

HERITAGE IMPACT STATEMENT

Kooloora Avenue, Freshwater



Freshwater Surf Life Saving Club

JUNE 2023

Cover Image: Proposed Freshwater Surf Life Saving Club (Source: Bonus + Associates Architects, Revision A, Issued 8 May 2023)

NBRS & PARTNERS Pty Ltd
4 Glen Street
Milsons Point
NSW 2061 Australia

Telephone +61 2 9922 2344
Email architects@nbrs.com.au

ABN: 16 002 247 565

Nominated Architects
Andrew Duffin: NSW Reg No. 5602

This report has been prepared under the guidance of the Expert Witness Code of Conduct in the Uniform Civil Procedure Rules and the provisions relating to expert evidence.

This document remains the property of NBRS & PARTNERS Pty Ltd.
The document may only be used for the purposes for which it was produced.
Unauthorised use of the document in any form whatsoever is prohibited.

ISSUED	REVIEW	ISSUED BY
25 May 2023	Draft for Review	Ella Sheridan
1 June 2023	Final for Submission	Ella Sheridan

CONTENTS

1.0	INTRODUCTION	1
1.1	Background	1
1.2	Methodology	1
1.3	Site Location	1
1.4	Heritage Management Framework	2
1.5	Authorship	2
1.6	Limitations.....	2
1.7	Copyright	2
2.0	DOCUMENTARY EVIDENCE	3
3.0	PHYSICAL EVIDENCE	14
3.1	Site Context.....	14
3.2	Description of the Exterior.....	14
3.3	Description of the Interior.....	18
3.4	Views	23
4.0	ESTABLISHED HERITAGE SIGNIFICANCE	25
4.1	Heritage Status.....	25
4.2	Significance of the Subject Site	25
4.3	Significance of Items in the Vicinity	26
5.0	THE PROPOSAL	27
5.1	Documentation Evaluated.....	29
6.0	ASSESSMENT OF HERITAGE IMPACT	30
6.1	Introduction.....	30
6.2	Overview of Potential Heritage Impacts.....	31
6.3	Evaluation of the Guidelines of the NSW Heritage Division.....	32
6.4	Heritage Objectives of the <i>Warringah LEP 2011</i>	35
6.5	Heritage Guidelines of the <i>Warringah DCP 2011</i>	35
7.0	CONCLUSION	36

LIST OF FIGURES

<i>Figure 1: Aerial map with the subject site outlined red. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au).....</i>	<i>2</i>
<i>Figure 2: Street map with the approximate location of the subject site outlined red. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)</i>	<i>2</i>
<i>Figure 3 – Plan of 5 acres of land at Freshwater Beach...dedicated for Public Recreation vide Gazette 3rd August 1909. (Source: NSW land & Property Information, Crown Plan 3098-3000).....</i>	<i>3</i>
<i>Figure 4- 1912 Freshwater Carnival. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, accessed 16 November 2016).....</i>	<i>4</i>
<i>Figure 5 – Freshwater Surf Carnival, 1912. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, accessed 16 November 2016).....</i>	<i>5</i>
<i>Figure 6 – Freshwater Club executive committee, 1913. (http://www.freshwaterslsc.com/galleries/category/history/156, viewed 16 November 2016).....</i>	<i>5</i>
<i>Figure 7 - 1920 Club Photograph. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, viewed 16 November 2016).....</i>	<i>6</i>
<i>Figure 8 – Plan of Portion...acquired for Public Recreation Purposes at Harbord, November 1934. (Source: NSW Land & Property Information, Crown Plan 8693-3000).....</i>	<i>7</i>
<i>Figure 9 – Official souvenir commemorating the opening of the Freshwater Surf Club House and Public Dressing Sheds, 7 September 1935. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, accessed 16 November 2016).....</i>	<i>8</i>
<i>Figure 10 – View of our third and present Club House, built in 1935. (Source: Walter Forbes, No Lives Lost 1908-1983, p15).....</i>	<i>8</i>
<i>Figure 11 – View from beach level. (Source: Walter Forbes, No Lives Lost 1908-1983, p15).....</i>	<i>8</i>
<i>Figure 12: c.1935 – “Showing the surf clubhouse in its original form soon after it was constructed” (Source: Northern beaches Council Library Local Studies, https://northernbeaches.recollect.net.au/ accessed 29 May 2023).....</i>	<i>9</i>
<i>Figure 13 – Looking north along Freshwater Beach with new Club House at centre far left, c1935. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, viewed 16 November 2016).....</i>	<i>9</i>
<i>Figure 14 – Plan of Portion (lots 1 to 7 inclusive Section 4 DP7022)...resumed for Recreation Ground at Harbord Gazette 13th May 1938. (Source: NSW Land & Property Information, Crown Plan 9691-3000).....</i>	<i>10</i>
<i>Figure 15 – Freshwater Beach, 1941 / Max Dupain. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, viewed 16 November 2016).....</i>	<i>11</i>
<i>Figure 16 - Freshwater Beach, Tank Obstacles, 1940s / Max Dupain. Club House in background. (Source: http://www.freshwaterslsc.com/galleries/category/history/156, viewed 16 November 2016).....</i>	<i>11</i>

Figure 17 – Detail from 1943 aerial survey of subject site circled thereon. (Source: NSW Land & Property Information, SIX Maps)	12
Figure 18 – Storm damage to Freshwater Beach, 1974. (Source: http://www.freshwaterslsc.com/galleries/category/history/303 , viewed 16 November 2016)	12
Figure 19 – Freshwater Surf Life Saving Club, 1970s / Bill Sheridan. (Source: Freshwater_Clubhouse_-Bill_Sheridan_p_165-600x0)	13
Figure 20 – Architectural rendering of one of the schemes for the rebuilding of the Freshwater Surf Lifesaving Club by Brewster Murray Pty Ltd Architects. (Source: http://www.freshwaterslsc.com/galleries/category/history/303 , viewed 16 November 2016)	13
Figure 21: Principal facade of the Freshwater SLSC, view looking northwest from Freshwater Beach (Source: NBRS, 1 February 2023)	15
Figure 22: Southwest corner of the Freshwater SLSC (Source: NBRS, 1 February 2023)	15
Figure 23: Southwest elevation of the Freshwater SLSC rear addition (Source: NBRS, 1 February 2023) ..	16
Figure 24: Northwest elevation of the rear addition of the Freshwater SLSC (Source: NBRS, 1 February 2023)	16
Figure 25: Northeast elevation of the rear addition of the Freshwater SLSC (Source: NBRS, 1 February 2023)	17
Figure 26: Northeast elevation of the subject site at the central junction between the later 1980s addition to the site (right) and the original 1930s clubhouse (left) (Source: NBRS, 1 February 2023)	17
Figure 27: Interior of the surf club building (Level 2), view looking east (Source: NBRS, 1 February 2023) ..	18
Figure 28: Interior of the surf club building (Level 2), view looking south (Source: NBRS, 1 February 2023)	19
Figure 29: Basement of the original surf club building (Level 1), view looking west (Source: NBRS, 1 February 2023)	19
Figure 30: Interior of the first aid room in the eastern corner of the surf club building (Level 1) (Source: NBRS, 1 February 2023)	20
Figure 31: Interior of the junction between the original surf club building and 1980s addition, view looking southeast to the surf club building (Source: NBRS, 1 February 2023)	20
Figure 32: Interior of the heritage room, view looking southwest (Source: NBRS, 1 February 2023)	21
Figure 33: Interior of the heritage room, looking towards former entrance of the surf club building and moveable heritage on display (Source: NBRS, 1 February 2023)	21
Figure 34: Interior of the rear hall of the 1980s addition, view looking west (Source: NBRS, 1 February 2023)	22
Figure 35: Interior of the rear hall of the 1980s addition, view looking east (Source: NBRS, 1 February 2023)	22

<i>Figure 36: Front façade of the clubhouse building as seen from Freshwater Beach, view looking northwest (Source: NBRS, 1 February 2023)</i>	23
<i>Figure 37: View northeast to the subject site from the front of nearby heritage item ‘‘Freshwater’’ Restaurant’ (Source: NBRS, 1 February 2023)</i>	24
<i>Figure 38: View to the subject site as seen from rear park, view looking southeast (Source: NBRS, 1 February 2023)</i>	24
<i>Figure 39: Heritage Map showing the location of the subject site (indicated in red) and surrounding heritage context (Source: Warringah LEP 2011, Heritage Map – Sheet HER_010)</i>	25
<i>Figure 40: Image of Freshwater Restaurant, July 2020, from the State Heritage Inventory Database (Source: Mayne Wilson & Associates, accessed via https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2610064)</i>	26
<i>Figure 41: Photomontage of the proposed alterations and additions to Freshwater SLSC (Source: Bonus + Associates Architects, Revision A, Issued 8 May 2023)</i>	27
<i>Figure 42: South East and North East Elevation (Source: Bonus + Associates Architects, Drawing No. DA211, Issue A, 8.05.23)</i>	28
<i>Figure 43: North West and South West Elevation (Source: Bonus + Associates, Drawing No. DA212, Issue A, 8.05.23)</i>	28
<i>Figure 44: Photomontage of the interior of the proposed new Museum of Surf to Freshwater SLSC (Source: Bonus + Associates Architects, Revision A, Issued 8 May 2023)</i>	29

HERITAGE IMPACT STATEMENT FOR FRESHWATER SURF LIFE SAVING CLUB

1.0 INTRODUCTION

1.1 BACKGROUND

This Heritage Impact Statement has been prepared in accordance with the standard guidelines of the NSW Heritage Division (now Heritage NSW) to accompany an application for proposed works at Kooloora Avenue, Freshwater NSW 2096. The site comprises the Freshwater Surf Life Saving Club (SLSC) building fronting Freshwater Beach.

The proposal involves alterations and additions to the existing 1935 clubhouse building and 1986 clubhouse extension to accommodate redevelopment and refurbishment of the site. This includes the addition of new and reconfiguration of existing club facilities to support the future growth of the establishment.

Details of the development proposal have been prepared by Bonus + Associates.

The subject site is listed as an item of local heritage significance on Schedule 5 of the *Warringah Local Environmental Plan (LEP) 2011* as 'Freshwater Surf Life Saving Club', (item no. 166). It is also located within the vicinity of the heritage item "'Freshwater" Restaurant', (item no. 176), listed in Part 1 of Schedule 5 of the *Warringah LEP 2011*.

Accordingly, this Heritage Impact Statement reviews the proposal in terms of the relevant heritage provisions of the *Warringah LEP 2011* and the requirements of the *Warringah Development Control Plan (DCP) 2011*, and the Impact Assessment Criteria guidelines endorsed by the NSW Heritage Council.

1.2 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the guidelines set out in the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013, known as The Burra Charter, and the New South Wales Heritage Office (now Heritage NSW) publication, NSW Heritage Manual.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of The Burra Charter. The NSW Heritage Manual explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.3 SITE LOCATION

The site is located on the southern side of Kooloora Avenue, Freshwater, bounded by Gore Street to the northwest, Moore Road to the southwest and Freshwater Beach to the southeast. The site contains vehicular access from the north via Kooloora Avenue. The Freshwater Surf Life Saving Club building is located upon four separate land titles, namely two Crown Land parcels (Lot 1 DP 909023 and Lot 2797 DP820312) and Lots 21 and 22 in Section 2 of DP975183.



Figure 1: Aerial map with the subject site outlined red. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)



Figure 2: Street map with the approximate location of the subject site outlined red. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)

1.4 HERITAGE MANAGEMENT FRAMEWORK

The subject site is listed as an item of local heritage significance on Schedule 5 of the *Warringah LEP 2011* as 'Freshwater Surf Life Saving Club', (item no. I66). It is also located within the vicinity of the heritage item "Freshwater" Restaurant', (item no. I76), listed in Part 1 of Schedule 5 of the *Warringah LEP 2011*.

1.5 AUTHORSHIP

This report was prepared by Zach Nix, Senior Heritage Consultant with assistance from Ella Sheridan, Heritage Consultant. Samantha Polkinghorne, Director of **NBRS**, reviewed this report.

1.6 LIMITATIONS

This report is limited to the assessment of potential impacts on the European cultural heritage values of the site and does not include Aboriginal and Archaeological assessment. This report only addresses the relevant planning provisions that relate to heritage.

1.7 COPYRIGHT

Copyright of this report remains with the author, **NBRS**. Unless otherwise noted, all images are by the author.

2.0 DOCUMENTARY EVIDENCE

This Historical Summary has been extracted from the Heritage Impact Statement prepared for the Freshwater SLSC by NBRS dated 22.11.2016.

The Freshwater Surf Life Saving Club building is located upon four separate land titles, namely two Crown Land parcels (Lot 1 DP 909023 and Lot 2797 DP820312) and Lots 21 and 22 in Section 2 of DP975183.

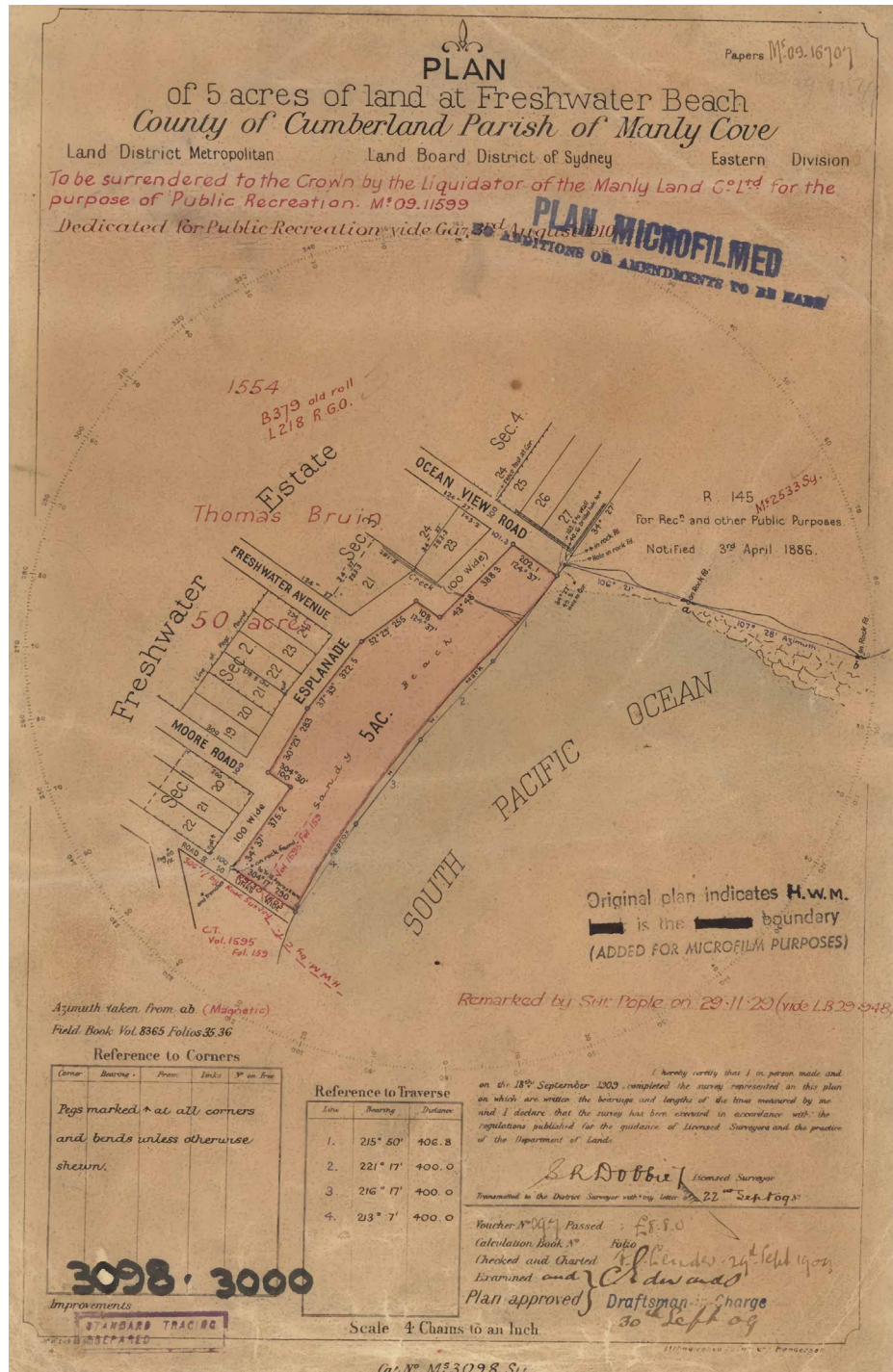


Figure 3 – Plan of 5 acres of land at Freshwater Beach...dedicated for Public Recreation vide Gazette 3rd August 1909. (Source: NSW land & Property Information, Crown Plan 3098-3000)

In February 1910, a meeting was held of 40 members of the newly formed surf life saving club. On that occasion the group decided to take over the property of the old club, established two years earlier,¹ including the weatherboard building erected on the beachfront in 1909.² Following years of representations from the Freshwater Progress Association and Surf Life Saving Club, in August 1910, five acres of land at Freshwater Beach was resumed and dedicated for public recreation. The *Sunday Sun* reported on 27 November 1910 (p1) that "a start has been made with the erection of new club-rooms for the Freshwater Surf and Life-saving Club. The building is expected to be finished in January next". The building is visible in the two photographs of the 1912 Freshwater Carnival (Figure 4 and Figure 5).



Figure 4- 1912 Freshwater Carnival. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, accessed 16 November 2016)

¹ "Freshwater Surf Club", *Evening News*, 7 February 1910, p6

² Walter Forbes, *No Lives Lost 1908-1983*, p13



Figure 5 – Freshwater Surf Carnival, 1912. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, accessed 16 November 2016)



Figure 6 – Freshwater Club executive committee, 1913. (<http://www.freshwaterslsc.com/galleries/category/history/156>, viewed 16 November 2016)



Figure 7 - 1920 Club Photograph. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, viewed 16 November 2016)

Walter Forbes' history of the Club states that a storm washed away the foundations of the 1910 building necessitating the construction of a new weatherboard building in 1917. This too was damaged, even before its completion when a storm blew the roof in. This building was completed and used as the clubhouse until 1935. By this date, the building was rundown and in need of repair. As early as 1931, the Club made representations to the Warringah Shire Council to upgrade the building. The following year, the Council resolved to build a new clubhouse and dressing sheds near Moore Street. There was no further action on the matter until 1933 when the Club presented architect's plans to Council for a new building to cost £1800. Again, the plan was on hold at Council. In 1934, the Department of Local Government approved a works loan of £2000. The plans designed by Club member Lindsay Scott were approved and the building tender of Fred Ansell accepted. Construction commenced in October 1934.

Coinciding with the impending construction of a new club house, an additional one acre two roods and seventeen and one half perches was acquired for public recreation in November 1934 (comprising Lots 4 and 20 to 24 in Section 2 of DP7022 as shown in *Figure 8*). This land was bound on three sides by Moore Road, Freshwater Avenue and The Esplanade as shown in the Crown Plan.... Lots 20 to 24 were resumed from private ownership (Rhoda Burnett, Lady Alice Carruthers and Alexander Burnett) in June 1934 by the Minister for Lands and Constructing Authority.³ The new Freshwater Surf Life Saving Club House was officially opened on 7 September 1935 (*Figure 9*).

³ Certificate of Title Vol 2435 Fol 34, NSW Land & Property Information

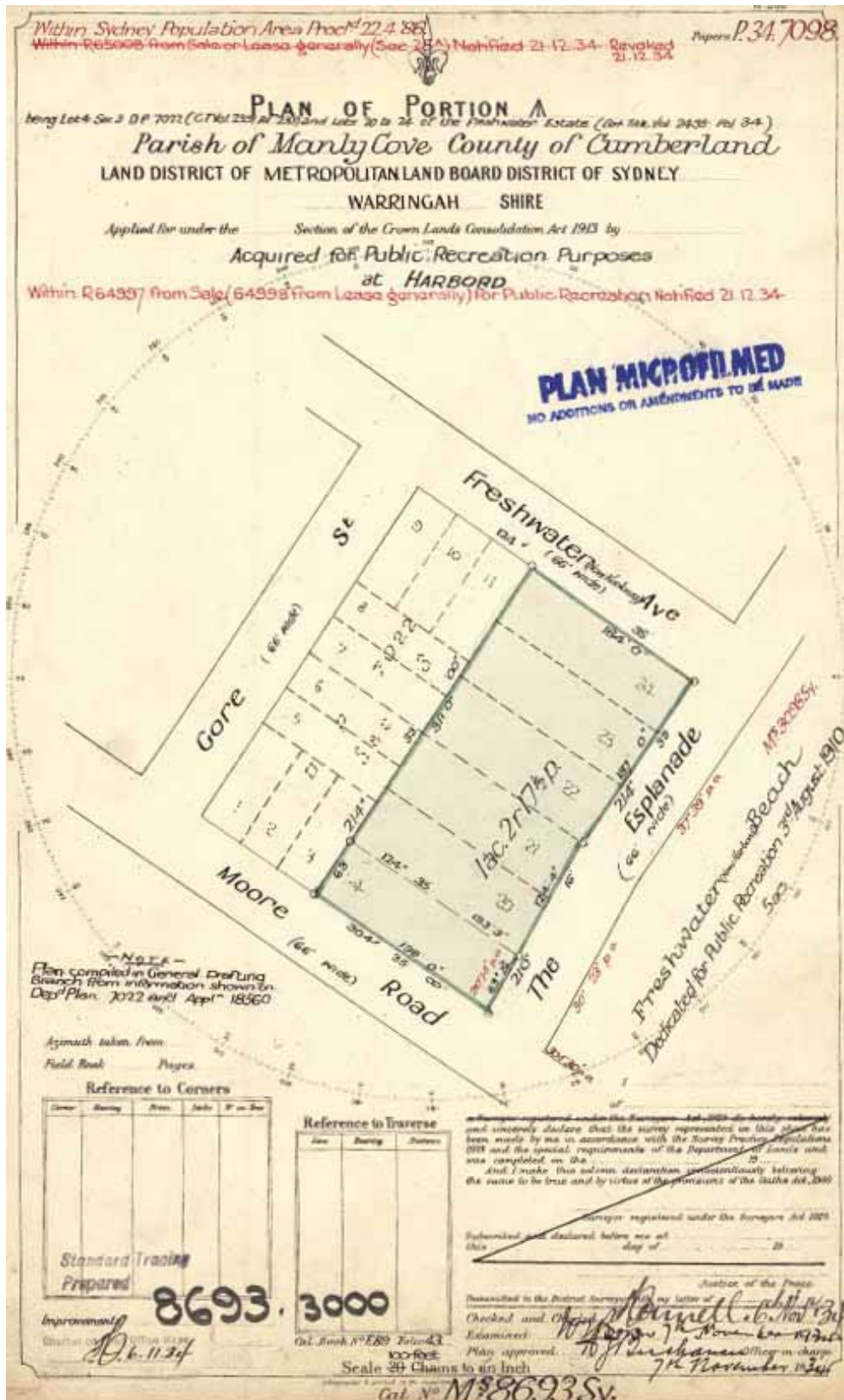


Figure 8 – Plan of Portion...acquired for Public Recreation Purposes at Harbord, November 1934. (Source: NSW Land & Property Information, Crown Plan 8693-3000)



Figure 9 – Official souvenir commemorating the opening of the Freshwater Surf Club House and Public Dressing Sheds, 7 September 1935. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, accessed 16 November 2016)

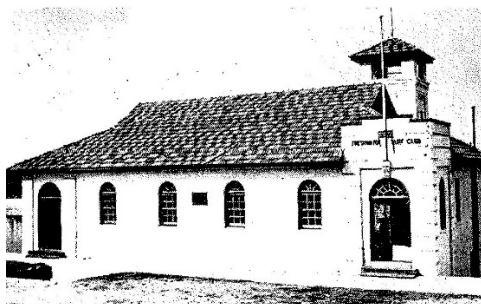


Figure 10 – View of our third and present Club House, built in 1935. (Source: Walter Forbes, No Lives Lost 1908-1983, p15)

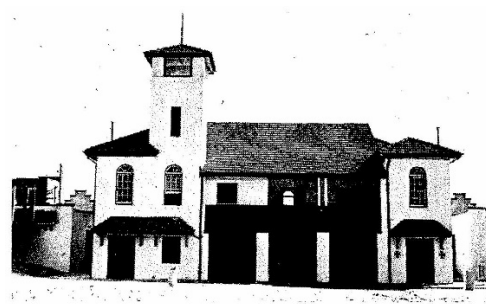


Figure 11 – View from beach level. (Source: Walter Forbes, No Lives Lost 1908-1983, p15)



Figure 12: c.1935 – “Showing the surf clubhouse in its original form soon after it was constructed” (Source: Northern beaches Council Library Local Studies, <https://northernbeaches.recollect.net.au/> accessed 29 May 2023)



Figure 13 – Looking north along Freshwater Beach with new Club House at centre far left, c1935. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, viewed 16 November 2016)

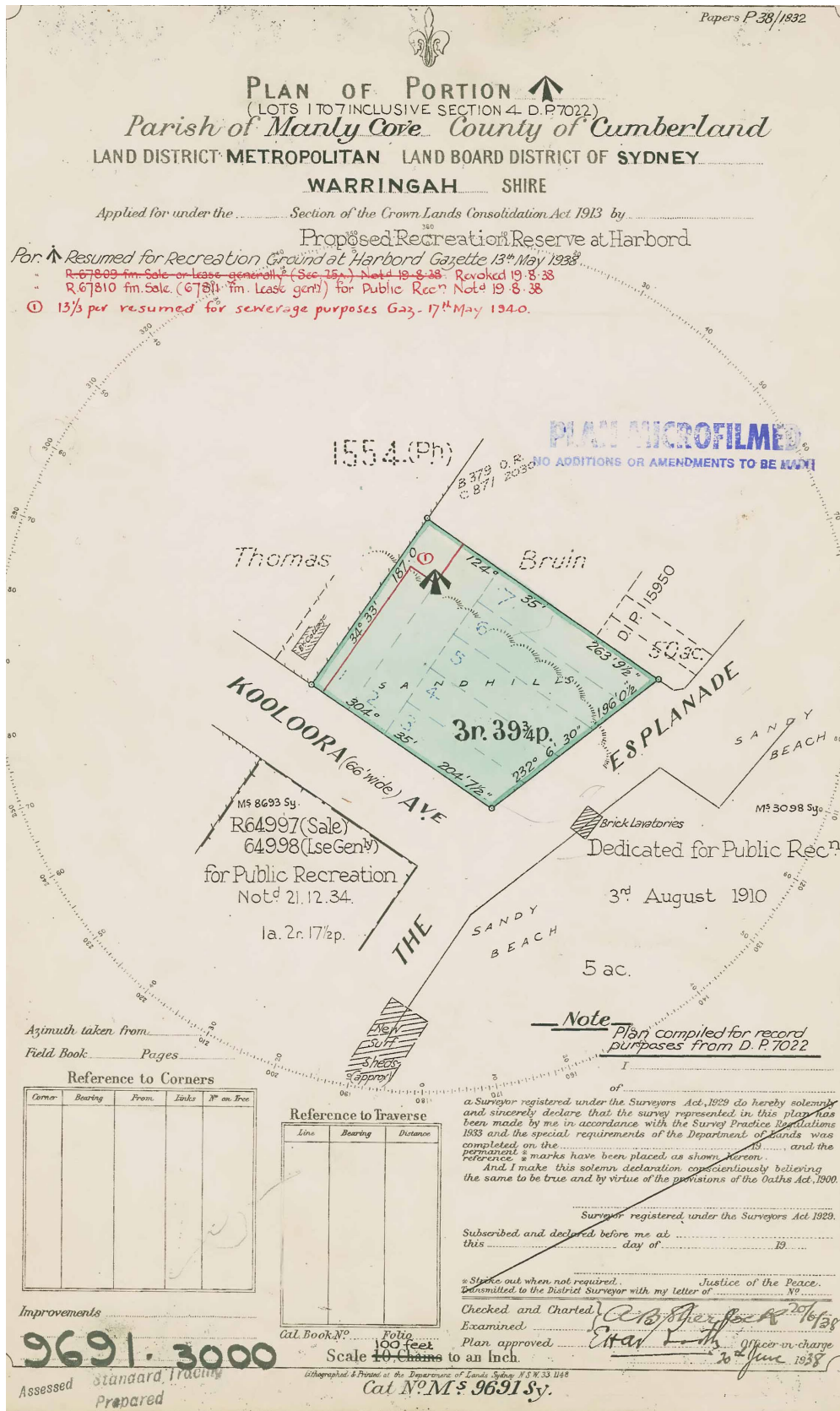


Figure 14 – Plan of Portion (lots 1 to 7 inclusive Section 4 DP7022)...resumed for Recreation Ground at Harbord Gazette 13th May 1938. (Source: NSW Land & Property Information, Crown Plan 9691-3000)



Figure 15 – Freshwater Beach, 1941 / Max Dupain. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, viewed 16 November 2016)

The beachfront parkland at Harbord was increased by an additional three roods and thirty-nine and three-quarter perches in August 1939. As recommended by the Department of Local Government, a sandstone seawall was completed in 1939 after the lower floors of the club were inundated by heavy seas.⁴



Figure 16 - Freshwater Beach, Tank Obstacles, 1940s / Max Dupain. Club House in background. (Source: <http://www.freshwaterslsc.com/galleries/category/history/156>, viewed 16 November 2016)

⁴ Pauline Curby, *Freshie*, p75



Figure 17 – Detail from 1943 aerial survey of subject site circled thereon. (Source: NSW Land & Property Information, SIX Maps)



Figure 18 – Storm damage to Freshwater Beach, 1974. (Source: <http://www.freshwaterslsc.com/galleries/category/history/303>, viewed 16 November 2016)



Figure 19 – Freshwater Surf Life Saving Club, 1970s / Bill Sheridan. (Source: Freshwater_Clubhouse_-Bill_Sheridan_p_165-600x0)



Figure 20 – Architectural rendering of one of the schemes for the rebuilding of the Freshwater Surf Lifesaving Club by Brewster Murray Pty Ltd Architects. (Source: <http://www.freshwaterslsc.com/galleries/category/history/303>, viewed 16 November 2016)

By the 1960s, the club house was outdated and in urgent need of repairs and extensions. A building committee was formed but no further action took place until the mid-1970s when a member of the Club, Bob Obern, architect, prepared several drawings and different schemes for the new club house (Figure 20). The Warringah Shire Council subsequently appointed Obern's firm, Brewster, Murray and Partners as architects for the project. The project stalled after the State Government dismissed the Warringah Shire Council and appointed an Administrator. Following a period of upheaval in the Shire, a new Council was elected in 1987 and plans for the building project were approved. The new club house was completed in 1988.⁵ The Freshwater Beach Reserve was extended with an additional 1.452 hectares in October 1999.

⁵ Freshwater Surf Life Saving Club, *Freshwater SLSC 1983 to 1993*, p16

3.0 PHYSICAL EVIDENCE

3.1 SITE CONTEXT

The Freshwater Surf Life Saving Club is situated on the beachfront of Freshwater Beach. The building is surrounded by large portions of landscaping and substantial vegetation with extensive views of the ocean Freshwater Beach looking southeast. Other development in the area comprises larger residential development, being of a considerable distance from the subject site. The building is located on the eastern portion of the site. The existing building sits on four separate parcels of land, including the beachfront to the southeast and large landscaped area to the west.

The building comprises three levels, a lower ground, first floor and second floor. For the purpose of this report the description will refer to the levels as levels one, two and three to ensure consistency with the drawing set prepared by Bonus + Associates.

3.2 DESCRIPTION OF THE EXTERIOR

The Freshwater Surf Life Saving Club can be described as an Inter-War Mediterranean style building of rendered masonry construction. The subject site features substantial landscaping and a paved driveway. Primary entry to the building is from the north at the junction of the original clubhouse building and later 1980s addition. The building has undergone some alterations and additions. The original clubhouse building located on the eastern portion of the site has a modified Dutch gable roof with shallow eaves, and a concrete tile roof. The building comprises rendered facades of masonry construction, characterised by an asymmetrical form and arched openings. The tower structure on the building's southeast elevation has a landmark presence through its scale, decorative rendering and simple hipped roof, characteristic of the building's Interwar Mediterranean design. The tower's location to the left of the front balcony area contributes to the building's asymmetrical form.

The rear extension to the original clubhouse building was constructed in 1988 and can be described as a stylistically simple, three-storey building of brick construction (including basement level). The building has a modified gable roof or combination roof with corrugated roof sheeting and glazed shutters to the northeast/southwest gables.

The 1980s addition directly adjoins the northwest elevation of original clubhouse building through an open hallway and a later construction built in the early 2000s known as the heritage room, this contemporary structure is located on the southwest elevation of the structure, at the junction between the original clubhouse and the 1980s addition. The building currently serves as a function area / an open plan museum, displaying items of the club's long and significant history.



Figure 21: Principal facade of the Freshwater SLSC, view looking northwest from Freshwater Beach (Source: NBRS, 1 February 2023)



Figure 22: Southwest corner of the Freshwater SLSC (Source: NBRS, 1 February 2023)



Figure 23: Southwest elevation of the Freshwater SLSC rear addition (Source: NBRS, 1 February 2023)



Figure 24: Northwest elevation of the rear addition of the Freshwater SLSC (Source: NBRS, 1 February 2023)



Figure 25: Northeast elevation of the rear addition of the Freshwater SLSC (Source: NBRS, 1 February 2023)



Figure 26: Northeast elevation of the subject site at the central junction between the later 1980s addition to the site (right) and the original 1930s clubhouse (left) (Source: NBRS, 1 February 2023)

3.3 DESCRIPTION OF THE INTERIOR

3.3.1 CLUBHOUSE BUILDING

The configuration of the ground floor (level two) of the clubhouse building can be described as a largely open plan hall with a small L-shaped room on the southwest side of the building, currently acting as an office and storage area. This room is separated from the main hall by a masonry partition wall, with access available internally from the southern corner of the building.

The interiors of the clubhouse are generally consistent with the general Interwar character of the building. The perimeter walls of the interior are painted brick to the dado with a rendered finish above to a picture rail. The walls are articulated by evenly spaced engaged piers that run from the timber floors to the ceiling. The ceiling is of an open configuration with metal support structures in the form of rafters and beams supporting the structure, with the assistance of bracing. The ceiling appears to be clad in contemporary sound-proof panels painted a white/grey consistent with the general aesthetic of the interiors. Natural light is provided by original eight-pane timber framed sash windows, as well as openings onto the southern balcony area. The interior features a number of pieces of memorabilia and commemorative plaques that adorn the walls and demonstrate the long history of the club.

The beach level (level one) interiors of the clubhouse building have been heavily modified in order to support the functions of the surf club and their evolving needs over time. The configuration can be generally described as an open plan storage area with a link to the rear underground carpark and service rooms (patrol room, first aid rooms and storage rooms) on the north and south sides of the central storage area. The area is generally austere in design featuring painted brick walls and columns, with some later partition walls associated with the service rooms. Access is provided to the later 1980s addition through a beach access tunnel at the rear of the space.



Figure 27: Interior of the surf club building (Level 2), view looking east (Source: NBRS, 1 February 2023)



Figure 28: Interior of the surf club building (Level 2), view looking south (Source: NBRS, 1 February 2023)



Figure 29: Basement of the original surf club building (Level 1), view looking west (Source: NBRS, 1 February 2023)



Figure 30: Interior of the first aid room in the eastern corner of the surf club building (Level 1) (Source: NBRS, 1 February 2023)



Figure 31: Interior of the junction between the original surf club building and 1980s addition, view looking southeast to the surf club building (Source: NBRS, 1 February 2023)



Figure 32: Interior of the heritage room, view looking southwest (Source: NBRS, 1 February 2023)



Figure 33: Interior of the heritage room, looking towards former entrance of the surf club building and moveable heritage on display (Source: NBRS, 1 February 2023)



Figure 34: Interior of the rear hall of the 1980s addition, view looking west (Source: NBRS, 1 February 2023)



Figure 35: Interior of the rear hall of the 1980s addition, view looking east (Source: NBRS, 1 February 2023)

3.4 VIEWS

Views of the site from surrounding development are available from a distance, however these views are largely obscured by the vegetation and trees along the site boundary. Primary views of the original building are from the beachfront on the east with primary views of the later addition seen from the west. Views of the site from the north and the south are obscured by vegetation and trees lining the driveway and site boundary.



Figure 36: Front façade of the clubhouse building as seen from Freshwater Beach, view looking northwest (Source: NBRS, 1 February 2023)



Figure 37: View northeast to the subject site from the front of nearby heritage item "Freshwater" Restaurant' (Source: NBRS, 1 February 2023)



Figure 38: View to the subject site as seen from rear park, view looking southeast (Source: NBRS, 1 February 2023)

4.0 ESTABLISHED HERITAGE SIGNIFICANCE

4.1 HERITAGE STATUS

The subject site is listed as an item of local heritage significance on Schedule 5 of the *Warringah Local Environmental Plan (LEP) 2011* as 'Freshwater Surf Life Saving Club', (item no. 166). The Heritage Map, 'Sheet HER_009' identifies only the c.1935 building and the property description on Schedule 5 of the *Warringah LEP 2011* is, "Lot 7140, DP 1032133 and Lot 2797, DP 820312, as shown on 'Heritage Map'".

The subject site is also located within the vicinity of the heritage item "Freshwater" Restaurant' at 80 Undercliff Road, Freshwater, (item no. 176), listed in Part 1 of Schedule 5 of the *Warringah LEP 2011*.

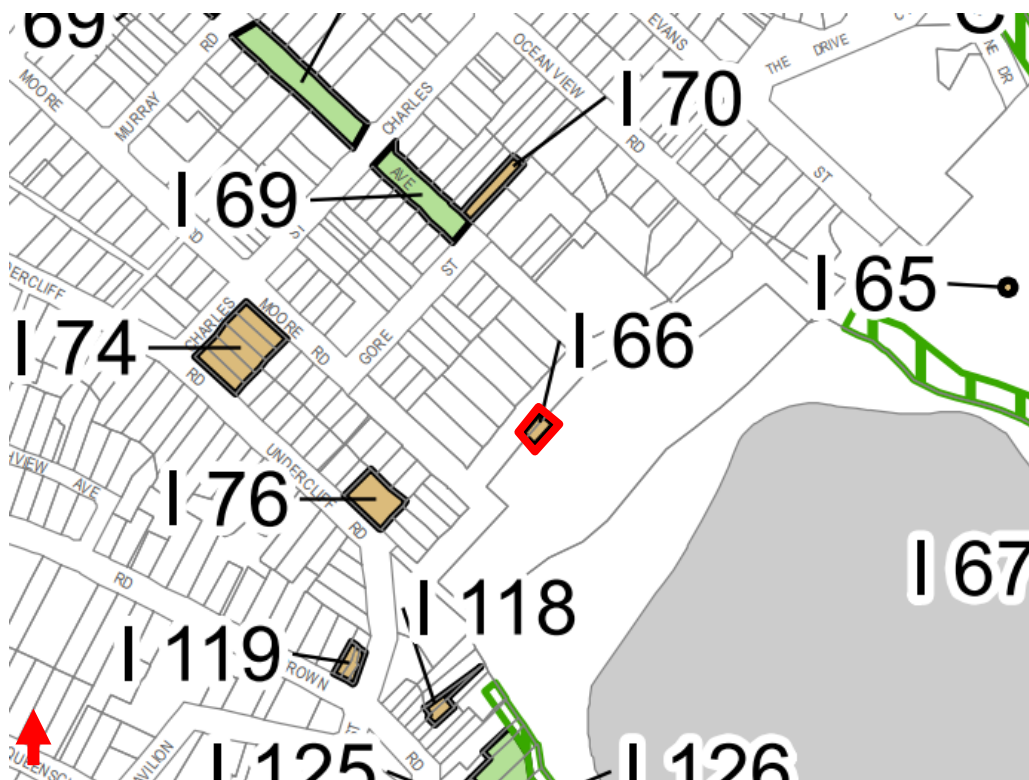


Figure 39: Heritage Map showing the location of the subject site (indicated in red) and surrounding heritage context (Source: *Warringah LEP 2011, Heritage Map – Sheet HER_010*)

4.2 SIGNIFICANCE OF THE SUBJECT SITE

The following Statement of Significance for the Freshwater Surf Life Saving Club is sourced from the NSW Heritage Database, reference number 2610059:⁶

A building of strong social significance which continued on from earlier clubhouses in this location. Historically evidence of the development of popular beach culture in the inter-war years. Good example of Inter-war Mediterranean style of architecture.

⁶ State Heritage Inventory database entry, Freshwater Surf Life Saving Club, Heritage Item ID no. 2610059, accessed via <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2610059>

4.3 SIGNIFICANCE OF ITEMS IN THE VICINITY

The following Statement of Significance for the nearby item “Freshwater” Restaurant (item no. 176) is sourced from the NSW Heritage Database, reference number 2610064:⁷

A building with great social & historical significance as an early meeting place & recreation venue for the first settlers in Freshwater. Representative of the federation style, with high integrity. Prominent local landmark located above Freshwater Beach.



Figure 40: Image of Freshwater Restaurant, July 2020, from the State Heritage Inventory Database (Source: Mayne Wilson & Associates, accessed via <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2610064>)

⁷ State Heritage Inventory database entry, “Freshwater” Restaurant, Heritage Item ID no. 2610064, accessed via <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2610064>

5.0 THE PROPOSAL

The proposed development, designed by Bonus + Associates Architects, includes the following alterations and additions to the existing Freshwater SLSC:

To the existing 1935 building,

- Refurbishment of and improvements to the existing internal and external building fabric,
- New terracotta Marseille roof tiles to replace later concrete roof tiles, and
- Extension of the existing Level 2 decking

To the 1986 Clubhouse extension,

- Level 1 - expansion of the existing basement storage area
- Level 2 - removal of existing public changerooms and amenities, increase in size recreation hall, provision of a restaurant and café, and new toilet facilities for use in conjunction with the clubhouse public spaces
- Level 3 - new training rooms, gymnasium, and refurbished Caretaker's Apartment
- Installation of a new roof, a passenger lift serving all three levels and other alterations to provide equitable access.

Existing 2009 Clubhouse Entry and Heritage Room

- Demolition of existing structure and construction of a new infill building to provide a new club entry along with a multi-purpose hall, a double height space to be used for functions and exhibitions, including as a Museum of Surf in the northern beaches of Australia.

The aim of the proposal is to update the functionality of the site while retaining the original clubhouse building and redeveloping the 1988 extension to support the contemporary needs of the surf club and its growing membership base.



Figure 41: Photomontage of the proposed alterations and additions to Freshwater SLSC (Source: Bonus + Associates Architects, Revision A, Issued 8 May 2023)

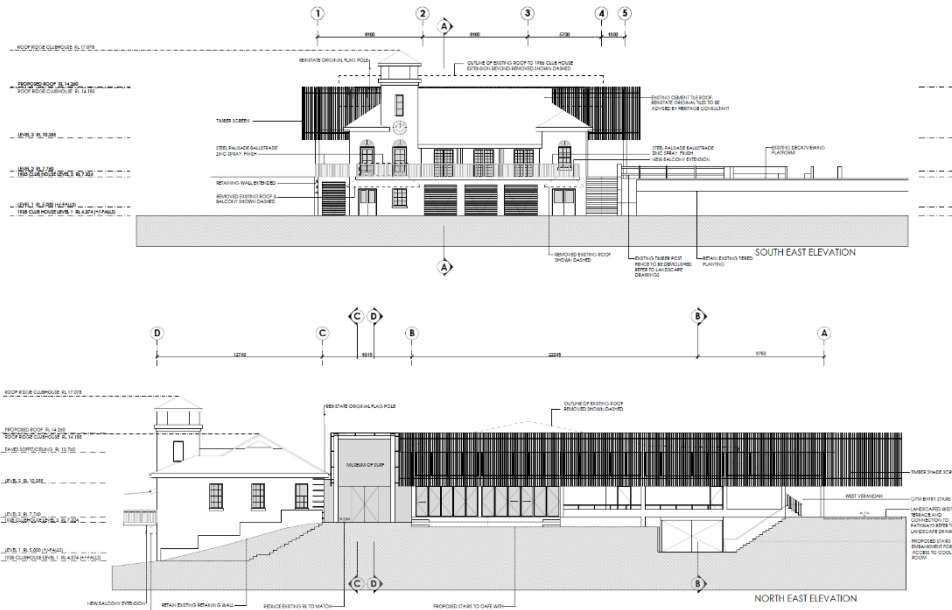


Figure 42: South East and North East Elevation (Source: Bonus + Associates Architects, Drawing No. DA211, Issue A, 8.05.23)

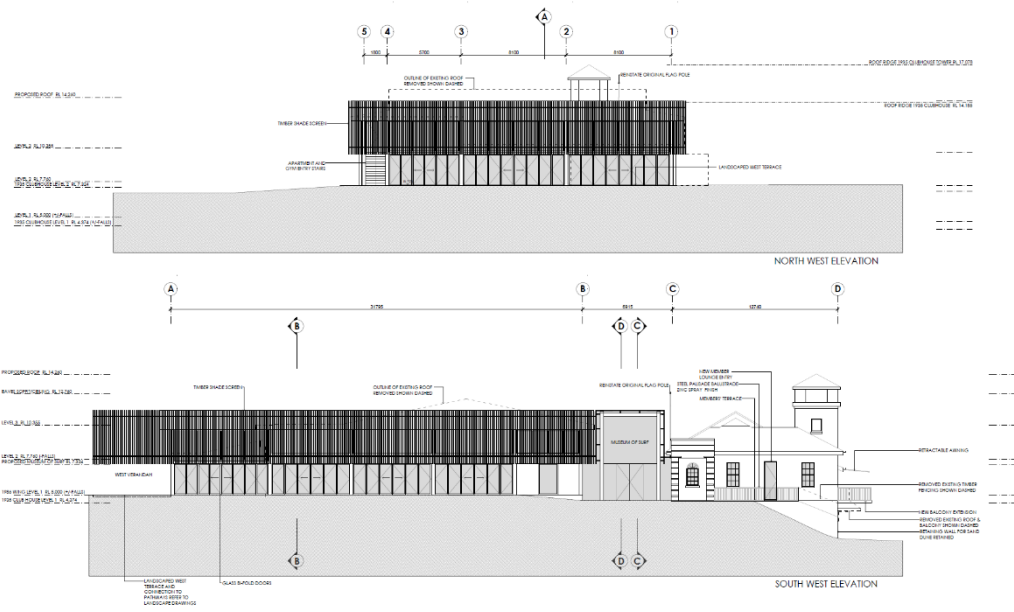


Figure 43: North West and South West Elevation (Source: Bonus + Associates, Drawing No. DA212, Issue A, 8.05.23)



Figure 44: Photomontage of the interior of the proposed new Museum of Surf to Freshwater SLSC (Source: Bonus + Associates Architects, Revision A, Issued 8 May 2023)

5.1 DOCUMENTATION EVALUATED

The following drawings, prepared by Bonus + Associates, were reviewed as part of the preparation of this report:

DRAWING NO.	DRAWING TITLE	ISSUE	DATE
DA200	Location Plan	A	8.05.23
DA201	Site Analysis Plan	A	8.05.23
DA202	Site Plan	A	8.05.23
DA203	Level 1 Demolition Plan	A	8.05.23
DA207	Level 1 Floor Plan	A	8.05.23
DA208	Level 2 Floor Plan	A	8.05.23
DA209	Level 3 Floor Plan	A	8.05.23
DA210	Roof Plan	A	8.05.23
DA211	South East and North East Elevation	A	8.05.23
DA212	North West and South West Elevation	A	8.05.23
DA213	Section A-A and B-B	A	8.05.23
DA214	Section C-C and D-D	A	8.05.23
DA215	Detailed Section A-A	A	8.05.23
DA216	Shadow Diagrams 9am	A	8.05.23
DA217	Shadow Diagrams 12pm	A	8.05.23
DA218	Shadow Diagrams 3pm	A	8.05.23
DA219	GFA Plans & Schedule, Existing & Proposed	A	8.05.23

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Heritage Impact Statement has been prepared in relation to the following impact assessment criteria: the *Warringah Local Environmental Plan (LEP) 2011*, the *Warringah Development Control Plan (DCP) 2011* and the New South Wales Heritage Office (now Heritage NSW) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*, contained within the NSW Heritage Manual.

The proposed changes include:

To the existing 1935 building,

- Demolition of existing bricked up internal staircase on Level 1,
- Demolition of internal walls on Level 2
- Refurbishment of and improvements to the existing internal and external building fabric,
- New terracotta Marseille roof tiles to replace later concrete roof tiles, and
- Extension of the existing Level 2 decking

To the 1986 Clubhouse extension,

- Level 1
 - expansion of the existing basement storage area, including services and new lifts
- Level 2
 - removal of existing public changerooms and amenities,
 - increase in size recreation hall,
 - provision of a restaurant and café with associated kitchen facilities, and
 - new toilet facilities for use in conjunction with the clubhouse public spaces
- Level 3
 - new training rooms,
 - new gymnasium, and
 - refurbished Caretaker's Apartment
- Throughout
 - installation of a new roof,
 - installation of new façade and cladding;
 - a passenger lift serving all three levels, and
 - alterations to provide equitable access.

Existing 2009 Clubhouse Entry and Heritage Room

- Demolition of existing structure
- Construction of a new infill building to provide a new club entry along with a multi-purpose hall, a double height space to be used for functions and exhibitions, including as a Museum of Surf in the northern beaches of Australia.

6.2 OVERVIEW OF POTENTIAL HERITAGE IMPACTS

PROPOSED WORKS	HERITAGE IMPACT
1935 Original Building	<ul style="list-style-type: none"> Acceptable heritage impact <p>The original 1935 building will be retained and all significant elements and fabric will be conserved.</p> <p>The proposed demolition of the previously bricked-up staircase is acceptable as other major structural elements shall be retained. Demolition of some internal walls is acceptable and the potential adverse impact will be mitigated by the retention of wall nibs to assist in understanding the original room layout.</p> <p>The proposed replacement of the later concrete roof tiles with a new terracotta roof tile with a Marseille pattern will have a positive heritage impact, replacing incongruous later fabric to restore the building to its original form.</p> <p>The proposed changes to the primary southeast elevation, through the removal of the roof awnings and extension of the level 2 decking to the previously altered verandah are acceptable from a heritage perspective and shall improve the amenity of the building for users of the site.</p> <p>Overall, the significance of the 1935 building shall be retained.</p>
1986 Clubhouse Extension	<ul style="list-style-type: none"> Neutral heritage impact <p>The proposed changes to the 1986 extension will primarily be contained within the existing building footprint and will be limited to later fabric of little to no heritage significance. The proposed rear northwest addition will provide additional floorspace to accommodate the necessary functions of the clubhouse, whilst providing the opportunities for greater amenities for users of the site.</p> <p>The installation of the new roof, façade and cladding to the 1986 extension will ensure it reads as a cohesive, contemporary addition and retain legibility of significant original building.</p>
2009 Clubhouse Entry and Heritage Room	<ul style="list-style-type: none"> Positive heritage impact <p>The proposed demolition of the 2009 clubhouse entry and heritage room will remove later unsympathetic connection and will replace it with a contemporary double-height atrium, which connects to the significant original building in a sympathetic manner with considered detailing. The original rear façade of the 1935 building shall be reinstated and will be once again legible to users of the site.</p>

6.3 EVALUATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The following assessment is based on the assessment criteria set out in the NSW Heritage Office (now Heritage Division) publication 'Statements of Heritage Impact', contained within the NSW Heritage Manual. The standard format has been adapted to suit the circumstances of this application.

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

The proposed alterations and additions to the Freshwater SLSC removes the incongruent 2009 entry and heritage room, which presently connects the original 1935 clubhouse with the 1986 extension, and replaces it with a new double-height atrium connection that shall enable users of the site to view and enjoy the original northwest façade. The new cladding and façade will unify the 1986 clubhouse extensions and the proposed additions as a cohesive and contemporary built form that enables the continued appreciation of the heritage significant 1935 clubhouse building.

The proposed Refurbishment of and improvements to the existing internal and external building fabric of the heritage listed c.1935 building, along with the proposed replacement of the later concrete roof tiles with new terracotta Marseille roof tiles, will restore and reinstate original elements of the building, enhancing the heritage significance of the building.

Changes to the internal layout of the building will improve the amenity for users of the site and ensure its continued useability and future longevity.

6.3.1 MAJOR PARTIAL DEMOLITION (INCLUDING INTERNAL ELEMENTS)

- *Is the demolition essential for the heritage item to function?*
- *Are important features of the item affected by the demolition (eg fireplaces in buildings)?*
- *Is the resolution to partially demolish sympathetic to the heritage significance of the item (eg creating large square openings in internal walls rather than removing the wall altogether)?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

Comment:

The proposed demolition of some structure and fabric of the original 1935 clubhouse building is acceptable given the retention of wall nibs to aide in the legibility of the original layout, whilst enabling the continued usability of the building. The proposed changes to the door and window openings are considered to be minor and will be legible as later fabric. The extension of the level 2 decking will necessitate the demolition of the existing timber railing and later glass balustrading, as well as the awning roofs. Demolition of this fabric is considered acceptable, from a heritage perspective, given the retention of most architectural features, including verandah posts and doorways and the increased amenity to users of the building.

The extensive demolition of fabric within the 1986 extension is considered acceptable, from a heritage perspective, due to it having little to no heritage significance and makes little contribution to the importance of the 1935 clubhouse. The proposed demolition of internal walls will enable the reconfiguration of the layout to accommodate the expanding needs of the surf lifesaving club. The demolition of part of the external façade will enable a new, cohesive façade to be installed.

The proposed demolition of the 2009 entryway and heritage room will remove later fabric that abuts the original 1935 building and is considered acceptable.

6.3.2 MAJOR ADDITIONS

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If not, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

Comment:

The proposed additions are primarily limited to the later 1985 clubhouse extension and the enclosed double-height connection of the 'Museum of Surf'. Minor changes are proposed to the original 1935 building; being the extension of the level 2 deck, reinstatement of the original door and window fenestration pattern on the rear northwest elevation, and altering an existing window opening on the southwest elevation to accommodate a doorway. Changes to the heritage listed building are considered acceptable and will have no adverse impact on the significance of the building.

The proposed changes and additions to 1986 clubhouse extension are extensive. Where possible changes have been accommodated within the original footprint, however the proposal includes a total increase in gross floor area of approximately 440 m² over the three levels. Changes to Level 1 are limited to additional floor area to the northwest to accommodate storage and waste disposal. Due to the existing topography, these additions will be below natural ground level and will not be externally visible. As such, the proposed changes to Level 1 of the 1986 clubhouse extension are considered acceptable as they are located within the later addition and will have no adverse impact on the significant fabric of the 1935 clubhouse building. Likewise, the changes to Level 2 and Level 3 do not encroach any closer towards the original building.

The new enclosed connection between the original, 1935 building and the 1986 clubhouse extension replaces the earlier glazed link and heritage room. The proposed connection has been carefully detailed to ensure the junction is sympathetic to the materials and detailing of the original building and enables reinstatement of the original door and window openings. The stylistically simple, contemporary form of the new façade and cladding incorporates both the 'Museum of Surf' connection and the 1986 clubhouse extension to ensure it presents as a single, cohesive built element that is readily discernible from the significant fabric of the local heritage item in form, materials and detailing.

The careful design of the changes to the later addition, as well as limited overall height to match the ridgeline of the original main roof, ensures the later addition will not dominate the heritage item. Rather, it creates a simple background which highlights the architecture of the original 1935 clubhouse building, whilst accommodating the necessary amenities of for the continued functionality of Freshwater SLSC. Therefore, the major additions are considered acceptable, from a heritage perspective.

6.3.3 RE-ROOFING/RE-CLADDING

- *Have previous (including original) roofing/cladding materials been investigated (through archival and physical research)?*
- *Is a previous material being reinstated?*
- *Will the re-cladding affect the conservation of the fabric of the heritage item?*
- *Are all details in keeping with the heritage profiles of the item (eg guttering, cladding profiles)?*
- *Has the advice of a heritage consultant or skilled tradesperson (eg slate roofer been sought)?*

Comment:

The proposal includes the re-roofing and recladding of the original c.1935 building, along with the later 1986 extension.

The proposed new roof, and new gutters, to the heritage listed c.1935 building will remove a later, incongruent material and replace it with terracotta tiles. The proposed tiles will have a Marseille pattern, which are in keeping with the original roofing material, as depicted by historical photographs. The proposed glazed, earthy-red colour of the roof is appropriate and in keeping with the building typology and the glazing will help ensure the longevity of the tiles in the harsh coastal environmental conditions. The replacement of the existing, later gutters is necessitated by the deterioration of the current fabric and the reinstatement of part of the eaves on the northern façade, which was demolished as part of the 1986 alterations and additions. The new gutters will have a simple, quad profile, which is considered appropriate from a heritage perspective. Overall, the new roof to the c.1935 heritage listed surf clubhouse is appropriate and will enhance the significance of the building.

The proposed new roofing and cladding to the later addition have been carefully selected to create a contemporary contrast to the c.1935 building that will age gracefully and enable the later 1986 addition to recede from view, reducing the existing visual bulk. The proposed vertical timber batten screen will naturally weather and silver with age and will obscure the proposed new metal sheet roof. The proposed new material will not alter the existing significance of the heritage item and are acceptable from a heritage perspective.

6.3.4 NEW LANDSCAPE WORKS AND FEATURES (INCLUDING CARPARKS AND FENCES)

- *How has the impact of the new work on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

Comment:

The proposal includes the removal of the later landscaping and formed garden beds associated with the 1986 clubhouse extensions. The proposed changes to the landscape are in keeping with existing site conditions set within foreshore of Freshwater Beach and will not detract from the heritage significance of the 1935 building. The proposed new landscaping works are considered acceptable from a heritage perspective.

6.4 HERITAGE OBJECTIVES OF THE WARRINGAH LEP 2011

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- Retains views to and from the heritage listed Freshwater SLSC building.
- The significance of the original 1935 building will be retained and conserved, and the northwest rear façade will be reinstated for appreciation by users of the site.
- The proposal will enable the 1935 original building to read as the most important element, with clear distinction between original and later fabric.
- Retains views to and from the heritage listed item at 80 Undercliff Road, Freshwater.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Warringah LEP 2011*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

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

6.5 HERITAGE GUIDELINES OF THE WARRINGAH DCP 2011

The *Warringah DCP 2011* supports the *Warringah LEP 2011* by providing additional objectives and development standards for properties. The proposed development is generally consistent with the objectives of the *Warringah DCP 2011* that relate to heritage.

7.0 CONCLUSION

The proposed alterations and additions to the Freshwater SLSC at Kooloora Avenue, Freshwater, will have an acceptable impact on the heritage significance of the item.

The design of the major alterations, primarily limited to the later 1986 extension, has been carefully considered to create a unified built form that does not detract from, overshadow, or dominate the form and materials of the original 1935 building. The new double-height connection between the original building and the later extension will house the 'Museum of Surf' and will reinstate the original northwest façade, enabling users of the site to be able to, once again, appreciate the original building in its entirety.

The proposed major changes will enable the current and future needs of users of the site to be met and ensure the continued usability of the site.

All existing views, to and from, the site and the heritage items in the vicinity will be retained and conserved.

The proposed works are consistent with the heritage objectives of the *Warringah LEP 2011* and the *Warringah DCP 2011*. In our view, the consent authority should have no hesitation, from a heritage perspective, in approving this application.



Heritage Consultant

NBRS

1 June 2023