

Heritage Impact Statement for Section 4.55 (1a) application



Manly Golf Club, 38-40 Balgowlah Road, Fairlight NSW 2094

Section 4.55 (1a) application to modify the development consent DA/2019/0011 dated 17/05/2019 for 'Alterations and additions to Manly Golf Club'

August 2023

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1. Introduction and Overview

The following Heritage Impact Statement (HIS) has been prepared to accompany a Section 4.55 (1a) application for modifications to the development consent for alterations and additions to the Manly Golf Club located at 38-40 Balgowlah Road, Fairlight NSW 2094.

The subject site comprises the Manly Golf Clubhouse and golf course. The subject site is a local heritage listed item on *Manly Local Environmental Plan* (LEP) 2013, identified as 'Manly Golf Club House' (item I46).

The proposed modification works are minor and relate to the interior of the club building. The works seek to:

- Minor rearrangements to the kitchen/service area comprising minor removal of a wall to increase the serving area.
- Relocation of the Pro-Shop to a former office and administrative space. This will require the removal of some walls and installation of new walls. Wall nibs are retained. No significant detailing will be removed.
- Majority of the former Pro-Shop area will be used as an additional seating area of the Members Bar plus an office and a storage area. New walls and openings are created here.

The works will have minimal and reasonable heritage impacts.

Council requires the submission of a HIS for the proposed works to ascertain if they will have any adverse heritage impacts upon the significance of the site. This HIS considers the proposal against the relevant heritage planning objectives and controls contained within the Manly Local Environment Plan (LEP) 2013 and the Manly Development Control Plan (DCP) 2013.

The terminology used in this report is consistent with the *NSW Heritage Manual*, prepared by the NSW Heritage Office and *The Burra Charter: The Australian ICOMOS Charter for Places of Cultural Heritage 2013* (the Burra Charter).

For this report, desktop historical research has been undertaken, including resources available on Trove (to access State and local resources) as well as images under ownership of the State Library.

The format of this report follows the standard for the preparation of Heritage Impact Statements as set out in the NSW Heritage Manual and other recognised conservation methodologies.

2. Authorship

This report has been prepared by Damian O'Toole. Damian has a Masters Degree in Town Planning and a Post Graduate Diploma in Heritage Conservation obtained from the University of Sydney.

3. Physical evidence

Inspections of the property and the surrounding streetscape took place in November 2018 and June 2023. The photographs contained within this report were taken on those occasions. A physical description can be found in Section 4 below.

4. The Subject Site and Surrounding Area

4.1. The Subject Site

The subject site is located in Fairlight, a suburb of northern Sydney, in the state of New South Wales, Australia. Fairlight is located 13 kilometres north-east of the Sydney Central Business District (CBD) in the local government area of Northern Beaches Council and is part of the Northern Beaches region.

The subject site 'Manly Golf Clubhouse' is located on 38-40 Balgowlah Road and is legally defined as Lot 1 in Deposited Plan (DP) 1063317.

The clubhouse is located on the north side of Balgowlah Road. The club house is a prominent building designed by Eric Apperly during the early c1920s and is regarded as one of Sydney's finest Georgian Mediterranean buildings.

The physical description of the building is described on the NSW Heritage Register as a one and two storey building of rendered brick construction in the Inter-War Georgian Revival style. The central section of the building is two storey, with one storey wings on either side. The fenestration pattern comprises 12 and 16 paned timber framed double hinge windows and semi-circular fanlights. The roof is hipped, glazed and terracotta. Other features include rendered bands, projecting portico and some central windows to the main facade flanked by rectangular pilasters.¹ The surrounding setting comprises the Manly Golf Course.

Internally, the clubhouse has been subject to incremental change and modern refurbishment. The area of proposed works comprises a c2000 modern refurbishment including food service area, snooker room and service areas, which are contemporary additions and an area of 'low significance'.

¹ NSW Office of Environment & Heritage, Manly Golf Club House-item details, available at: <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2020365>, accessed December 2018.

The site is a local heritage listed item on *Manly Local Environmental Plan (LEP) 2013*, identified as '*Manly Golf Club House*' (item I46).

The site is also in the vicinity of local heritage items mainly '*street trees*' located on Balgowlah Road (from Condamine Street to Manly Golf Club House) (item I3). Other heritage assets in the wider setting are too far separated from the site, due to distance and intervening built and landscape form, for there to be any impact on their visual setting.

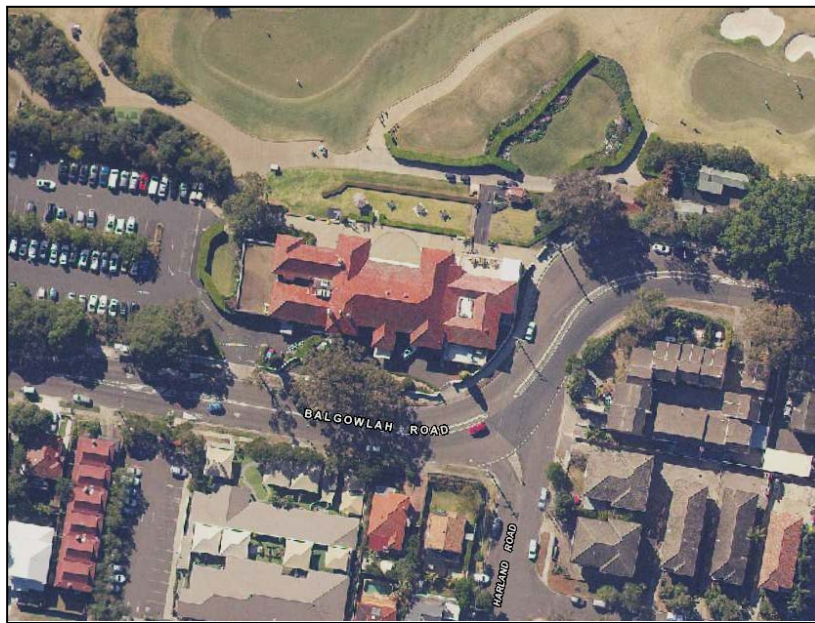


Figure 1: Aerial view of the subject site (Source: LPI SIX Maps Viewer).



Figure 2: Manly LEP Heritage Map showing the subject site.

5. Site Photographs



Figure 3: Ground floor bar area. This area will be modified to allow for improved functionality. The wall to the right will be opened up to increase the serving area.



Figure 4: This section of bar including the wall will be removed. The wall is not structural.



Figure 5: An opening will be created in this area.

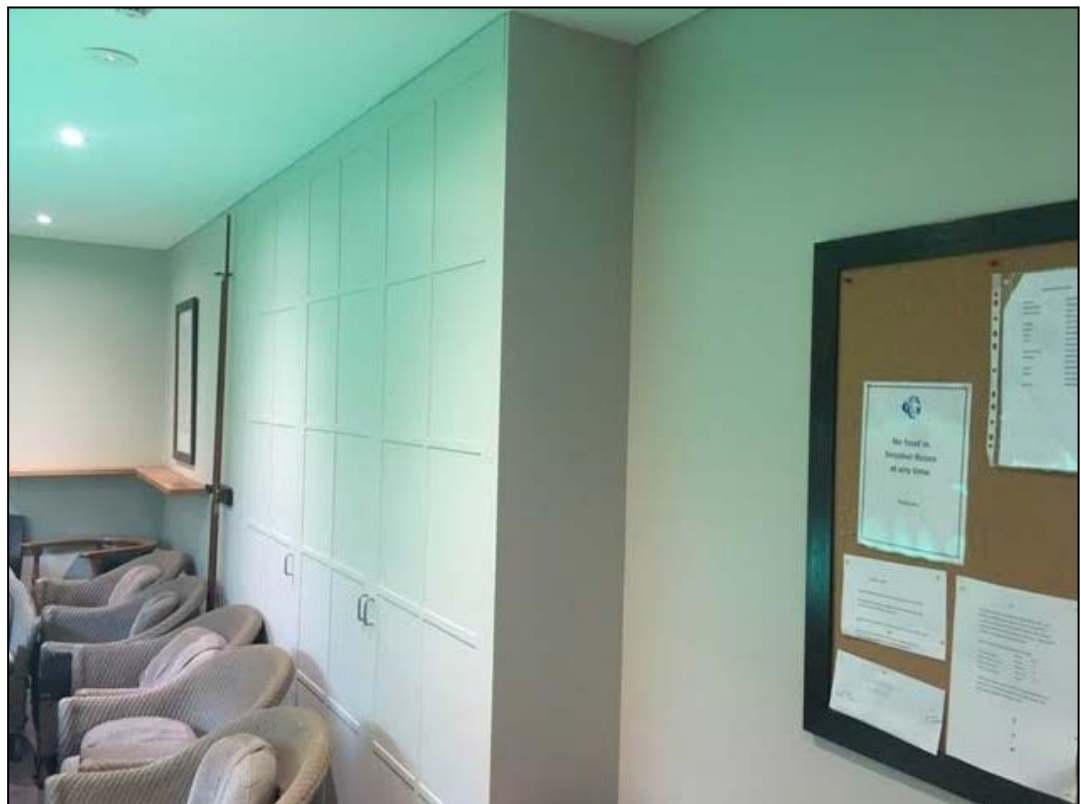


Figure 6: The wall between the snooker room and the bar will be removed. Again this wall is not structural.



Figure 7: The wall to the left hand side will be removed. This is the other side of the wall shown in Figure 6.



Figure 8: Existing office space where the Pro-Shop will be relocated to.



Figure 9: Existing office space where the Pro-Shop will be relocated to.



Figure 10: Existing space where the 'Halfway house' cafe will be located.



Figure 11: Existing space where the 'Halfway house' cafe will be located.

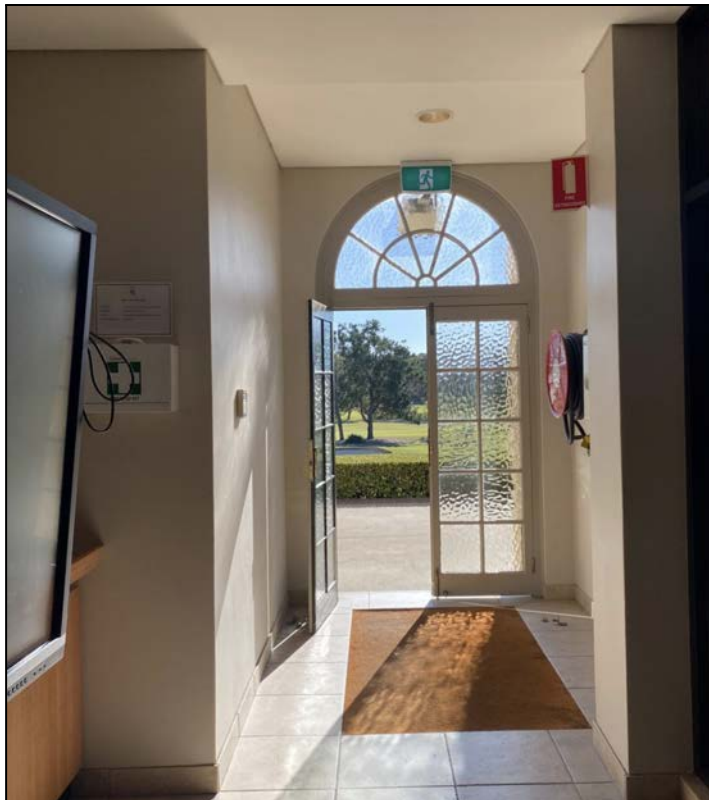


Figure 12: Existing hallway will become part of the dining area.



Figure 13: Existing Pro-Shop.



Figure 14: Existing Pro-Shop.



Figure 15: Existing Pro-Shop.

6. Historical Summary

6.1. Site History

Manly Golf Club was founded in 1903 when an official club of 12 members duly named themselves the Manly Golfers.²

In November 1905, The Australian Golf Union accepted an application from the Manly Golfers to become affiliated and in May 1906 a meeting of the Manly Golfers determined to change their name to 'The Manly Golf Club'.³

A new clubhouse was designed and built by architect members Eric Apperly and Arthur Wright, opening in November 1924 and is a grand Georgian Mediterranean style building.

The building has seen numerous upgrades and renovations over the years.

² Club History-Manly Golf Club, accessed:
<https://www.manlygolf.com.au/cms/membership/club-history/>, accessed December 2018.

³ Ibid, Club History-Manly Golf Club.



Figure 16: Manly Parish Map (Source: NSW Office of Environment and Heritage database)



Figure 17: The subject site in the 1986 heritage study. (Source: NSW Office of Environment and Heritage database)



Figure 18: The subject site in the 1986 heritage study (Source: NSW Office of Environment and Heritage database)



Figure 19: Manly Golf Clubhouse in 1932 (Source: Referee, Sydney 1886-1939, October 1932, pg 20).



Figure 20: 1943 aerial showing the subject site (Source: Six Maps)

7. Assessment of Significance

7.1 Application of Significance Criteria

In order to give a full assessment of the proposal and to ascertain whether or not the subject property possesses a degree of heritage significance warranting its retention as it currently exists, the following assessment has been carried out. The assessment is based upon the criteria set by the NSW Heritage Office for establishing whether or not an item possesses heritage significance and if so, what the nature of this significance is. Some information for this section has been sourced from the NSW Office of Environment and Heritage listing sheet for the item.

Criterion (A) - Historical Significance

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

Comments – The subject site has historic significance as an early c1920s building, contributing to the recreational history of the local area.

Criterion (B) - Associational 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 cultural or natural history (state significance); or it has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area (local significance).

Comments – The site is attributed to a design by Wright and Apperly in 1924. Eric Apperly was a qualified architect and a partner in the architectural practice of Wright and Apperly, Bond Street, Sydney. They were responsible for designing many golf courses and club houses including Manly Golf Club's clubhouse in 1924, Avondale Golf Club's layout in 1926, Newcastle Golf Club and The New South Wales Golf Club's course at La Perouse. Their most significant work is Feltex House, 261 George Street, Sydney built in 1939.

Criterion (C) - Aesthetic Significance

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

Comments – The building has aesthetic significance as a large Georgian Mediterranean style building. It is a prominent landmark building in the street and area.

Criterion (D) - Social Significance

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

Comments – There is a special association with the local community of Manly and members of the Golf Club.

Criterion (E) - Technical/Research Significance

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

Comments – There is no evidence to suggest that the subject dwelling has any technical significance beyond that it is associated with the common building techniques of the time.

Criterion (F) - Rarity

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

Comments – The subject site is not considered rare; however, it is a grand club house and is one of its kind in the local area.

Criterion (G) - Representativeness

An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural environments (state significance); OR is important in demonstrating the principal characteristics of a class of the area's cultural or natural places or cultural and natural environments (local significance).

Comments – The building is a representative example of the Georgian Mediterranean Style.

7.2 Statement of Significance

The subject site is a local heritage listed item on Manly Local Environmental Plan (LEP) 2013, identified as 'Manly Golf Club House' (item I46).

The following Statement of Significance is sourced directly from the NSW Office of Environment and Heritage Database Listing Form for the item as outlined below:

*'Listed as an imposing Inter-War Georgian Revival style golf club building, representative of the style, and historically significant.'*⁴

8. Proposed Works

The proposed modification works are minor and relate to the interior of the club building. The works seek to:

- Minor rearrangements to the kitchen/service area comprising minor removal of a wall to increase the serving area.
- Relocation of the Pro-Shop to a former office and administrative space. This will require the removal of some walls and installation of new walls. Wall nibs are retained. No significant detailing will be removed.

Majority of the former Pro-Shop area will be used as an additional seating area of the Members Bar plus an office and a storage area. New walls and openings are created here.

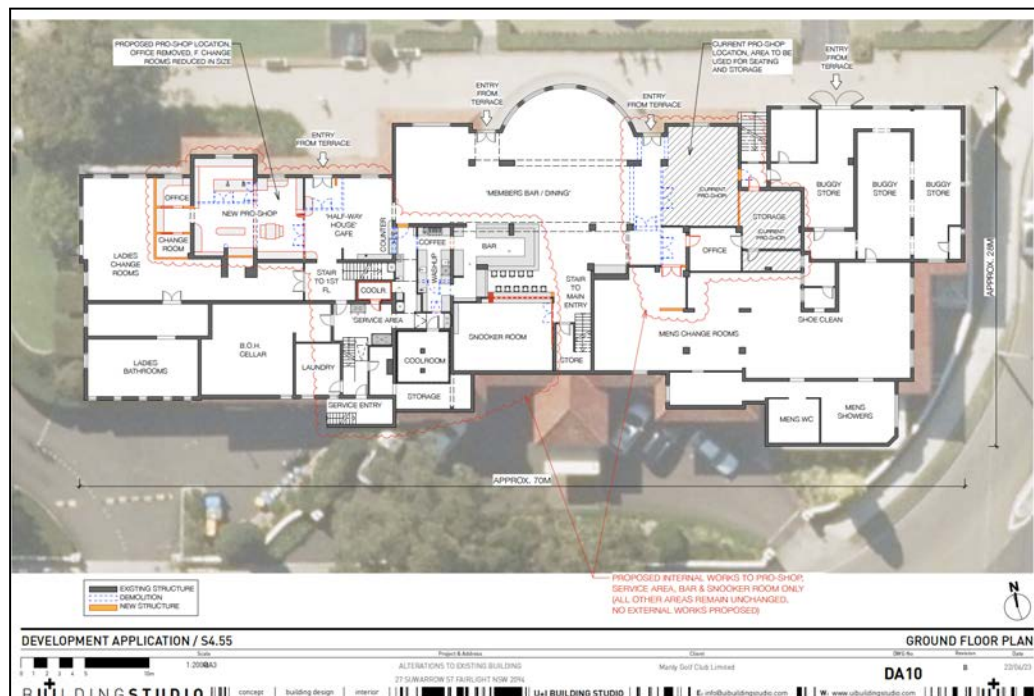


Figure 21: Proposed ground floor.

⁴ NSW Office of Environment and Heritage, *Terrace Group including Interiors*, available at: <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421255>, accessed November 2018.

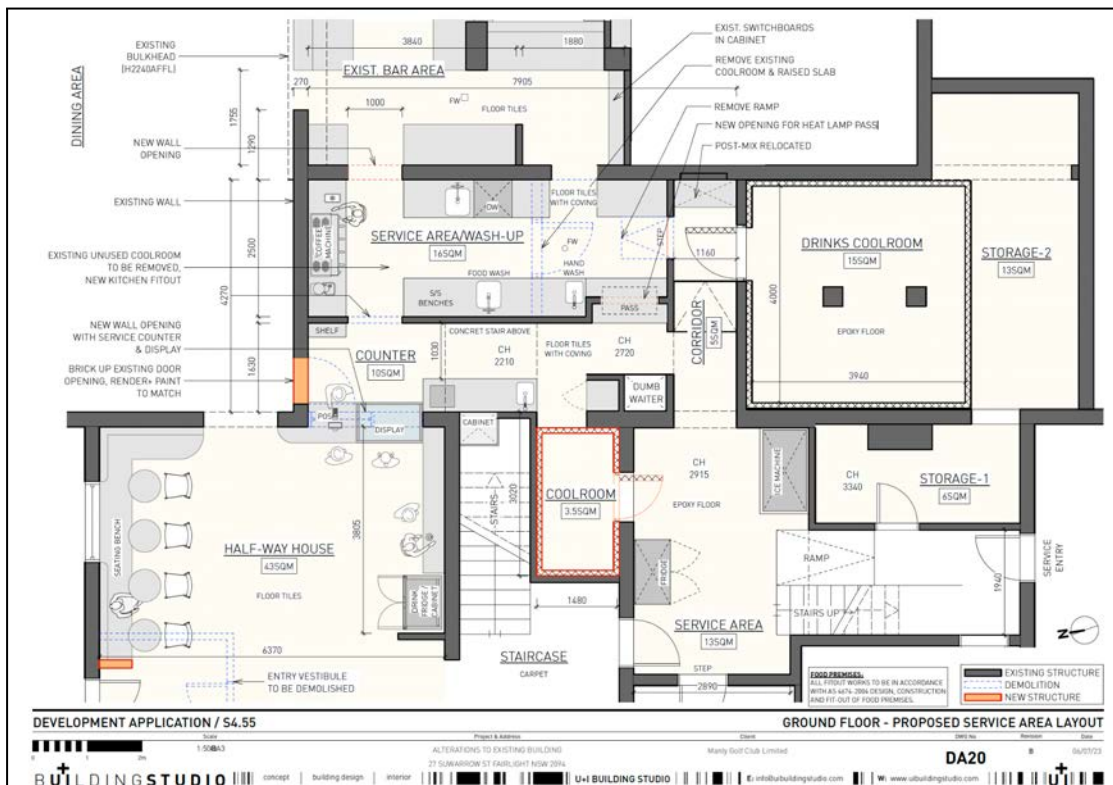


Figure 22: Proposed ground floor service area layout.

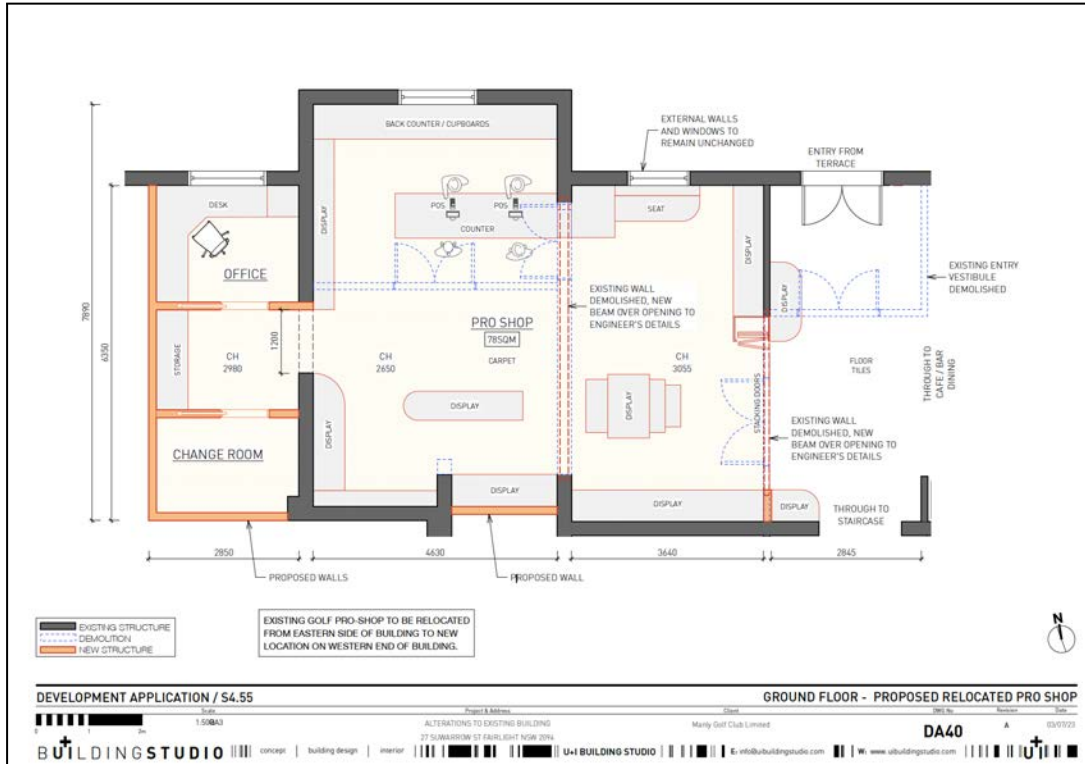


Figure 23: Proposed Pro-Shop and office.

9. Assessment of Heritage Impact

9.1 Discussion of Heritage Impact:

The proposed works are minor and comprise general refurbishment and alteration work to the layout of the back of house service areas, relocation of the Pro-Shop within the club building and utilisation of the existing Pro-Shop area as additional dining space. The works will remove some sections of internal walls, however nibs are retained in order to maintain an interpretation of the wall. New walls are also created however these walls will be removable and they do not have any adverse bearing on the proportions of any significant space.

The following is noted in terms of the new development:

- There are no works proposed to the exterior. The principal form of the building is unaltered, as per the original consent.
- The proposed works concern the service area, bar, snooker room only, Pro-Shop space and administrative spaces, all of which are in areas of 'low' significance, which have been previously subject to contemporary refurbishment and alterations.
- There are no other works proposed to other interior areas.
- The proposed works concern entirely contemporary fabric and will improve amenity and flow of the space, by opening up space.
- The proposed works are designed to improve the visual appearance of the interior and improve the functionality of the historic use of the building and thus will have a positive heritage impact.

10.1 Manly Local Environmental Plan (LEP) 2013

Relevant provisions of the LEP 2013 and the proposed works compliance are considered below.

5.10 Heritage Conservation		
(1) Objectives The objectives of this clause are as follows: Objectives The objectives of this clause are as follows: (a) to conserve the environmental heritage of Manly. (b) to conserve the heritage significance of heritage items and heritage conservation areas,	The proposed works seek to conserve the environmental heritage of Manly. The proposed works concern the interior only. No works are proposed to the overall built form and presentation of the building as seen from the exterior. Views from the public domain will	Complies.

including associated fabric, settings and views. (c) to conserve archaeological sites, and (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	not be affected. N/A	N/A.
(2) Requirement for consent Development consent is required for any of the following: (a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance): (i) a heritage item, (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item, exposed, moved, damaged or destroyed. (e) erecting a building on land: (i) on which a heritage item is located or that is within a heritage conservation area.	The site is a local heritage listed item on Manly Local Environmental Plan (LEP) 2013, identified as 'Manly Golf Club House' (item I46). The site is also in the vicinity of local heritage items mainly 'street trees' located on Balgowlah Road (from Condamine Street to Manly Golf Club House) (item I3). Other heritage assets in the wider setting are too far separated from the site, due to distance and intervening built and landscape form, for there to be any impact on their visual setting. Development consent is required for the proposed works as they have the potential to affect the significance of the subject site.	Complies.
(4) Effect of proposed development on heritage significance The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted	This report has found that the proposed works will have a neutral impact on the subject site. Views and interpretation of the building will be unaffected by the proposed works. The proposed works are confined to the interior only, in areas of contemporary fabric and low significance. The proposed works are designed to improve amenity and the visual appearance of the area which will	Complies.

under subclause (6).	also provide an enhancement.	
(5) Heritage assessment The consent authority may, before granting consent to any development: (a) on land on which a heritage item is located. Require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.	This report is the heritage management document required by Council to ascertain the heritage impact of the proposed works.	Complies.

10.2 Manly Development Control Plan (DCP) 2013

The Manly Development Control Plan 2013 (DCP 2013) contains more specific planning controls than contained within the LEP 2013. Relevant provisions of the DCP 2013 and the proposed works compliance are considered below.

3.2 Heritage considerations		
Provisions 3.2.1 Consideration of heritage significance 3.2.1.1 Development in the vicinity of heritage items, or conservation areas . b) Proposed development in the vicinity of a heritage item or conservation area must ensure that: i) it does not detract or significantly alter the heritage significance of any heritage items, conservation area or place; ii) the heritage values or character of the locality are retained or enhanced; and iii) any contemporary response may not necessarily seek to	The proposed modification works are internal only and will have no effect on heritage assets identified as being in the vicinity.	Complies.

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.		
3.2.2. Alterations or Additions to Heritage Items or Conservation Areas a) Alterations or additions to heritage items or buildings within a conservation area will not necessarily seek to replicate, overwhelm, dominate or challenge heritage details or character of the building or structure of heritage significant buildings. However, a contemporary response which complements and respects the form and scale of the original buildings may be considered if the heritage significance is retained.	The proposed interior works are very minor and sympathetic to the interior of the building.	Complies.
3.2.2.2 Retaining significant features and landscape setting Alterations or additions to heritage items or buildings within a conservation area must: b) retain original architectural detailing such as barge board, finial trim, window awnings and front verandas. New detailing must be complementary to the character of the item or place; f) avoid removal of original fabric in order to retain the integrity of the heritage item or conservation area;	No original or significant detailing will be affected by the proposed works. No original fabric will be removed. As discussed above, the proposed works will concern an area previously subject to contemporary refurbishment and ‘low significance’.	Complies. Complies.

g) ensure that any new windows are to be inserted into the existing fabric of a heritage building and be of a size, proportion and type of window that is compatible with the building's architectural style/period as shown in Figure 7; and	Existing contemporary openings will be modified only internally. No windows are affected.	Complies.
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10.4 Additional Questions

It is encouraged by the NSW Heritage Office to address the following three issues:

1. The following aspects of the proposal could detrimentally impact of heritage significance:

Comments – There are no aspects of the proposal which could be detrimental to the heritage significance of the site.

2. The following sympathetic solutions have been considered and discounted for the following reasons:

Comments – No more sympathetic solutions have been considered and discounted. The proposed works will improve amenity and enhance the visual appearance of this part of the interior, which is an entirely contemporary refurbishment.

11. Conclusions and Recommendations

The proposed modification works are minor and are considered to be a sympathetic effort to improve amenity and provide contemporary refurbishment. whilst also respecting the heritage significance of the area.

The proposed works will have a neutral heritage impact for the following reasons:

- The works occur to the interior and will not be visible from the public domain.
- The works concern an area previously modified, of contemporary fabric and 'low heritage significance'.
- The proposed works are also considered an enhancement.