



Heritage Impact Statement

Additions and alterations to a dwelling within the vicinity of a heritage item
28 Ethel Street, Balgowlah

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EHC2021/0217

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1.0 EXECUTIVE SUMMARY

This Heritage Impact Statement has been prepared by Edwards Heritage Consultants Pty Ltd at the request of Studio Esteta, to establish the cultural heritage significance of 28 Ethel Street, Balgowlah ('the subject site') and to then assess the potential heritage impacts against those assessed heritage values and significance. It is intended that this report will then accompany a Development Application to Northern Beaches Council.

The subject site is situated within the Northern Beaches Council local government area and in the locality of Balgowlah, which is 12 kilometres northeast of Sydney city. The subject site comprises Lot 20 in Deposited Plan 9398, commonly known as 28 Ethel Street, Balgowlah.

The site is not identified as an item of local heritage significance, and is not situated within a *Heritage Conservation Area*, listed under Schedule 5 of *Manly Local Environmental Plan 2013*. The site is however, situated within the vicinity of a heritage item.

An assessment of cultural significance has been undertaken of the property, using the NSW Heritage Assessment criteria to determine whether or not the property has heritage significance. As 28 Ethel Street, Balgowlah, does not satisfy the NSW Heritage Assessment criteria relating to historical, associative, aesthetic, social, technical, rarity or representative significance, a Statement of Cultural Significance has not been developed for the property.

This Heritage Impact Statement has been prepared to consider the potential heritage impacts resulting from the proposed development, which involves the additions and alterations to the existing dwelling and associated landscaping works.

The proposal has been assessed with regards to the identified heritage values and available physical and documentary evidence, including a visual inspection of the site and statutory planning requirements. In applying the evaluation criteria for assessing the likely impact of a proposed development on the heritage significance of listed items of heritage significance or heritage conservation areas (as published by the Heritage Council of NSW), subject to the recommendations in Section 11.2 of the report, the proposal is considered to have an entirely acceptable heritage impact.

1.1 Recommendation and Mitigation Measures

The proposal has been assessed with regards to the identified heritage values and available physical and documentary evidence, including a visual inspection of the site and statutory planning requirements. In applying the evaluation criteria for assessing the likely impact of a proposed development on the heritage significance of listed items of heritage significance or heritage conservation areas (as published by the Heritage Council of NSW), subject to the following recommendations, the proposal is considered to have an entirely acceptable heritage impact.

Recommendation:	Recommended Management / Mitigation Measures:
1: Standard of workmanship	All works undertaken on the site in association with the proposed works should be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work.
2: Archaeology	Should any substantial intact archaeological deposits whether artefacts, relics or occupation deposits be discovered or uncovered, excavation and / or disturbance of the site is to immediately cease and the Consent Authority and Heritage NSW notified. Additional archaeological assessment may be required prior to works continuing in the affected area/s based on the nature of the discovery.

2.0 INTRODUCTION

2.1 Acknowledgement of Country

Edwards Heritage Consultants Pty Ltd (herein referred to as 'EHC Pty Ltd') acknowledges the traditional custodians of the land on which we work and we recognise their continuing connection to land, waters and culture. We pay respect to Aboriginal Elders past, present and emerging.

2.2 Context of the report

This Heritage Impact Statement has been prepared at the request of Studio Esteta to assess the potential heritage impacts and to accompany a Development Application to Northern Beaches Council, which seeks approval for additions and alterations to the existing dwelling at 28 Ethel Street, Balgowlah.

The report considers:

1. An assessment of the property to establish its cultural heritage significance with the formulation of a Statement of Significance.
2. What impact the proposed works will have on the identified heritage significance;
3. What measures are proposed to mitigate negative impacts;
4. Why more sympathetic solutions are not viable;
5. Recommendations to mitigate heritage impacts.

2.3 Methodology

This report has been prepared in accordance with the general methodology and guidelines set out in the Heritage Council of NSW publication '*Statements of Heritage Impact*' as contained in the *NSW Heritage Manual*.

The overarching philosophy and approach to this report is guided by the conservation principles and guidelines of the Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance (Burra Charter)* 2013.

A visual examination of the subject site has been undertaken, which is followed by a merit and significance based desktop assessment of the development proposal.

The potential, actual and / or perceived heritage impacts stemming from the development proposal have been assessed with reference to the *Manly Local Environmental Plan 2013*, the *Manly Development Control Plan 2013*, and the Heritage Council of NSW assessment criteria.

2.4 Authorship

This Heritage Impact Statement has been prepared by Bethany Robinson BA, M.Mus&Herit, Heritage Consultant for EHC Pty Ltd. The report has been reviewed and endorsed by Michael Edwards B.Env.Plan M.Herit.Cons, M.ICOMOS, JP, Director & Principal Heritage Consultant / Advisor for EHC / Bethany Robinson B.A M.Mus.Herit, Heritage Consultant for EHC Pty Ltd.

Ms Robinson is a young and vibrant Heritage Consultant who is passionate about the historic built environment. Her fast-growing skills set is underpinned by her background and experience in cultural heritage management and conservation practice with various museums collections.

Mr Edwards has over 15 years extensive experience in both the town planning and heritage conservation disciplines and has held previous positions in Local and State Government. Mr Edwards has previously worked with the former Heritage Division of the NSW Office of Environment and Heritage and is currently Heritage Advisor to the City of Ryde Council, Cessnock City Council and Georges River Council.

Unless otherwise noted, all contemporary photography in this report is by EHC.

2.5 Limitations

This Heritage Impact Statement:

- Considers the site, external structures and internal rooms and spaces that were visually and physically accessible by EHC on the day of the inspection.
- Is limited to the investigation of the non-Aboriginal cultural heritage of the site. Therefore, it does not include any identification or assessment of Aboriginal significance of the place.
- Is limited to a due-diligence archaeological assessment only and does not present a detailed archaeological assessment of the site.
- Does not provide a structural assessment or advice. Subsequently, this report should be complemented by advice from a Structural Engineer with demonstrated heritage experience.
- Does not provide a detailed assessment of the provisions of the *Manly Development Control Plan 2013*, but considers generally the development standards relating to the development within the vicinity of heritage items.

2.6 Terminology

The terminology used throughout this report is consistent with the NSW Heritage Manual and the Australia ICOMOS *Burra Charter* (2013).

A glossary of common terms used is listed in Appendix A.

2.7 Physical Evidence

A visual examination of the site and the surrounding area was undertaken on 29 October 2021. All contemporary photography used in Section 2 of this report was captured by EHC Pty Ltd at this time, unless otherwise credited.

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3.0 SITE ASSESSMENT

3.1 Location and Context

The subject site is situated within the Northern Beaches Council local government area and in the locality of Balgowlah, which is 12 kilometres northeast of Sydney city. The subject site comprises Lot 20 in Deposited Plan 9398, commonly known as 28 Ethel Street, Balgowlah.



Figure 1: Aerial view of the locality. The subject site is denoted by red outline. [Source: NSW Land and Property Information, 2021]

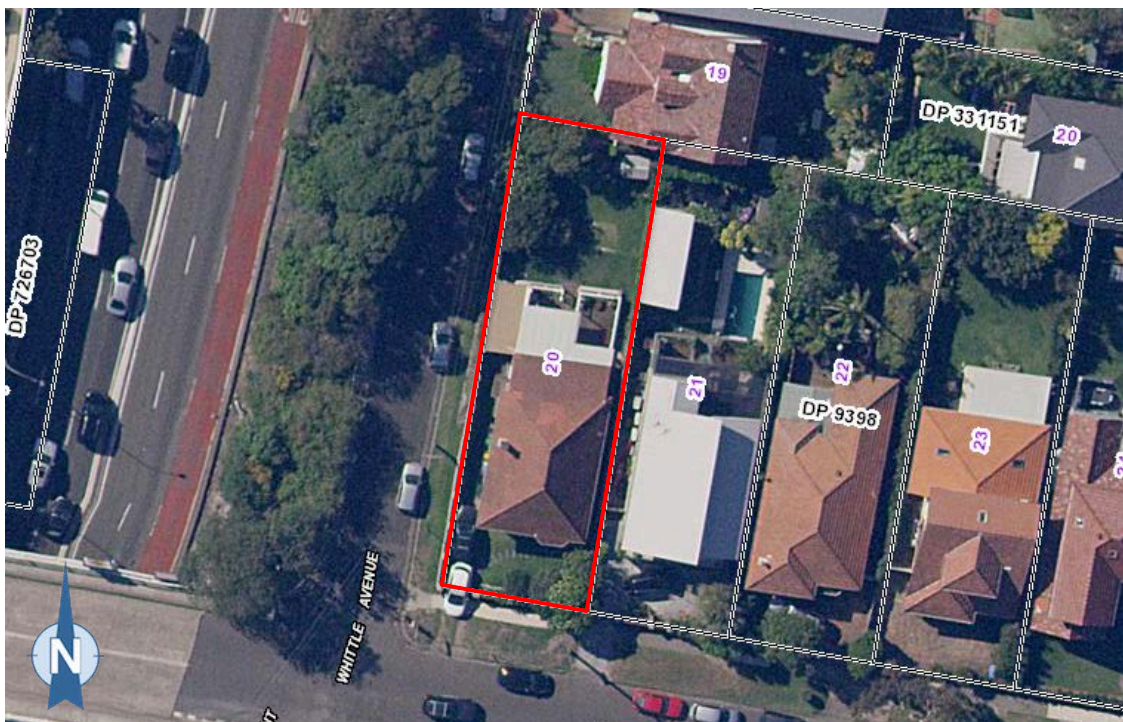


Figure 2: Aerial view of the subject site (denoted by red outline).
[Source: NSW Land and Property Information, 2021]

3.2 The subject site

The subject site is located on the corner allotment of Ethel Street and Whittle Avenue and is situated within an established urban streetscape, which is largely characterised by detached-style residential housing.

The site has a mostly rectangular shape, with a conventionally wide frontage to Ethel Street. It comprises an area of approximately 500sqm and is predominantly level, with an undulating surface, gently descending to the rear.

The site is adjoined to the north, east and south east by two-storey detached-style dwelling houses. To the west of the site is Whittle Avenue. The streetscape evidences urban renewal with an emerging trend of two-storey domestic built forms.



Figure 3: View of the site from the corner of Ethel Street and Whittle Avenue.

3.1 The Dwelling – Exterior

Situated on the site is a single storey detached style dwelling house. The dwelling has a mostly typical rectangular footprint and sits atop a masonry foundation with the front elevation having an asymmetrical arrangement. The dwelling is oriented to sit parallel and have its primary frontage to Ethel Street.

The dwelling is of brick construction which has been painted in the last three years and has a hipped roof clad in a dark terracotta tile. Off the rear of the dwelling is a later addition with a skillion roof which has been finished in rendered brickwork, distinguishing between the original and the new. The extension also includes a partially covered deck at the rear of the site with a skillion roof clad in corrugated polycarbonate cladding and is supported by a steel frame. A single chimney protrudes through the roof on the western side of the dwelling.

The front elevation is characterised by a bay window to the east and a large four window set to the west. Entry to the dwelling is presently accessed by the eastern elevation. The hipped roof projects slightly over

the footprint of the dwelling evidencing the fibrous cement overhanging eaves. In the southwest corner of the dwelling is a discreetly ornamented masonry pillar, with recessed panels of brick and a soldier course of brickwork at the top.

A small brick garage is situated to the northwest corner of the dwelling and is accessible by a cementitious wheel strip driveway that is parallel to western boundary. The garage structure extends towards the rear boundary and forms part of the western boundary, creating a planar wall that hinders views from Whittle Avenue.

Varying sized timber framed windows with brick lintels are placed around the perimeter of the dwelling asymmetrically. The rear addition has also incorporated timber framed windows to integrate with the original structure.

The definitive framework for identifying architectural styles within Australia is that developed by Apperly, Irving and Reynolds in *'Identifying Australian Architecture: Style and Terms from 1788 to the Present'*. The authors provide a perceptive account of what constitutes and defines a style. Mostly concerned with 'high' or 'contrived' architectural styles, rather than the 'popular' styles or the vernacular, it is accepted that the boundaries between identified styles are not always clear-cut.

Subsequently, the terminology for a style and the framework to be applied in defining the style, comprises two parts, firstly identifying the period in which the building belongs and secondly describing the major characteristics.

In this manner, the building displays characteristics that are attributed to the early 20th Century period and of the Inter-War Bungalow architectural style.



Figure 4: View of the site from the corner of Whittle Avenue and Ethel Street.



Figure 5: View of the front elevation.



Figure 6: View of the front elevation of the dwelling.

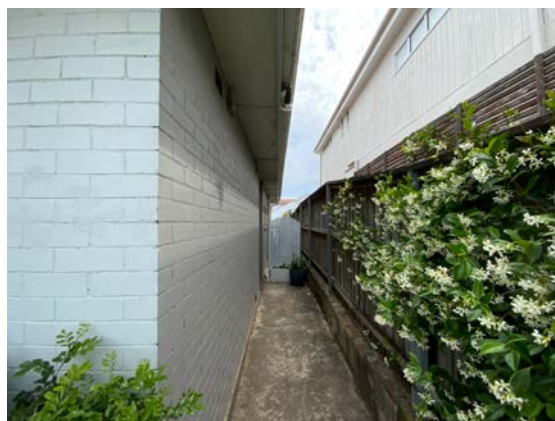


Figure 7: View of the eastern elevation facing north.



Figure 8: View of eastern elevation facing north.



Figure 9: Detailed view of eastern elevation windows.



Figure 10: View of rear elevation facing south.



Figure 11: View of rear elevation facing southeast.



Figure 12: View of the rear deck facing west.



Figure 13: View of rear deck facing northeast.

3.2 The Dwelling – Interior

Entry to the interior of the main form of the dwelling is accessible from the eastern elevation of the site. The entrance opens to a small foyer with the master suite situated towards the southern end of the dwelling. The en suite of the master suite is situated within the former sunroom at the front elevation of the dwelling.

From the foyer the dwelling opens to an open plan living, dining and kitchen area, with a contemporary bathroom and third bedroom along the eastern elevation.

Walls are finished in set plaster with decorative ornate ceilings in the entry and living room. Flooring was not closely inspected but is likely timber tongue-and-groove boards with ceramic tile floor coverings in

the bathrooms. Original detailing such as windows and doors and the living room fireplace have been retained throughout, with the later addition having a contemporary but harmonious language and fabric.

The rear laundry is accessed externally and has a utilitarian character to its interior.



Figure 14: View of entry foyer facing southeast.



Figure 15: View of living room facing northwest.



Figure 16: View of the living room facing west.



Figure 17: View of the main bathroom.



Figure 18: Detailed view of decorative ceiling.



Figure 19: View of eat in kitchen facing southwest.

3.3 Landscape

The subject site comprises an area of approximately 500sqm, with the dwelling being situated towards the centre, creating deep landscaped front gardens with a larger landscaped area at the rear.

The landscaped garden setting is informal, comprised of a variety of established plantings, generally framing the property boundaries with shrubs and individual specimen trees and framing the front of the

dwelling with shrubs. The majority of the landscaped front and rear gardens are comprised of grassed lawns.

A concrete wheel strip driveway runs parallel to the western side boundary, leading to an attached single car garage structure, while a concrete pathway sinuously winds from the front boundary to the entry on the eastern side of the dwelling. The front boundary is delineated by a shallow timber paling fence with horizontal pieces of timber and masonry piers. Along the eastern boundary is a tall masonry wall which is further heightened by the immediately adjoining garage on the boundary. The wall steps down as the site descends to the north.



Figure 20: View of the boundary fence from the corner of Whittle Avenue and Ethel Street.



Figure 21: View of the site from Ethel Street.



Figure 22: View of the front garden facing northeast.



Figure 23: View of the front garden facing east.

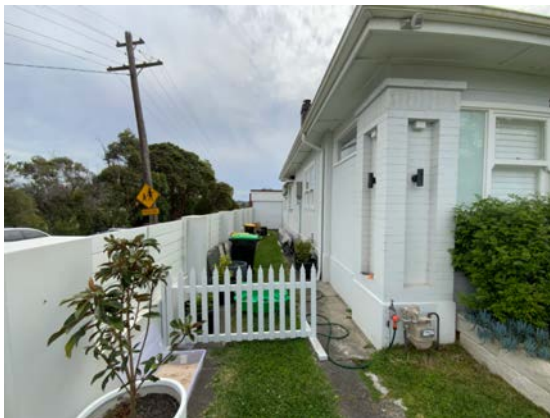


Figure 24: View of the driveway along the western boundary.



Figure 25: View of the rear yard facing east.



Figure 26: View of the rear yard facing west.



Figure 27: View of the rear yard facing northwest.

3.4 Streetscape contribution

Built c1926, the dwelling forms a part of the early 20th Century housing character of Ethel Street and is one of a number of detached dwelling houses, which, for the greater part, are characteristic of the northern side of Ethel Street.

Individually, the dwelling is not considered visually distinctive by virtue of the form, scale, and architectural style or detailing and there are no architectural features that distinguish the dwelling from other similar built forms within the street. The dwelling however, has a higher degree of visual prominence within the street, owing to its street corner orientation.

The attributes and characteristics (form, scale and architectural detailing) of 28 Ethel Street makes an important contribution to the cohesive streetscape character and pattern of development, thus contributing to the sensory appeal of the streetscape. Despite this, the site is neither a listed item, nor is it within a heritage conservation area and is therefore not afforded statutory protection. The contribution it makes to the streetscape is considered pleasant and harmonious, but not integral to any recognised heritage site or area.

3.5 Integrity and condition

The integrity of a site, in terms of its heritage significance, can exist on a number of levels. For instance, a site may be an intact example of a particular architectural style or period and thus have a high degree of significance for its ability to illustrate that style or period.

Equally, heritage significance may arise from a lack of architectural integrity where the significance lies in an ability to illustrate an important evolution to the building or change in use.

While a detailed structural assessment is beyond the scope of this report, a non-invasive visual inspection of the exterior and interior has been undertaken, which identifies a number of structural and non-structural cosmetic changes that have been undertaken, including rear additions, internal reconfigurations, installation of a new kitchen and bathroom, repainting and landscaping works.

Overall, the changes demonstrate the evolution of the building during its time of occupation and changes in lifestyle trends, technology and the requirements of the occupants. The changes have altered the original dwelling footprint and silhouette and the notable changes are generally considered to have a low impact on the overall character and design integrity of the dwelling.

The dwelling appears in reasonable repair and condition.

4.0 HISTORICAL OVERVIEW

4.1 Introduction

This section attempts to place 28 Ethel Street, Balgowlah into the context of the broader history of the region as well as outlining the sequence of development, occupation and use of the site.

Analysing and understanding the historical context of the site is an important consideration in the assessment of cultural significance (see Section 7.0), informing the assessment of historical significance and historical associations of significance.

The history of the site is presented in a narrative form and is mainly derived from the published sources as referenced throughout. The historical analysis also builds on existing extensive publication and research and assumes a prior knowledge of the Aboriginal history of the area.

4.2 First land grant

Situated on the rising ground west of Manly, Balgowlah is an Aboriginal word meaning "North Harbour". It was often referred to as Little Manly, however, this has since been lost.¹ One of the first European settlers in the North Harbour area, was a Third Fleet convict, John Fincham. Documentary evidence indicates he had constructed a home on his land grant, allotment 19.² The small hut appears as one of two squares on Mitchell's survey map of 1828.

Early surveyors did not recognise Manly as a suitable location for close urban settlement and the subsequently, the land grants from 1810 onwards were predominately large rural blocks, typically ranging between thirty to three hundred acres. The intention was to establish a rural farming community. The first thirty-one allotments in Balgowlah ranged in size from two to five acres, which was considered the standard for rural domestic living at the time.

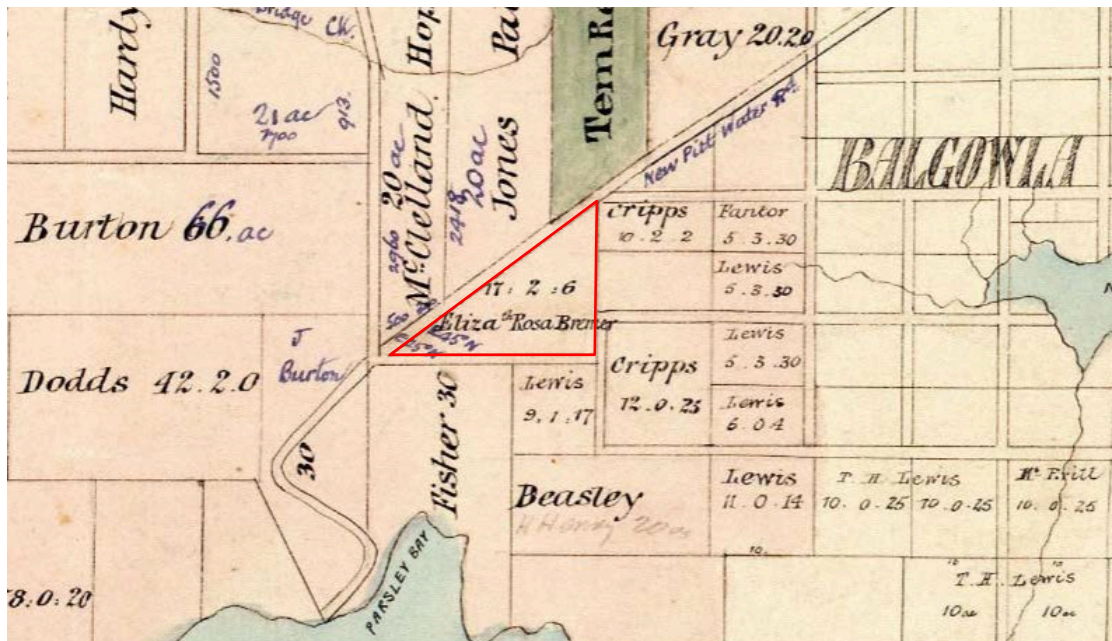


Figure 28: Extract of map of the Parish of Manly Cove, c.1860.
[Source: NSW Land and Property Information, 2021]

¹ MacRitchie, J. 2008. 'The Dictionary of Sydney – Balgowlah'.

² Ibid.

In 1834 William Romaine Govett carried out a survey of the Pittwater Area. The earliest hamlet named Balgowlah was mentioned in the description of the road he used in the *New South Wales Calendar* the same year.³

The farming allotments continued and by the 1850s the remaining land was sold at low prices to encourage the farming development in the area.

Road access increased the interest in the area and by the 1850s a number of small farms and estates had begun to emerge in the area. In 1857, Elizabeth Rosa Bremer daughter of renowned architect and surveyor Mortimer William Lewis, was granted seventeen acres, three roods and twenty-five and three quarter perches which had frontage to New Pitt Water Road.⁴ The site was also listed in Ms Bremer's husband's name, John de Courcy Bremer. In 1884 the ownership was expanded to Gordon Bremer, Frederick Glasse Bremer and Ernest Edwards Bremer.⁵

At this time the site was left undeveloped. In 1897 Elizabeth Rosa Bremer passed away leaving the site in trust to Gordon, Frederick and Ernest Bremer.⁶

During the 1880s-1890s the Balgowlah township began to emerge to the west of the Bremer land grant. As the Balgowlah township grew a local writer noted the following:

*"Affords large opportunities for picnic spots; a quarter of an hour's walk by way of Sydney Road, water, firewood and shade found in a hundred convenient spots. Wildflowers are abundant here and delightful harbour views surrounding."*⁷

4.3 Manly to Spit Tram

In 1888 the *North Shore, Manly and Pittwater Tramway and Railway Act* was passed and by the following year on 9th March the Manly to Pittwater Tramway League was established.⁸

The Tramway League petitioned for the construction of a tramway in the Manly-Warringah area. The proposal was to be reviewed by the parliamentary Public Works Committee if the works were priced over £20,000.⁹ Subsequently to secure the funding, it is reported that the Manly Tramway system was constructed in stages to avoid meeting the £20,000 threshold.¹⁰

The first portion of the Manly line was constructed during the rise of tramway systems in the Sydney. The first line in Manly opened in February 1903 and ran from West Esplanade to the intersection of Pittwater and Balgowlah Road at what was known as "North Manly".¹¹

After almost a decade of representations to Parliament, it was announced on Christmas Eve 1908, that Parliament had agreed to the construction of a tramway from The Spit to Manly. By April 1909, a survey of the route (via the western and northern edge of Ivanhoe Park) had been completed, providing another important connection of the Park to visitors. On 9 January 1911, the service commenced operations, remaining in service until 1939.¹²

³ Pollon, F. 1988. 'The Book of Sydney Suburbs'.

⁴ NSW Land and Property Information, 2021. Book 2994 Fol. 171.

⁵ Ibid. PA21047

⁶ Ibid.

⁷ MacRitchie, J. 2008. 'The Dictionary of Sydney – Balgowlah'.

⁸ Manly Mania, 2011. 'Manly CBD Tramway Loop – history briefing paper.' Accessed at: <http://www.manlymania.net/Tramway/Manly%20Tramway%20History.pdf>

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

¹² SHR. Ivanhoe Park (including Manly Oval) cultural landscape. Heritage Item ID 5062282.

The Manly to Spit line travelled along Sydney Road via Fairlight, Balgowlah than turned left onto Whittle Avenue. The line then crossed Ethel Street and ran via a steeply graded off-road reservation, down the hill to a flat area near the water to the existing Spit Bridge.¹³

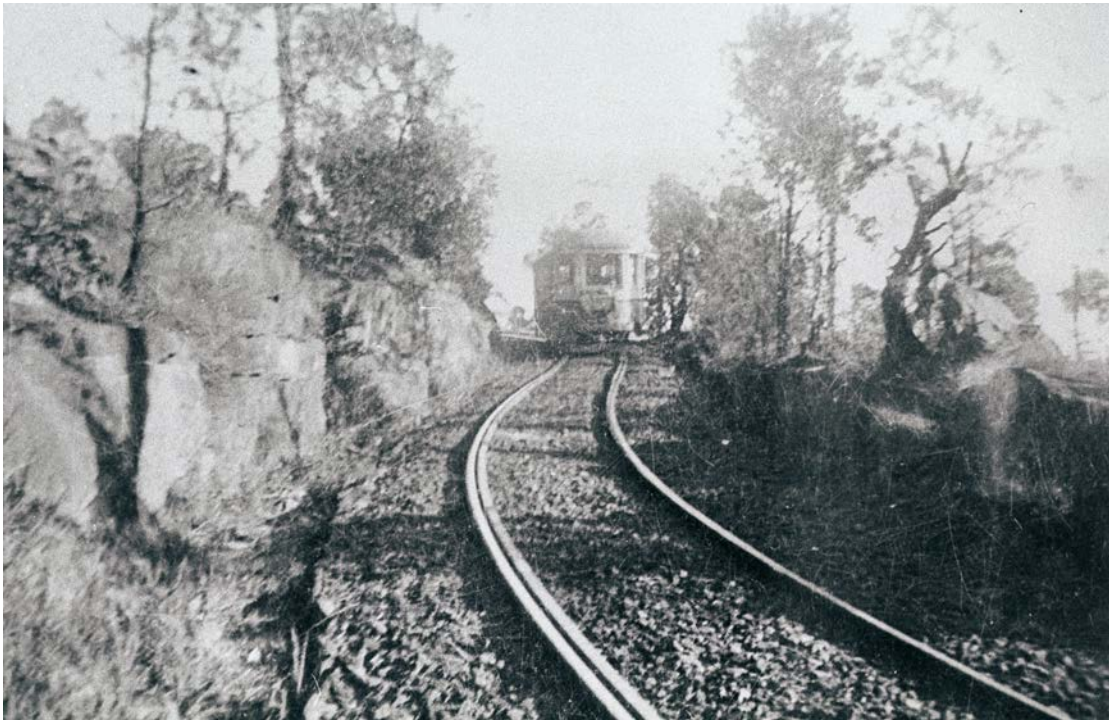


Figure 29: Manly Tram travelling between Ethel Street and the Parsley Bay Loop, c.1938.

[Source: Northern Beaches Council, 2021. Record No. MML/2696]

4.4 Early 20th Century Subdivision

As a result of the establishment of the tramway, residential development began to emerge out of the former small farming lots. In 1911 W V Jacob, Ernest Bremer and George Plunkett subdivided the former Bremer land grant into four portions. Between portions one and two a section was set aside for Railway Commissioner which was the portion of reserve that the Tram followed through on the way to Spite Bridge.

In 1917 Walter Proctor Lister and Daniel Hogan purchased portions two and three of the former Bremer Estate, portion four remained under the ownership of L G Bremer. The land purchased by Hogan and Lister encompassed seven acres, three roods and twenty-five perches which was bound by Sydney Road and Ethel Street to the north and south. Mr Lister was a resident of the Manly area for many years of which prior he resided in Wyoming. Once a resident of the area he became interested in suburban properties, having existing practical knowledge as a building contractor.¹⁴ He oversaw subdivisions and building enterprises that lead to a great financial success enabling him to retire at a reasonable age.¹⁵

The successful subdivision was surveyed in 1918 and included forty-one allotments and the establishment of Coral Street through the centre of the estate and subsequently became known as the Coral Estate. By 1919, only eight (8) allotments had been sold from within the subdivision.¹⁶ The sale of the allotments were slow, but consistent and by February 1926 Lots 20 to 22 were purchased by Louisa Alice Watson.¹⁷

¹³ Manly Mania, 2011. 'Manly CBD Tramway Loop – history briefing paper.' Accessed at: <http://www.manlymania.net/Tramway/Manly%20Tramway%20History.pdf>

¹⁴ The Riverine Grazer, 1937. 'Obituary'. p.2

¹⁵ Ibid.

¹⁶ NSW Land and Property Information, 2021. CT Book 2994 Fol. 171.

¹⁷ Ibid.

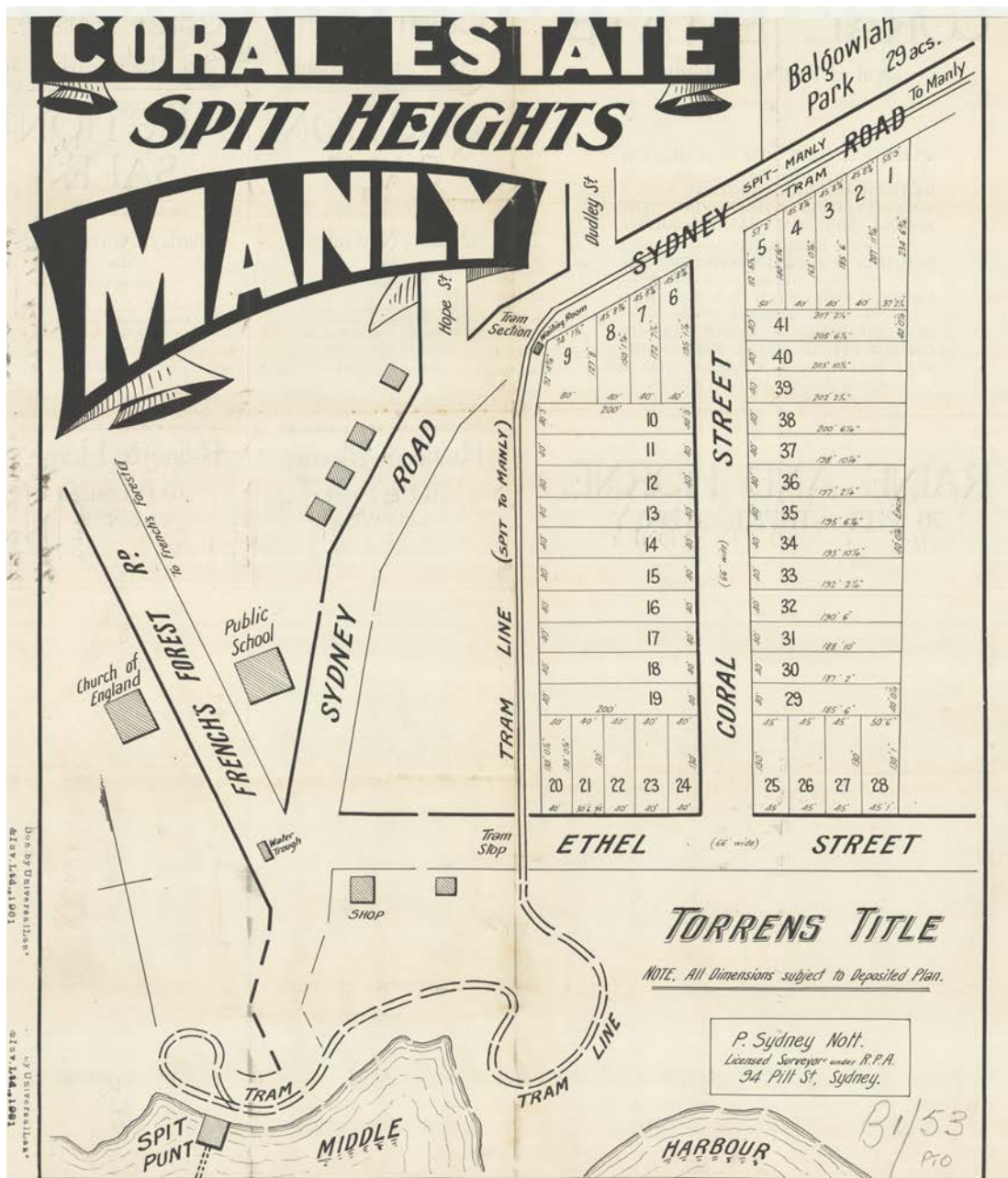


Figure 31: Advertisement for the sale of the Coral Estate, c. 1919.

[Source: State Library of NSW, 2021. File No. FL10416158]

The following year Ms Watson sold Lot 20 as an individual site to Moffat Hopkins, a local brick layer.¹⁸ In 1927 Mr Hopkins was listed as a resident of Ethel Street, indicating the dwelling had been constructed by this time, possibly during 1926. He continued ownership of the property until 1960.

A photograph from 1935 shows the side of the dwelling, directly adjoining the former tramway. The dwelling can be seen as being of face brick masonry construction with a small masonry lean-to at the rear. The masonic hall can be seen at the rear of the site and in the location of the current adjoining dwelling (1 Whittle Avenue) is another structure which has since been demolished and the current dwelling established. At this time the tramway still in use and Whittle Avenue was still being established.

¹⁸

Ibid. CT Book 3962 Fol. 172.

Aerial photography from 1943 further illustrates the newly established Whittle Avenue and the removal of the former tramway.

The remnants of the former line can still be seen in the aerial image, transecting Ethel Street and running parallel to Whittle Avenue. The subject site has a rectangular footprint with a large backyard with no defining landscape features. From the aerial photograph it can be seen that much of the original subdivision had not been developed on the eastern side of Coral Street.

Figure 32 (right): Photograph of Whittle Avenue from Ethel Street, 1935. Subject site right of image.
[Source: Northern Beaches Council, 2021. Record No. MML/2233]



Figure 33 (below): Aerial photograph of the site, c.1943.
[Source: Land and Property Information, 2021]



4.5 The subject site

In 1960 the site was transferred to Moffat Hopkins wife, Lily Constance Hopkins and Ethel Marion Davis.²² In 1965 the property sold again to Angelina and Josephine Schwabl as joint tenants in common.²³ After Angelinas death, the property was transferred to Josephine as the sole tenant in 1969.²⁴ The site was then transferred to Adolf and Katinke Nichols in 1975.²⁵

²² Ibid. CT Book 7851 Fol. 23 and 24.

²³ Ibid. CT Book 9995 Fol. 14.

²⁴ Ibid.

²⁵ Ibid.



Figure 34: Aerial photograph of the site, c.1978.

[Source: NSW Land and Property Information, 2021]

During the late 20th Century, the site was altered to meet the evolving needs of the occupants. Aerial photography indicates by 1978 a small rectangular addition had been incorporated at the rear, on the western elevation. Further change was established by 1982 when an additional adjoining family room was constructed in the far north east corner of the dwelling. The addition was connected by a laundry both of which have since been demolished.

In 2018 extensive changes were made to the site including painting the entirety of the exterior, installation of a new fence and removal of the later additions and construction of a new open plan addition at the rear. The changes evidence the ongoing evolution of the site and the wider streetscape, including the increased urbanisation of the Balgowlah area.

5.0 HERITAGE LISTING STATUS

5.1 Introduction

Identification of the statutory and non-statutory heritage listings applicable to the subject site is as follows:

5.2 Statutory and non-statutory heritage listings

Statutory lists

The subject site **is not** identified as an item of local heritage significance, listed under Schedule 5 of *Manly Local Environmental Plan 2013*.

The subject site **is not** located within a Heritage Conservation Area listed under Schedule 5 of *Manly Local Environmental Plan 2013*.

Non-statutory lists

The subject site **is not** identified on any non-statutory heritage lists or registers.

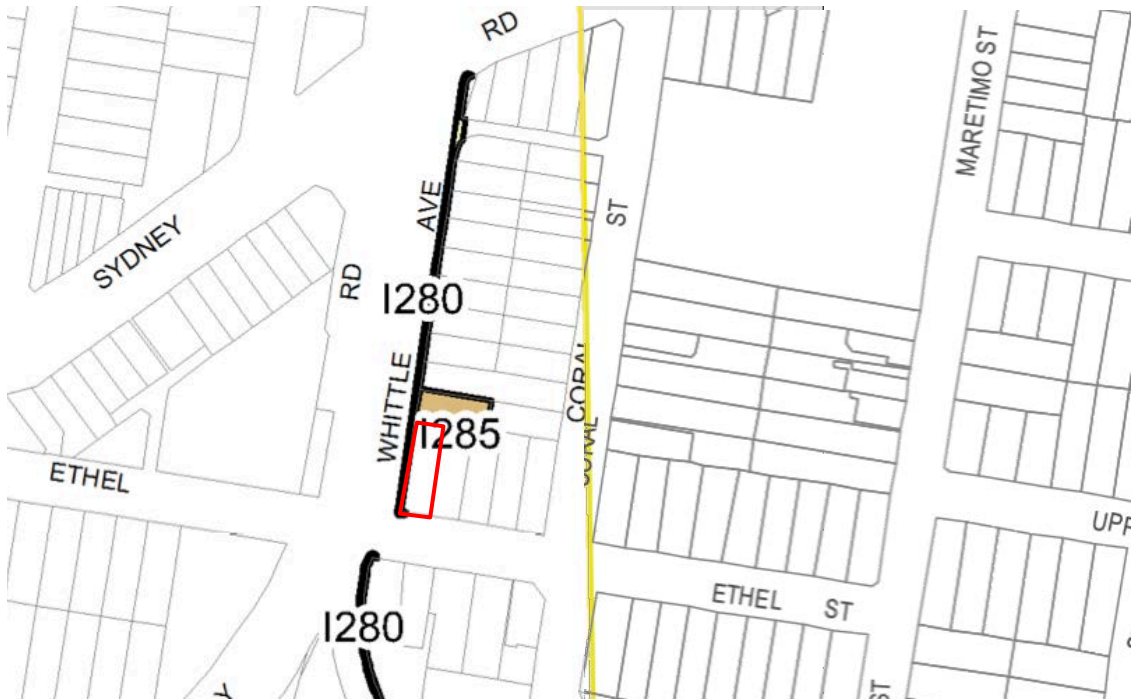


Figure 35: Map showing the heritage status of the subject site and surrounding allotments.
[Source: *Manly LEP 2013*, Heritage Map HER_001 and HER_003]

5.3 Items of heritage significance within the vicinity of the site

For the purposes of this heritage impact assessment, the term 'in the vicinity' is taken to be any item or items that:

- i) Are within an approximate 100m radius of the boundaries of the subject site;
- ii) Have a physical relationship to the subject site i.e. adjoin the property boundary;
- iii) Are identified as forming a part of a group i.e. a row of terrace houses;
- iv) Have a visual relationship to and from the site; or
- v) Are a combination of any of the above.

In applying the above criteria, items of local heritage significance (listed under Schedule 5 of *Manly Local Environmental Plan 2013*) within the vicinity of the subject site include:

- 'House' 1 Whitte Avenue, Seaforth (Item No.I285)
- 'Reserved Track for Trams' The Spit (from Whittle Avenue to the Spit Bridge), Seaforth (Item No.I280)

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6.0 EXISTING HERITAGE SIGNIFICANCE ASSESSMENTS

6.1 Existing description of the heritage item – 'House (Fleurbaix)'

The NSW State Heritage Inventory (Heritage ID No. 2020362) provides a physical description of the item as follows:

'Highly ornate stuccoed brick and tile Spanish Mission styled bungalow. Significant elements include; semi-circular and square headed windows with decorative diamond patterned render surrounds; decorative quoins with diagonal markings; fish-scale pattern stucco decoration beneath gable - end windows. Three dormer windows added to roof.'

6.2 Existing Statement of Cultural Significance – 'House (Fleurbaix)'

The NSW State Heritage Inventory (Heritage ID No. 2020362) provides a Statement of Cultural Significance of the item as follows:

'The house at 1 Whittle Avenue is of significance for the local area as one of the older houses in the area (predating WW2). It is also aesthetically significant as a representative and fine example of Inter-War Spanish Mission style houses in the local area. The house is an important element in the streetscape of Whittle Avenue.'

6.3 Existing description of the heritage item – 'Reserved Track for Trams'

The NSW State Heritage Inventory (Heritage ID No. 2020408) provides a physical description of the item as follows:

'Former reserved track for trams, 1911 to 1939.'

6.4 Existing Statement of Cultural Significance – 'Reserved Track for Trams'

The NSW State Heritage Inventory (Heritage ID No. 2020408) provides a Statement of Cultural Significance of the item as follows:

'Major association with the development of public transport/trams in Manly and indicating the method of traversing steep terrain in the absence of roads.'

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7.0 ASSESSMENT OF CULTURAL SIGNIFICANCE

7.1 Methodology

The assessment of cultural significance follows the methodology recommended in *Assessing Heritage Significance*²⁶ by using the NSW Heritage Assessment Criteria and is consistent with the guidelines as set out in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter 2013)*²⁷.

An item or place will be considered to be of heritage significance if it meets at least one or more of the following criteria:

Criterion:	Significance theme:	Explanation:
Criterion (a)	Historical	An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (b)	Historical association	An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (c)	Aesthetic	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).
Criterion (d)	Social	An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.
Criterion (e)	Technical / Research	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (f)	Rarity	An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (g)	Representative	An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places or cultural or natural environments.

It is important to note that only one of the above criteria needs to be satisfied for an item or place to have heritage significance. Furthermore, an item or place is not excluded from having heritage significance because other items with similar characteristics have already been identified or listed.

7.2 Assessment against NSW Heritage Assessment Criteria

7.2.1 Criterion (a) – Historical Significance

An item or place is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Shows evidence of a significant human activity.	X	• Has incidental or unsubstantiated connections with historically important activities or processes.	✓
• Is associated with a significant activity or historical phase.	X	• Provides evidence of activities or processes that are of dubious historical importance.	✓
• Maintains or shows the continuity of a historical process or activity.	X	• Has been so altered that it can no longer provide evidence of a particular association.	✓

²⁶ NSW Heritage Branch, 2001. 'Assessing Heritage Significance'.

²⁷ Australia ICOMOS, 2013. 'Burra Charter'.

Assessment of Significance

- 28 Ethel Street provides evidence of the continuing residential development of the early 20th century Inter-War period within the Balgowlah locality and specifically, the early development of the Coral Estate. While it has some historical interest and value in documenting the housing stock of the early 20th century within the estate, this historical evidence is not specific to 28 Ethel Street, and can be obtained from other examples in the streetscape.
- The dwelling does not evidence significant development or societal activity, or a significant historical phase within the locality and its historical value beyond documenting the Inter-War period housing forms in the locality, is low.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating historical significance.

7.2.2 Criterion (b) – Historical Association Significance

An item or place has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Shows evidence of a significant human occupation.	X	• Has incidental or unsubstantiated connects with historically important people or events.	✓
• Is associated with a significant event, person or group of persons.	X	• Provides evidence of people or events that are of dubious historical importance.	✓
		• Has been so altered that it can no longer provide evidence of a particular association.	✓

Assessment of Significance

- The site forms part of the original grant of land given to Elizabeth Rosa Bremer, which was later purchased by Walter Proctor Lister and Daniel Hogan. The two gentlemen subdivided a portion of the original land grant and established the 'Coral Estate'. Subsequently, the site itself was not created until 1919 and did not sell until 1926. The association with Bremer, Lister or Hogan is only evidenced through documentary sources and is of dubious historical associative significance.
- Following the creation of the allotment in the early 20th century, despite portions of the land having previous owners the parcel of land, now commonly known as 28 Ethel Street, it appears to have first been purchased by local bricklayer, Moffat Hopkins. However, there is nothing in the fabric of the present dwelling that demonstrates an association with Hopkins and such associations are equally considered of dubious historical associative significance.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating historical associative significance.

7.2.3 Criterion (c) – Aesthetic Significance

An item or place is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Shows or is associated with, creative or technical innovation or achievement.	X	• Is not a major work by an important designer or artist.	✓
• Is the inspiration for a creative or technical innovation or achievement.	X	• Has lost its design or technical integrity.	✓

• Is aesthetically distinctive.	X	• Its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded.	✓
• Has landmark qualities.	X	• Has only a loose association with a creative or technical achievement.	✓
• Exemplifies a particular taste, style or technology	X		

Assessment of Significance

- 28 Ethel Street is attributed to the housing stock of the early 20th century Inter-War period and while the site is aesthetically pleasing, the dwelling is not considered visually distinctive within the context of the streetscape, yet it still reinforces the prevailing architectural style and streetscape character.
- The dwelling is enhanced by the landscaped garden setting, though individually, the landscape features of the site do not in and of themselves, provide an important contribution to the aesthetic characteristics of the streetscape.
- There is no evidence to suggest that the dwelling is the work of an important designer.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating aesthetic significance.

7.2.4 Criterion (d) – Social Significance

An item or place has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Is important for its associations with an identifiable group.	X	• Is only important to the community for amenity reasons.	✓
• Is important to a community's sense of place.	X	• Is retained only in preference to a proposed alternative.	✓

Assessment of Significance

- Erected in the early 20th century as a private dwelling house, 28 Ethel Street retains its long-established residential use.
- Apart from the esteem and value in which the dwelling is held by current and former owners / occupiers, there is no evidence to suggest that the dwelling has any present direct or indirect associations with a particular community or cultural group for social, cultural or spiritual reasons.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating social significance.

7.2.5 Criterion (e) – Technical / Research Significance

An item or place has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Has the potential to yield new or further substantial scientific and/or archaeological information	X	• The knowledge gained would be irrelevant to research on science, human history or culture.	✓
• Is an important benchmark or reference site or type.	X	• Has little archaeological or research potential.	✓

<ul style="list-style-type: none"> Provides evidence of past human cultures that is unavailable elsewhere. 	X	<ul style="list-style-type: none"> Only contains information that is readily available from other resources or archaeological sites. 	✓
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Assessment of Significance

- 28 Ethel Street displays form and detailing that is typical to the masonry constructed housing of the early 20th century Inter-War period. It evidences construction practices, materiality and detailing that are considered typical of the period and of the 'Inter-War Bungalow' architectural style.
- Though the dwelling retains its overall original silhouette and form, the integrity of the dwelling has been diminished through cosmetic modifications and is not considered an important benchmark or reference site.
- Despite the close proximity to the former tram line, the archaeological potential is low, with no known structures pre-dating the existing dwelling house.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating technical / research significance.

7.2.6 Criterion (f) – Rarity

An item or place possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
<ul style="list-style-type: none"> Provides evidence of a defunct custom, way of life, or process. 	X	<ul style="list-style-type: none"> Is not rare. 	✓
<ul style="list-style-type: none"> Demonstrates a process, custom or other human activity that is in danger of being lost. 	X	<ul style="list-style-type: none"> Is numerous but under threat. 	✓
<ul style="list-style-type: none"> Shows unusually accurate evidence of a significant human activity. 	X		
<ul style="list-style-type: none"> Is the only example of its type. 	X		
<ul style="list-style-type: none"> Demonstrates designs or techniques of exceptional interest. 	X		
<ul style="list-style-type: none"> Shows rare evidence of a significant human activity important to the community 	X		

Assessment of Significance

- Inter-War period housing of the early 20th century is the prevalent housing typology within the immediate streetscape, as well as in the wider locality.
- 28 Ethel Street is attributed to an architectural style and class of building that is not considered rare or under threat.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating significance through the item's rarity.

7.2.7 Criterion (g) - Representativeness

An item or place is important in demonstrating the principal characteristics of a class of NSW's:

- Cultural or natural places; or
- Cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments.).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Is a fine example of its type.	X	• Is a poor example of its type.	✓
• Has the principal characteristics of an important class or group of items.	X	• Does not include or has lost the range of characteristics of a type.	✓
• Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity.	X	• Does not represent well the characteristics that make up a significant variation of a type.	✓
• Is a significant variation to a class of items.	X		
• Is part of a group which collectively illustrates a representative type.	X		
• Is outstanding because of its setting, condition or size.	X		
• Is outstanding because of its integrity or the esteem in which it is held.	X		

Assessment of Significance

- 28 Ethel Street is a detached dwelling, that forms part of a group of similarly detailed and formed dwellings. Collectively, they display the principal characteristics attributed to the masonry housing of the early 20th century Inter-War period. It is attributed to the 'Inter-War Bungalow' architectural style, a style that is prevalent throughout the immediate streetscape and surrounding locality, evidencing the original residential development that ensued following the subdivision of the Coral Estate in the early 1900s as a result of the introduction of the tram line.
- The overall silhouette and form of the dwelling is considered relatively intact, though cosmetic changes have diminished its architectural design integrity. It is considered a typical but not remarkable example of the architectural style.

28 Ethel Street, Balgowlah, does not satisfy this criterion in demonstrating representative significance.

7.3 Summary Level of Significance

The following table summarises the assessed level of significance against each criterion for assessing heritage significance:

Criterion	What is the assessed level of significance?
Criterion (a) – Historical Significance	Does not satisfy criterion
Criterion (b) – Historical Association Significance	Does not satisfy criterion
Criterion (c) – Aesthetic Significance	Does not satisfy criterion
Criterion (d) – Social Significance	Does not satisfy criterion
Criterion (e) – Technical / Research Significance	Does not satisfy criterion
Criterion (f) – Rarity Significance	Does not satisfy criterion
Criterion (g) – Representativeness Significance	Does not satisfy criterion
Overall assessed level of cultural significance	Does not satisfy criteria

7.4 Recommended Statement of Cultural Significance

As 28 Ethel Street, Balgowlah does not satisfy the NSW Heritage Assessment criteria with respect to historical, associative, aesthetic, social, technical, rarity or representative significance, a Statement of Significance has not been developed

8.0 DEVELOPMENT PROPOSAL

8.1 Plans & Drawings Referenced

This Heritage Impact Statement provides an assessment of the development proposal as shown on the following plans and drawings:

Drawing No:	Revision:	Title:	Dated	Prepared By:
DA000-1	A	Index Page	October 2021	Studio Esteta
DA000-2		Site Photos – Existing		
DA000-3		Site Photos – Existing		
DA000-4		Site Photos – Existing		
DA000-5		Proposed 3D Views		
DA000-6		Proposed 3D Views		
DA001		Site Analysis/Roof Plan – Existing and Demolition		
DA002		Ground Floor Plan – Existing and Demolition		
DA101		Site/Roof Plan – Proposed		
DA102		Lower Ground Floor Plan - Proposed		
DA103		Ground Floor Plan – Proposed		
DA104		First Floor Plan – Proposed		
DA201		Elevations: Existing and Demolition		
DA202		Elevations: Existing and Demolition		
DA203		Elevations: Proposed		
DA204		Elevations: Proposed		
DA251		Section AA: Proposed		
DA252		Section BB: Proposed		
DA301		Shadow Diagrams: Existing and Proposed June 21 9am		
DA302		Shadow Diagrams: Existing and Proposed June 21 12pm		
DA303		Shadow Diagrams: Existing and Proposed June 21 3pm		
FG 21 1023 001	B	Landscape Concept Plan	01/02/2022	Formed Gardens

8.2 Description of the Proposed Works

The development proposal seeks the consent of Northern Beaches Council for the alterations and additions to the existing dwelling house.

The objective of the proposal is to accommodate additional habitable floor area to improve occupant amenity and to consolidate and rationalise the various previous accretions to the dwelling. The proposal seeks to incorporate a first-floor addition, lower ground floor addition, landscaping works including an above ground pool. The new additions will have a stepped footprint, decreasing in height towards the rear and towards the heritage item. The existing footprint of the building will largely be retained with the additions projecting further to the north.

To achieve this, the proposal will involve partial demolition works to the existing dwelling, including:

- Demolition of the existing entrance;
- Partial demolition of internal walls including bedroom 1 and 3;
- Demolition of existing kitchen;

- Partial demolition of existing laundry;
- Demolition of rear deck.

Following the partial demolition works, the proposal will then involve the additions and alterations including a lower ground level and first storey addition.

Other ancillary works to the site include the following:

- Construction of a two-vehicle garage and associated landscaping. The landscaping works involve new circulation paths of stone flagging, together with landscape plantings and a swimming pool.

The heritage impacts of the above-described proposal are considered in detail in the ensuing sections of this report.

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9.0 ASSESSMENT AGAINST STATUTORY PLANNING AND HERITAGE CONTROLS

9.1 Manly Local Environmental Plan 2013

Clause 5.10 of the *Manly Local Environmental Plan 2013* establishes the statutory framework for heritage conservation and the management of heritage items, heritage conservation areas and archaeological sites (both Aboriginal and non-Aboriginal).

The provisions specify circumstances where development consent is and is not required, together with specifying statutory requirements and key considerations for the Consent Authority.

While the subject site is not identified as an item of heritage significance listed within Schedule 5 of *Manly 2013 Local Environmental Plan 2013*, the Consent Authority (North Beaches Council) is required by clause 5.10(4) to '*consider the effect of the proposed development on the heritage significance of the item or area concerned*'.

In doing so, clause 5.10(5) enables the Consent Authority to require a heritage management document to be prepared that '*assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned*' for such circumstances which involves development:

- (a) *on land on which a heritage item is located, or*
- (b) *on land that is within a heritage conservation area, or*
- (c) *on land that is within the vicinity of land referred to in paragraph (a) or (b),*

Subsequently, as the subject site is within the vicinity of numerous heritage items and a Heritage Conservation Area (refer to section 3.0 of this report), this Heritage Impact Statement has been requested by Northern Beaches Council to assist in the assessment of the development proposal.

The ensuing heritage impact assessment therefore, considers in detail what impact the proposed development will have on the established cultural significance and heritage values of the heritage items and Heritage Conservation Area within the vicinity of the site.

9.2 Manly Development Control Plan 2013

Part 3 Section 2 of the *Manly Development Control Plan 2013* ('the DCP'), contains performance-based controls that relate to the development of heritage items, development within the vicinity of a heritage item, or development within a heritage conservation area.

These development controls seek to ensure that new development is appropriately designed, contextually responsive and sympathetic to the heritage values and significance of an item or place.

The proposed development has been considered against the development guidelines of the DCP and consistency is demonstrated in the ensuing heritage impact assessment.

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10.0 HERITAGE IMPACT ASSESSMENT

10.1 Consideration of the Heritage Impact

The ensuing heritage impact assessment is based upon the Statement of Significance (refer to Section 6.2 above); available physical and documentary evidence including a visual inspection of the site and statutory planning requirements.

The Heritage Council of NSW has published the NSW Heritage Manual, which contains a series of evaluation criteria for assessing the likely impact of a proposed development on the heritage significance of listed heritage items or heritage conservation areas²⁸, which are listed below and considered in the ensuing statement of heritage impact.

10.2 Response to the evaluation criteria

The subject site is not presently identified as an item of heritage significance and this Heritage Impact Statement has assessed the property against the Heritage Council of NSW significance assessment criteria and found that 28 Ethel Street is not of historical, associative, aesthetic, social, rarity and representative significance at the local level.

Consequently, this report considers the dwelling to not have heritage significance. In light of this, this assessment considers the impacts of the proposed development on the basis of the assessed heritage values and significance of the neighbouring property adjoining the subject site.

i) *Minor Partial Demolition*

- *Is the demolition essential for the heritage item to function?*

The dwelling at 28 Ethel Street, Balgowlah, provides evidence of the continued evolution of the domestic forms and development of Balgowlah and surrounding locality, though this evidence is not exclusive to the site.

While the dwelling contributes to the layer of early 20th century period housing, individually, it is considered a typical but not remarkable example of the architectural style and is not rare.

The significance assessment therefore concluded that the property does not satisfy the Heritage Council of NSW significance assessment criteria in demonstrating historical, associative, aesthetic, social, technical, rarity or representative significance. Whereby the proposed partial demolition of the dwelling has been discounted on the basis that it does not have heritage significance, does not provide an important contribution to the established streetscape, nor does it contribute to the significance of the heritage items within the vicinity of the site.

The proposed partial demolition is largely concentrated to non-original fabric towards the rear of the site where previous alterations and additions have been carried out. Consequently, the proposed partial demolition of the dwelling will have no adverse impacts of the adjoining heritage item.

- *Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?*

²⁸ NSW Heritage Branch, 'Heritage Impact Statements – Some questions to be answered in a Statement of Heritage Impact and Supporting Information Required'.

The existing dwelling is attributed to the 'Inter-War' Bungalow styled housing of the early 20th century Inter-War period. Whilst the dwelling is pleasant, the site is neither listed or situated within a heritage conservation area whereby partial demolition of the dwelling will not result in loss to significant fabric.

Nonetheless, the front portion of the dwelling will be retained with features such as the original windows, fireplace and chimney are to be retained. The rear of the dwelling has undergone multiple changes since the initial construction, most significantly the changes in the 2000s. Therefore, further change and partial demolition to the interior of the dwelling will not result in material affection of significant fabric of the dwelling.

- *Is the resolution to partially demolish sympathetic to the heritage significance of the item?*

The partial demolition will retain the existing shape and silhouette of the dwelling, whereby demolition allowing for alterations to the interior of the dwelling, will enable it to sit within the existing elevations and have a quiet contribution to the adjoining heritage item as it currently stands.

- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

The fabric to be demolished is not a result of failure, rather the need to expand and improve on the current dwelling to meet owner amenity. As established above, the fabric to be partially demolished is not considered significant and will pose no threat to the context of the adjoining heritage item.

Consideration of the heritage impact of these alterations and additions are considered below.

ii) *New Development Adjacent to a Heritage Item*

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*

The proposed additions will be concentrated to the interior and rear of the dwelling. Currently, a later addition sits at the rear of the dwelling and evidences the substantial changes to the existing dwelling. The proposal seeks to open the current space to include a contemporary kitchen and living space as well as a second storey and two-vehicle garage that will sit northwest of the dwelling. The garage will be situated within the contours of the existing site, sitting 'below' the dwelling at street level with a vehicle crossover from Whittle Avenue. The former garage / laundry will be converted into a new entry and the existing entry will be bricked up.

The roof of the new garage will also form part of the rear terrace and courtyard that will adjoin the proposed pool. The changes to the rear of the yard will involve terracing the garden with the pool and garage, utilising the majority of the rear yard with a small portion of open garden between the northern boundary and wall of the garage.

To ensure the proposed work has a quiet contribution to the adjoining heritage item the additions will sit largely within the existing footprint of the dwelling and utilise a stepped silhouette that allows for a gentle descent from Ethel Street to Whittle Avenue. Presently, the heritage item is not visually prominent from the subject site sitting on a contour below the dwelling. The heritage item is only marginally visible from the corner of Whittle Avenue and Ethel Street, with key views of the site being from Whittle Avenue, parallel to the site.

Subsequently, the addition of the first floor and landscaping at the rear will not hinder significant views to and from the site. The new garage will replace the existing garage which is unable to accommodate contemporary vehicles and will create a defined terrace between the dwelling and the heritage item. As there is already a tall brick wall along the western boundary, the establishment of a garage will not be an anomaly, rather a continuation of the existing boundary fencing. Furthermore the orientation of the site creates a natural separation between the two street frontages, with the heritage item (1 Whittle Avenue) being orientated to the west and the subject site (28 Ethel Street) being orientated to the south. The rear of the subject site forms a definitive end to the development facing Ethel Street with heritage item being the first site to have the dwelling front Whittle Avenue.

The proposed materials and finishes will be a continuation of the existing dwelling whereby the additions will harmoniously integrate with the existing dwelling and wider streetscape.

The new vehicle crossover on Whittle Avenue will not distort the former tram reserve, with the avenue having been covered in asphalt and contemporary cementitious kerb and guttering implemented. The new crossover will not be an anomaly within the street and the additions will sit quietly at the side of the road without disrupting the former tramway of which is primarily evidenced through documentary sources only.



Figure 36: 3D rendering of the proposed alterations and additions and the relationship to the heritage item (left of image).

[Source: Studio Esteta, 2022]

- *Why is the new development required to be adjacent to a heritage item?*

The development is a part of the clients brief to utilise their property more efficiently through the addition of a lower ground floor garage and first storey level. The proposed alterations and additions will harmoniously integrate with the existing dwelling and have been designed to pull the bulk away from the adjoining site and heritage item.

- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*

The proposed development will be concentrated to the centre of the site and does not propose to alter or impede on the neighbouring properties boundaries. The additions to the rear of the subject site will have clear setbacks from all boundaries to ensure there are no adverse impacts and minimal disruption to the neighbouring properties, in particular the adjoining heritage item at 1 Whittle Avenue. The additions have been designed to pull the bulk of the dwelling away from the heritage item to ensure visual separation between the two sites.

- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*

Owing to the location of the proposed development, the heritage item will retain all significant viewpoints from the surrounding streets, being located on a contour below the existing dwelling. As such, the additions continue the existing stepped footprint with the addition of the first floor which has been stepped in to minimise bulk and scale. By maintaining the existing style of architectural language of the existing house, the context and setting of the adjacent heritage item is maintained.

The stepped and modulated design ensures that the new additions will not dwarf the neighbouring heritage item by following the existing contours and built forms on the site. The deep setback of the heritage item further aides in allowing for clear views to and from and the site.

- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*

The site has a low archaeological potential with no documentary evidence suggesting that the location of the new development contained any prior structure. After the subdivision of the Coral Estate, it appears the site remained vacant until the construction of the current dwelling.

- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*

The proposed development whilst contemporary in design and overall architectural expression, utilises a hipped roof form and simple rectangular lines that harmonise with the existing dwelling. The modulated first floor addition and lower ground level allows for the existing footprint to be read and appreciated without dominating the site. Furthermore, the bulk and scale has been pulled away from the heritage item towards the centre of the site, alleviating any visual massing towards the heritage item.

Whilst the materials are contemporary, use of the brick will harmonise with the existing dwelling whereby there will be a sense of continuity within the streetscape and setting of the heritage item. Owing to the deep setback of the item, the site is naturally divorced from Ethel Street, having its primary frontage in Whittle Avenue. These views will be retained with the proposed additions following the contours of the hill and stepping down in height towards the heritage item.

The proposed dwelling seeks to have a contemporary dwelling whilst softening its design with architectural language through the use of similar geometry, materials and form and allowing for a clear appreciation of the heritage item through retention of a views and vistas.

Whilst the proposed development will incorporate a second storey, through careful modulation and the use of materiality, the proposed dwellings will complement the streetscape having a bold but not intrusive impact on the heritage item. The development will be clearly read as new work and follow the trend of emerging two-storey dwellings within the street without dwarfing the neighbouring heritage item.

- *Will the public, and users of the item, still be able to view and appreciate its significance?*

As the proposed development seeks to maintain the site as a residential lot the ongoing use of functionality of the area will be maintained in its current state.

Overall, the proposed development is sympathetic to the neighbouring heritage item and poses no adverse impacts to the cohesiveness, context and setting within the immediate vicinity.

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11.0 RECOMMENDATIONS AND MITIGATION MEASURES

11.1 Conclusion

This assessment demonstrates that the dwelling at 28 Ethel Street, Balgowlah, does not satisfy the Heritage Council of NSW heritage significance assessment criteria relating to historical, associative, aesthetic, social, technical, rarity or representative significance.

In this regard, the existing dwelling is considered of little architectural interest and value whereby the partial demolition and additions and alterations is supported on the basis that it will not result in the loss of a significant nor contributory built form within the streetscape.

The proposed additions and alterations to the existing dwelling has been assessed with regards the heritage items within the vicinity of the subject site and consideration has been given to the visual and physical impacts of the proposed development on the identified heritage values of the adjacent property, 1 Whittle Avenue, Balgowlah and the former tram reserve along Whittle Avenue.

The proposal will not result in any material affectation to significant heritage fabric and will not have an intrusive contribution to the streetscape or heritage item thus retaining significant viewpoints of the existing dwelling adjacent to the subject site.

Subject to the recommendations below, the proposed alterations and additions of the existing dwelling at 28 Ethel Street, Balgowlah, is considered to have an entirely acceptable heritage impact.

11.2 Recommended Mitigation Measures

The following recommendations arise from the heritage impact assessment in Section 10.0 of this report. Adoption and implementation of the recommendations should be seen as mechanisms for addressing statutory requirements, mitigating heritage impacts and to ensure appropriate conservation and ongoing management of the heritage item.

Recommendation:	Recommended Management / Mitigation Measures:
1: Standard of workmanship	All works undertaken on the site in association with the proposed works should be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work.
2: Archaeology	Should any substantial intact archaeological deposits whether artefacts, relics or occupation deposits be discovered or uncovered, excavation and / or disturbance of the site is to immediately cease and the Consent Authority and Heritage NSW notified. Additional archaeological assessment may be required prior to works continuing in the affected area/s based on the nature of the discovery.

End of Report

Appendix A

Common Terms Used

The following is a list of terms and abbreviations adopted for use in the NSW Heritage Manual (prepared by the Heritage Council of NSW), and other terms used by those involved in investigating, assessing and managing heritage, including terms used within this Heritage Impact Statement:

Aboriginal significance: An item is of Aboriginal heritage significance if it demonstrates Aboriginal history and culture. The National Parks and Wildlife Service has the primary responsibility for items of Aboriginal significance in New South Wales.

Adaptation: Modification of a heritage item to suit a proposed, compatible use.

Aesthetic significance: An item having this value is significant because it has visual or sensory appeal, landmark qualities and/or creative or technical excellence.

Archaeological assessment: A study undertaken to establish the archaeological significance (research potential) of a particular site and to propose appropriate management actions.

Archaeological feature: Any physical evidence of past human activity. Archaeological features include buildings, works, relics, structures, foundations, deposits, cultural landscapes and shipwrecks. During an archaeological excavation the term 'feature' may be used in a specific sense to refer to any item that is not a structure, a layer or an artefact (for example, a post hole).

Archaeological significance: A category of significance referring to scientific value or 'research potential' that is, the ability to yield information through investigation.

Archaeological sites: A place that contains evidence of past human activity. Below-ground archaeological sites include building foundations, occupation deposits, features and artefacts. Above-ground archaeological sites include buildings, works, industrial structures and relics that are intact or ruined.

Archaeology: The study of material evidence to discover human past. See also historical archaeology.

Artefacts: Objects produced by human activity. In historical archaeology the term usually refers to small objects contained within occupation deposits. The term may encompass food or plant remains (for example, pollen) and ecological features.

Australia ICOMOS: The national committee of the International Council on Monuments and Sites.

Burra Charter: (and its guidelines). Charter adopted by Australia ICOMOS which establishes the nationally accepted principles for the conservation of places of cultural significance.

Comparative significance: In the NSW Heritage Assessment Procedure there are two

values used to compare significance: representativeness and rarity.

Compatible use: A use for a heritage item, which involves no change to its culturally significant fabric, changes which are substantially reversible or changes, which make a minimal impact.

Cultural landscapes: Those areas of the landscape, which have been significantly modified by human activity. They include rural lands such as farms, villages and mining sites, as well as country towns.

Cultural significance: A term frequently used to encompass all aspects of significance, particularly in guidelines documents such as the Burra Charter. Also one of the categories of significance listed in the Heritage Act 1977.

Curtilage: The geographical area that provides the physical context for an item, and which contributes to its heritage significance. Land title boundaries and heritage curtillages do not necessarily coincide.

Demolition: The damaging, defacing, destroying or dismantling of a heritage item or a component of a heritage conservation area, in whole or in part.

Conjectural reconstruction: Alteration of a heritage item to simulate a possible earlier state, which is not based on documentary or physical evidence. This treatment is outside the scope of the Burra Charter's conservation principles.

Conservation: All the processes of looking after an item so as to retain its cultural significance. It includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

Conservation Management Plan: (CMP) A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance. It can include guidelines for additional development or maintenance of the place.

Conservation policy: A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations.

Contact sites: Sites which are associated with the interaction between Aboriginal and non-Aboriginal people.

Excavation permit: A permit issued by the Heritage Council of New South Wales under

section 60 or section 140 of the Heritage Act 1977 to disturb or excavate a relic.

Façade: The elevation of a building facing the street.

Heritage Act 1977: The statutory framework for the identification and conservation of heritage in New South Wales. The Act also describes the composition and powers of the Heritage Council.

Heritage Advisor: A heritage consultant engaged by a local council, usually on a part-time basis, to give advice on heritage matters to both the council and the local community.

Heritage assessment criteria: Principles by which values for heritage significance are described and tested. See historical, aesthetic, social, technical/ research, representativeness, rarity.

Heritage conservation area: An area which has a distinctive character of heritage significance, which it is desirable to conserve.

Heritage Council: The New South Wales Government's heritage advisory body established under the Heritage Act 1977. It provides advice to the Minister for Urban Affairs and Planning and others on heritage issues. It is also the determining authority for section 60 applications.

Heritage fabric: All the physical material of an item, including surroundings and contents, which contribute to its heritage significance.

Heritage inventory: A list of heritage items, usually in a local environmental plan or regional environmental plan.

Heritage item: A landscape, place, building, structure, relic or other work of heritage significance.

Heritage NSW: The State Government agency of the Department and Premier and Cabinet, responsible for providing policy advice to the relevant Minister, administrative services to the Heritage Council and specialist advice to the community on heritage matters.

Heritage precinct: An area or part of an area which is of heritage significance. See also heritage conservation area.

Heritage significance: Of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations.

Heritage study: A conservation study of an area, usually commissioned by the local council. The study usually includes a historical context report, an inventory of heritage items

within the area and recommendations for conserving their significance.

Heritage value: Often used interchangeably with the term 'heritage significance'. There are four nature of significance values and two comparative significance values. See heritage significance, nature of significance, comparative significance.

Hierarchy of significance: Used when describing a complex heritage site where it is necessary to zone or categorise parts of the area assigning each a particular significance. A commonly used four level hierarchy is: considerable, some, little or no, intrusive (that is, reduces the significance of the item).

Industrial archaeology: The study of relics, structures and places involved with organised labour extracting, processing or producing services or commodities; for example, roads, bridges, railways, ports, wharves, shipping, agricultural sites and structures, factories, mines and processing plants.

Integrity: A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage are still largely intact.

International Council on Monuments and Sites (ICOMOS): An international organisation linked to UNESCO that brings together people concerned with the conservation and study of places of cultural significance.

There are also national committees in sixty countries including Australia.

Level of significance: There are three management levels for heritage items in New South Wales — local, regional and state. The level is determined by the context in which the item is significant. For example, items of state

heritage significance will either be fine examples or rare state-wide or will be esteemed by a state-wide community.

Local significance: Items of heritage significance which are fine examples, or rare, at the local community level.

Moveable heritage: Heritage items not fixed to a site or place (for example, furniture, locomotives and archives).

Occupation deposits: (In archaeology.) Accumulations of cultural material that result from human activity. They are usually associated with domestic sites, for example, under-floor or yard deposits.

Post-contact: Used to refer to the study of archaeological sites and other heritage items dating after European occupation in 1788 which helps to explain the story of the relationship between Aborigines and the new settlers.

Preservation: Maintaining the fabric of an item in its existing state and retarding deterioration.

Rarity: An item having this value is significant because it represents a rare, endangered or unusual aspect of our history or cultural heritage.

Reconstruction: Returning a place as nearly as possible to a known earlier state by the introduction of new or old materials into the fabric (not to be confused with conjectural reconstruction).

Relic: The Heritage Act 1977 defines relic as: '...any deposit, object or material evidence relating to non-Aboriginal settlement which is more than fifty years old.' The National Parks and Wildlife Act 1974 defines a relic as: '...any deposit, object or material evidence (not

being a handicraft made for sale) relating to indigenous and non-European habitation of the area that comprises New South Wales, being habitation both prior to and concurrent with the occupation of that area by persons of European extraction, and includes Aboriginal remains.'

Representativeness: Items having this value are significant because they are fine representative examples of an important class of significant items or environments.

Restoration: Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without introducing new material.

Social significance: Items having this value are significant through their social, spiritual or cultural association with a recognisable community.

State heritage inventory: A list of heritage items of state significance developed and managed by the Heritage Division. The inventory is part of the NSW Heritage Database.

State significance: Items of heritage significance which are fine examples, or rare, at a state community level.

Statement of heritage significance: A statement, usually in prose form which summarises why a heritage item or area is of importance to present and future generations.

Technical/research significance: Items having this value are significant because of their contribution or potential contribution to an understanding of our cultural history or environment.