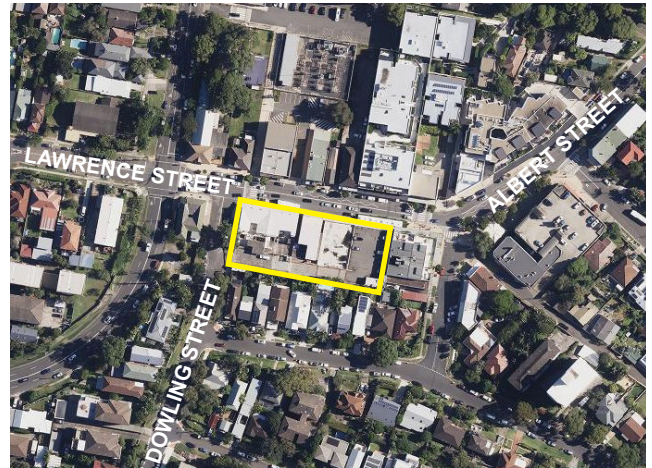
### 1.3 HERITAGE MANAGEMENT FRAMEWORK

No part of the subject site is listed as an item of heritage significance in any statutory instrument. However, the it is in the vicinity of the following two items, listed in Schedule 5 of the *Warringah Local Environmental Plan 2011* (the WLEP):

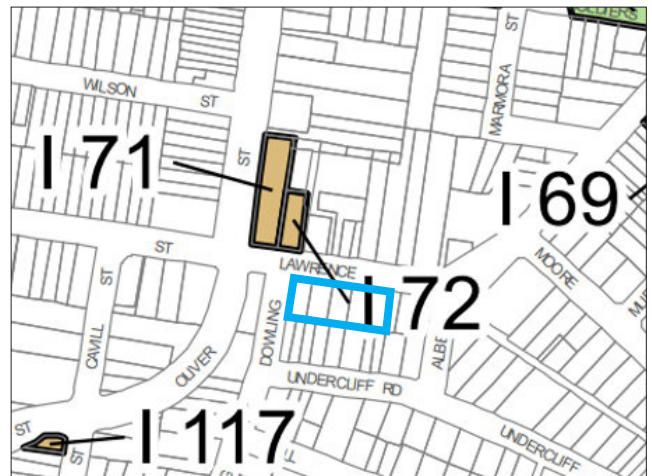
- 'Building known as "Harbord Literary Institute"', Corner Lawrence Street and Oliver Street, item I71 in the WLEP; and
- 'Building known as "Early Childhood Health Centre"', 29 Lawrence Street, item I72 in the WLEP.

### 1.4 SITE CONTEXT

Lawrence Street is a two-lane (plus parking) street that falls gently towards the east. West of Oliver Street it is largely residential; east of Oliver Street it becomes commercial. The section between Dowling and Albert Streets, whose south side is mostly occupied by the subject site, is currently lined with one- and two-storey buildings used as shops, offices and some residential



**Figure 1.1**  
Aerial view of vicinity with subject site outlined in yellow. North is to the top.  
Source: NSW Spatial Services, SIX Maps



**Figure 1.2**  
Extract from heritage map showing heritage items shaded brown and subject site outlined in blue  
Source: WLEP Heritage Map, sheet HER\_010

flats, in a mixture of styles dating from various post-war periods, with the exception of the two heritage items located diagonally opposite the north-western corner of the combined subject site. On the west side of Dowling Street, a three- and four-storey mixed use building with ground-floor shops and upper-floor apartments is under construction.



## 1.5 HISTORICAL OVERVIEW

### 1.5.1 Brief history of the locality

In 1818, 50 acres were granted to Thomas Bruin by Governor Macquarie. The estate became known as Freshwater but remained virtually uninhabited until land sales in the 1880s. A subdivision of the land primarily north of Lawrence Street became known as Harbord after Margaret Cecilia Harbord, wife of the Governor, Lord Carrington. Land in the Queenscliff area, south of Lawrence Street, was sold c.1845-59, with portions acquired by Daniel Jones among others.

From the 1900s, Freshwater was a popular working-men-only camp with female visitors only allowed on Sundays. As working-class families came to the camps and built new dwellings after the First World War, the place's reputation for attracting 'doubtful and riotous characters' on summer weekends became an embarrassment and in 1923 the new Shire of Warringah, with local police support, obtained an official name change, to Harbord.

In 1904 part of Jones's land was subdivided and sold as the Queenscliff Heights Estate, of which Lots 42-46 (and part of 47) make up the subject site (see Fig. 1.5). In 1908 the suburb's name reverted to Freshwater. Development was spurred by arrival of the tramline in 1925 and in the 1930s the construction of non-brick houses was banned. By this time the subject sites on Lawrence Street were occupied by a mixture of small buildings occupied by confectioners, plumbers, real estate agents, bakers, etc.

### 1.5.2 Histories of the heritage items

The histories of the two heritage items in the vicinity are described as follows in the NSW Heritage Inventory.

- 'Building known as "Harbord Literary Institute"', Corner Lawrence Street and Oliver Street, item I71 in the WLEP;

*Building at rear was constructed first. Foundation tablet indicates that it was opened by Hon. A.C.F. James MLA Minister for Education on 13 July 1918. Building on corner would have been built at a later date probably in the 1930's/40's.*

- 'Building known as "Early Childhood Health Centre"', 29 Lawrence Street, item I72 in the WLEP.

*Originally built as the Harbord Fire Station which was opened on 26th January 1925. Tree beside the station building was planted by H.Devenport the first full-time Station Officer. Converted to Baby Health Centre in 1949 - the first established by Council*



Figure 1.4

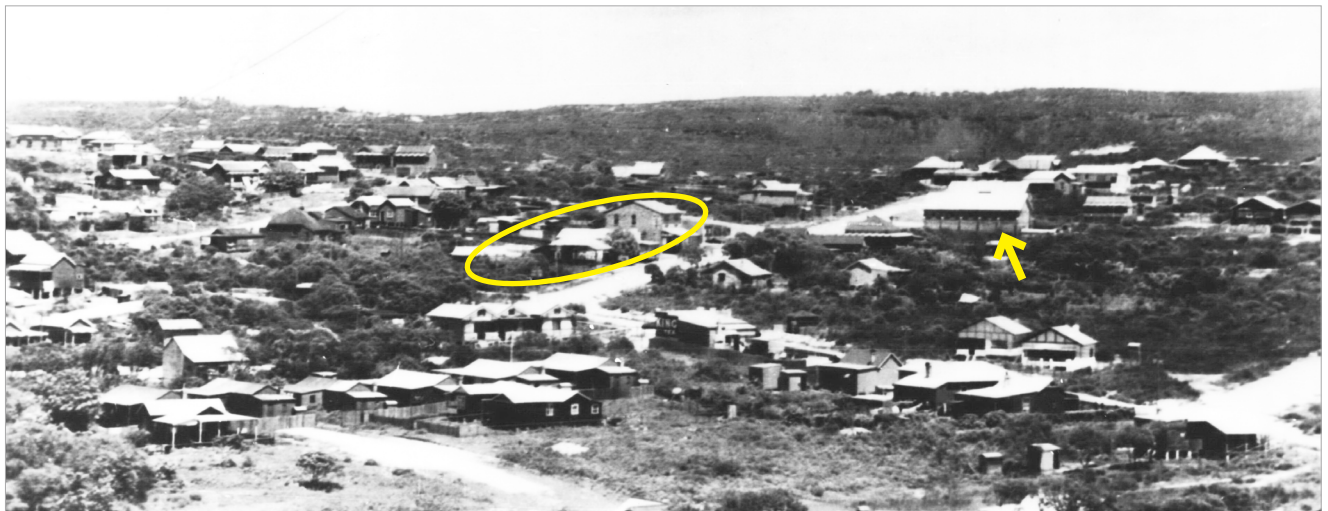
Excerpt from 1886 map of the Harbord Estate North of Lawrence Street) with Daniel Jones's property shaded in green and the location of the subject sites indicated by the ellipse.

Source: Northern Beaches Library Services, item 64786



**Figure 1.5**  
Auction flyer, 1904, with subject site shaded in green.

Source: Northern Beaches Council Library Services, record no. LH010565



**Figure 1.6**  
View of vicinity from north-east, c.1920, with location of subject sites indicated by ellipse (with what may be the original building at 20 Lawrence Street visible) and original Harbord Literary Institute building indicated by arrow.

Source: Northern Beaches Council Library Services, record no. 40061



**Figure 1.7**  
Aerial view, 1943, showing subject sites outlined in yellow and heritage items indicated by white ellipse.

Source: NSW Spatial Services, SIX Maps





## 1.6 PHYSICAL ANALYSIS

### 1.6.1 Description of subject site

The subject site is occupied by the following buildings.

#### No. 10 Lawrence St

A single storey contemporary building with rooftop parking, housing two restaurants and a clothing store, with cafe seating and umbrellas along the footpath.

#### No. 16 Lawrence St

A simple single storey contemporary building with a flat roof, housing a cafe, a hairdresser and a fish shop.

#### No. 20 Lawrence St

A two storey altered Inter-War building with a pitched metal roof and box awning occupied by a homewares shop and canine boutique below, with the above floor possibly in residential use.

**Figure 1.8**

Top: View west along Lawrence Street with subject site at left  
Centre: View east along Lawrence Street with subject site at right  
Bottom: View east along Lawrence Street with the closest of the heritage items, the 'Building known as "Early Childhood Health Centre"', at left and 28 Lawrence Street at right.

#### Nos. 22-28 Lawrence St

Two renovated c.1960s two-storey flat-roofed buildings, now appearing as a single building, with six shopfronts below and flats above.

\*

Photographs on this and following pages indicate the nature and context of the subject site. (Unless otherwise noted, all photographs by GBA Heritage.)





1.9



1.10



1.11



1.12



1.13



1.14



1.15

- 1.9 Heritage listed Harbord Literary Institute building, corner of Lawrence and Oliver Streets
- 1.10 Heritage listed Early Childhood Health Centre building, 29 Lawrence Street
- 1.11 The two heritage items seen from corner of Lawrence and Dowling Streets
- 1.12 10 Lawrence Street
- 1.13 16 Lawrence Street
- 1.14 20 Lawrence Street
- 1.15 22-28 Lawrence Street



# 2.0

## CULTURAL SIGNIFICANCE

### 2.1 CULTURAL SIGNIFICANCE

Article 1.2 of the *Burra Charter* states:

*Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.<sup>1</sup>*

To ascribe cultural or heritage significance to an item, whether a place, building, object or custom, is to deem it to be valuable to our present and evolving society: something that should be part of future generations' heritage.

Heritage significance may be contained within and demonstrated by: the fabric of an item; its setting and relationship with other items; its recorded historical context; and its importance to certain groups of people. The assessed significance of an item may vary as more is learnt about the past, as its degree of rarity changes or as the value of its relationship to certain people or social values evolves.

Determining cultural significance is at the basis of all planning for places of historic value. A clear understanding of significance permits informed decisions about which items or parts of items should be retained and conserved, enhanced or at least not unduly altered, and thus guides the assessment of proposals for development and change.

The subject site is located within a Heritage Conservation Area (HCA). Its contribution to the significance of the HCA, usually described as Contributory, Neutral or Detracting, is determined by a comparison of the HCA's Statement of Significance with the characteristics of the subject site.

<sup>1</sup> Australia ICOMOS, *The Australia ICOMOS Burra Charter*, 2013

### 2.2 THE SUBJECT SITE

The following brief assessments are based on inspection of the building exteriors and historical imagery only.

#### 10 Lawrence St

Until as recently as 1978, this site was occupied by a smaller, hip-roofed building (see Fig. 2.1). The current utilitarian retail building is not considered to have heritage significance.

#### 16 Lawrence St

Until as recently as 1961, this property was occupied by a smaller building (see Fig. 2.2). The current utilitarian retail building is not considered to have heritage significance.

#### 20 Lawrence St

Although in place at least as early as 1943 (and possibly 1920; see Figs. 1.6, 2.3), the building is a modest structure with little period or architectural detail other than the box awning, and has been significantly altered, with rear extensions under a new roof added by 1961 (see Fig 2.4), the tiled front roof plane (see Fig. 2.5) replaced with metal c.2013 and all windows replaced with aluminium. The building is not considered to have heritage significance.

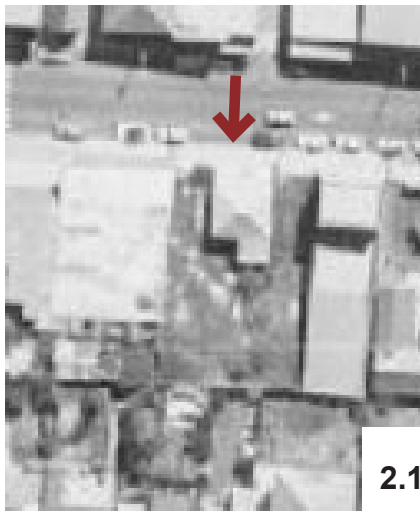
#### 22 Lawrence St

Until as recently as 1961, this property was occupied by a smaller building (see Fig. 2.6). The current building was renovated in 2020, with the face brick front facade rendered and painted, the timber windows replaced with metal and new sunshades added. The building is not considered to have heritage significance.

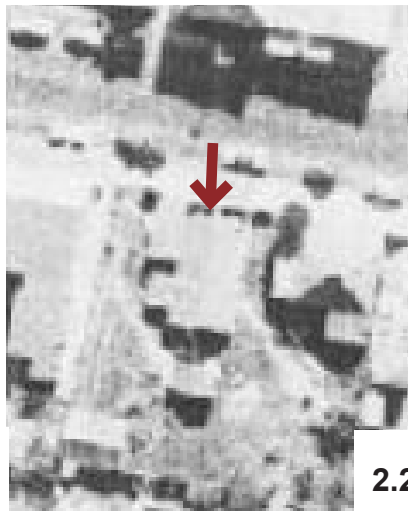
#### 28 Lawrence St

Until as recently as 1951, this property was entirely vacant (see Fig. 2.7). The current building was in place by 1961 and, together with no. 22, was renovated in 2020, with the face brick front facade rendered and painted, the timber windows replaced with metal and new sunshades added. The building is not considered to have heritage significance.

Overall, no building on the subject site is considered to warrant heritage listing or retention.



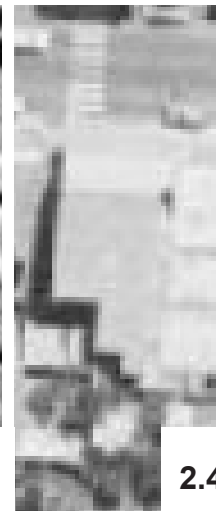
2.1



2.2



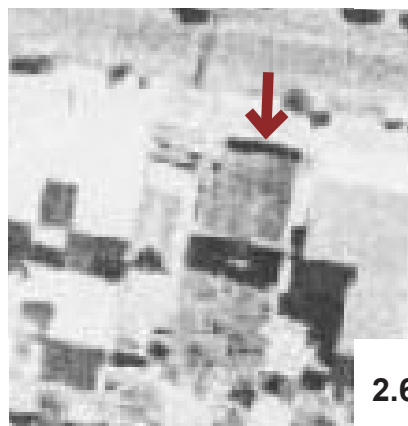
2.3



2.4



2.5



2.6



2.7



2.8

2.1 10 Lawrence St, 1978

2.2 16 Lawrence St, 1962

2.3 20 Lawrence St, 1943

2.4 20 Lawrence St, 1961

2.5 20 Lawrence St, 2009

2.6 22 Lawrence St, 1961

2.7 28 Lawrence St, 1951

2.8 22-28 Lawrence St, 2019

Sources: 2.1-2.4, 2.6-2.7: NSW Spatial Services, Historical Imagery. 2.5, 2.8: Google Streetview

## 2.3 HERITAGE ITEMS IN THE VICINITY

The following Statements of Significance are sourced from the NSW Heritage Inventory.

- 'Building known as "Harbord Literary Institute"', Corner Lawrence Street and Oliver Street, item I71 in the WLEP;
- 'Building known as "Early Childhood Health Centre"', 29 Lawrence Street, item I72 in the WLEP.

*"Harbord Literary Institute" has great social & historical significance for the community, having been part of community life since early 1900's. Historically the buildings indicate the growing need for facilities for the increasing permanent community.*

*A representative example of inter-war fire station architecture displaying high integrity of fabric. Strong social significance as the 1st permanent fire station building in Freshwater & in its continual use for the provision of community services.*



# 3.0

## PROPOSED DEVELOPMENT

### 3.1 THE PROPOSAL

It is proposed to:

- Demolish all buildings on the subject site; and
- Construct a three- and four-storey (plus two and three basements) mixed-use building accommodating retail and residential use.

Amalgamation of the existing lots will be the subject of a separate development application.



**Figure 3.1**  
View of north facade. Note enhanced vertical articulation.  
Source: CHROFI Architects

**Figure 3.2**  
View east along Lawrence Street, with heritage items at left and proposed development at right.  
Source: CHROFI Architects



## 3.2 BACKGROUND

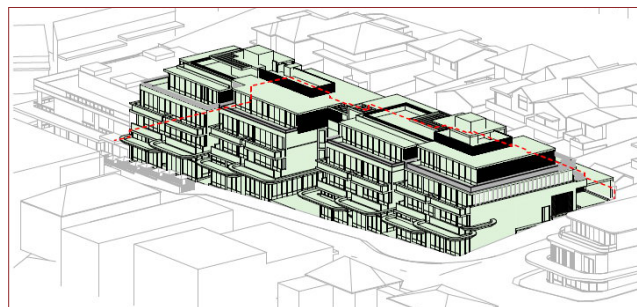
An initial proposal was submitted to Council for pre-lodgement consultation (PLM2024/0064). The Pre-lodgement Meeting Notes of 8 August 2024 drew attention to Section G5 of the WDCP and the Heritage specialist advice included the following comments, *inter alia*:

*Facades are to have a predominantly vertical emphasis...*

*[The proposal] should provide narrow lot pattern and vertical articulation rather than horizontal emphasis*

*...[and] ensure that any proposed development... complements the heritage significance of the item.*

The above issues and relevant sections of WDCP Section G5 are addressed in Section 4.3 below.



**Figure 3.2**

Architect's drawing showing proposed development in relation to building at 8 Lawrence Street (far left) and approved building at 50 Lawrence Street (far right).

Source: CHROFI Architects



**Figure 3.3**

North elevation of approved building at 50 Lawrence Street (under construction).

Source: CKDS Architecture



# 4.0

## HERITAGE IMPACT ASSESSMENT

### 4.1 INTRODUCTION

This section assesses the heritage impact of the proposed development against the relevant criteria and guidelines of the WLEP, the *Warringah Development Control Plan 2011* (the WDCP) and the NSW Department of Planning & Environment (DPE) document, *Guidelines for preparing a statement of heritage impact* (2023).

### 4.2 DPE GUIDELINES

The Department of Planning and Environment document *Guidelines for preparing a statement of heritage impact* (2023) includes a series of criteria for the assessment of heritage impact, partly in the form of 'questions to be answered': The relevant criteria are addressed below.

#### 4.2.1 General matters

##### FABRIC AND SPATIAL ARRANGEMENTS

No alteration of the heritage items is proposed. No part of the buildings proposed to be demolished is considered to have heritage significance.

The proposed building will be across Lawrence Street's four lanes from and not directly opposite the heritage items. The space between the proposed building and the heritage items is not part of a Heritage Conservation Area and will not be physically altered by the proposal.

##### SETTING, VIEWS AND VISTAS

No significant views to or from the heritage items will be adversely affected. The proposed building will form a new, more contemporary and taller part of the heritage items' setting as seen along Lawrence Street, but will not adversely impact their significance. The proposed materials and colour scheme are sympathetic to the heritage items

##### LANDSCAPE

No significant landscaping will be affected by the proposal.

##### USE

The current mixed use of the site for residential and commercial/retail purposes will be retained.

##### DEMOLITION

No part of the buildings proposed to be demolished is considered to have heritage significance.

##### CURTILAGE

No works are proposed within or near the curtilages of the heritage items.

##### MOVEABLE HERITAGE

No items of moveable heritage have been identified on the site.

##### NATURAL HERITAGE

Assessment of natural heritage is outside the scope of the is report. However, no significant elements of natural heritage have been identified on the subject site.

##### ABORIGINAL AND HISTORICAL ARCHAEOLOGICAL HERITAGE

Assessment of Aboriginal or archaeological heritage is outside the scope of this report. However the subject site is not known to contain significant relics or items. Should any relics or evidence of Aboriginal occupation be discovered or be thought to have been discovered, the provisions of the relevant Acts apply.

#### 4.2.2 Other considerations

##### ***Works adjacent to a heritage item or within the heritage conservation area (listed on an LEP)***

- *Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?*
- *Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?*
- *Will the proposed works impact on the integrity or the streetscape of the heritage conservation area?*

The proposed building will be a new element in the heritage items' setting, but will obstruct no significant views to or from them, will be separated from them by four lanes of traffic and will not dominate them in height. Its use of brickwork and other materials in the earth-tone colour spectrum will be sympathetic to the brick heritage items. Thus there will be no adverse heritage impact on the heritage items.

### 4.3 WARRINGAH DCP 2011

The relevant sections of the WDCP are addressed in Table 4.1.

The Pre-Lodgement Meeting Notes provided by Council (PLM2024/0064) include the following Heritage Advice comments. The comments in Table 4.1 also address these issues.

- *Facades are to have a predominantly vertical emphasis...*
- *The proposal] should provide narrow lot pattern and vertical articulation rather than horizontal emphasis*
- *...[and] ensure that any proposed development... complements the heritage significance of the item.*

**TABLE 4.1 : HERITAGE OBJECTIVES OF THE WARRINGAH DCP 2011**

Objective	Comment
<b>G5 Freshwater Village</b>	
<b>1. Built Form in Freshwater</b>	
<i>O4. To ensure development responds to the low scale, narrow lot pattern of Freshwater</i>	<p>The proposed building height is above that of most current buildings along this section of Lawrence Street, (which are taller than the original buildings in this location) and similar in height to the approved building at 50 Lawrence Street. The scale of the building as experienced at street level is mitigated by the setback of the upper level and is still to be considered 'low scale'.</p> <p>The subject site originally consisted of just over five lots, and now comprises five lots. The proposed building will also present the appearance of five lots with eight vertically oriented elements, each narrower than the existing wider buildings (nos. 10, 16, and 22-28; see Figs. 3.2 and 4.1).</p> <p>The overall heritage impact will be acceptable.</p>
<b>3. Street Activation</b>	
<i>O1. To reinforce and enhance the main street character of Lawrence Street</i>	<p>The character of the existing streetscape is highly varied in period and style, and is primarily defined by horizontal rhythm and overall scale. The proposed building is articulated into four main elements and eight sub-elements horizontally, generally reflective of the original and existing street rhythm, with a set-back top storey to mitigate apparent scale.</p> <p>The overall heritage impact will be acceptable.</p>
<b>4. Street facades and shopfront design</b>	
<i>O1. To respond to the narrow lot pattern and smaller retail frontages with vertical proportions that carry through into the façade above"</i>	<p>The revised building design further articulates and divides the building mass horizontally and vertically, with parapets and balustrading further articulated, in order to reduce the apparent bulk and scale, emphasise the original and existing lot patterns, and break the mass into vertically oriented elements.</p>
<i>O2. To reduce apparent bulk and scale. R3. Facades are to have a predominantly vertical emphasis</i>	<p>The overall heritage impact will be acceptable.</p>
<b>14. Building Massing</b>	
<i>O1. To respond to the original smaller lot subdivision, low scale coastal village character of Freshwater</i>	<p>See above comments. The overall heritage impact will be acceptable.</p>

**TABLE 4.1 : HERITAGE OBJECTIVES OF THE WARRINGAH DCP 2011**

Objective	Comment
<b>18. Development in the vicinity of heritage items</b>	
O1. To ensure that any proposed development within the vicinity of a heritage listed item does not have an adverse impact on and complements the heritage significance of the item(s)	As per the <i>Burra Charter</i> , which states that 'Imitation should generally be avoided' (explanatory note, Article 22), the proposed building is contemporary and does not seek to mimic the forms of the heritage items. It utilises the same primary material as the heritage items, viz. brick, a sympathetic earth-tone colour scheme and is separated from them by the width of Lawrence Street, ensuring that it will have no adverse impact on their setting.
The overall heritage impact will be acceptable	

In summary, the revised proposal is consistent with the relevant sections of the WDCP and the heritage comments in Council's Pre-Lodgement Meeting Notes (PLM2024/0064).

## 4.4 WARRINGAH LEP 2011

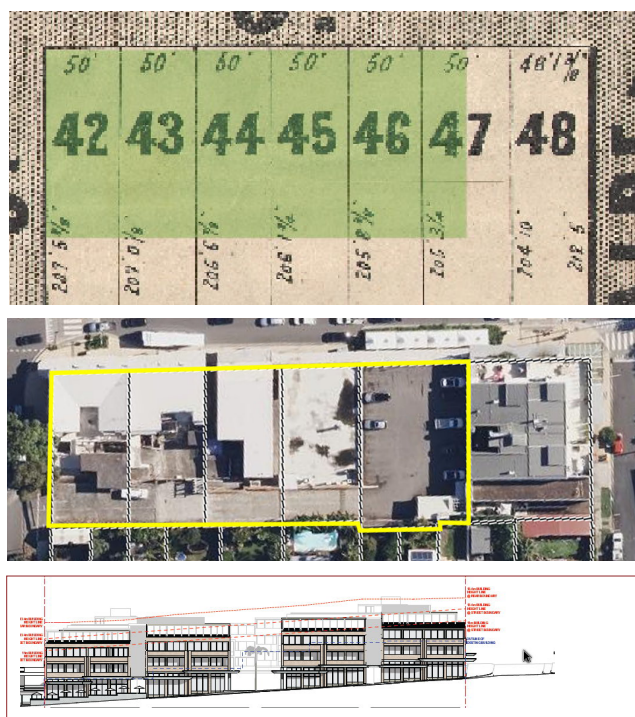
The analysis in Sections 4.2-4.3 demonstrates that the proposal will have acceptable heritage impacts on the heritage items in the vicinity or the character of the Freshwater Village. It is therefore consistent with the heritage objectives of the WLEP, which are:

### 5.10 Heritage conservation

#### (1) Objectives

The objectives of this clause are as follows—

- (a) to conserve the environmental heritage of Warringah,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views...



**Figure 4.1**

Evolution of lot widths. Top: Five 'and a bit' lots making up subject site, 1904. Centre: Five current lots. Bottom: Proposed north elevation.

# 5.0

## SUMMARY AND CONCLUSION

### 5.1 SUMMARY OF PROPOSAL

It is proposed to:

- Demolish all buildings on the subject site; and
- Construct a three- and four-storey (plus two and three basements) mixed-use building accommodating retail and residential use.

### 5.2 SUMMARY OF IMPACT ASSESSMENT

- The subject site is in the vicinity of two listed heritage items, located across Lawrence Street, diagonally west of the subject site.
- Freshwater Village is an evolved and evolving commercial/retail centre with some residential use. Original lot boundaries and building styles, widths and heights in the Village have changed over time and continue to evolve.
- The proposed building will employ sympathetic materials and colours to the heritage items in the vicinity and will be separated from them by four street lanes, and will thus have no adverse impact on their setting or on any significant views to or from them.
- The proposed building is articulated into several elements, each narrower than three of the four buildings currently on the site, thus reducing its apparent massing and better reflecting the original street rhythm and enhancing the character of the Village streetscape.
- The proposed building is articulated so as to emphasise the verticality of its component sections, in keeping with the identified character of the Village streetscape.
- The apparent scale of the building is reduced by its horizontal articulation and by the setting back of the top storey.
- Overall, the proposal will have an acceptable heritage impact.
- The proposal is consistent with the heritage objectives of the WLEP, the WDCP, the DPE impact criteria and the requirements of Warringah Council as stated in their Pre-lodgement Meeting Notes (PLM2024/0064).

### 5.3 CONCLUSION

Council need have no hesitation, from a heritage viewpoint, in approving the application.



# 6.0

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