

STATEMENT OF HERITAGE IMPACT

Proposed development at
21 Whistler Street
Manly



Job No. 8240
September 2018

Heritage21
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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Cover page: Subject site at 21 Whistler Street, Manly, from the south looking to southern façade. (Source: Heritage 21, 06.09.2018)

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Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment.	26.09.2018	SB	AK	SB
2	Draft Report (D2) issued for comment	27.09.2018	SB	-	SB
3	Report Issued (RI) for DA	04.10/2018	-	-	NF

1.0 EXECUTIVE SUMMARY

The following Statement of Heritage Impact was prepared by Heritage 21, who has been engaged by Wolski Coppin Architecture, to assess the potential heritage impact of the proposed works at 21 Whistler Street, Manly ('the site'). The development site is located between Manly Beach and Belgrave Street.

The subject site consists of two co-joining structures which **are not listed** as heritage items in Schedule 5 of the *Manly Local Environmental Plan 2013* ('MLEP'). The following heritage items and conservation areas are located within the visual catchment of the subject site:

Listed Site/HCA	Address	Significance	Item
Ivanhoe Park	Ivanhoe Park (bounded by Sydney Road, Belgrave Street and Raglan Street)	Local	I162
Baby health care centre building	1 Pittwater Road	Local	I196
Congregational Church	Sydney Road (corner of Whistler Street)	Local	I231
St Mary's Church, presbytery and school	Whistler Street (corner Raglan Street)	Local	I254
Electricity substation No 15009	34A–36 Whistler Street	Local	I255
Pittwater Road Conservation Area	-	Local	C1
Town Centre Conservation Area	-	Local	C2

The proposed works to the subject site includes the following:

- Demolition of existing structures; and
- Construction of five storey mixed use building with sub terrain garage

The proposal has been assessed with consideration for the relevant provisions of the Manly LEP and the Manly Development Control Plan 2013 ('MDCP').

This assessment of heritage impact is set out in **Section 7.0** of this report; it is considered the proposal would have a **neutral impact** on the subject site and a **neutral impact** on the adjacent heritage item (I255) for the following reasons:

- The proposal would not entail works to any items which have been assessed as heritage items;
- The current streetscape of Whistler Street consists of mixed built forms, constructed over a varying timeline. It is our assessment that the proposed development incorporates elements of the dominant style and form in the streetscape;
- The proposed works do not seek to replicate or dominate the character of the surrounding streetscape;
- The proposal would remove intrusive internal and external fabric from the site;
- The proposed works would not impact on the visual relationships between heritage items in the vicinity;
- The proposal would not encroach on any land on which a heritage item is located;

- The works are in keeping with the existing streetscape and would not be detrimental to the significance of the site, which is assessed as minimal;
- The proposed plans and elevations show a defined respect for the original or early fenestration, form and external façade of the existing site and the surrounding streetscape and HCA;
- The proposed works are seen as a contemporary and complementary response to the surrounding streetscape; and
- Although visible from surrounding heritage items, it is our assessment that any visual impact would be mitigated through the form, fenestration and detailing of the proposed works.

2.0 INTRODUCTION

2.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared on behalf of Wolski Coppin Architecture who have been engaged by the owner of the site to submit a development application for proposed works at the site.

2.2 Site Identification

The site is located at 21 Whistler Street, Manly, which falls within the boundaries of the Northern Beaches Council and comprises Lot B/DP368451. As depicted in Figure 1, the site is located on the west side of Whistler Street, near the intersection of Whistler and Raglan Streets. The subject site is located to the west of Manly Beach, and to the east of Belgrave Street. The setting and topography of the site will be more fully described in **Section 4.0**.

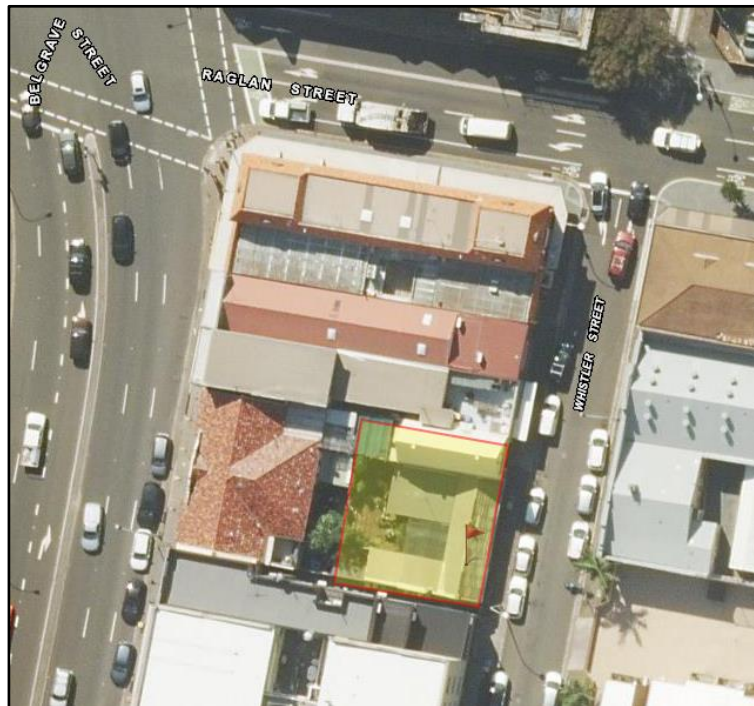


Figure 1. Aerial view of locality with approximate boundaries of the subject site outlined in red (Source: NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>).

2.3 Heritage Context

2.3.1 Heritage Listings

The subject site **is not listed** as an item of environmental heritage under schedule 5 of the *Manly Local Environmental Plan 2013* ('MLEP'). It **is not listed** on any other statutory or non-statutory registers of heritage items.

2.3.2 Heritage Conservation Area

The subject site is **not located** within a Heritage Conservation Area ('HCA').

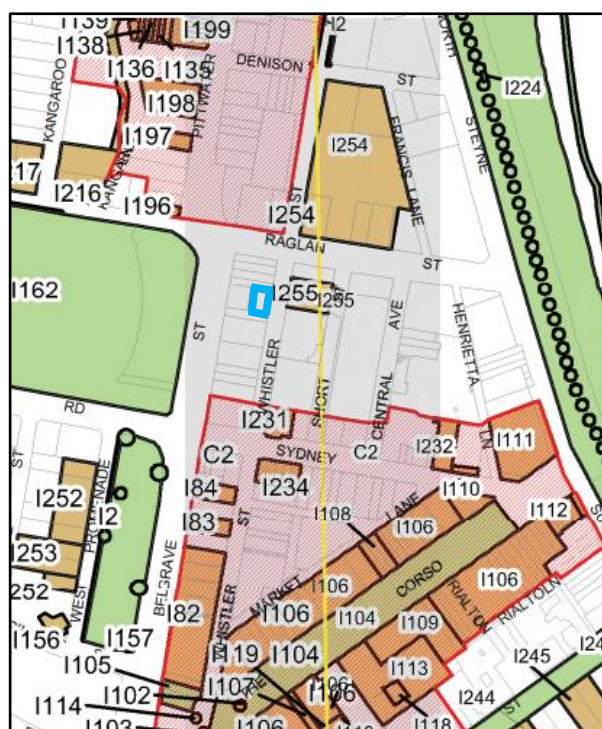


Figure 2. Heritage map HER_003 and 005 showing the location of subject site outlined in blue, heritage items in the vicinity in brown, and the PRCA hatched red. (source: NSW Legislation Online, legislation.nsw.gov.au)

2.3.3 Heritage Items in the Vicinity

As depicted in Figure 2 above, the site is situated within the vicinity of the following heritage items and heritage conservation areas:

Listed Site/HCA	Address	Significance	Item
Ivanhoe Park	Ivanhoe Park (bounded by Sydney Road, Belgrave Street and Raglan Street)	Local	I162
Baby health care centre building	1 Pittwater Road	Local	I196
Congregational Church	Sydney Road (corner of Whistler Street)	Local	I231
Group of 5 commercial buildings	39–47 Sydney Road	Local	I234
St Mary's Church, presbytery and school	Whistler Street (corner Raglan Street)	Local	I254
Electricity substation No 15009	34A–36 Whistler Street	Local	I255
Pittwater Road Conservation Area	-	Local	C1
Town Centre Conservation Area	-	Local	C2

Among the heritage items in the vicinity listed above, the subject site is **adjacent to or within the visual catchment** of the below:

Listed Site/HCA	Address	Significance	Item
Ivanhoe Park	Ivanhoe Park (bounded by Sydney Road, Belgrave Street and Raglan Street)	Local	I162
Baby health care centre building	1 Pittwater Road	Local	I196
Congregational Church	Sydney Road (corner of Whistler Street)	Local	I231
St Mary's Church, presbytery and school	Whistler Street (corner Raglan Street)	Local	I254
Electricity substation No 15009	34A–36 Whistler Street	Local	I255
Pittwater Road Conservation Area	-	Local	C1
Town Centre Conservation Area	-	Local	C2

Accordingly, the discussion in **Section 7.0** of this SOHI of the potential heritage impact of the proposal on heritage items in the vicinity is limited to the relevant heritage items, which share primary and secondary views with the subject property.

2.4 Purpose

The subject site is not a heritage item, nor is it located within Heritage Conservation Area, however it is within the vicinity of heritage items listed under Schedule 5 of the MLEP. Sections 5.10(4) and 5.10(5) of the MLEP require the Northern Beaches Council to assess the potential heritage impact of non-exempt development, such as the proposed works (refer to **Section 6.0**), on the heritage significance of the abovementioned heritage items and heritage conservation area and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of those heritage items and the heritage conservation area. This assessment is carried out in Section 7.2 below.

Accordingly, this SOHI provides the necessary information for Council to make an assessment of the proposal on heritage grounds.

2.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact and Assessing Heritage Significance* published by the Heritage Division of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*.

2.6 Authors

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared by Paul Rappoport and Sophie Barbera, of Heritage 21, heritage consultants.

2.7 Limitations

- This SOHI is based upon an assessment of the heritage issues only and does not purport to have reviewed or in any way endorsed decisions or proposals of a planning or compliance nature. It is assumed that compliance with non-heritage aspects of Council's planning instruments, the BCA and any issues related to services, contamination, structural integrity, legal matters or any other non-heritage matter is assessed by others.
- This SOHI essentially relies on secondary sources. Primary research has not necessarily been included in this report, other than the general assessment of the physical evidence on site.
- It is beyond the scope of this report to address Indigenous associations with the subject site.
- It is beyond the scope of this report to locate or assess potential or known archaeological sub-surface deposits on the subject site or elsewhere.
- It is beyond the scope of this report to assess items of movable heritage.
- Heritage 21 has only assessed aspects of the subject site that were visually apparent and not blocked or closed or to which access was not given or was barred, obstructed or unsafe on the day of the arranged inspection.

3.0 HISTORICAL CONTEXT

3.1 Local History

Governor Arthur Phillip visited the Manly area in January 1788 and was so impressed with the "confidence and manly behaviour"¹ of the local indigenous men that he called the place *Manly Cove*.

Apart from a handful of fisherman and farmers, Europeans were scarce in the Manly district in the early years of the Colony. Great changes began to occur at Manly Cove in the 1850s when Henry Gilbert Smith, a landowner and businessman, recognised its potential as a tourist resort². Sometimes called 'the father of Manly', Smith purchased more land in 1855 and set about developing some of it for sale. In January that year, Smith compiled the *Ellensville* plan and offered this 100-acre estate for sale, however the sale was unsuccessful. This was a recurrent problem in Manly until the beginning of the 20th century and even beyond, possibly due to its isolation from Sydney with the result that there was a constant, rapid turnover of households and businesses and frequent commercial failures in the area.

Much of the latter 19th century growth in Manly was due to the steady stream of tourists. By 1877 Manly had become the favourite daytrip for Sydneysiders, starting and ending with the ferry ride. There was plenty of entertainment, several hotels and refreshment rooms. However, there was a struggle for prosperity during its first 30 years. After World War I, Manly offered a casual lifestyle for singles, young couples and retirees, resulting in a huge wave of flat and bungalow development. Around 400 flats were built in Manly in that decade, many of which remain.



Figure 3. Parish map of Manly Cove, 1842. The approx. area of the subject site is highlighted by the red arrow (Source: P. Curby, *Seven Miles from Sydney: A history of Manly*, Manly Council, Manly, rev. ed. 2002, p.50).

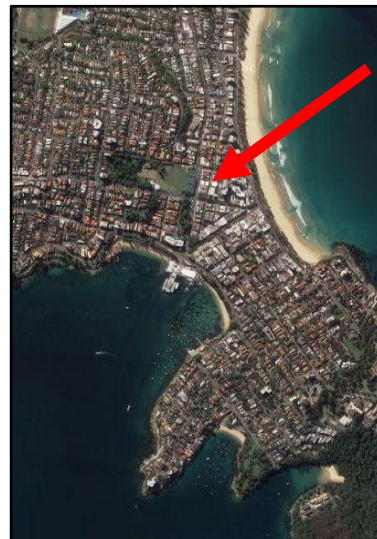


Figure 4. Aerial view of locality with approximate location of the subject site highlighted by the red arrow. (Source: NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>).

¹ Ashton, P. 'Manly'. *Dictionary of Sydney*

² Champion, Manly, Warringah and Pittwater, 1850-1880, p.120.

3.2 21 Whistler Street

3.2.1 Roseville Cottage

The site is situated on the former allotment of “Roseville” cottage, a one storey dwelling (refer to Figures 9 and 10) that holds considerable associative significance to the early development of Manly. It is our assessment that the siting of the current subject dwelling responds to the floor plan of the domestic building to the rear of the original dwelling (refer to Figure 9).

As depicted below, *Roseville* cottage was owned by Thomas Rowe during his tenure as Manly’s first Mayor. Rowe, a celebrated architect in his own right, was elected to office in February 1877 and would go on to oversee the first laying-out of the town, serving as an alderman until 1880.³ The cottage was then the residential dwelling of Alfred Hilder, the second Mayor of Manly.

The original “*Roseville*” cottage appears to have been demolished between 1917 and 1939 and was replaced with the two-storey mixed commercial and residential structure that now fronts Belgrave Street.

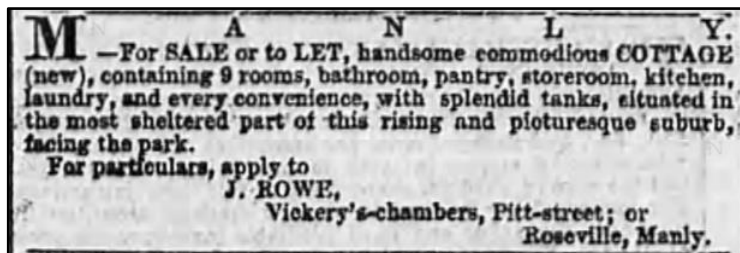


Figure 5. Advertisement for “Roseville” cottage (Source: The Sydney Morning Herald. Sydney, New South Wales. Australia. Saturday, May 24, 1879)

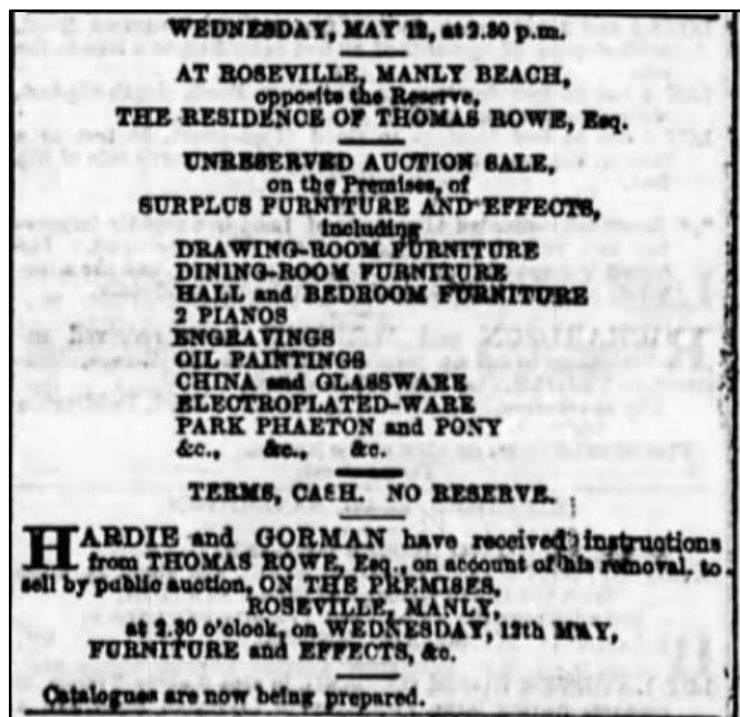


Figure 6. Advert for “Roseville”, 1880. Note residence of Thomas Rowe. (Source: The Sydney Morning Herald. Sydney, New South Wales, Australia. Saturday, May 8, 1880)

³ Wikipedia. Thomas Rowe. N.d. Retrieved from: https://en.wikipedia.org/wiki/Thomas_Rowe

"ROSEVILLE," MANLY,
at present occupied by A. Hilder, Esq., J.P.,
ex-Mayor of Manly.

An extremely pretty and well-built VILLA RESIDENCE, opposite the PARK RESERVE, with streets on 3 sides made, kerbed and guttered, containing the following accommodation:—

DRAWING and DINING ROOMS with folding doors and Library, all well corniced

The **HALL** is well arranged, arched with spaces for Statuary, China closet at end with ornamental door

The best **Bedroom** has triplet window with bathroom off, handsomely corniced. There are three other bedrooms, also a second pantry, detached kitchen with paved covered way, trellised, &c.

Laundry, Man's Room, Wood and Coal House
Coachhouse and Stable.

Large Water Supply and perfect drainage arrangements.

One of the choicest little properties in Manly, built of brick on stone foundations, and cemented, slated roof, and containing every convenience and comfort.

The grounds are very tastefully laid out, and the whole property is in first-class order.

HARDIE and GORMAN will sell by public auction, at their Rooms, Pitt-street, at 11.30 o'clock, **THIS DAY, 13th APRIL,**

"ROSEVILLE," MANLY BEACH, very convenient to the steamers' wharf, opposite the PARK RESERVE, and occupying about the premier position in this **FAVOURITE WATERING PLACE.**

ROSEVILLE is beautifully situated in the most sheltered part of Manly, receiving all the benefits of the sea without the exposure to the westerly winds. It is surrounded by main roads kerbed and guttered on three sides, having

160 feet frontage to **PITTWATER ROAD**
101 feet frontage to **RAGLAN-STREET**
160 feet frontage to **WHISTLER-STREET.**

PHOTOGRAPH OF ROSEVILLE IS ON VIEW AT THE ROOMS.

Figure 7. Roseville advert noting current occupant, the second mayor of Manly. (Source: The Sydney Morning Herald. Sydney, New South Wales, Australia. Wednesday, April 13, 1881)

THURSDAY, 12th March.

UPERIOR COTTAGE RESIDENCE
and
LARGE BLOCK OF LAND.
Or will be divided.

THE COTTAGE AND LAND,
with 80 feet frontage to
EAST PROMENADE,
with a depth of
101 feet to Whistler-street,
and
FOUR ALLOTMENTS of LAND
with frontages to
EAST PROMENADE, RAGLAN and WHISTLER STREETS.

TITLE, FREEHOLD.

MILLS and PILE have received instructions from Captain Wagstaff to sell by auction, at their Mart, 130, Pitt-street, on **THURSDAY**, the 15th day of March, at half-past 11 o'clock,

That
SUBSTANTIALLY-BUILT COTTAGE,
ROSEVILLE,
with
A LARGE BLOCK OF LAND,
having frontages of 160 feet to East Promenade, 101 feet to Raglan-street, and 160 feet to Whistler-street; suitable for building sites, or another villa residence.

THE COTTAGE is built, in a most substantial manner, of brick on stone foundations, with slated roof, and is replete with every convenience for a family, and within easy distance of the steamers. It contains drawing-room 15.9 x 15 feet, dining-room 15.5 x 19 feet, vestibule, inner hall and corridor, library, 4 bedrooms, bathroom, pantry, storeroom; and from the house, connected by a covered way, large kitchen, washhouse, 2 sheds, &c., large underground tank and plenty of water, good garden, lawn, &c.

Or
THE COTTAGE will be **SOLD,**
with 80 feet frontage to the
EAST PROMENADE,
by a depth of 101 feet to
WHISTLER-STREET;
and
THE LAND
in
FOUR ALLOTMENTS:
2 having 25 feet each to the East Promenade
1 having 25 feet to East Promenade, by a depth of 80 along Raglan-street; and
1 allotment having 25 feet frontage to Raglan-street, by a depth along Whistler-street of 80 feet; or in
ONE LOT of 80 x 101, with THREE FRONTAGES.

THIS IS REALLY A FIRST-CLASS PROPERTY, either as an investment or for private residence.

MANLY is the **PREMIER SUBURB** of Sydney, and the only acknowledged **WATERING PLACE** for the COLONY. The Cottage is now let furnished at £5 5s per week, and will readily let unfurnished at over £150 per annum. Land is in demand in such a position, and increasing in value.

TERMS at SALE.

Cards to view and full particulars can be obtained at the Rooms, 130, Pitt-street.

Figure 8. Advertising for the sale of Roseville cottage residence, 1885. (Source: The Sydney Morning Herald (NSW: 1842 - 1954), p. 13. Retrieved September 10, 2018, from <http://nla.gov.au/nla.news-article13586617>)



Figure 9. Image of “Roseville” cottage and rear domestic dwelling. Blue arrow marks original cottage, red arrow marks location of domestic wing with red circle marking original chimney stack (since removed) (Source: MAAS. Glass plate negative, full plate, ‘Manly, looking east’, Kerry and Co, Sydney, Australia, c. 1884-1917. <https://collection.maas.museum/object/28691>)

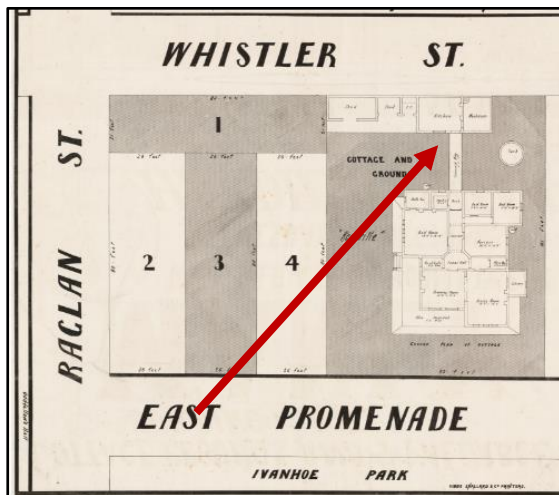


Figure 10. Subdivision of larger allotment. Original rear domestic wing noted as part of the current subject dwelling (Source: State Library of NSW).



Figure 11. Overlay of existing cottage with original domestic dwelling.

3.2.2 40/40A and 21 Whistler Street

From 1939 the allotment was advertised as a double front block, with the main frontage towards Belgrave Street. The site was advertised as a cottage that fronted Whistler Street. The site was again advertised during the 1960s, with little detail, besides its ‘good condition’. It is our assessment that the northern and rear additions to the site were erected during the late 1960s – 1970s, due to their omission within the 1960s advert and their appearance in 1970s photographs. The site appeared as a shop during this time and was later adapted for residential use.

Heritage 21 notes that during the late 20th century, various articles mistakenly recorded the subject site as a “heritage item”. As stated throughout the report, the site is not locally-listed, nor does it reside within a locally-listed HCA. Although we have identified the earlier history of the subject site above, the articles (Figures 15 and 16) appear to rely on later, non-original additions to the site to authenticate its significance.

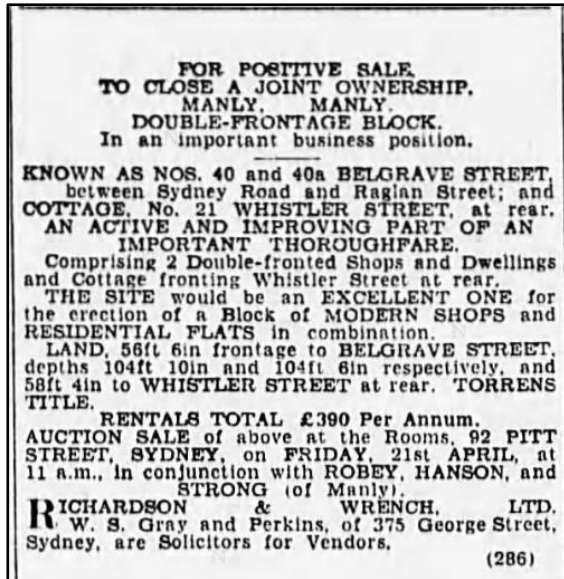


Figure 12: 1939 advertisement of cottage presenting to Whistler Street. (Source: The Sydney Morning Herald. Sydney, New South Wales, Australia. Wednesday, April 19, 1939)

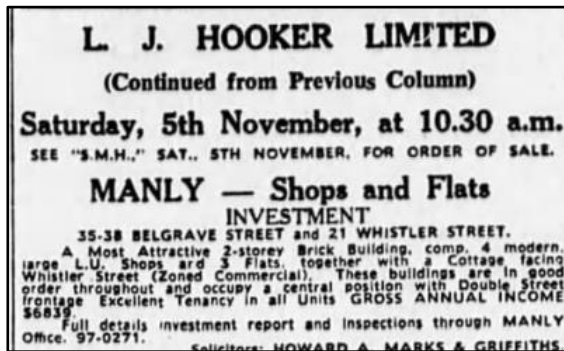


Figure 13. Advertisement for site. (Source: The Sydney Morning Herald (Sydney, New South Wales, Australia) 29 Oct 1966, Sat. Page 36)



Figure 14. Image of site, c. 1970s (Source: 21 Whistler Street, Manly. Northern Beaches Council. Image Library. Retrieved from: photosau.com.au/Manly/scripts/ExtSearch.asp?SearchTerm=001532)



Figure 15. Image of subject site included in article regarding heritage listings (Source: The Sydney Morning Herald (Sydney, New South Wales, Australia) 09 May 1985, Thu. Page 26)

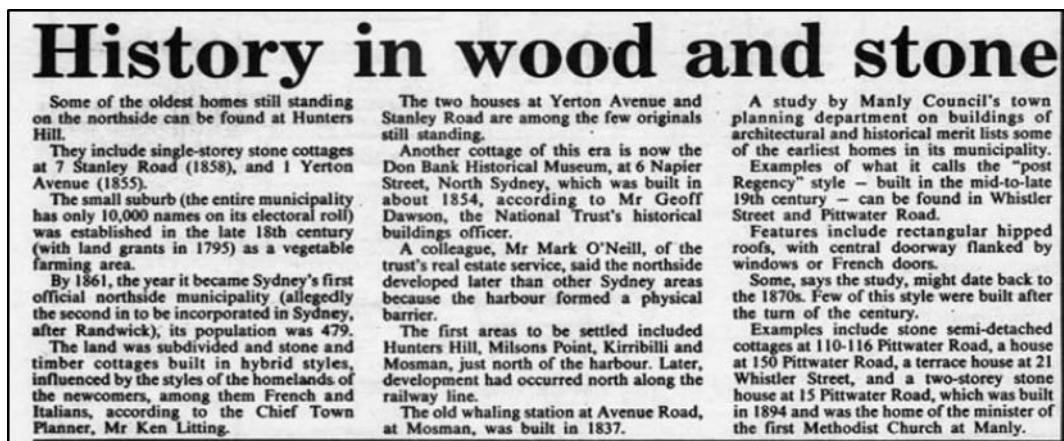


Figure 16. The site incorrectly listed in heritage article. (Source: The Sydney Morning Herald (Sydney, New South Wales, Australia) 09 May 1985, Thu. Page 27)

3.3 Thomas Rowe

The following has been extracted from The Dictionary of Sydney:⁴

Thomas Rowe (1829-1899), architect, was born on 20 July 1829 at Penzance, Cornwall, England, eldest son of Richard Rowe and his wife Ursula, née Mumford. Educated at Barnes Academy, Penzance, at 15 he entered his father's building business as a draftsman. The family sailed for

⁴ J. M. Freeland, 'Rowe, Thomas (1829–1899)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/rowe-thomas-4517/text7391>, published first in hardcopy 1976, accessed online 21 September 2018.

Sydney late in 1848 and Thomas worked for local builders till 1851. About 1853 with his brother Richard (1831-1909), he set up a building business in Pitt Street mainly for speculative domestic work. Between 1857 and 1895 he practised as an architect in Sydney with W. B. Field, Sydney Green and Alfred Spain as successive partners.

Rowe's practice, mainly in Bathurst, Orange, Newcastle, Goulburn and Sydney, was one of the biggest in New South Wales. It was said in 1890 that one could walk Pitt Street and always be opposite one of his buildings. Often successful in competitions he built commercial premises, large houses and churches, mainly Methodist. Among his best known buildings are the Presbyterian Church, Bathurst (1871), the Jewish Synagogue in Elizabeth Street, Sydney (1874), Sydney Hospital in Macquarie Street (1879, completed by John Kirkpatrick after 1891), Newington College, Stanmore (1878), Sydney Arcade and Vickery's Building, Pitt Street, Sydney (1874) and warehouses for Hoffnung & Co. in Charlotte Street, Brisbane (1879) and Pitt Street, Sydney (1881).

The sheer quantity of Rowe's work had a significant effect on New South Wales cities and towns in the late nineteenth century. He progressed from a certain simplicity to an elaborate showiness in his larger and later works and became excessively ornate after he visited Europe in 1884 and was strongly impressed by Venice. But his work was always marked by a heavy hand, a ponderous, unimaginative mind and a leaden, even dull, expression.

Rowe was superintendent of the Dowling Street Wesleyan Sunday school in 1860-90 and was active in the Paddington and Waverley Methodist churches. A justice of the peace from 1874, he was latterly a warden at St Mark's Church of England, Darling Point. He was a founder in 1871 of the Institute of Architects of New South Wales, and its president in 1876-89 and 1895-97. He was an alderman for Bourke Ward on the Sydney City Council in 1872-76.

As the first mayor of Manly in 1877, he set up and became captain of the Manly Fire Brigade, the first municipal brigade in Australia, and initiated the planting of the Norfolk Island pines that became the distinctive feature of the Manly beach fronts. In 1888 he became president of the Metropolitan Board of Water Supply and Sewerage.

4.0 PHYSICAL EVIDENCE

4.1 Setting & Streetscape

The subject site is situated near the corner of Raglan and Whistler Streets, with Whistler street being one-way access only. Whistler Street joins the intersection of Sydney Road to its south and winds north from The Corso towards Pine Street. The site is situated on fairly even topography, with a readable frontage to the Whistler Street façade. The site is set back from Whistler Street by a footpath, however there is no council verge bordering to the subject site, marking the immediate entry to the site from the council footpath. The north and west boundaries of the site are enclosed by adjoining multi-level developments along Whistler Street, whilst a small yard is located along the western boundary.

As depicted in Figures 48 and 49, the surrounding landscape consists of a combination of commercial and residential buildings. These buildings appear to form an eclectic streetscape, with inter war dwellings residing adjacent to larger buildings of more modern architectural features. Interwar buildings within the visual catchment surrounding the subject site appear to have undergone modifications and additions throughout the last century, as do buildings along Whistler Street.

4.2 Physical Description

The subject site consists of two co-joining structures. The core, single storey structure appears to have been part of the earlier *Roseville* cottage located on the site which was demolished sometime between 1917 and the early 1930s.

The site consists of two separate dwellings linked together through ground floor doorways. The original cottage features a lounge, kitchen, dining room, two bedrooms and a bathroom. A paved terrace area features to the rear, while a small shed is located along the western boundary. A later, two storey combined garage and granny flat is located to the northern boundary and features a ground floor garage with a combined living area/kitchen and laundry. The first floor features a living area and bedroom with ensuite and a large rear balcony to the west. Figure 11 depicts an estimate of the original form of the site. Both structures have been heavily modified by alterations and additions over time and present an imitation Old English style to the surrounding streetscape.

4.2.1 Exterior

The ground floor has seen the addition of a rear second bedroom, dining area, kitchen and internal bathroom. A rear shed appears to have been constructed around the same period as the two-storey addition. A detailed description of the exterior is presented below:

Exterior	
Area	Description
Northern Façade	The northern façade is not evident from the streetscape due to the close location of the adjacent building (Refer to Figure 20)
Eastern Façade	The eastern façade is legible as the principal elevation of the site. The elevation has been modified over time, including the construction of the non-original two-storey

	<p>structure to the northern boundary and the introduction of security screenings and imitation Old English style decorations. Three double hung sash windows are asymmetrically placed along the ground floor elevation, with imitation shutters stuck to the façade wall. The entry door is located along this elevation and features a small timber awning over the doorway. Timber house numbers are placed next to the doorway, as is a sign ("The Mews"), a later addition to the subject site.</p> <p>The two-storey elevation features a Tudor gable end above three double hung windows. These windows are also adorned with the same window shutters as the ground floor. A single car garage is located below, as is a small entryway to the above flat.</p>
Southern Façade	The southern façade predominately features the laneway to the adjacent building; however, the elevation shows minimal detail, with two air ventilation shafts and the gabled end of the cottage dwelling. The original chimney is evident from this location; however, any original detailing has been removed and the chimney has been capped (refer to Figure 21)
Western Façade	The western façade features a square courtyard to the cottage façade that extends to the western boundary. Much of the form of the rear consists of later additions and alterations, including the kitchen, dining room, bedroom and garden area.
Roof form	The roof form is of two open gable designs, with the later addition incorporating an Old English detail to the gable end. As ascertained by the site visit and noted by documentation (Figure 15) the original form and material elements appear to have been modified. Further, the ground floor chimney (refer to Figure 21) has been accessed as a later addition.

4.2.2 Interior

The interior of the subject site has been modified since construction to accommodate an assortment of tenants and housing regulations. A detailed description of the interior is presented below:

Interior	
Area	Description
Ground Floor	As depicted in Section 4.4, the ground floor incorporates a kitchen, living and dining area, as well as two bedrooms. A laundry and a bathroom. Figure 11 depicts the approximate location of the original Roseville structure, which mirrors much of the existing interior, with the original kitchen fireplace appearing to have been altered with additional brickwork, while in the same area an earlier doorway has been infilled to provide a window (refer to Figure 23). Further, the main bedroom incorporates an earlier rear doorway and window along the north-eastern internal wall (refer to Figures 29 to 33). As depicted in Figures 34 to 47, the later additions appear to have been built in the latter 20 th century and are constructed with cement blocks or exposed internal face brick. The ground floor of the later two-storey addition consists of a garage which leads to the combined living/kitchen and laundry of the granny flat.
First Floor	The first floor is of a later addition and features a bedroom with ensuite, a combined stairwell landing and living area and a rear balcony to the western boundary.

4.3 Condition and Integrity

On initial inspection, the building in its current form is in good condition.

However, the current façade coupled with the introduction of intrusive infill works to the building allows for little legibility of the character of the original structure.

4.4 Views

The subject site is a visible item within the context of the surrounding streetscape due to its low scale, imitation detailing and reduced setback from the council footpath. As depicted in Figure 17 below, the primary view lines into the site are towards the eastern façade of Whistler Street from the heritage item opposite the building (I255). Secondary partial view lines towards the eastern elevation are made from St. Mary's Church (I254), the Congressional Church (I231) and the edge of the Town Centre HCA (C2). However, it is of note that the proposed development would be partial visible from Belgrave Street due to the varying scale of existing built forms that surround the subject site. Secondary partial view lines towards the area of development would encompass the Ivanhoe Park (I162), the Baby health centre (I196) and the Pittwater Road HCA (C1).

The proposed works would be primarily visible from heritage items within the vicinity. Accordingly, the impact of the proposal on these places is discussed in the Assessment of Heritage Impact below.

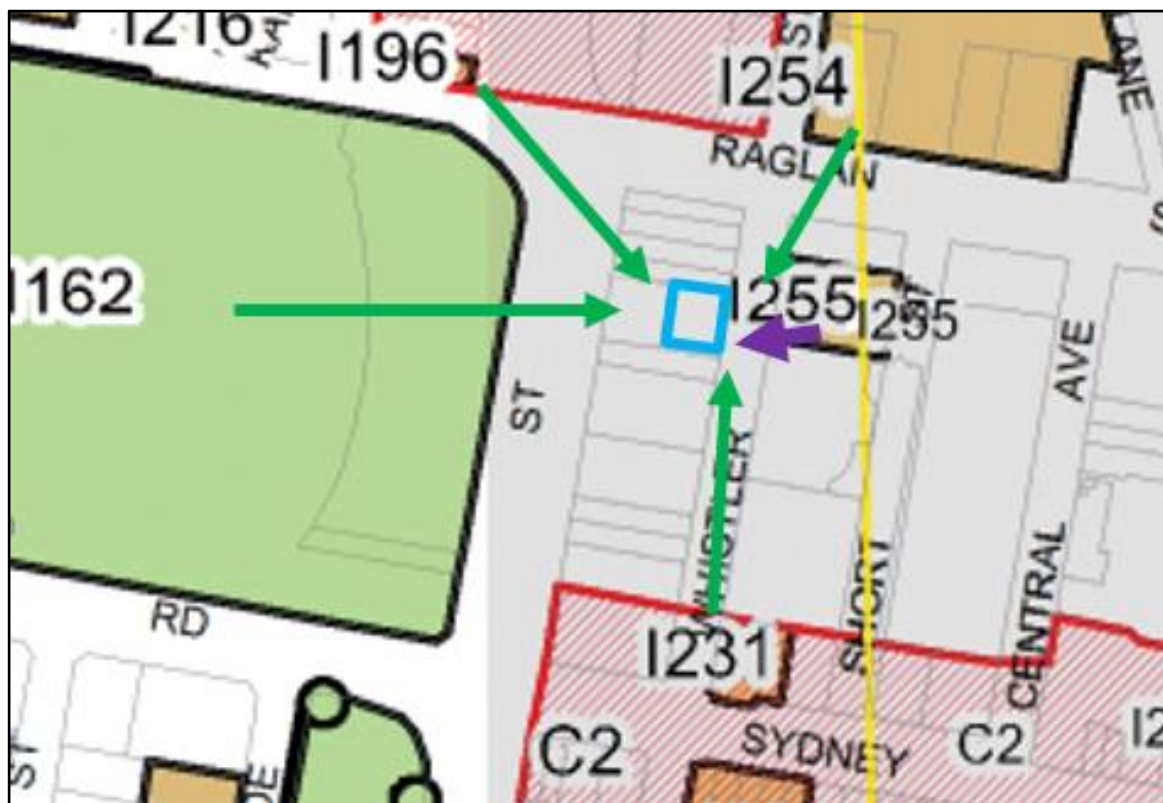


Figure 17. Annotated image of Heritage Map. Subject site is in blue, purple arrow identifies primary visual relationship, whilst green arrows identify secondary visual relationships. (Source: NSW Legislation Online, legislation.nsw.gov.au)

4.5 Images

The following photographs, taken by Heritage 21 on 6th September 2018, provide a visual survey of the site and its setting.



Figure 18. View of the eastern façade of the subject site.



Figure 19. View of eastern façade of subject site. Note northern, non-original addition and imitation detailing to facade



Figure 20. View of eastern façade of subject site. Note the extension of first floor and imitation detailing.



Figure 21. View of eastern façade of subject site. Note early location of chimney stack to southern elevation



Figure 22. View of lounge room. Note non-original fireplace addition to location of original fireplace., non-original ceiling and beams.



Figure 23. View of lounge room. Note location non-original window.



Figure 24. View west towards kitchen and dining room.



Figure 25. Details of kitchen and non-original fireplace



Figure 26. View of ground floor non-original dining room



Figure 27. View of non-original dining room.

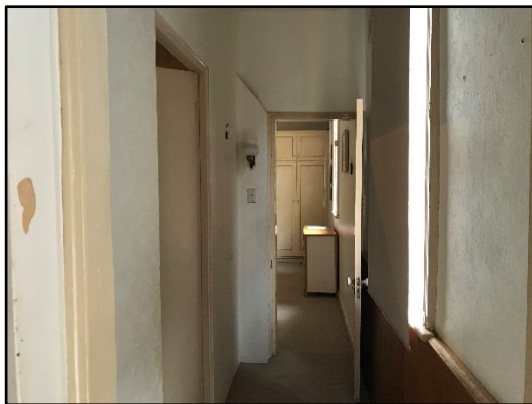


Figure 28. View of ground floor hallway facing north.

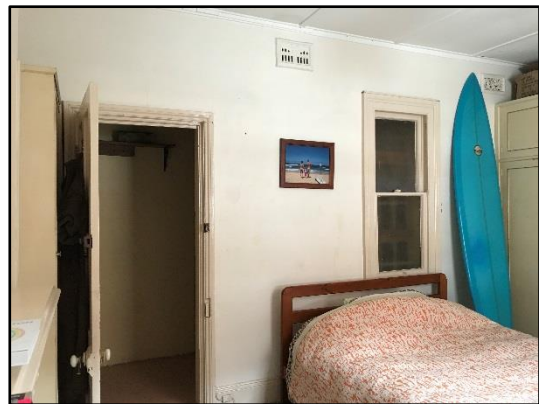


Figure 29. View of ground floor main bedroom. Note early external doorway and infilled window.



Figure 30. View of non-original bedroom cupboards.



Figure 31. View of non-original fireplace and early external doorway



Figure 32. View of existing rear doorway (since covered)

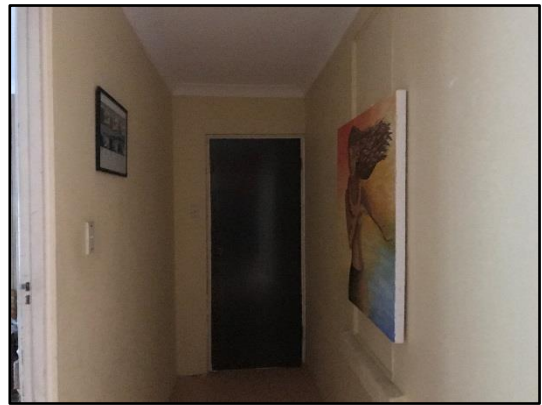


Figure 33. View of internal hallway to rear of site. Note infilled early rear window.



Figure 34. View of rear, non-original bedroom



Figure 35. View of internal, non-original laundry.

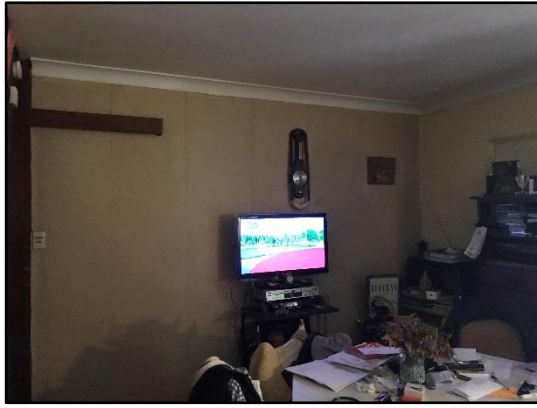


Figure 36. View of lounge room to non-original northern addition



Figure 37. View of kitchen towards laundry within non-original northern addition



Figure 38. View of stairwell to first floor of non-original addition.



Figure 39. View of first floor lounge within non-original addition

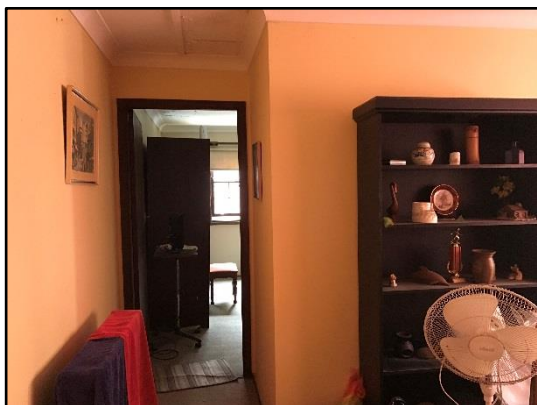


Figure 40. View of first floor hallway towards bedroom of non-original northern addition.



Figure 41. View of first floor bedroom of non-original northern addition.

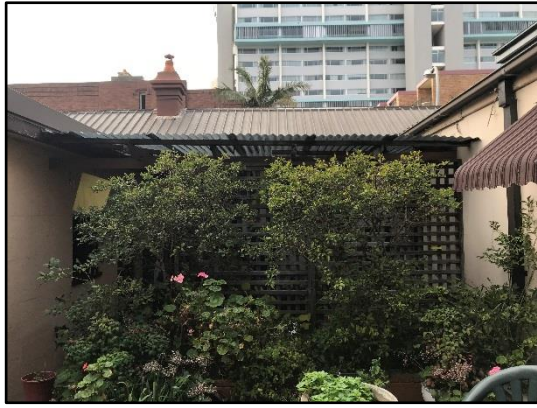


Figure 42. View east towards rear of subject site. Note non-original roof.



Figure 43. View of rear addition to subject site and entryway to northern addition.



Figure 44. View of rear wall boundary.



Figure 45. View south towards adjacent building.



Figure 46. View of southern boundary non-original addition of subject site.



Figure 47. View of rear addition of subject site.



Figure 48. View of the western façade of the heritage item opposite the subject site.



Figure 49. View of heritage item opposite subject site.



Figure 50. View south from heritage item (I254). Note partial, secondary view lines. Red arrow indicates approximate site location.



Figure 51. View north towards subject site. Note partial visual relationship. Red arrow indicates approximate site location.



Figure 52. View east towards proposed area of works from heritage item (I196) and HCA (C1). Red arrow highlights approx. area of development.



Figure 53. View south from Pittwater Road towards area of proposed works. Note partial visual relationship. Red arrow indicates approximate site location.

5.0 HERITAGE SIGNIFICANCE

5.1 Subject Site

5.1.1 Assessment of Significance

In order to make an assessment of whether the proposed development would have either a negative, neutral or positive impact upon the significance of the subject site it is necessary first to ascertain the heritage significance of the subject site. The assessment is based upon criteria specified by the NSW Office of Environment and Heritage.⁵

Criterion	Assessment
A. Historical Significance An item is important in the course, or pattern, of NSW's (or the local area's) cultural or natural history.	The subject dwelling has been assessed to have a tangible link to the floor layout of an earlier structure within the original allotment, which dates from the establishment of the suburb in the late 19 th century. However, as noted throughout the report, the subject dwelling has undergone considerable alterations and additions, ensuring that it can no longer provide evidence of a particular association. As such, the item does not meet the criterion for historical significance.
B. Associative Significance An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's (or the local area's) cultural or natural history.	The envelope of the ground floor cottage structure appears to have retained part of its earlier siting of the original service structure of <i>Roseville</i> cottage. Although <i>Roseville</i> cottage has since been demolished, the dwelling and service structures share an intangible relationship to the founding mayorship of Manly, in particular, the architect Thomas Rowe and the second mayor of Manly, Alfred Hilder. However, due to the amount of redevelopment at the site and the intrusive alterations to the ground floor cottage, the site has been so altered that it can no longer provide evidence of a particular association. Notwithstanding, the dwelling itself does not meet the criterion for associational significance.
C. Aesthetic Significance An item is important in demonstrating aesthetic characteristics and/or high degree of creative or technical achievement in NSW (or the local area).	The site has undergone a multitude of alterations and additions over time, all of which have irrevocably diminished the integrity and legibility of the original envelope of the building. The site is not heritage listed, nor is it situated within Manly HCAs. Due to later, non-original additions at the site, the primary façade features non-original, imitation Old English

⁵ NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), NSW Heritage Manual, <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

	<p>detailing that contributes to its odd setting between larger built forms. However, the novelty of this style does not demonstrate aesthetic characteristics or merit.</p> <p>As such, the item does not meet the criterion for aesthetic significance.</p>
<p>D. Social Significance</p> <p>An item has a strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.</p>	<p>Although the original dwelling was once the residence of the early Mayors of Manly, no formal or strong relationship has been identified with any community or cultural groups. Therefore, it does not meet the criterion for social significance.</p>
<p>E. Technical/Research Significance</p> <p>An item has potential to yield information that will contribute to an understanding of NSW's (or the local area's) cultural or natural history.</p>	<p>There is no evidence to suggest that the building demonstrates construction techniques other than those commonly employed at the time. The subject site therefore does not meet the requirements of this criterion.</p>
<p>F. Rarity</p> <p>An item possesses uncommon, rare or endangered aspects of NSW's (or the local area's) cultural or natural history (state significance).</p>	<p>Early cottage buildings are not currently rare in Sydney and there are numerous examples in the Manly area. Accordingly, the subject item does not attain the requisite standard of significance under this criterion.</p>
<p>G. Representativeness</p> <p>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.</p>	<p>The subject site contributes to the collection of early twentieth century development consisting of brick or rendered brick, single and multi-storey buildings found along Whistler Street. However, its intrusive modifications over the last century have diminished the site's legibility and integrity, such that it cannot be considered a good example of its type. As such, the item cannot be assessed as attaining the requisite standard of significance under this criterion.</p>

5.1.2 Statement of Cultural Significance

The combined dwellings located at 21 Whistler Street are not heritage listed, nor is the site located within a Heritage Conservation Area. The siting of the ground floor dwelling responds to part of the footprint of *Roseville* cottage which was the residence of the first mayor of Manly, Thomas Rowe, a reputable architect, and later occupied by the second mayor of Manly. However, the redevelopment of the original allotment coupled with intrusive alterations and additions have over time resulted in the inability to interpret the early history of the subject site and demonstrates a lack of integrity and legibility of the original form and detailing of the ground floor cottage, such that the link with Rowe can only be intangibly demonstrated.

The subject site does not have any known associations with socio-cultural groups, nor does the site demonstrate, historical, rare or representative significance.

5.2 Statement of Significance for item in the vicinity – Electricity Substation No.15009

The following statement has been extracted from the Heritage Inventory:⁶

The Manly Zone Substation is a well detailed electricity substation building still in service for its original purpose. It is an excellent and externally intact representative example of the Interwar Art Deco style and is the last remaining known asset constructed by the Manly Electric Supply Company. It was subsequently acquired and extended by the Municipal Council of Manly. It is representative of the transition period from private to public electricity in the early 20th century in Sydney's Northern Beaches area.

⁶ Electricity Substation No.15009. NSW Office of Environment and Heritage, 'State Heritage Inventory', Search for NSW Heritage, n.d., <http://www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx>.

6.0 WORKS PROPOSED

6.1 Proposal Description

Heritage 21 understands from the drawings provided that the following works – which would generally entail the conversion of the existing boarding house to two private dwellings – are proposed:

Demolition
<ul style="list-style-type: none"> Demolition of existing subject dwelling structure
Construction
<ul style="list-style-type: none"> Construction of five-storey mixed-use building with sub-terrain garage

6.2 Drawings

Specific details of the proposed development are shown in drawings by Wolski Coppin Architecture dated 19 September 2018 and received by Heritage 21 on 19 September 2018. These are partly reproduced below at small scale for reference purposes; the full-size drawings accompanying the application should be referred to for any details.



Figure 54. Drawing List

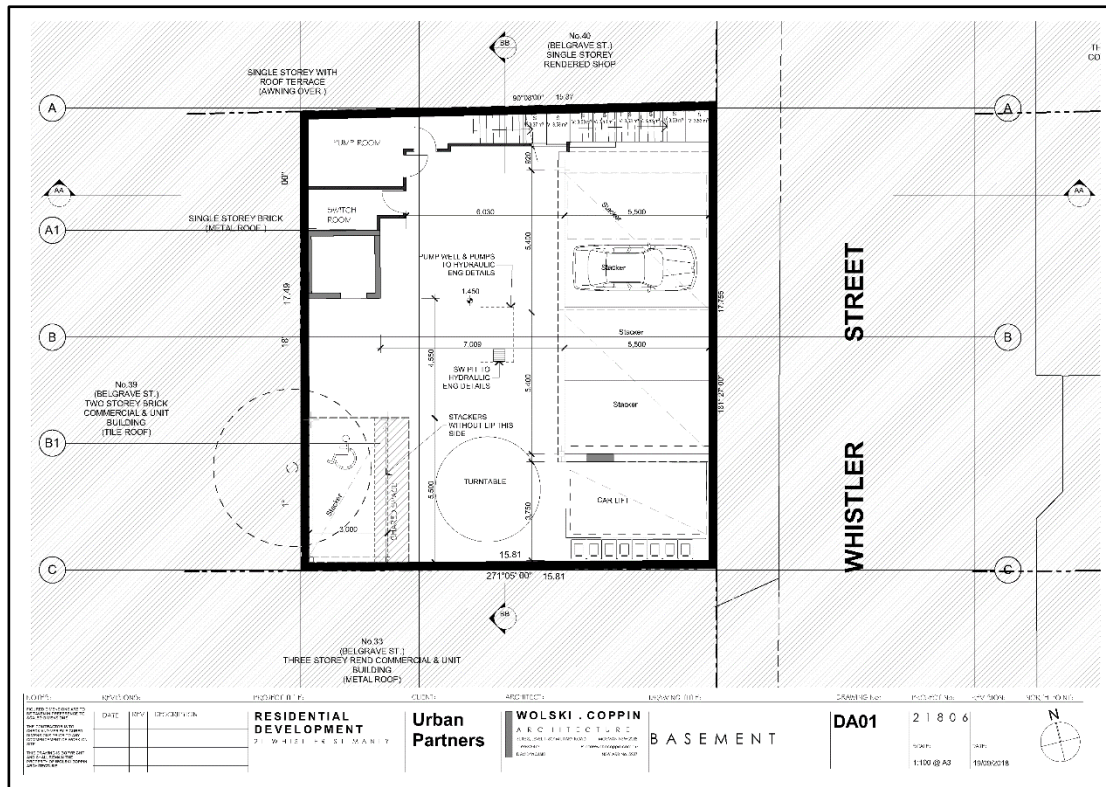


Figure 55. Basement floor plan.

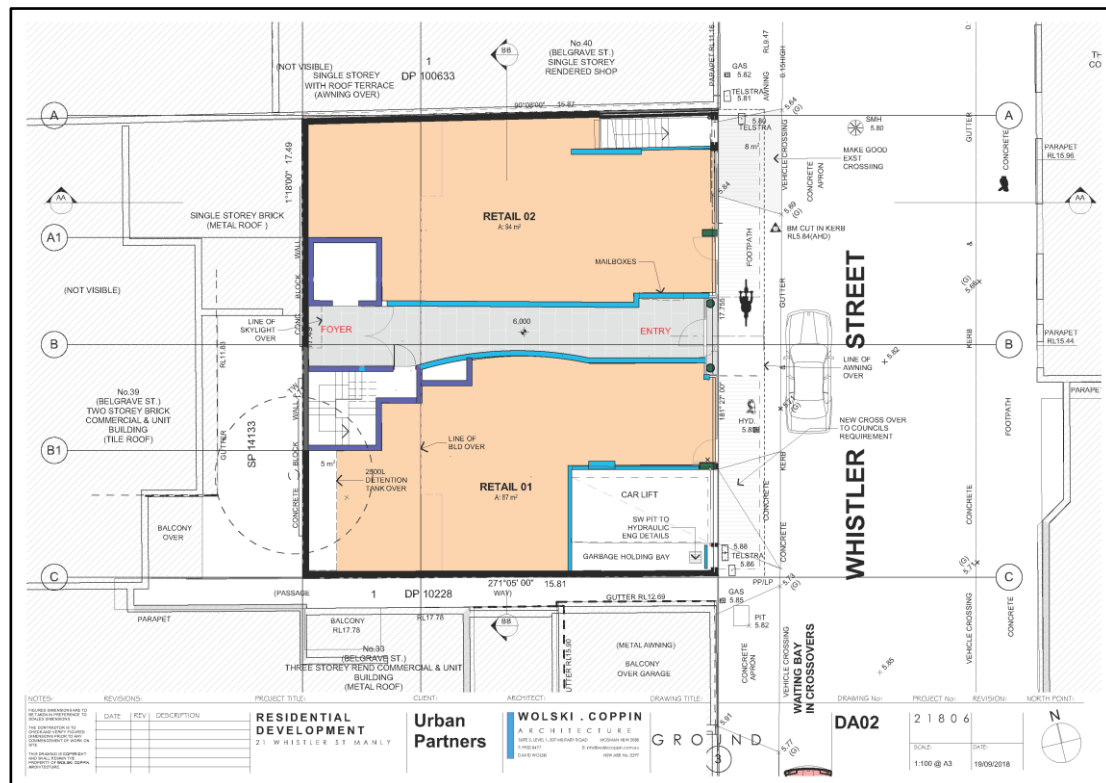


Figure 56. Ground floor plan.

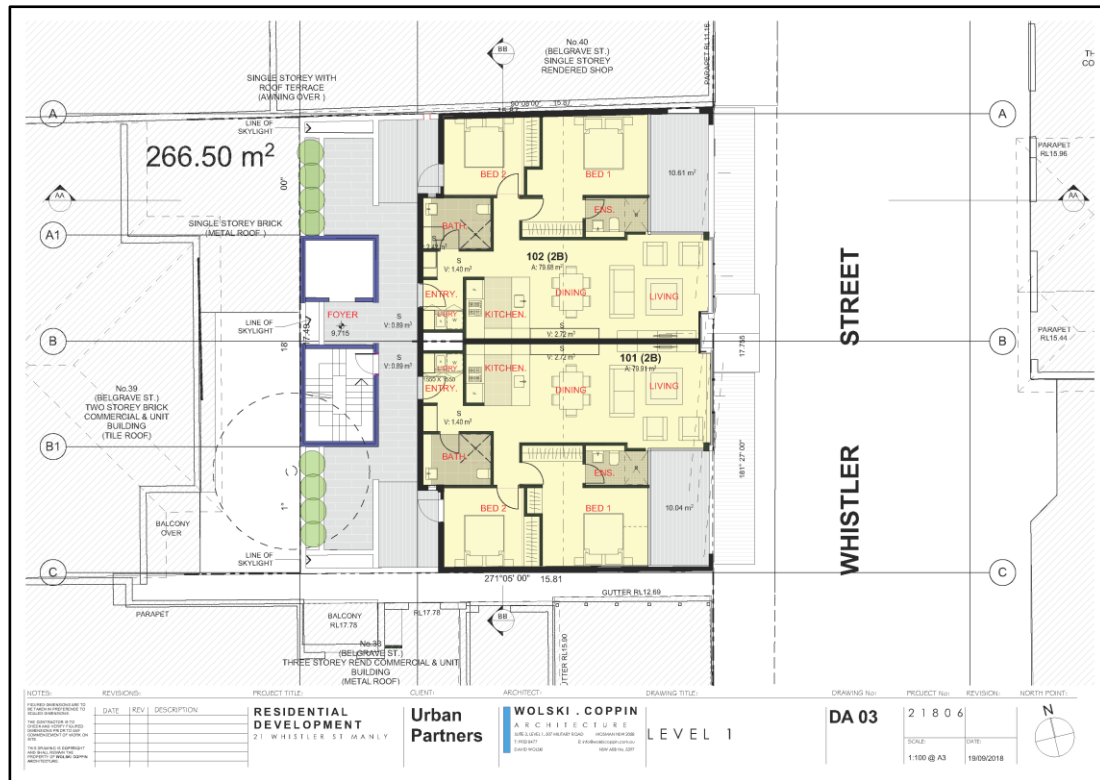


Figure 57. Level 1 floor plan.

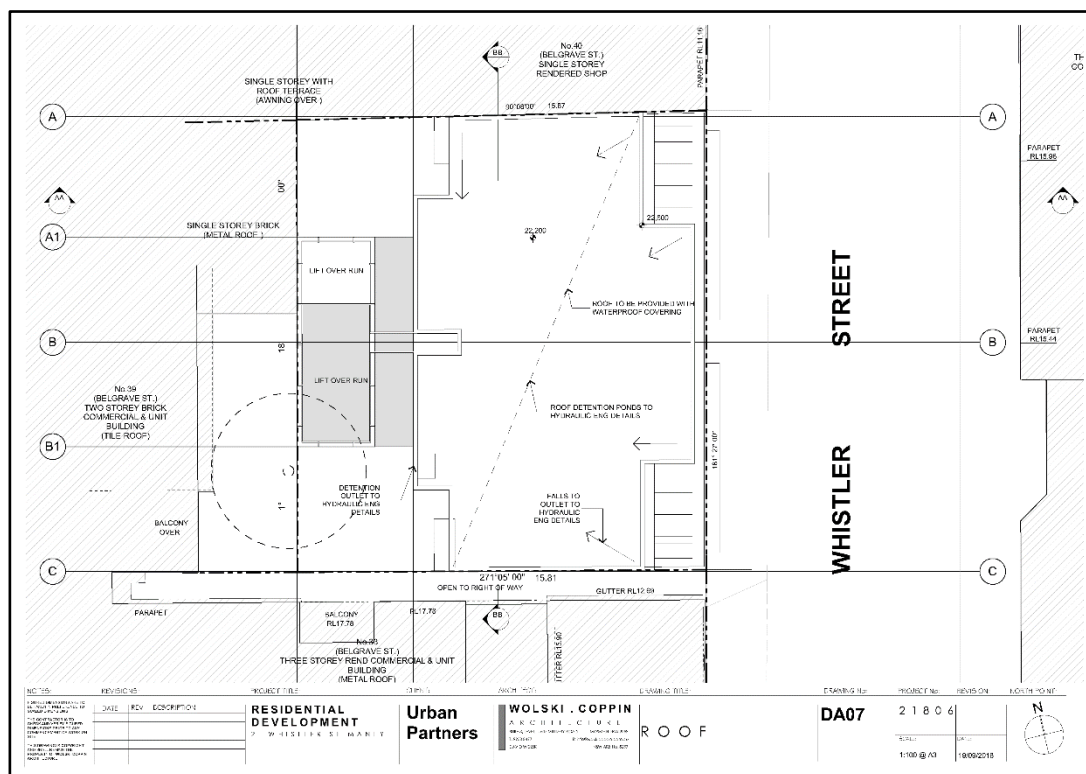


Figure 58. Roof plan

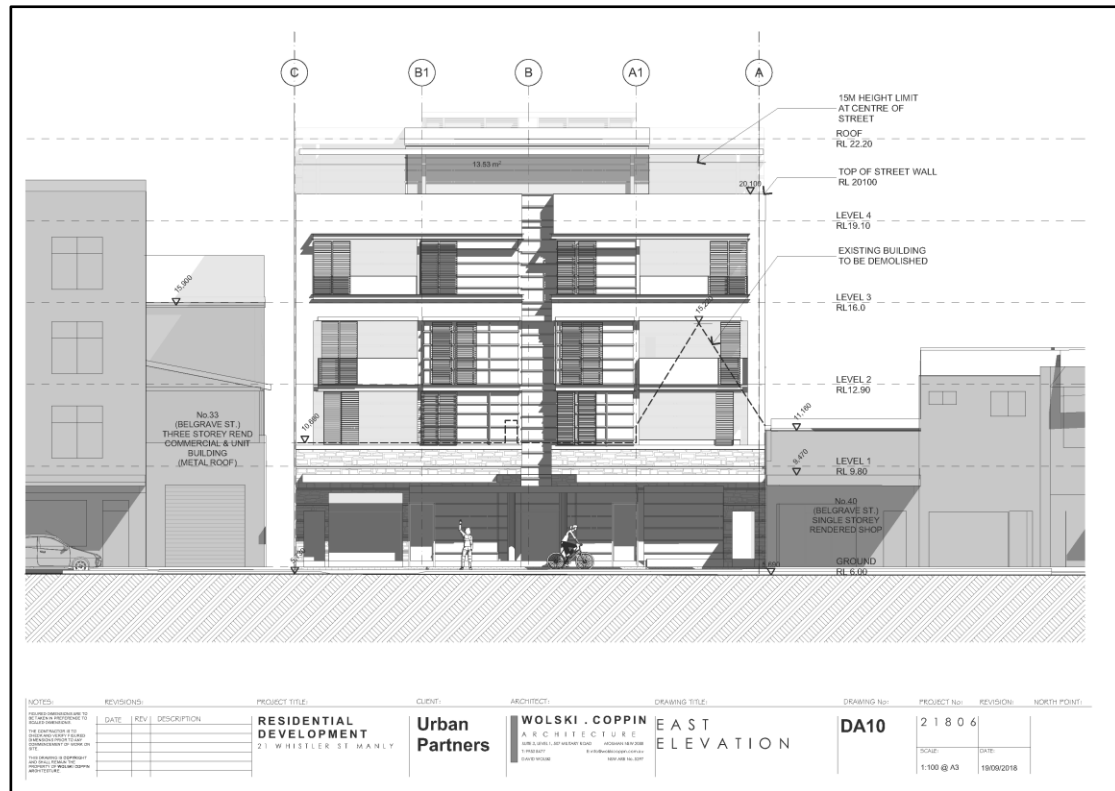


Figure 61. East elevation

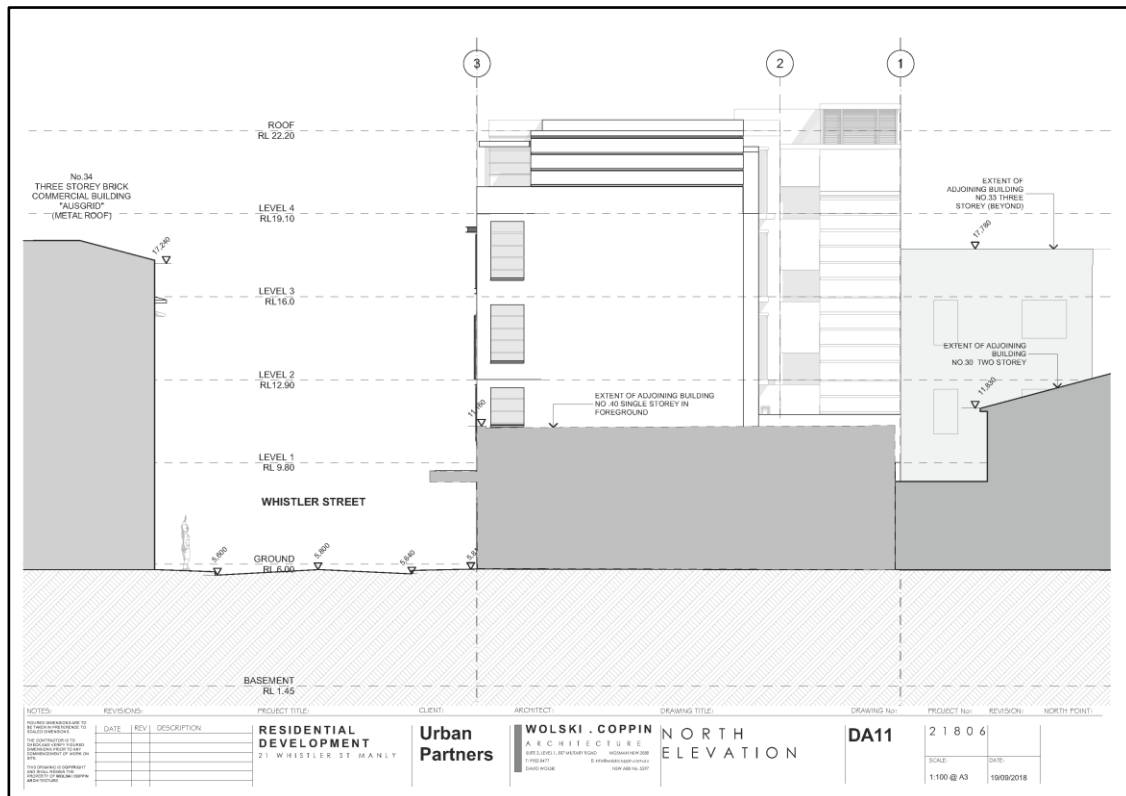


Figure 62. Northern elevation

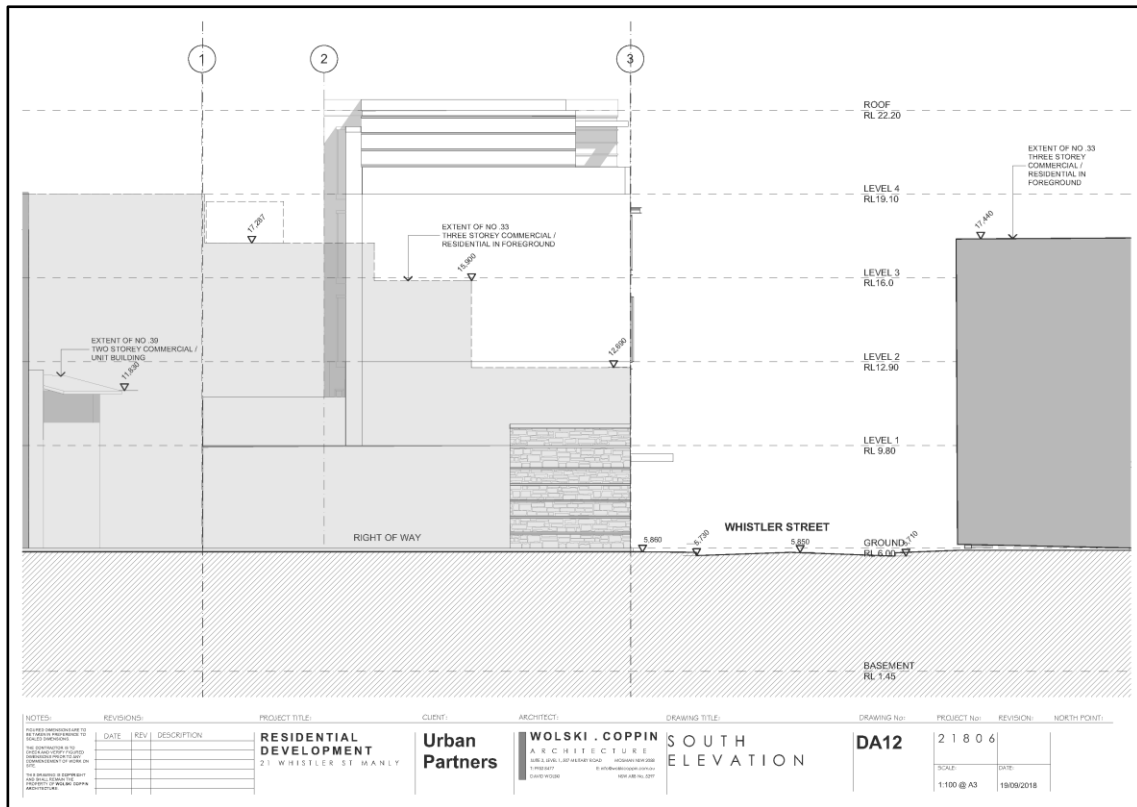


Figure 63. South elevation

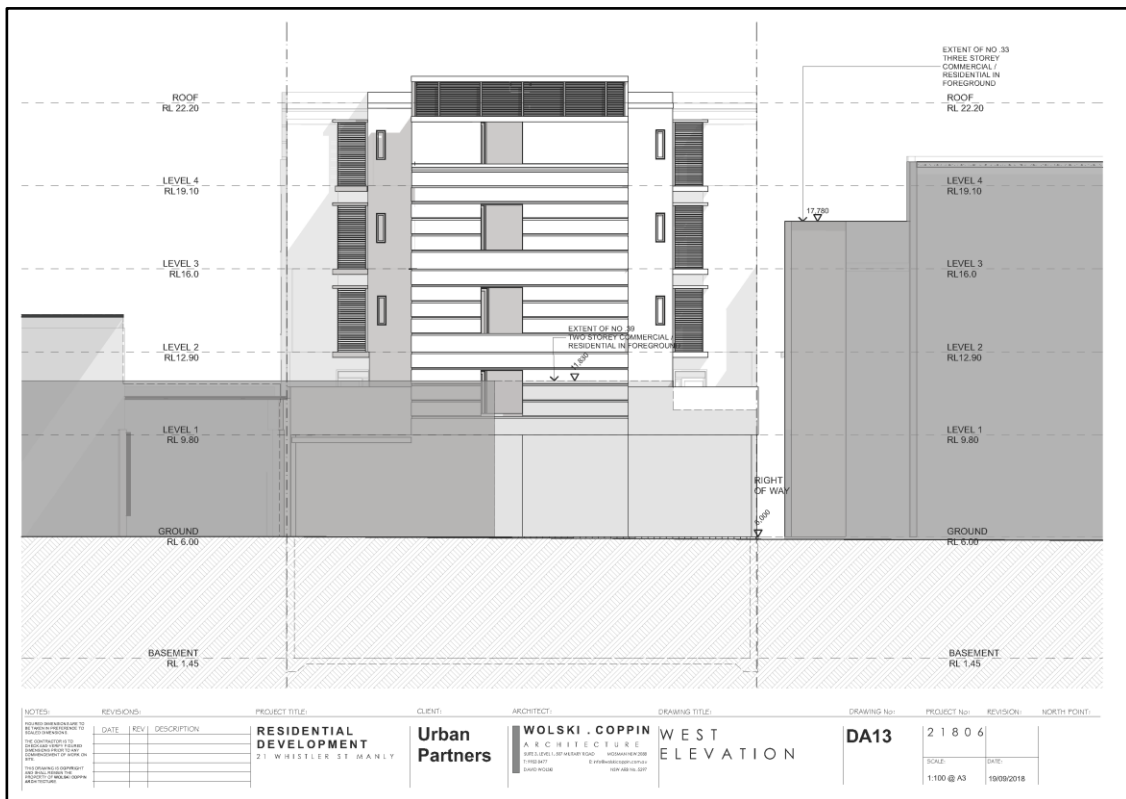


Figure 64. West elevation

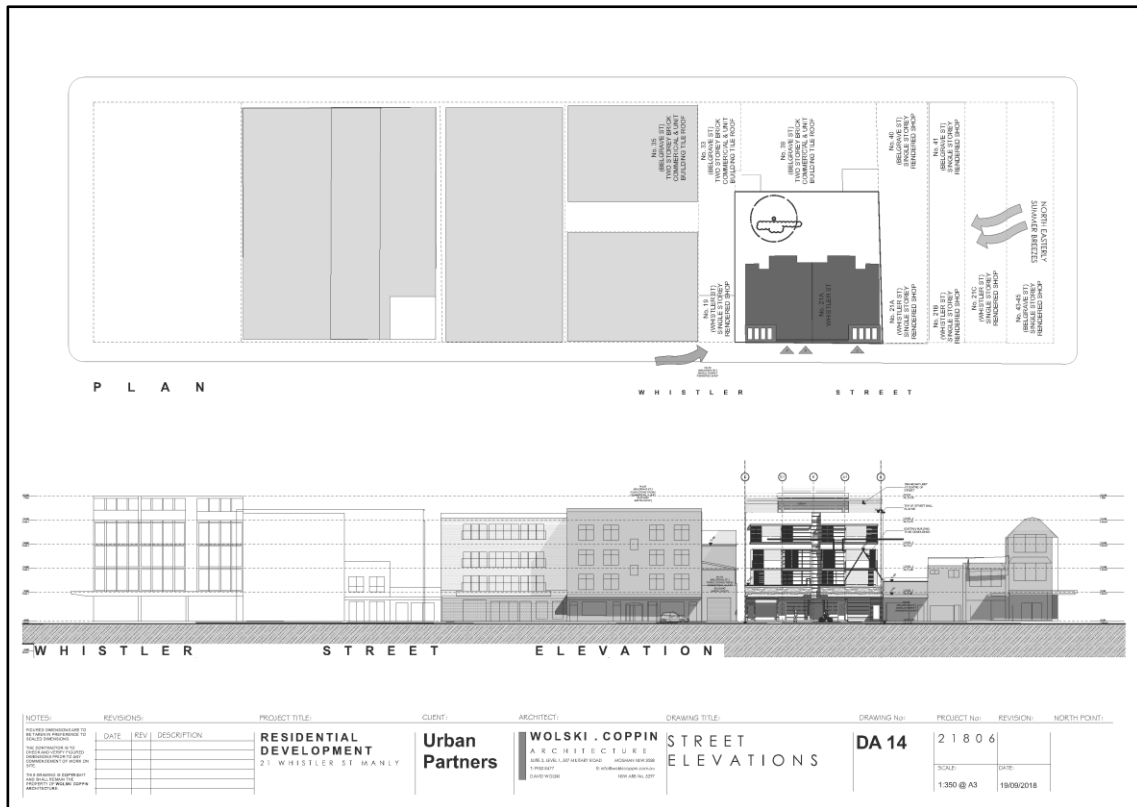


Figure 65. Street elevation

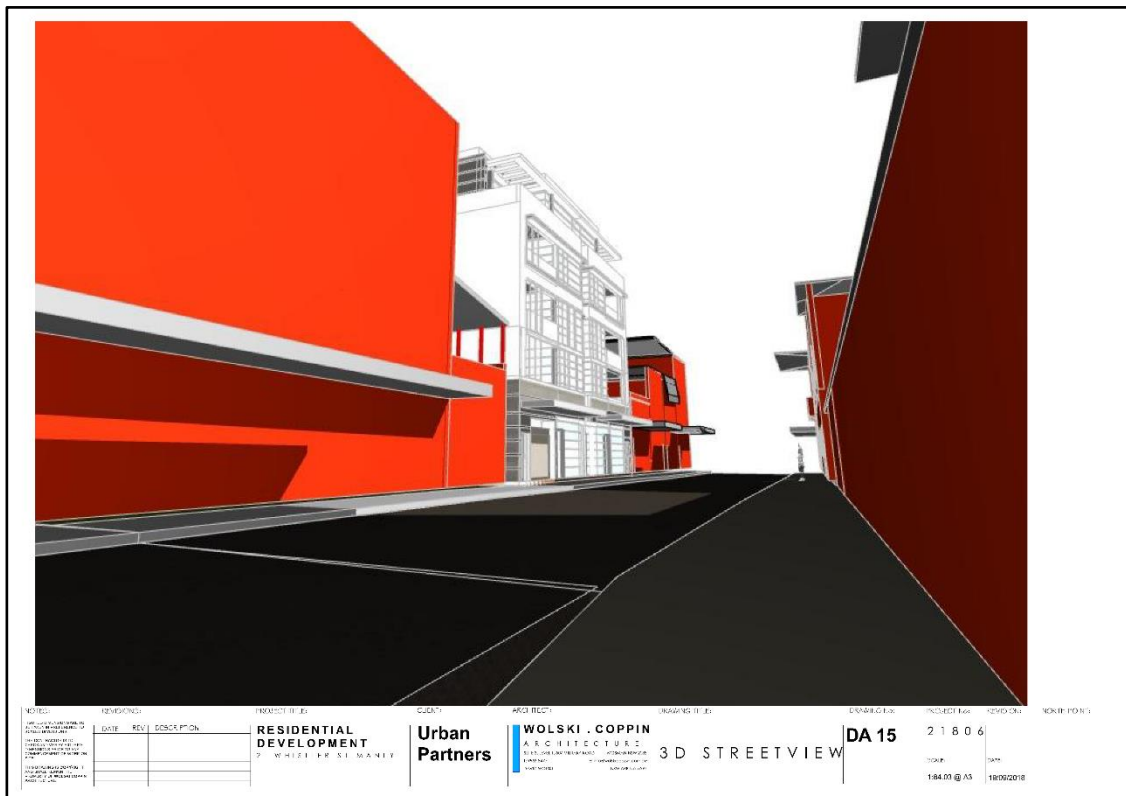


Figure 66. 3D street view



Figure 67. 3D view along Whistler Street

7.0 ASSESSMENT OF HERITAGE IMPACT

7.1 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the proposed development as described in **Section 6.0** above. These constraints and requirements form the basis of this Heritage Impact Assessment.

7.1.1 Manly Local Environmental Plan 2013

The statutory heritage conservation requirements contained in Section 5.10 of the Manly LEP 2013 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are:

- (1) Objectives
- (2) Requirement for consent
- (4) Effect of proposed development on heritage significance
- (5) Heritage assessment

7.1.2 Manly Development Control Plan 2013

Our assessment of heritage impact also considers the heritage-related sections of Manly Development Control Plan (MDCP) 2013 that are pertinent to the subject site and proposed development. These include:

3. General Principles of Development

3.2 Heritage Considerations

3.2.1 Consideration of Heritage Significance

7.2 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the subject site, the conservation area and the heritage items in the vicinity. This assessment is based upon the Historical Context (**Section 2.0**) Physical Evidence (refer to **Section 4.0**), Heritage Significance (refer to **Section 5.0**), the Proposal (refer to **Section 6.0**), a review of the Heritage Management Framework (refer to Section 7.1) and the assessment of the impact of the proposal on the relevant heritage items and heritage conservation areas situated in the vicinity of the site (refer to Section 2.3).

7.2.1 Impact of proposed development on views to and from heritage listed items

As detailed in Sections 2.3 and 4.4 above, the subject site shares primary and secondary views with a number of items of environmental heritage listed in Schedule 5 of the Manly LEP. The impact of the proposed works on these view lines is assessed as follows:

- The proposed design would be sympathetic to the surrounding streetscape by referencing the existing form and setting of surrounding built forms;
- The proposed design would not be seen to dominate the surrounding streetscape;
- The proposed development would engender minimal impact on the visual relationship between the heritage items I162, I196 and I231, I254, C1 and C2 to the subject site. Whilst these views are from and towards the area of proposed works, Heritage 21 has found these view lines are often obscured by the surrounding streetscape and are secondary in nature to the significant primary view from the locally-listed substation opposite the subject site;
- As detailed in Section 4.4, Heritage 21 has found the primary view line towards the site is from the immediate surrounding of the subject site, which includes its visual relationship to the locally-listed substation. Whilst the proposed work would engender an impact on this primary view line, it is our assessment that this impact would be neutral to the streetscape due to the proposed works encompassing an articulated form that responds to rather than replicates the fenestration, scale and form of the locally-listed item and surrounding streetscape, resulting in a complementary yet contemporary addition to the streetscape.

Heritage 21 has assessed that the proposed development would engender a neutral impact upon the view lines to and from the site. However, Heritage 21 recognises that the proposed works have aimed to mitigate any negative impact upon the relationship between the subject site and the surrounding streetscape by responding to the scale, form, fenestration of surrounding built forms, whilst also incorporating a visual set back to the higher levels to reduce the visual scale of the building.

7.2.2 Assessment against Manly LEP

The statutory heritage conservation requirements contained in Section 5.10 of the MLEP are pertinent to any heritage impact assessment for future development on the subject site. Clause 5.10(1) of the MLEP stipulates the requirement to “conserve the environmental heritage of Manly”, through the conservation of “the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views”. It is the assessment of Heritage 21 that the proposal would comply with these requirements, as the proposal does not entail any works to fabric or elements which are associated with the established significance of the surrounding heritage items and HCA.

7.2.3 Assessment against Manly DCP

As acknowledged in Section 7.1.2, Heritage 21 has identified a range of objectives and provisions from the MDCP against which the proposed works can be assessed. Heritage 21 finds the following:

Section 3.2 Heritage Considerations

3.2.1 Consideration of Heritage Significance		
3.2.1.1 Development in the vicinity of heritage items, or conservation areas		
Control	Assessment	Comment
<p><i>b) Proposed development in the vicinity of a heritage item or conservation area must ensure that:</i></p> <p><i>i) it does not detract or significantly alter the heritage significance of any heritage items, conservation area or place;</i></p> <p><i>ii) the heritage values or character of the locality are retained or enhanced; and</i></p> <p><i>iii) any contemporary response may not necessarily seek to replicate heritage details or character of heritage buildings in the vicinity but must preserve heritage significance and integrity with complementary and respectful building form, proportions, scale, style, materials, colours and finishes and building/street alignments.</i></p> <p><i>c) The impact on the setting of a heritage item or conservation area is to be minimised by:</i></p> <p><i>i) providing an adequate area around the building to allow interpretation of the heritage item;</i></p> <p><i>ii) retaining original or significant landscaping (including plantings with direct links or association with the heritage item);</i></p> <p><i>iii) protecting (where possible) and allowing the interpretation of any archaeological features; and</i></p>	Neutral	<p>The proposed plans and elevations depicted in Section 6.2 show a defined respect for the existing significant fenestration, form and scale of the adjacent locally-listed heritage item and surrounding streetscape. As noted throughout Section 7.0, the proposed works would not detract from the heritage significance of the item (I255) and are viewed by Heritage 21 as a contemporary response to the significance of the surrounding streetscape.</p> <p>The proposed works pertain to the subject allotment only and would not impact upon the siting of the adjacent heritage item, which is located to the east of Whistler Street. Further, as stated in Section 7.2.1, it is our assessment that the proposed works have aimed to mitigate any negative impact upon the relationship between the subject site and the surrounding streetscape by responding to the scale, form, fenestration of surrounding built forms, whilst also incorporating a visual set back to the higher levels to reduce the visual scale of the building.</p> <p>As detailed throughout this report, the subject site has undergone extensive alterations and additions that have severely impacted upon the legibility and integrity of the earlier footprint of the <i>Roseville</i> cottage. Although the legibility of the physical form of the cottage has been affected, the intangible</p>

<i>iv) retaining and respecting significant views to and from the heritage item.</i>		associative significance of the site remains. As such, recommendations are made within Section 8.3 of this report to ensure the retention of this contributory heritage value associated with the place.
3.2.1.2 Potential Heritage Significance		
Control	Assessment	Comment
<i>If the property is assessed as having merit as a potential heritage item, the heritage controls and considerations in this plan will apply.</i>		As stated throughout the report, it is our assessment that the dwelling itself does not demonstrate the necessary criteria required for a potential heritage item due to the substantial modifications the dwelling has undergone since its construction and its resultant, irrevocable loss of integrity. However, it is our assessment that the site retains an intangible connection to the development of Manly through its early occupation by the early Mayors of Manly, most notably the first Mayor of Manly, Thomas Rowe, a reputable and noteworthy figure himself. As such, recommendations are made within Section 8.3 of this report to ensure the retention of this contributory value.

8.0 CONCLUSION & RECOMMENDATIONS

8.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.⁷

8.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects of the proposal would respect the heritage significance of the subject site and the heritage conservation area:

- The proposal would not entail works to any items which have been assessed as heritage items;
- The current streetscape of Whistler Street consists of mixed built forms, constructed over a varying timeline. It is our assessment that the proposed development incorporates elements of the dominant style and form in the streetscape;
- The proposed works do not seek to replicate or dominate the character of the surrounding streetscape;
- The proposal would remove intrusive internal and external fabric from the site;
- The proposed works would not impact on the visual relationships between heritage items in the vicinity;
- The proposal would not encroach on any land on which a heritage item is located;
- The works are in keeping with the existing streetscape and would not be detrimental to the significance of the site, which is assessed as minimal;
- The proposed plans and elevations show a defined respect for the original or early fenestration, form and external façade of the existing site and the surrounding streetscape and HCA;
- The proposed works are seen as a contemporary and complementary response to the surrounding streetscape; and
- Although visible from surrounding heritage items, it is our assessment that any visual impact would be mitigated through the form, fenestration and detailing of the proposed works.

8.1.2 Aspects of the proposal which could have detrimental impact on heritage significance

In our view, there are no aspects of the proposal which could be detrimental to the significance of the subject site and heritage items in the vicinity. The neutral impacts of the proposal have been addressed above in Section 8.1.1. As the site has been found to share an intangible associative link to Thomas Rowe, the first Mayor of Manly, recommendations are provided in Section 8.3 below to ensure the ongoing retention of this contributory value .

⁷ NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

8.1.3 Sympathetic alternative solutions which have been considered and discounted

No solutions of greater sympathy with the significance of the subject site or heritage items in the vicinity have been discounted to our knowledge.

8.2 General Conclusion

Taking into consideration the numerous aspects of the proposal which respect the heritage items in the vicinity and the subject site's locality, Heritage 21 is therefore confident that the proposed development complies with pertinent heritage controls and would have a neutral impact on the heritage significance of the subject site and heritage items in the vicinity. We therefore recommend that Northern Beaches Council view the application favourably on heritage grounds.

8.3 Recommendations

8.3.1 Colour scheme and materials

Heritage 21 would recommend that the proposed development incorporate materials and colour schemes that respond to the surrounding character of the streetscape in a complimentary yet contemporary style.

8.3.2 Heritage Interpretation Strategy

As stated throughout this report, Heritage 21 has identified an intangible association to the early development and cultural history of Manly, in particular with its first Mayor, Thomas Rowe. It is our recommendation that an interpretive panel be installed within the foyer of the new building, which would identify historic themes associated with the site.

9.0 SOURCES

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<http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.