



## Waverley Council Chambers

49A Bondi Road Bondi Junction  
Heritage Impact Statement [FINAL]

5 September 2021

# Document Information

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Waverly Council

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# 1. Introduction

## 1. 1. Introduction

### 1.1. The Purpose of this Report

Curio projects Pty Ltd has been commissioned by Lahznimmo Architects to prepare a Heritage Impact Statement (HIS) to support a Development Application (DA) to the Waverly Council for the proposed redevelopment of the Waverley Council Chambers at 49A Bondi Road, Bondi Junction.

The subject site is not listed as an item of local heritage significance on Schedule 5 of the Waverley Local Environmental Plan (LEP) 2012, however, it is adjacent to a number of other individually listed items and conservation areas, including Woodstock Street Heritage Conservation Area, Bondi Road (between Paul and Flood Streets), and Waverley Park Landscape Conservation Area.

This HIS has considered the impacts of the proposed development application in accordance with the relevant Heritage NSW guidelines, the Waverley LEP 2012, and the guidelines of the Waverley Development Control Plan (DCP) 2012. As the site is adjacent to items of heritage significance, the proposal is subject to the pertinent provisions of the *Environmental Planning and Assessment Act (NSW) 1979* and the *Heritage Act (NSW) 1977*. This includes but is not limited to:

- Heritage Council of NSW 2002, *Statements of Heritage Impact*;
- Heritage Office, 2001, *Assessing Heritage Significance*;
- Australia ICOMOS 2013, *Australia ICOMOS Charter for Places of Cultural Significance, The Burra Charter*;
- Heritage Council of NSW 2008, *New Uses for Heritage Places: Guidelines for the Adaptation of Historic Building and Sites*;
- NSW Heritage Office 2005, *Design in Context: Guidelines for Infill Development in the Historic Environment*;
- Government Architect New South Wales 2017, *Better Placed: An integrated design policy for the built environment of New South Wales*.

This draft report has been prepared with reference to the following architectural documentation:

Date	Document Title	Author
18 June 2021	Concept Design – Design Update – Council Chambers Refurbishment	Lahznimmo + Antelope
13 September 2021	Waverley Council Chambers Upgrade – Drawing Package	Lahznimmo + Antelope

### 1.2. Site Identification

The Waverley Council Chambers, the subject site, is a four-storey building located at 49A Bondi Road, Bondi Junction, legally identified as within Lot 32, DP1087356 – excluding Sydney Water land (Figure 1-1).

The building is bounded by Bondi Road to the north and Paul Street to its west. Its eastern and southern boundary adjoins Waverley Park that comprises of the Waverley Oval, Waverly Synthetic Fields, basketball courts, and Margaret Whitlam Recreational Centre.

The Waverley Council Building faces two-storey residential and commercial buildings across Bondi Road to the north while faces a mix of single and two-storey residential houses across Paul Street to its east. It is approximately 400m away from Oxford Street, the main commercial area, from along

Bondi Road and is around 1.5km from Francis Street where Bondi Road adjoins Campbell Parade which runs the beachfront commercial area of Bondi Beach.



Figure 1-1: Waverley Council Chambers, the subject site (marked in red). Source: Nearmap & SIX Maps with Curio additions

### 1.3. Limitations and Constraints

This report has been prepared using readily available historical information for the Waverley Council Chambers and the local area. As previously noted, as the subject site is not listed as an individual item of environmental heritage in Schedule 5 of the Waverley LEP 2012 this HIS assesses only the visual impacts of the proposed development on the surrounding conservation areas namely the Waverley Reservoir, the Waverley Park Landscape Conservation Area, and the Bondi Road Heritage Conservation Area.

In addition, this HIS does not include the assessment of any non-heritage related planning controls or requirements.

### 1.4. Authorship

This report has been prepared by Dennis Diaz, Tatiana Barreto, Senior Architectural & Urban Design Specialist and Sarah McGuinness, Senior Archaeologist and Cultural Heritage Specialist, with input and senior review by Natalie Vinton, CEO, Curio Projects Pty Ltd.

## 2. Statutory Context

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In NSW, heritage items and known or potential archaeological resources are afforded statutory protection under the:

- *Environmental Planning and Assessment Act 1979 (NSW)* (EPA Act).
- *Heritage Act 1977 (NSW)* (Heritage Act); and
- *National Parks and Wildlife Act 1974 (NSW)* (NPW Act).

There are further planning policies and controls that provide a non-statutory role in the protection of environmental heritage. These include Development Control Plans for each local Council area.

### 2.1. Environmental Planning and Assessment Act (NSW) 1979

The NSW Department of Planning and Environment administers the EPA Act, which provides the legislative context for environmental planning instruments to be made to legislate and guide and the process of development and land use. Local heritage items, including known archaeological items, identified Aboriginal Places and heritage conservation areas are protected through listings on LEPs or Regional Environmental Plans (REPs). The EPA Act also requires that potential Aboriginal and historical archaeological resources are adequately assessed and considered as part of the development process, following the requirements of the NPW Act and the Heritage Act.

The subject site accommodates an existing public administration building, the Waverley Council. Under clause 77(1)(a) of the Infrastructure SEPP 2007, alteration of, or additions to, a public administration building can be undertaken as 'development without consent' where to be carried out by or on behalf of a public authority.

The local council is a public authority for the purposes of this provision and the proposed works could be undertaken as 'development without consent' and determined under Part 5 of the EP&A Act.

#### 2.1.1. Waverley Local Environmental Plan 2012

The Waverley LEP 2012 provides local environmental planning provisions for the eastern suburb of Bondi Junction within the Waverley Local Government Area. Clause 5.10 of the LEP sets out objectives and planning controls for the conservation of heritage in the area, including the conservation of built heritage and archaeological sites.

The Waverley Council Chambers addressed at 49A Bondi Road, Bondi Junction, is not individually listed as an item of environmental heritage on the Waverley LEP 2012. Several other locally listed heritage items and Heritage Conservation Areas are located outside of, but in proximity to, the Waverley Council Chambers site (detailed further in Section 2.3 below).

#### 2.1.2. Waverley Development Control Plan 2012

The Waverley Development Control Plan (DCP) is a non-statutory development control plan that provides detailed design guidelines to support the LEP. The DCP provides simple guidance on how development may occur and includes notably main objectives to ensure that items of environmental heritage are conserved, respected, and protected.

Further, development should identify and respect the contributory features and characteristics of Heritage Items and/or Conservation Areas and be able to incorporate these features into the design.

## 2.2. Heritage Act (NSW) 1977

In NSW, heritage items are afforded statutory protection under the NSW Heritage Act 1977 (the Heritage Act). Heritage places and items of importance to the people of New South Wales are listed on the NSW State Heritage Register (SHR). The Heritage Act defines a heritage item as a 'place, building, work, relic, moveable object or precinct'. The Heritage Act is responsible for the conservation and regulation of impacts to items of State heritage significance, with 'State Heritage Significance' defined as being of 'significance to the state in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item'.

The Waverley Council Chambers addressed at 49A Bondi Road, Bondi Junction, is not individually listed as an item of environmental heritage on the SHR.

## 2.3. Heritage Listings

The Waverley Council Chambers addressed at 49A Bondi Road, Bondi Junction, is not individually listed as an item of environmental heritage on the LEP. However, it is located in close proximity to a number of Heritage Items, Conservation Areas, and Archaeological Sites as shown in

Table 1 to Table 3.



Figure 2-1: Heritage Map. Subject site marked in blue and its surrounding heritage context. Source: State Heritage Inventory

Table 1: Nearby Conservation Areas

Conservation Area	Item No	Address / Property description
Woodstock Street Conservation Area (Local)	C16	Heritage Conservation Area
Bondi Road (between Paul and Flood Streets) (Local)	C26	Landscape Conservation Area
Waverley Park (Local)	C67	Landscape Conservation Area



Table 2: Nearby Archaeological Sites

Archaeological Site	Item No	Address / Property description
Woodstock Street Conservation Area (Local)	A531	Waverley Park, Cricket Oval, Lot 31, DP 1087364
Waverley Reservoir No. 2 (State)	A530	Waverley Park, Lot 1, DP 84615; Lot 1, DP 547312
Waverley Reservoir No. 1 (State)	A529	Waverley Park, Lot 1, DP 84615; Lot 1, DP 547312

Table 3: Nearby Heritage Items

Heritage Item	Item No	Address / Property description
Waverley Reservoir (Elevated) (WS 0136) (State)	SHR 01646	Waverley Park, Lot 1, DP 84615; Lot 1, DP 547312
Waverley Reservoir No. 1 (WS 0132) (State)	SHR 01353	Waverley Park, Lot 1, DP 84615; Lot 1, DP 547312
Late Victorian terraces (Local)	I150	70–76 Bondi Road, Lots A–D, DP 358848
Victorian/Federation terraces (Local)	I151	78–80 Bondi Road, Lot 1, DP 101730; Lot 1, DP 34331
Late Victorian terraces (Local)	I152	82–88 Bondi Road, Lots 21 and 40, Section H, DP 1640; Lot 1, DP 923559; Lots 38 and 39, DP 924909
Late nineteenth century terraced pair, Italianate style (Local)	I153	96–98 Bondi Road, Lots 1 and 2, DP 523383
Federation Filigree style terrace houses (Local)	I154	100–102 Bondi Road, Lots A and B, DP 413062
Federation Arts and Crafts style residential flat building (Local)	I32	55 Flood Street (known as 108–116 Bondi Road), Lot 15, Section G, DP 1640
Late Federation Free Classical Revival style mechanic building (Local)	I10	128 Bondi Road, Lot 2, DP 335013
Former Tramway shed (Local)	I149	Former Tramway shed (Waverley Park)
Victorian Italianate style dwelling (Local)	I222	27 Paul Street, Lot 1, DP 908329
Late Victorian terraced pair (Local)	I221	10–12 Paul Street, Lot 1, DP 113096; Lot 345, DP 1079016
Late Victorian house (Local)	I242	1 Woodstock Street, Lot 1, DP 972527
Late Victorian terrace (Local)	I243	2 Woodstock Street, Lot 1, DP 323168



### 3. Historical Summary

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#### 3.1. Pre-European Environment and Aboriginal Ethnohistory

This section gives a brief overview of the Aboriginal history of the Waverley area. This has been referenced from the Waverley Council Draft Heritage Assessment prepared in 2020.

*For more than a thousand generations, Aboriginal people occupied the area now known as Waverley in the period before and after European settlement. The Bidjigal and Gadigal people of Sydney's east used the high ridgelines to travel, overlook and manage their lands. They developed sophisticated food husbandry techniques that involved a spiritual relationship with the land to ensure food, animal and plant reproduction. Their legacy is embedded in sites across Waverley.<sup>1</sup>*

For a detailed assessment of the Aboriginal history of the Waverley area, refer Waverley Council Chambers Aboriginal Objects Due Diligence Assessment<sup>2</sup>.

#### 3.2. Early Exploration of the Waverley Area

This section gives brief narratives of the historical development of Bondi Junction to which the subject site is a part of. These paragraphs, sourced from the Bondi Junction Heritage Assessment, 2004 by Colin Brady and Ines Meyer, have been included to provide a quick glance at Bondi Junction's history. For a rounder and more detailed account, the 2004 Heritage Assessment should be referenced.

*European settlement of Bondi Junction evolved about primitive tracks established at the time of the First Fleet and responding to the geographic landforms of the location. Whilst anchored at Botany Bay, Captain Arthur Phillip sent men overland to investigate Cook's earlier report of an inlet to the north. Following the coastal ridgeline they are thought to have arrived at and viewed Port Jackson from the lookout point later to form Bellevue Hill Park. This practise of following the ridgelines about the Coastal inlets of the Sydney Basin established a basis for early road construction. By 1803 a track was recorded leading along the ridgeline to the south of Sydney Harbour then descending to the broad sand blow linking Bondi Beach and Rose Bay before rising again to the signal station established at South Head in 1792. In 1811 the track was consolidated as a crude road formation identified as the South Head Road. At the later location of Bondi Junction another track led south from the new road following the ridgeline previously trekked by Captain Phillip's crew. The track was identified as the Frenchman's Road as it lead to the inner headland of Botany Bay where French explorer LaPerouse had buried his ships surgeon whilst anchored to the north eastern end of Botany when Phillip's First Fleet was in the Bay.<sup>3</sup>*

#### 3.3. First Grants

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<sup>1</sup> Waverley Council, Waverley Council Heritage Assessment (Draft), 2020, p17

<sup>2</sup> Curio Projects, Waverley Council Chambers Aboriginal Objects Due Diligence Assessment (Draft), 2021

<sup>3</sup> Colin Brady and Ines Meyer, Bondi Junction Heritage Assessment, 2004, p8

The Bondi Junction Heritage Assessment (2004) provides an overview of the early pattern of settlement into the Waverley area:

*Occupation of lands about the future Bondi Junction continued to be determined by the Sydney Common now Lachlan Swamps Water reserve. In efforts to remove noxious industries from Sydney beginning in the 1820's Government grants sought to relocate these industries to areas beyond the catchment of both the Tank Stream and the Lachlan and Botany Swamps<sup>4</sup>.*

The Waverley area continued to be subject to piecemeal division over much of the 19<sup>th</sup> century, as illustrated in Figure 3-1.

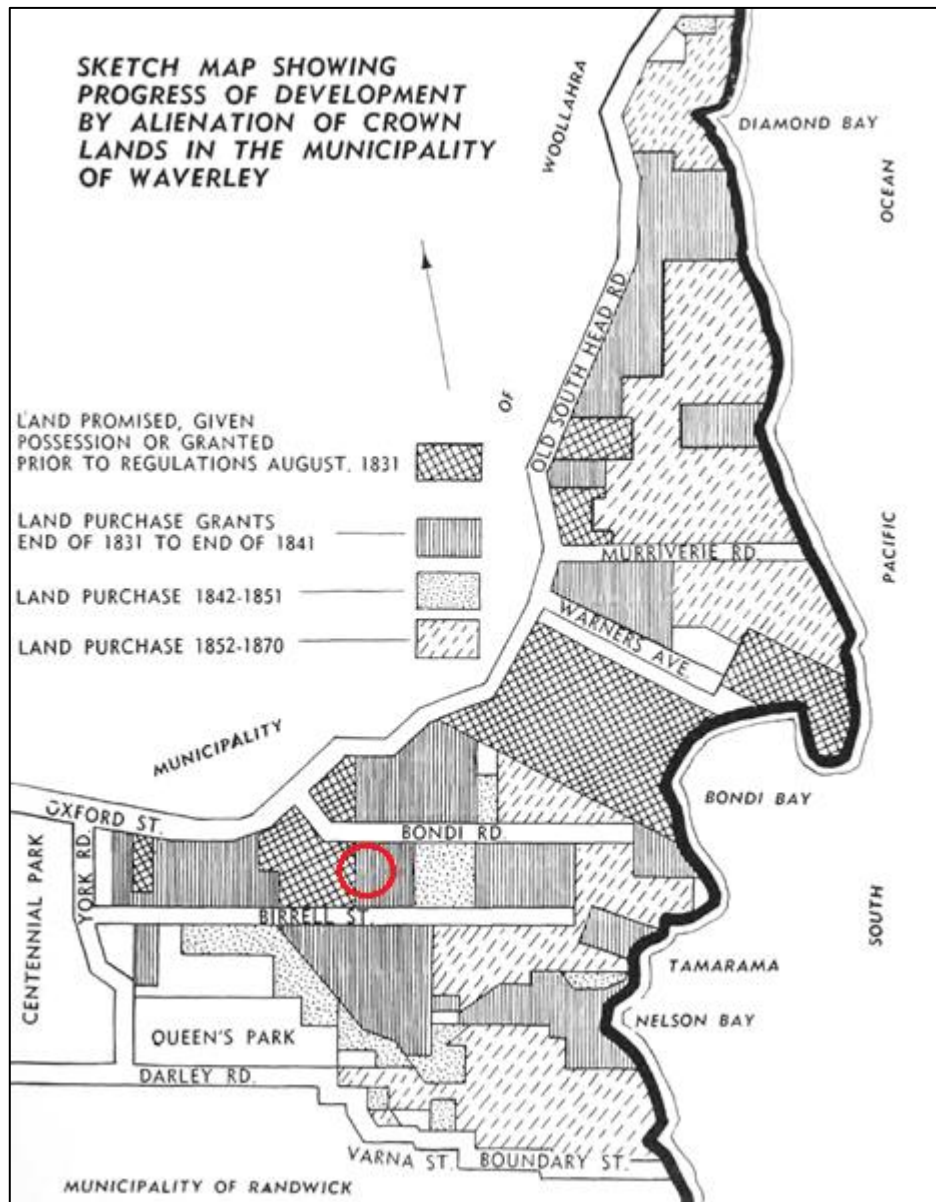


Figure 3-1: Early land grants sketch map of the Municipality of Waverley with the approximate location of the subject site marked in red. Source: Council of the Municipality of Waverley, *The History of the Waverley Municipal District*, 1959, p21

<sup>4</sup> Ibid

The first land grant in the Waverley area was to William Roberts in 1810<sup>5</sup> (Figure 3-1 Figure 3-2). Roberts 200 acres included the Bondi Beach frontage and was used as a cattle farm, with Roberts continuing to reside in the developing Sydney centre.<sup>6</sup>

The second large grant went to Barnett Levy in 1826, with lands adjacent to the subject site (Figure 3-1). Levy named his estate and two storey Georgian house 'Waverley' after his favourite Sir Walter Scott novels, with the surrounding area eventually taking on this name.



Figure 3-2: Map of the Parish of Alexandria, date unknown, with the approximate location of the subject site marked in red.  
Source: NSW Land Registry Service

A plan from 1831 (Figure 3-3) shows a further grant bordering Levy's land to the east. This grant fronts a reserved road (later to become Bondi Road) and is noted as 'Mr Chapman's Land'. Indicated on the plan is 'Lookout Hill' (later the location of the Waverley Reservoirs) and a 'swamp'. A garden is also indicated in the general location of the subject site.

<sup>5</sup> Colin Brady and Ines Meyer, Waverley Heritage Assessment 2007, p14

<sup>6</sup> Ibid



Figure 3-3: Survey of Mr Chapman's Gardens near Waverley 1831, with the approximate location of the subject site marked in red (Source: Waverley City Council)

A further plan from the subsequent decade (Figure 3-2 Figure 3-4) indicates that Mr Chapman's Land had been subdivided by this time.



Figure 3-4: Detail of 1841 Plan of X Allotments at Waverley Crescent South Head Road, being part of the original Waverley Estate. Approximate location of the subject site marked in red. Source: State Library of NSW



As indicated on the 1851 Survey of the Bondi Estate plan (Figure 3-5), the land of the subject site was situated within the Roberts grant.

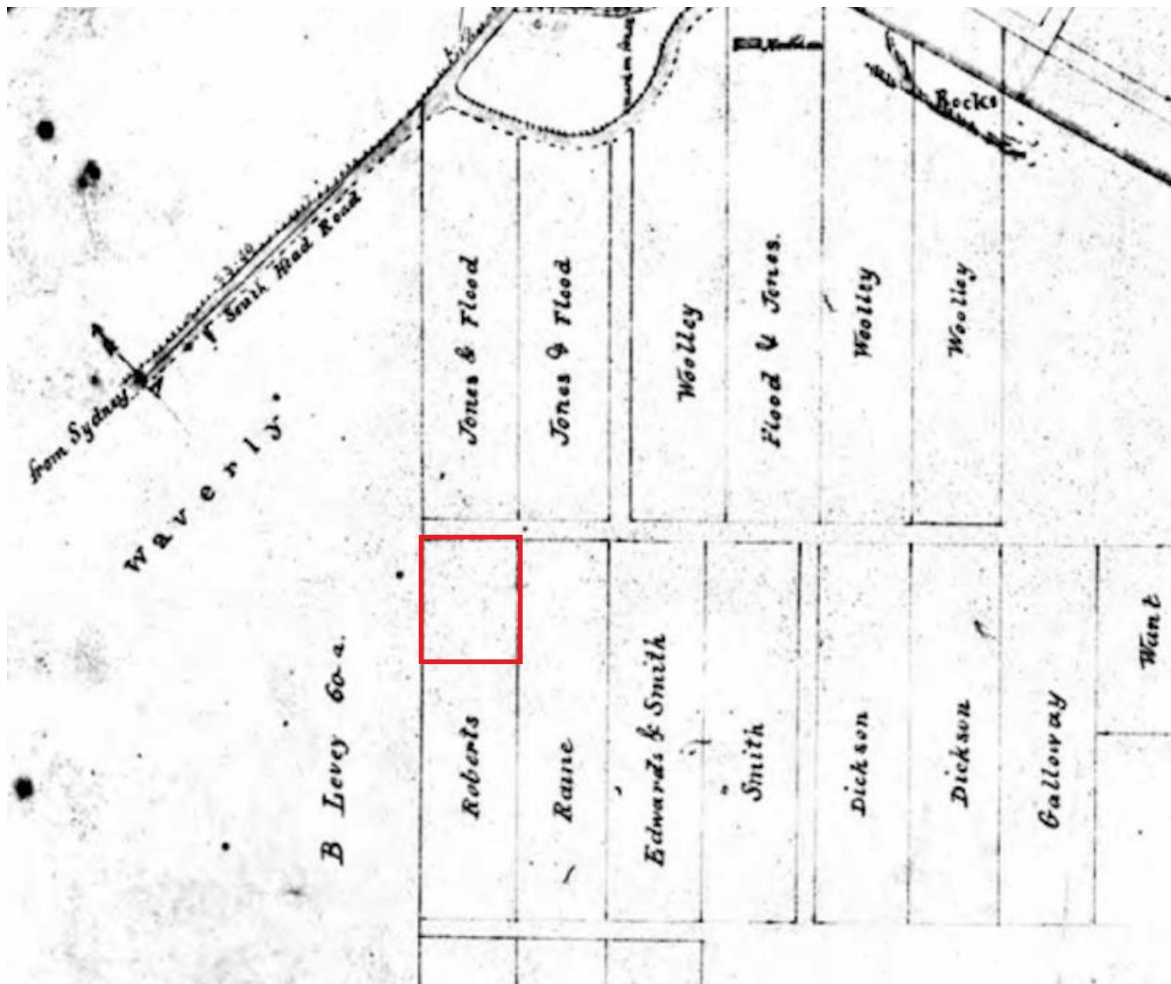


Figure 3-5: 1851 Survey of the Bondi Estate at Bondi Bay. Source: Waverley Council

No record of land use and development within the Roberts grant was noted until the mid-19<sup>th</sup> century when the land became known as Flagstaff Farm.

### 3.4. Flagstaff Farm and Chinese market gardens

Despite the generally unsuitable farming soils of the Waverley area, Flagstaff Farm was established as a dairy and agricultural farm in 1844, when three lots fronting the Bondi Road were consolidated by T. D. Edwards.<sup>7</sup> This consolidated property broadly encompassed the area now known as Waverley Park.

Later accounts described the farm as:

*...hilly and rough, but the hillsides made good grazing ground for dairy cattle. The soil was poor and sandy, except the flats, in the north corner and opposite Henrietta Street, which were worked by Chinese gardeners. Irrigation water was obtained from a pond situated near the present-day grandstand enclosure<sup>8</sup>*

<sup>7</sup> Waverley Library, Waverley's Market Gardens and Gardeners 201, p1

<sup>8</sup> Elida Meadows, Stories from across the divide: Waverley Migration Heritage 2002

By the mid-1850s, the farm was operated by James Seymour<sup>9</sup> and had developed two thriving market gardens. One of the Flagstaff Farm market gardens was known as the 'Cabbage Patch' and was situated in the north-eastern corner of the property in a flat area of cultivable soil.<sup>10</sup> The second Flagstaff Farm market garden was situated opposite modern Henrietta Street, on the south-western side of the farm. Both markets gardens were run by local Chinese families and were irrigated using the freshwater pond on the site,<sup>11</sup> described by Thomas Ormand O'Brien as once being a lagoon.<sup>12</sup> Most of the Chinese workers' names went unrecorded, with the official records only noting On Lee and Ah Yam.<sup>13</sup>

The Chinese market gardens provided locals with an affordable source of fresh produce and the gardens remained operational until 1887.<sup>14</sup> After several years of pressure from sporting organisations, Waverley Council finally submitted to the presented motions and the market gardens were closed to incorporate the land into Waverley Park.<sup>15</sup>

### 3.5. Waverley Park

The land that would become Waverley Park was almost swept up in the widespread urbanisation of Waverley that was occurring in the late 19<sup>th</sup> century. The Bondi Junction Heritage Assessment described the urbanisation of the Waverley area at this time:

*...In 1870 there had been approximately 21 streets and 184 occupied properties in the whole area of Waverley, while ten years later at least 40 streets had been laid out (Sands, J., Sands Directory, 1870-1932). By the end of 1870's a diverse range of development with large villas, industrial sites, and modest cottages located in close proximity to each other.*<sup>16</sup>

A plan indicating villa sites in the Heights of Waverley estate in 1872 (Figure 3-6) suggests that the area was proposed for development, with the estate likely reflecting the Woodstock Street urban area, situated on the northern side of Bondi Road. The plans never came to fruition, with the park and sport field identified on an 1880 plan (Figure 3-7).

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<sup>9</sup> The Sydney Morning Herald 13 February 1856, p1

<sup>10</sup> Waverley Library, Waverley's Market Gardens and Gardeners 201, p2

<sup>11</sup> Ibid

<sup>12</sup> Reminiscences of Thomas Ormand O'Brien. Royal Australian Historical Society 1918

<sup>13</sup> Waverley Library, Waverley's Market Gardens and Gardeners 201, p2

<sup>14</sup> Waverley Library, Waverley's Market Gardens and Gardeners 201, p2

<sup>15</sup> Ibid

<sup>16</sup> Ibid





Figure 3-6: 1872 'Villa sites, Heights of Waverley', with approximate subject site marked in red (Source: Waverley Council with Curio additions)

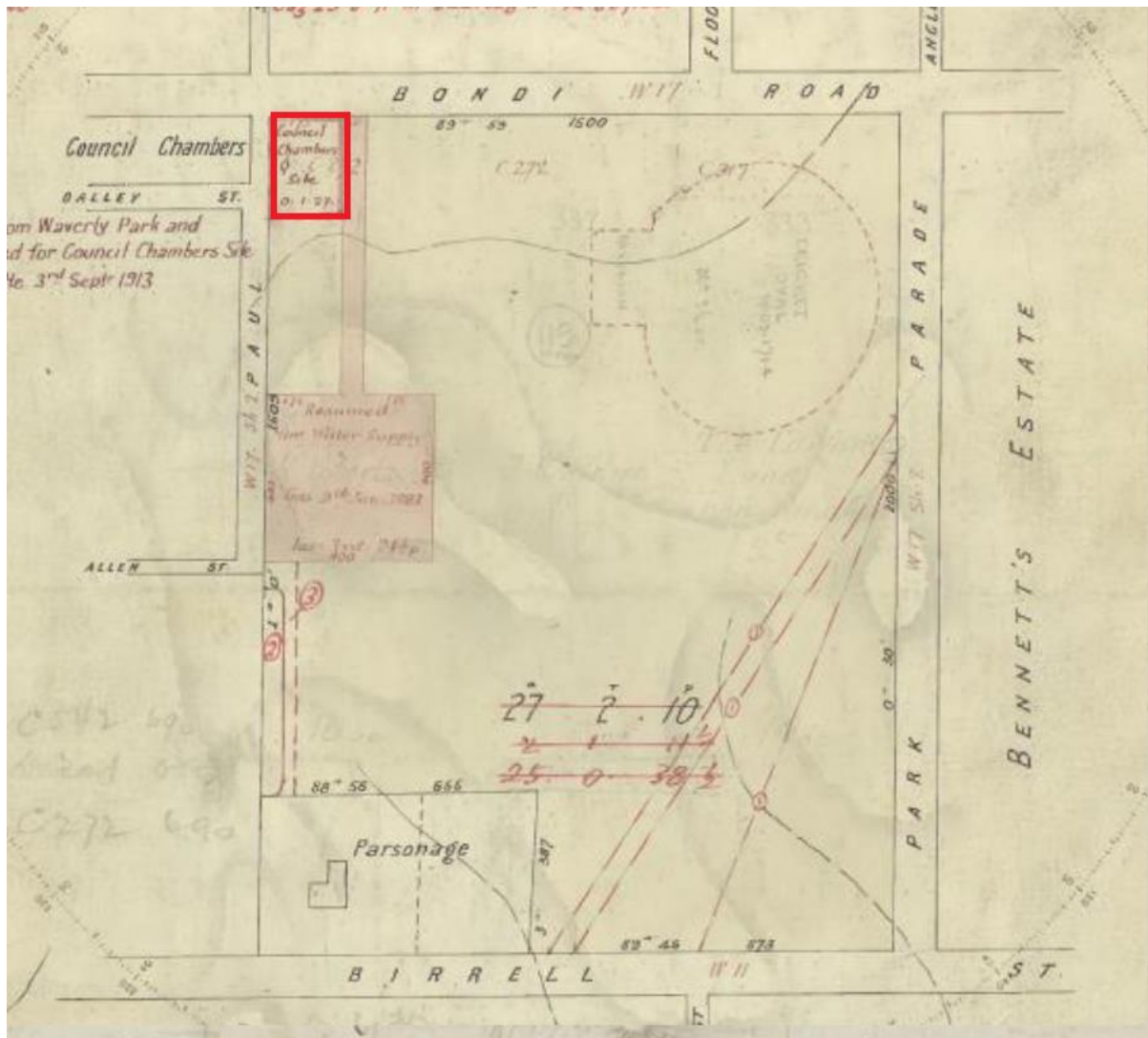


Figure 3-7: 1880 Plan of Waverley, with subject site in red (Source: Waverley City Council)

The large open spaces of Flagstaff Farm were being unofficially utilised prior to the official designation of Waverley Park. An early 20<sup>th</sup> century account noted:

*The present site of the Waverley Cricket Ground was once Flagstaff Farm, and owes its origin as a sports centre to the kindly action of its owner, Mr Seymour, in throwing open his fields to the public for ball games<sup>17</sup>.*

The Waverley Cricket Club was granted approval to build a cricket pitch on the area of the Cabbage Patch market garden in 1880,<sup>18</sup> with a football oval constructed in 1890. The first pavilion was also built at this time. The Waverley District Baseball club was founded in 1898, based at the Waverley oval.

A new timber pavilion was constructed in 1908 by the Waverley Council, including the provision of additional facilities for sports teams and the public.<sup>19</sup>

<sup>17</sup> The Labour Daily 6 January 1936

<sup>18</sup> The History of Waverley Park, Oval and Pavilion, Waverley Council

<sup>19</sup> Ibid

With the increased facilities and recreation at the Waverley Park, the surrounding grounds between the oval and the Council Chambers had some formalised and landscaped plantings. This included plantings of rows of canary palms (Plate 1 and Plate 2). This saw the end of the cleared and heavily grazed landscape of the Flagstaff Farm era into the transformed and lush modern recreational park.



Plate 1: 1926 photograph of Canary Palms within the formalised gardens of Waverley Park: Source NLA



Plate 2: 1926 photograph of Canary Palms within the formalised gardens of Waverley Park: Source NLA

### 3.6. Waverley Council Chambers

The following narrative, sourced from the Waverley Library, gives a brief historical account of the development of the Waverley Council Chambers that started from an offer made by Francis O'Brien in 1860 for a site for a Council Chambers, free of cost, in Bondi Road. In the ensuing years the need for a new building arose and the northwest corner of Waverley Park was dedicated as the new site.

*The Municipality of Waverley was established under the Municipalities Act of 1858, and a proclamation of the municipality was published on 16th June, 1859. The first council meeting was held on 16th June, 1859, but there was no permanent office for the conduct of council duties some early meetings were held in the Charing Cross Hotel and others in the old School of Arts building in Bronte Road. In December, 1860 the Council accepted an offer from Francis O'Brien of a site for a Council Chambers, free of cost, in Bondi Road. The cost of building was to be limited to 500 pound, although approximately 700 pound was eventually spent. The foundation stone was laid in 1861, and a first meeting of Council was held there on 21st November, 1861, the first Council building erected by any municipality under the Municipalities Act of 1858. Discussions were held during the early 1900s over the need for new Council Chambers, and in 1913 a portion of the north-west corner of Waverley Park was dedicated as the site for a new building. A report of the same year stated that the original building was too small for the staff, and had poor ventilation and lighting. It was later sold for 1,600 pound. The new building was completed by the end of 1913, and on January 6, 1914 the Council met for the first time in the new chambers. Parts of the 1913 chambers still form the shell of the present Council Chambers, although extensive alterations in 1962, and further development in 1976 and 1977 have altered its appearance considerably.<sup>20</sup>*

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<sup>20</sup> Waverley Library, in association with Heritage Week, 1981.



The following text narrates the events leading to the construction of a new Waverley Council Chambers at the northwest corner of Waverley Park taken from the 'The History of the Waverley Municipal District'.<sup>21</sup>

*The first move towards acquiring the Waverley Park site was made in September, 1912. Before final steps were taken, however, a medical report was obtained on the condition of the old Council Chambers in Bondi Road. The report of about June, 1913, stated that the building was insanitary owing to dampness, bad ventilation, poor lighting, insufficient accommodation, and far too small for the staff. It was estimated by Mr. St. Julian, the architect, that the necessary renovations would cost about £2,150. The Town Hall Building Fund which had been accumulated by Council for that purpose was £1,328. The old Council site, when sold, was estimated to realise about £1,600 and the balance of about £1,096, required for the building of the new Council Chambers on the park site would have to be provided by the ratepayers. This would be in the form of a temporary loan by Council. Following a calling for lenders for the erection of the new building, the lowest tender of several submitted was that of £3,424, by Mr. J. Compton. It was accepted by Council in March, 1913. The building was completed by the end of that year and on January 6, 1914, the Council met for the first time in the new Council Chambers. Dr. L. J. Lamrock was the Mayor at that period.*<sup>22</sup>

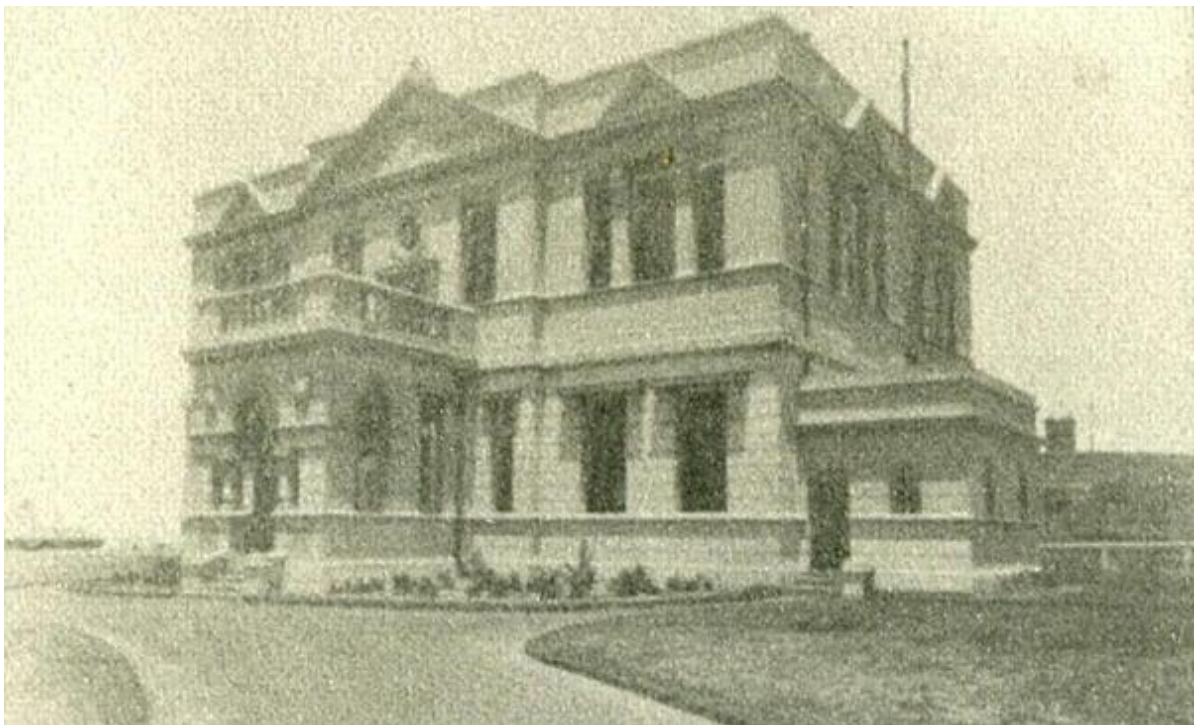


Figure 3-8: A 1913 photo of the Waverley Council Chambers. Source: Waverley Library

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<sup>21</sup> Council of the Municipality of Waverley, The History of the Waverley Municipal District, 1959

<sup>22</sup> Ibid, p96



Figure 3-9: A 1958 photo of the Waverley Council Chambers showcasing the original 1913 building. Source: Waverley Library

The following text narrates the events leading up to 1960s modifications of the original 1913 Waverley Council Chambers at the northwest corner of Waverley Park taken from the 'The History of the Waverley Municipal District'.<sup>23</sup>

*In November, 1955, Messrs. Bloch and Grusman were requested by Council to prepare plans for the reconstruction of the present Council Chambers to include a public hall large enough to accommodate 2,000 persons and facilities for a public library. It was later decided to hold a competition to secure the best design. Mr. Baldwinson was appointed the assessor to conduct the competition. Three schemes were submitted. No. 1 provided a total rebuilding of present Council Chambers and offices at a cost of £45,500. The other two schemes were less costly, but did not include a complete new building. The closing date of the competition was fixed for September 30, 1957. The adjudication of the designs commenced on October 2, 1957. All historical features of the old building were to be retained, including foundation-stone of original Council Chambers, plaques and all honour boards, particularly the Mayoral Honour Board installed in the Council Chambers in 1955 at a cost of £285; etc. with furnishings it is estimated that the total expenditure would be about £150,000.*<sup>24</sup>

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<sup>23</sup> Council of the Municipality of Waverley, The History of the Waverley Municipal District, 1959

<sup>24</sup> Council of the Municipality of Waverley, The History of the Waverley Municipal District, 1959, p.98

*The competition was won by the Sydney architect, Ancher, Mortlock and Murray, who gained the winning prize of £500. The second prize was awarded to the firm P.B. Hall, G.P. Webber, A.L. Craig and K. Woolley; and the third prize to Harry Seidler and the fourth prize to the firm of Peter Priestly, Lyle Dunlop and K.G. McLaren. The second, third, and fourth prize were £200 each. Three other designs were given special mention. There were 87 entries in all.<sup>25</sup>*

*At the Council Meeting held on January 28, 1958, it was recommended that an application for a loan of £125,000 for the construction of a town hall and municipal offices be made to the Minister of Local Government. The main points to be stressed in the application were that the building of the hall and offices would largely assist in any unemployment problem in the district; that the erection of this important building would coincide with the Centenary Celebrations which are contemplated in 1959 and lastly, as the "Bondi Daily" of February 1, 1958, stated:- "The inadequacy of the existing offices and the lack of town hall facilities are not in keeping with the district and mitigate very largely against cultural development." <sup>26</sup>*

*The above loan was not approved by the minister, and so another proposal for a Town Hall and new Council Chambers has been delayed. <sup>27</sup>*

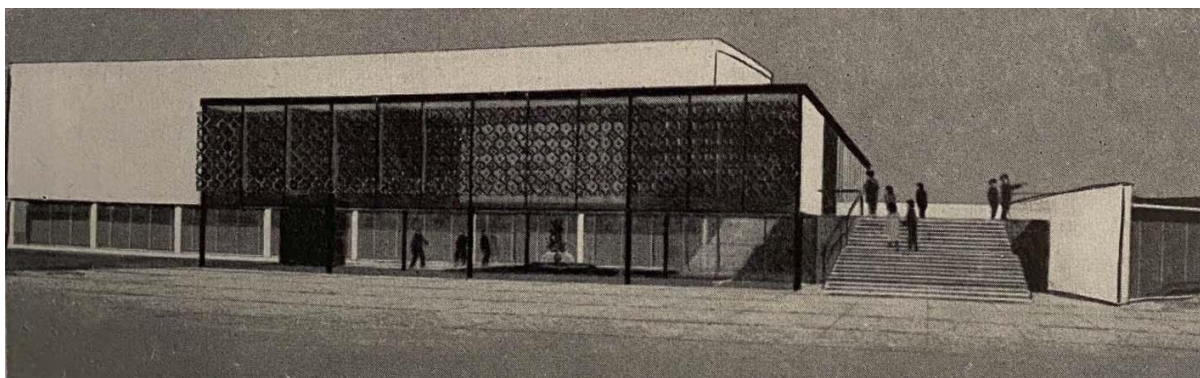


Figure 3-10: Winner design by architects Ancher, Mortlock and Murray of the 1957 design competition for the reconstruction of the Waverley Council Chambers. The loan for the proposal was not approved in 1958 and, therefore, the project was not constructed. Source: Dowd, B.T. and, William Foster, 1959.

The winning modernist design (Figure 3-10) never came to fruition, and smaller internal changes were made to the existing building instead and the façade updated (Figure 3-11). Further alterations were made to the building in the 1980s, but no information was identified regarding the scope and details of these updates. Figure 3-12 shows the updated 1980s façade, while Figure 3-13 shows the progression of modifications to the Council Chambers over time.

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<sup>25</sup> Ibid

<sup>26</sup> Council of the Municipality of Waverley, The History of the Waverley Municipal District, 1959, p99

<sup>27</sup> Ibid





Figure 3-11: A 1970 photo of the Waverley Council Chambers. Source: Waverley Library



Figure 3-12: Waverley Council Chambers 1984 built fabric. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution

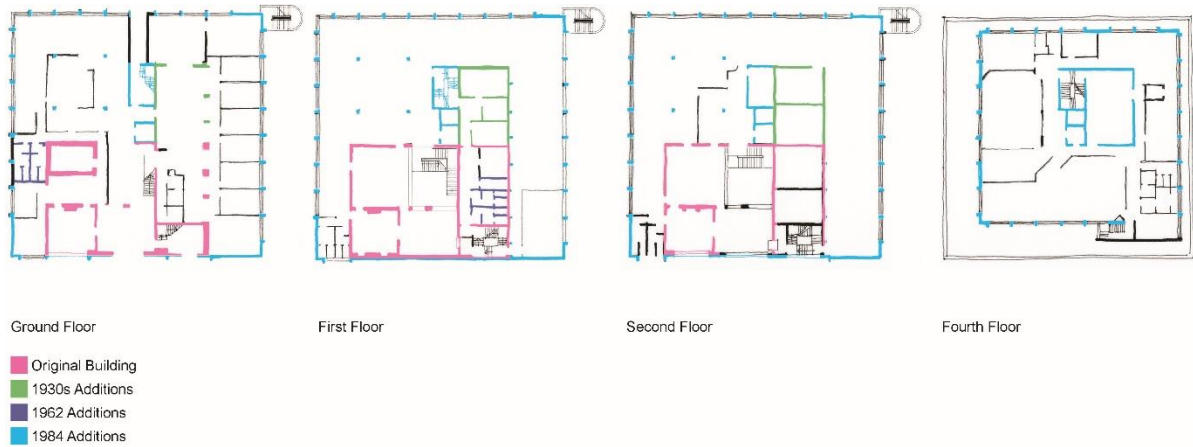
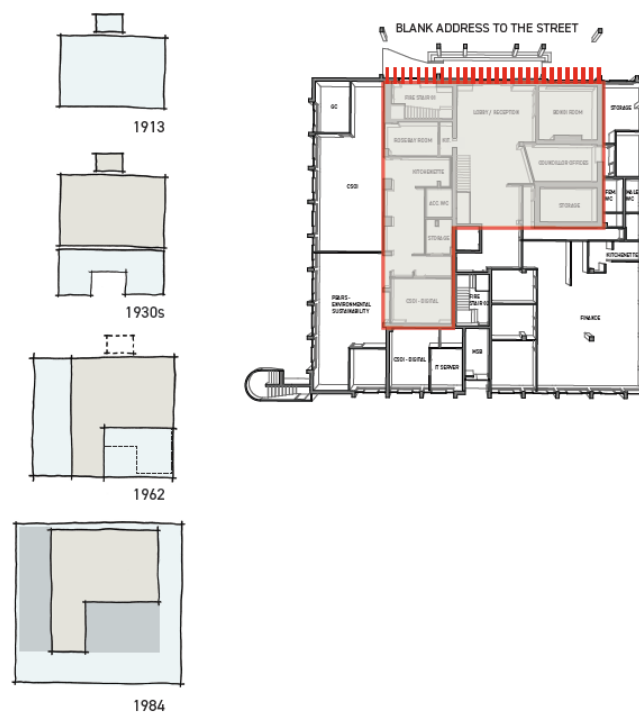


Figure 3-13: Showing progression of the modifications to the Council Chambers

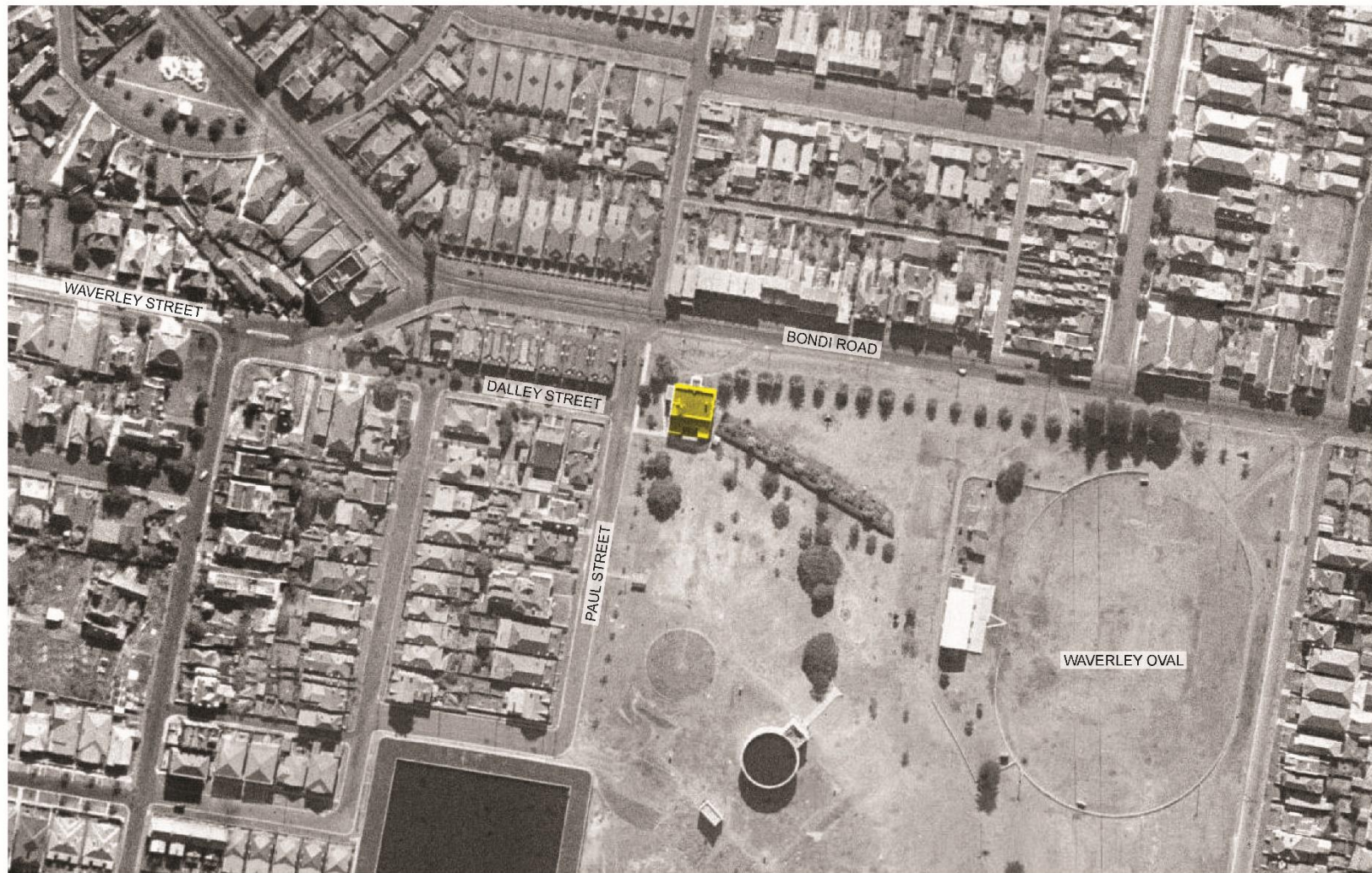
### 3.6.1. Historical Timeline of the Waverley Council Chambers

A summary of the timeline of the Waverley Council Chambers is presented below and illustrated in detail in Figure 3-16, Figure 3-17, Figure 3-18, Figure 3-19 and Figure 3-20 .

Year	Alterations
1861	First Council Chambers built on land to the west of the subject site
1913	New Council Chambers built on subject site
1930	Internal additions and northern extension
1962	Internal additions and southern and western extension
1984	Updated façade, internal changes and west, south and eastern extension



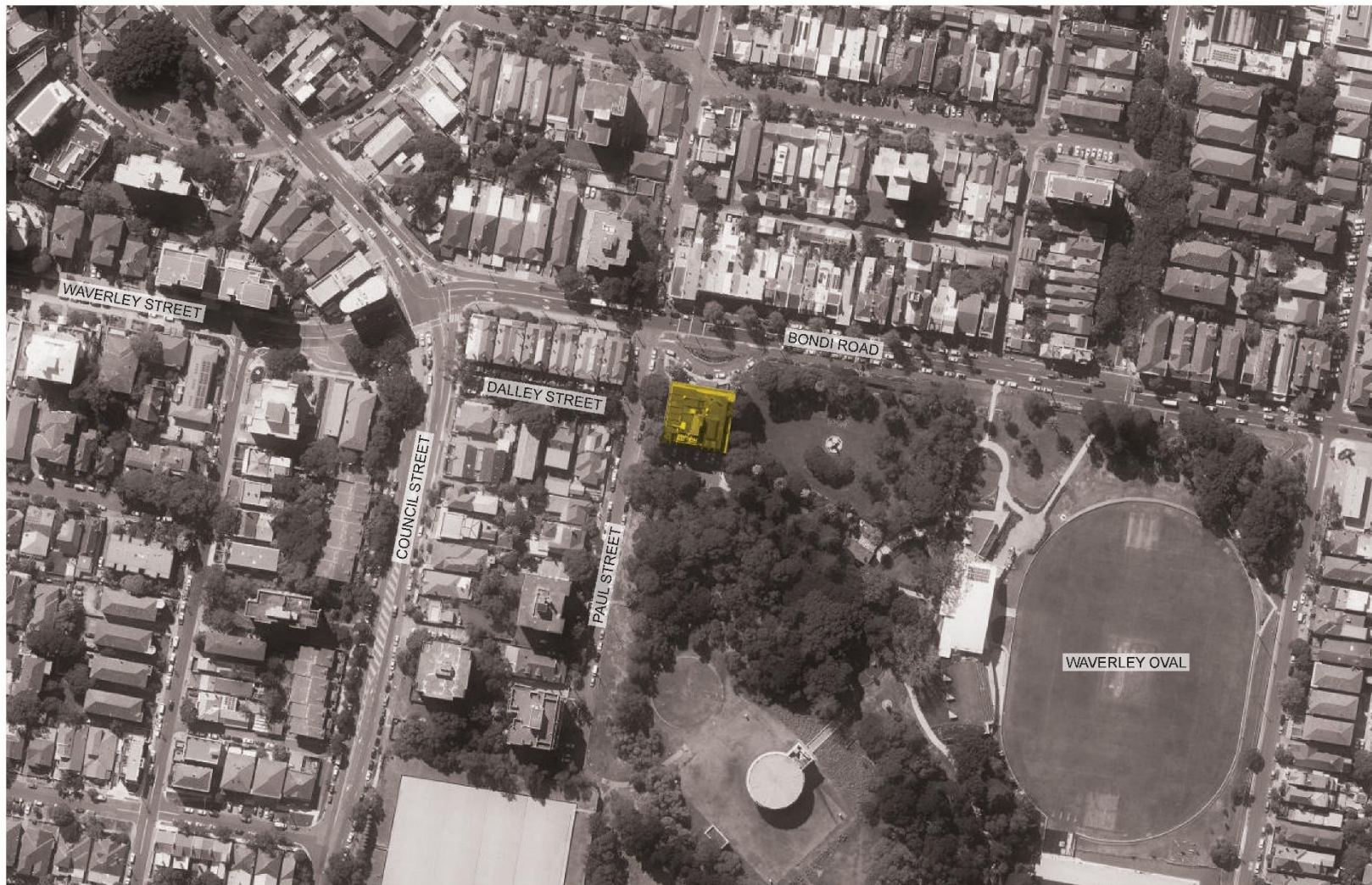




**Waverley Council Chambers**  
Aerial Photo 1943

Figure 3-14: Waverley Council Chambers (marked in yellow) from a 1943 aerial photograph. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution





**Waverley Council Chambers**  
Aerial Photo      Present Day

Figure 3-15: Waverley Council Chambers (marked in yellow) from a present day aerial photograph. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution

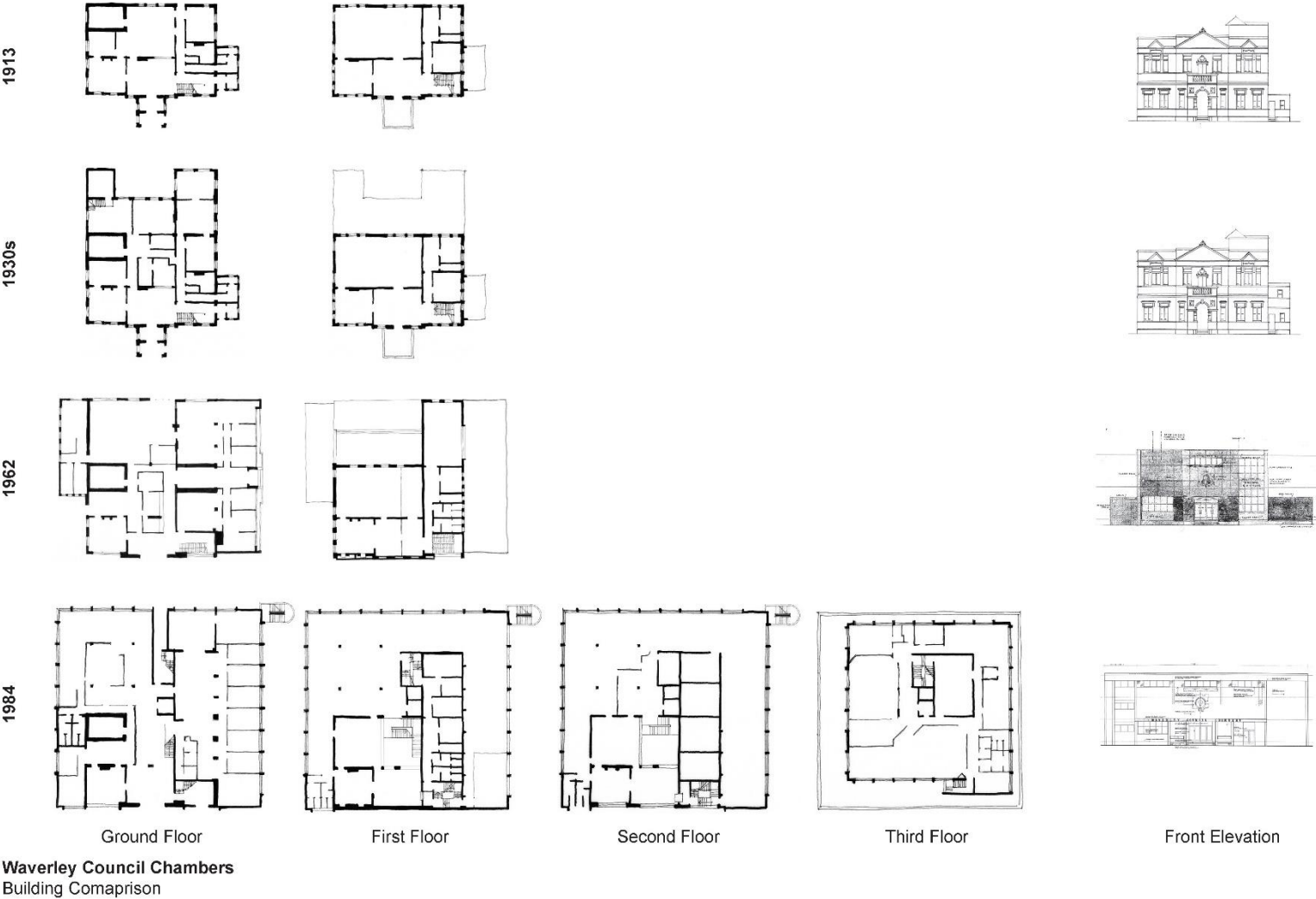


Figure 3-16: Waverley Council Chambers built fabric historical development. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution



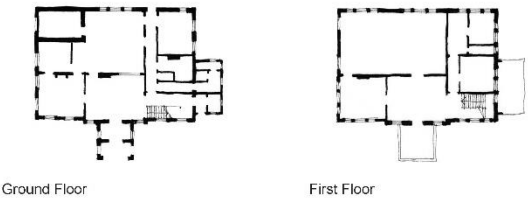


Figure 3-17: Waverley Council Chambers 1913 built fabric. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution

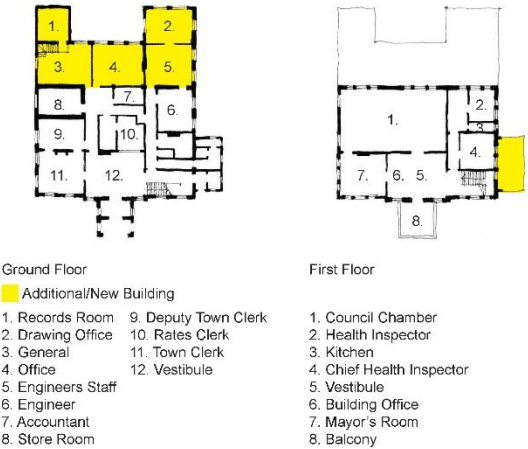


Figure 3-18: Waverley Council Chambers 1930s built fabric. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution

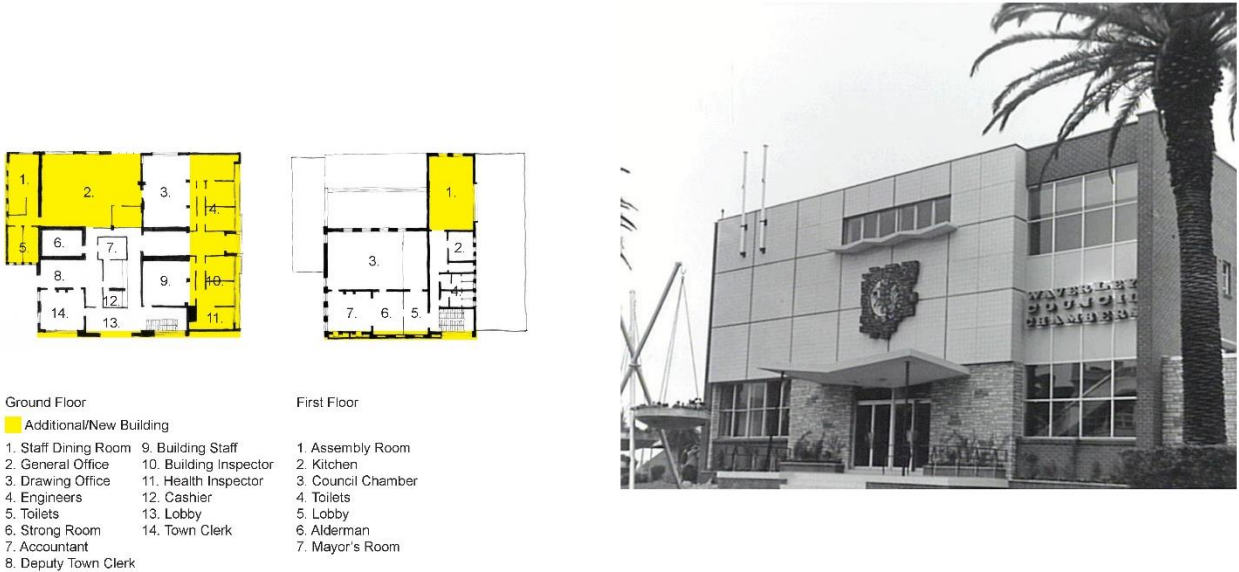


Figure 3-19: Waverley Council Chambers 1962 built fabric. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution



Figure 3-20: Waverley Council Chambers 1984 built fabric. Source: RFT 2075 Attachment 3, Council Chambers Historic Evolution

### **3.7. Summary of Historical Context**

The historical summary prepared for this assessment has identified key historical phases for the subject site. These are:

- **Phase 1**- Early exploration of Waverley Area
- **Phase 2**- First land grants
- **Phase 3**- Flagstaff Farm and market gardens
- **Phase 4**- Waverley Park
- **Phase 5**- 1913 Council Chambers
- **Phase 6**- Mid 19th century alterations and extension to Chambers
- **Phase 7**- 20th century use of Waverley Park and Council Chambers

## 4. Physical Analysis



## 4. Physical Analysis

### 4.1. Local Context

The Waverley Council Chambers is located at the corner of Paul Street (west) and Bondi Road (north) and neighbours Waverley Park to the west and south.



Figure 4-1: Waverley Council Chambers (red) in context with Bondi Road (north), Paul Street (west), and Waverley Park (south and east). Source: Nearmaps with Curio overlay, 2021

#### 4.1.1. Bondi Road

The subject site is located on the southern side of Bondi Road, where its main façade and entryway are located (Figure 4-2). Due to the location of the driveway at the front portion of the lot, the building is considerably setback in relation to the alignment of the adjacent two-storey houses along the same street (Figure 4-3). Headed east, the mature trees and tall hedges at Waverley Park provide a dense and leafy character to the streetscape along the pedestrian pathway (Figure 4-2). This dense greenery and tree line cause the subject site to be fully hidden from views from the west of Bondi Road (Figure 4-4).



Figure 4-2: View from Bondi Road looking east to the Waverley Council Chambers building and Waverley Park tall hedges and mature trees. Source: Google Maps, 2021





Figure 4-3: View looking southwest from Bondi Road showcasing two-storey houses adjacent to the subject site. Source: Google Maps, 2021



Figure 4-4: View looking west from Bondi Road. The Waverley Council Chambers (indicated) are fully hidden by the dense vegetation in Waverley Park. Source: Google Maps, 2021

In contrast, the north side of Bondi Road is largely occupied by two-storey Victorian Terraces and a small number of two-storey commercial buildings (Figure 4-5). The greenery along this side of the street is modest and of smaller scale, consisting of residential gardens only.

The original features and built forms of the intact heritage-listed Victorian houses along the northern side of Bondi Road contribute significantly to the character of the Woodstock Street Heritage Conservation Area and Bondi Road Landscape Conservation Area. Although the unlisted houses showcase modern alterations to their facades, their overall bulk, scale, and massing remain the same, maintaining cohesion throughout the entire street.





Figure 4-5: View from Bondi Road looking east. The Victorian Terraces on the north side of Bondi Road facing the Waverley Council Chambers building. Source: Google Maps, 2021

#### 4.1.2. Paul Street

The western portion of the site is bounded by Paul Street, a two-lane street comprising one to two-storey residential houses on its western side and the Waverley Council Chambers and Waverley Park on its eastern side.

Mature trees along the street provide substantial shade along the entire street, partially covering the envelope of the Council building, softening its overall built massing.

Paul Street also provides access to the southern parking lot of the subject site. Equally shaded by tall verdant trees, it serves as an additional buffer zone between the building and the Waverley Reservoir that is south of the parking lot.



Figure 4-6: The Waverley Council Chambers (left) from a view looking south from Paul Street. Note the tall trees along the sidewalk. Source: Google Maps, 2021



Figure 4-7: The Waverley Council Chambers' south facade and the parking lot behind from a view looking south from Paul Street. Source: Google Maps, 2021

#### 4.1.3. Waverley Park

The subject site adjoins Waverley Park to the south and to the east. The urban park sits on a hilltop with views to the Pacific Ocean and comprises the Waverley Oval, Waverley Synthetic Fields, Waverley Reservoirs, Waverley Soldiers' War Memorial, basketball courts, and Margaret Whitlam Recreational Centre (Figure 4-10, Figure 4-11, Figure 4-12 and Figure 4-14).

The park contains plantings of significant trees, as identified by the Waverley Plan of Management and an arborist report prepared for the proposed works (Figure 4-8 and Figure 4-9)<sup>28</sup>. The State heritage listed Waverley Reservoirs are situated south of the subject site, within an elevated rise that offers views east to the coast (Figure 4-10 and Figure 4-14).

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<sup>28</sup> TreeIQ 2021 Preliminary Arboricultural Report: Waverley Council Chambers Refurbishment





Figure 4-8: Significant tree #1 (Source: TreeIQ 2021)



Figure 4-9: Significant tree #13 (Source: TreeIQ 2021)



Figure 4-10: Waverley Park facing north-west towards Council Chambers



Figure 4-11: Waverley Park facing north-east



Figure 4-12: Waverley Park facing east



Figure 4-13: State heritage listed reservoirs, facing south





Figure 4-14: View east from hill of Waverley Reservoir



Figure 4-15: Facing south from carpark of Council Chambers uphill towards Waverley Reservoir

## 4.2. Waverley Council Chambers

The Waverley Council Chambers is a four-storey building set amidst the context of two-storey residential and commercial buildings and an open space afforded by Waverly Park. The current building on site, however, is visually no longer the original building built in 1913.

As discussed in Section 3, over a period of 71 years, its built fabric underwent multiple changes. The first of these major modifications occurred in the 1930s when additional rooms were annexed at ground level to the building's south facade. In 1962, the southern rooms received further expansion and new extensions on the west and an even larger extension to the east of the building was added. Finally, in 1984, the entire building received a major redevelopment. The base floor area was squared and two new levels were added. The entire building envelope was remodelled into one that is modern contemporary in design.

Whilst some remnant fabric of the original building built in 1913 have been retained, the majority of the modifications that were added in an ad-hoc manner surrounding it presents a number of structural issues. The Northrop structural report<sup>29</sup> identifies these issues as follows:

- Significant unknowns in the existing structure.
- From inspection, it appears that the floors of the original building are majorly supported on load-bearing brick walls. It is expected that these walls are supported by continuous strip footings (it is unclear if these footings are piled at this stage).
- The building has been constructed in a piecemeal fashion with floors in numerous areas unlikely tied together.
- No evidence of a formal lateral stability system (to resist earthquake loads). It will be difficult to strengthen the building laterally without replacing the original building on levels 1 and 2 due to the piecemeal construction of the floors.
- If any areas require greater loading than the standard office loading, we will need to strengthen or replace the existing structure (for example; compact areas or plant areas).
- If any areas require a new set down the existing slab will need to be replaced (for example; bathrooms)
- The structural framing system varies on each floor. Several existing transfers have been identified.
- Removing the load-bearing walls on several floors will require structural steel beams to replace the support of the walls on each floor. These beams will need structural steel

<sup>29</sup> Northrop, Civil and Structural Concept Design Report – Waverley Council Chambers, 2021



support columns on an irregular grid and will likely be closely spaced. These columns will likely need new foundations which will likely clash with existing foundations. In terms of buildability, we expect that this will be a difficult task.

Further, floor plates are typically suspended concrete slabs, though portions of the ground floor within the original building are timber-framed bearers and joists on nominal brick pier footings.<sup>30</sup>

As the building's exterior exhibits an entirely new contemporary design that is set apart from its context, its interiors are equally modernized. The majority of the materials used for the interiors are plasterboard for partition walls, acoustic panel ceilings, and carpet finish for floors. The illumination of spaces is provided by recessed pin lighting and fluorescent lighting. Joinery is modern and modular in design and furniture throughout are likewise contemporary. The following select photos demonstrate the modern interiors of the subject site.



Figure 4-16: Waverley Council Chambers interior photo 1

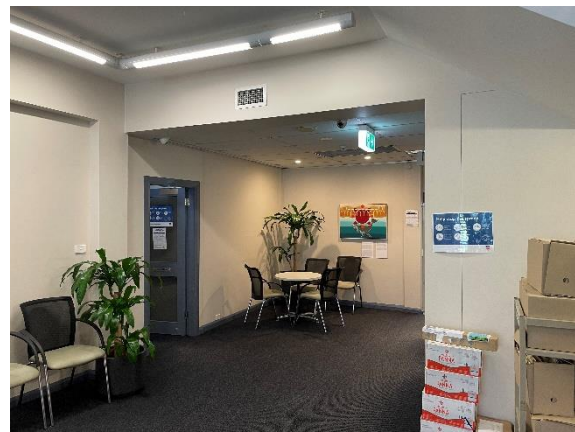


Figure 4-17: Waverley Council Chambers interior photo 2

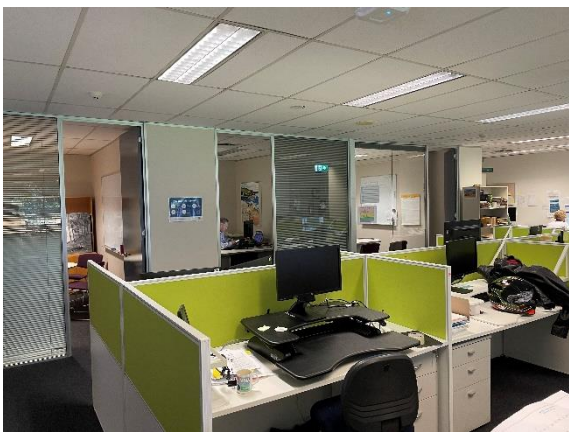


Figure 4-18: Waverley Council Chambers interior photo 3

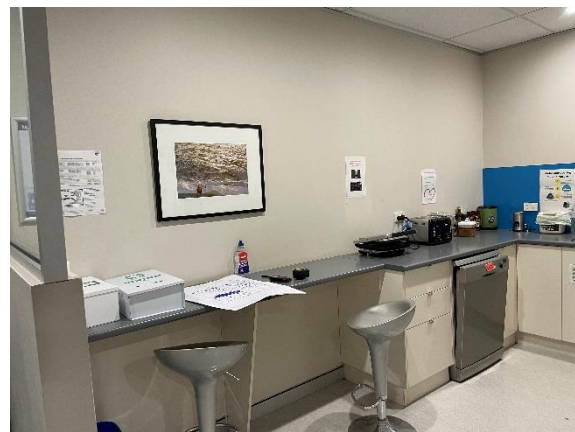


Figure 4-19: Waverley Council Chambers interior photo 4

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<sup>30</sup> Ibid



Figure 4-20: Waverley Council Chambers interior photo 5



Figure 4-21: Waverley Council Chambers interior photo 6

### 4.3. Archaeological Assessment

#### 4.3.1. Aboriginal Archaeological Resources

An assessment of Aboriginal heritage and archaeological potential has not been prepared as part of this HIS. For a detailed analysis of the Aboriginal context of the subject site please refer Curio 2021<sup>31</sup>

#### 4.3.2. The Potential Historical Archaeological Resources

The potential for an archaeological resource within a subject site relates to the level of historical development for which an archaeological record may exist, and subsequent impacts and disturbances that may have affected preservation. The historical contextual assessment presented in Section 3 informs the archaeological assessment.

This assessment has found that the first known phases of occupation and use of the subject site historically relate to agricultural use, with no formal structures identified on plans or in the historic record. There is consequently potential for the archaeological record to reflect the ephemeral land use of these phases via postholes, stock fencing, ancillary farm buildings and ridges and furrows reflecting soil ploughing.

Similarly, the phase of use relating to the Waverley Park in the mid-late 19<sup>th</sup> century is likely to be represented by only an ephemeral archaeological resource. Archaeological signs of recreational use are likely to be limited to ancillary or temporary buildings and archaeological deposits and artefact assemblages.

The later phases of land-use within the subject site relate to the 1913 construction of the Waverley Council Chambers, and redevelopment of the building in 1930. These phases are the most likely to be represented archaeologically and may be in the form of construction deposits, foundation trenches, artefact assemblages and demolition deposits.

#### 4.3.3. Summary of Archaeological Potential

The following summary of historical archaeological potential outlines the possible types of historical evidence that may be found within the subject site, and the potential for such evidence to survive.

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<sup>31</sup> Curio Projects 2021, Waverley Council Chambers Aboriginal Objects Due Diligence Assessment (Draft)

The assessment of archaeological potential is divided broadly into four main categories as defined in Table 4.

Table 4: Definitions of Archaeological Potential

Level of Archaeological Potential	Definition
<b>High Archaeological Potential</b>	Using the assessment of the historical context of the subject site, known levels of disturbance and a prediction of preservation of the archaeological resource, there is a high level of certainty that archaeological resources from this phase will be present within the study site.
<b>Moderate Archaeological Potential</b>	Using the assessment of the historical context of the subject site, known levels of disturbance and a prediction of preservation of the archaeological resource, there is a moderate level of certainty that archaeological resources from this phase will be present within the study site.
<b>Low Archaeological Potential</b>	Using the assessment of the historical context of the subject site, known levels of disturbance and a prediction of preservation of the archaeological resource, it is unlikely that archaeological resources from this phase will be present within the study site.
<b>Nil Archaeological Potential</b>	Using the assessment of the historical context of the subject site, known levels of disturbance and a prediction of preservation of the archaeological resource, archaeological resources from this phase will not be present within the study site.

A summary of the potential archaeological evidence and the likelihood of survival from each of the historical phases identified in Section 3 is presented below.

Table 5: Summary of Historical Archaeological Potential within the Subject Site

Historical Phase	Activity	Potential Archaeological Evidence	Archaeological Potential/ Likelihood of Survival within the subject site
<b>Phase 1- Early exploration of Waverley Area</b>	Exploration	Survey markers, exploration camps	Nil-low
<b>Phase 2- First land grants</b>	Land division, gardening, farming and agriculture, housing and settlement	Fencing, grazing, structural remains of early house and ancillary buildings	Low
<b>Phase 3- Flagstaff Farm and market gardens</b>	Farming, grazing, agriculture, irrigation, market stalls	Farm buildings and infrastructure, drainage channels and formalised irrigation, associated archaeological deposits	Low

Historical Phase	Activity	Potential Archaeological Evidence	Archaeological Potential/ Likelihood of Survival within the subject site
Phase 4- Waverley Park	Early sportsground Recreational use by public	Ephemeral recreational use with associated archaeological deposits, ancillary structures.	Nil-low
Phase 5- 1913 Council Chambers	Construction of building, commercial use, public use	Structural evidence of 1913 Council Chambers and associated archaeological deposits.	Moderate- High
Phase 6- Mid 20 <sup>th</sup> century alterations and extension to building	Demolition and construction	Structural evidence of previous chambers, evidence of demolition, evidence of construction techniques of new chambers, archaeological deposits	High
Phase 7- 20 <sup>th</sup> century use of Waverley Park and Council Chambers	Recreational use by public	Ephemeral recreational use with associated archaeological deposits.	High- evidence of continued use

## 5. Heritage Significance



## 5. Heritage Significance

The subject site is not listed as an individual heritage item on any statutory or non-statutory registers; however, it is located in close proximity to the Woodstock Street Heritage Conservation Area, Bondi Road Landscape Conservation Area, and Waverley Park Conservation Area, which include several individually listed heritage items.

### 5.1. Significance of Surrounding Heritage Listings

#### 5.1.1. Waverley Reservoir (Elevated)

The Waverley Reservoir (Elevated) is located to the south of the subject site.

The State Heritage Inventory provides the following Statement of Significance for Waverley Reservoir (Elevated):

*The group of four reservoirs at Waverley demonstrates the progressive development of different construction techniques for reservoirs, the rapid growth of demand in the Sydney suburbs, and the need for greater elevation in order to connect reticulation mains to the higher suburban areas.*

*Waverley Reservoir (Elevated) (WS 136) is one of the most ornate and decorative of the reinforced concrete reservoirs, either elevated or surface, in the SWC system. The construction of the elevated over the covered reservoir indicates the high level of engineering expertise available in the MWS&DB in the early 20th century.*

#### 5.1.2. Waverley Reservoir No. 1

The Waverley Reservoir No. 1 is primarily situated to the south of the subject site, with a narrow strip of curtilage running north and adjacent to the subject site.

The State Heritage Inventory provides the following Statement of Significance for Waverley Reservoir No. 1:

*The group of four reservoirs at Waverley demonstrates the progressive development of different construction techniques for reservoirs, the rapid growth of demand in the Sydney suburbs, and the need for greater elevation in order to connect reticulation mains to the higher suburban areas. Waverley Reservoir No.1 (Covered) (WS 132) is the last of four reservoirs, three of which are still in service and owned by SWC, associated with the Botany Swamps Scheme, 1858-1886. All covered reservoirs are highly significant within the SWC system, since all differ in construction technology, design and architectural detailing. All therefore contribute to our understanding of the development of covered reservoirs in NSW.*

#### 5.1.3. Woodstock Street Heritage Conservation Area

The Woodstock Street HCA is located to the north of the subject site and encompasses several late Victorian Italianate and Federation Style residences and small vernacular cottages within the Victorian streetscapes.

The State Heritage Inventory provides the following Statement of Significance for the Woodstock Street HCA:

*The Woodstock Heritage Urban Conservation area contains the historic subdivisions of the early and mid-19th century established about Barnett Levey's Waverley Estate, the first attempt to a consolidated residential setting within Waverley and a rare example of Georgian town planning in Sydney's east. The subdivisions, including John*

*B Jones' and Edward Flood's Waverley Crescent Extension Estate, provided the basis for established suburban housing in an area still dominated by isolated grand villas and small vernacular cottages. The Conservation Area has historic, social and aesthetic significance as a cohesive setting of late Victorian Italianate and Federation Style residences. The chronology and quality of residential styles are defining aspects of the location. The former Estates remain a cohesive neighbourhood within close proximity of major traffic routes, the Bondi Junction retail area and the high density residential streets to the east.*

#### **5.1.4. Bondi Road (from Paul Street to Flood Street)**

The Bondi Road listing consisted of a row of Lombardy poplars, planted along the northern side of Bondi Road and across from the Council Chambers. The trees were planted around 1960 and formed a notable streetscape element.

The Waverley Heritage Inventory Comprehensive Report<sup>32</sup> provides the following Statement of Significance for the Bondi Road LCA:

*Poplar trees making a positive streetscape contribution. Sites on an important arterial road opposite Waverley Park and Waverley Council Chambers. Local Significance.*

The row of poplars have since been removed, with the Waverley LEP not updated to reflect this.

#### **5.1.5. Waverley Park Landscape Conservation Area**

The Waverley Park LCA is located adjacent to the subject site to the south and east. The area comprises an urban park sited on a hilltop with views of the Pacific Ocean and a number of mature trees from c. 1910.

The Waverley Park LCA encompasses the Waverley Soldiers' War Memorial and a group of reservoirs that demonstrate the *progressive development of different construction techniques for reservoirs, the rapid growth of demand in the Sydney suburbs, and the need for greater elevation in order to connect reticulation mains to the higher suburban areas.*<sup>33</sup>

The State Heritage Inventory provides the following Statement of Significance for the Waverley Park LCA:

*In use as a public asset for almost one hundred and forty years, Waverly Park is a significant designed landscape, developed as part of municipal improvement to provide recreation and public amenity for the Waverley community. At a local level, the park has significant historic, aesthetic and social heritage value.*

*Waverley Park is proudly part of local sporting history and today is held in high esteem by a broad community of users. The Park has historic associations with the (now renamed) Waverley Cricket Club, Waverley Council and Sydney Water.*

*The park contains a significant war memorial that commemorates local servicemen and women who enlisted and served in WWI and WWII. Their sacrifice is remembered and commemorated by today's community through memorial services.*

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<sup>32</sup> Waverley City Council 1994 *Bondi Road Comprehensive Report*

<sup>33</sup> State Heritage Inventory listing for 'Waverley Park', viewed 14 September 2021

*The development of the park and its design is associated with notable landscape gardener Adolph Schneider and input from the director of the Botanic Gardens, Charles Moore. The park contains significant cultural plantings and series of landscape recreation areas of different character and composition which overall have sensory and visual appeal.*

*The historic Sydney Water reservoir assets within the park are of State significance.*

*The group of reservoirs at Waverley Park demonstrates the progressive development of different construction techniques for reservoirs, the rapid growth of demand in the Sydney suburbs, and the need for greater elevation in order to connect reticulation mains to the higher suburban areas. Waverley Reservoir No.1 (Covered) (WS 132) is the last of four reservoirs, three of which are still in service and owned by SWC, associated with the Botany Swamps Scheme, 1858-1886. All covered reservoirs are highly significant within the SWC system, since all differ in construction technology, design and architectural detailing.*

## 5.2. Significance Assessment – Waverley Council Chambers

The Waverley Council Chambers building plays an important part in the historical evolution of the Waverley municipality. The construction of the Council's first building in 1861 enabled a permanent space to be used for public administration and official duties. When Council acquired the subject site in 1913, a new building was erected, and all services and facilities were transferred to the new location. Throughout time, the 1913 building went through multiple alterations and was completely reconstructed and transformed into a modernist building in 1962.

Remnants of the 1913 fabric and 1930 alterations have been retained within the interiors of the modernist building. However, given that the form and architectural style of the original structure has been mostly demolished and replaced, the remnant fabric no longer represents or meets the threshold for historical or aesthetic significance.

The 1962 modernist building was also heavily modified in 1984, with substantial alterations to the facades, driveway, and internal fit-out. Thus, the existing building is not a significant representation of the modernist aesthetic as its physical fabric is a hybrid composition formed by elements from 1913, 1930, 1962, and 1984. In addition, historical research has not identified the architect responsible for designing the modernist building or any other particular person or group that had a strong or special association with it.

Further, the Waverley Council itself presents a level of social significance due to being a public institution that services and interacts with the community daily. However, this significance is intrinsically related to the council activities and not associated with the building itself. Therefore, the building does not meet the threshold for social significance at a local or State level.

The Council building is surrounded by a number of significant mature trees, located either within the subject site or at the adjacent Waverley Park. In particular, the Canary Islands Date Palm (*Phoenix canariensis*) to the northeast of the site, and the Holm Oak (*Quercus ilex*) to the west have been assessed as highly significant and, as highlighted by the *Waverley Park Plan of Management* (2012), both date from 1916.

While the subject site does not meet the threshold for local or State significance against any of the NSW Assessment Criteria,<sup>34</sup> it is surrounded by conservations areas (Woodstock Street HCA, Bondi

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<sup>34</sup> Heritage Office 2001, *Assessing Heritage Significance: a NSW Heritage Manual Update*

Road LCA, and Waverley Park LCA), heritage items, and a number of significant mature trees. Therefore, despite the remnant fabric of the 1913 original building and 1930 alterations having lost its original context, it has the potential to be reinterpreted to better communicate and represent the former council building and its historical evolution.

### 5.3. Significance of the Potential Archaeological Resource

#### 5.3.1. Introduction

Heritage significance and cultural significance are terms used to describe an item's value or importance to our society. The Australian ICOMOS Burra Charter defines cultural significance as:

*Aesthetic, historic, scientific or social value for past, present or future generations.*

This value may be contained in the fabric of the item, its setting and relationship to other items, the response that the item stimulates in those who value it now, or the meaning of that item to contemporary society.

Accurate assessment of the cultural significance of sites, places and items, is an essential component of the NSW heritage assessment and planning process. A clear determination of a site's significance allows informed planning decisions to be made, in addition to ensuring that heritage values are maintained, enhanced, or at least minimally affected by development. Assessments of significance are made by applying standard evaluation criteria. These criteria can be used to assess both Aboriginal and European items and landscapes, and are as follows:

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

The above criteria were established under Part 3A of the Heritage Act for the listing of items of environmental heritage (defined as 'buildings, works, relics, moveable objects and precincts') that are of state heritage significance. These criteria are commonly used to assess all items of heritage significance whether state or local, with the criterion that relates most directly to historical archaeological significance and archaeological relics being Criterion (e): commonly referred to as 'scientific significance'.

#### 5.3.2. Archaeological Significance Criteria



The following criteria have been developed by Heritage NSW (formerly the NSW Heritage Division), based upon the NSW significance criteria outlined above, to assist archaeologists to determine the significance of archaeological sites and relics.

### **5.3.3. Archaeological Research Potential (NSW Heritage Criterion E)**

Archaeological research potential is the ability of archaeological evidence, through analysis and interpretation, to provide information about a site that could not be derived from any other source and which contributes to the archaeological significance of that site and its 'relics'.

The integrity of the site, the state of preservation of archaeological material and deposits will also be relevant.

- To which contexts (historical, archaeological and research-based) is it anticipated that the site would yield important information?
- Is the site likely to contain the mixed remains of several occupations and eras, or is it expected that the site has the remains of a single occupation or a short time-period?
- Is the site rare or representative in terms of the extent, nature, integrity and preservation of the deposits (if known)?
- Are there a large number of similar sites?
- Is this type of site already well-documented in the historical record?
- Has this site type already been previously investigated with results available?
- Is the excavation of this site likely to enhance or duplicate the data set?

### **5.3.4. Associations with Individuals, Events, or Groups of Historical Importance (NSW Heritage Criteria A, B & D)**

Archaeological remains may have particular associations with individuals, groups and events which may transform mundane places or objects into significant items through the association with important historical occurrences.

- Does the archaeological site link to any NSW Historic Themes? Will the site contain 'relics' and remains which may illustrate a significance pattern in State or local history?
- Is the site widely recognized?
- Does the site have symbolic value?
- Is there a community interest (past or present) which identifies with, and values the specific site?
- Is the site likely to provide material expression of a particular event or cultural identity?
- Is the site associated with an important person? (the role of the person in State or local history must be demonstrated/known)
- What is the strength of association between the person and the site?
- Did the person live or work at the site? During the phase of their career for which they are most recognized? Is that likely to be evident in the archaeology/physical evidence of the site?

- Did a significant event or discovery take place at the site? Is that evident/or likely to be evident in the archaeology/physical evidence of the site?

### **5.3.5. Aesthetic or Technical Significance (NSW Heritage Criterion C)**

Whilst the technical value of archaeology is usually considered as 'research potential' aesthetic values are not usually considered to be relevant to archaeological sites. This is often because until a site has been excavated, its actual features and attributes may remain unknown. It is also because aesthetic is often interpreted to mean attractive, as opposed to the broader sense of sensory perception or 'feeling' as expressed in the Burra Charter.

Nevertheless, archaeological excavations which reveal highly intact and legible remains in the form of aesthetically attractive artefacts, aged and worn fabric and remnant structures, may allow both professionals and the community to connect with the past through tangible physical evidence.

- Does the site/is the site likely to have aesthetic value?
- Does the site/is the site likely to embody distinctive characteristics?
- Does the site/is the site likely to embody a distinctive architectural or engineering style or pattern/layout?
- Does the site demonstrate a technology which is the first or last of its kind?
- Does the site demonstrate a range of, or change in, technology?

### **5.3.6. Ability to Demonstrate the Past through Archaeological Remains (NSW Heritage Criteria A, C, F & G)**

Archaeological remains have an ability to demonstrate how a site was used, what processes occurred, how work was undertaken and the scale of an industrial practice or other historic occupation. They can demonstrate the principal characteristics of a place or process that may be rare or common.

A site may best demonstrate these aspects at the time of excavation. It may also be possible to explain the nature of the site and demonstrate past practices via public interpretation either before, during, or after excavation.

- Does the site contain well-preserved or rare examples of technologies or occupations which are typical of particular historic periods or eras of particular significance?
- Was it a long-term or short-term use?
- Does the site demonstrate a short period of occupation and therefore represents only a limited phase of the operations of a site or technology or site? Or does the site reflect occupation over a long period?
- Does the site demonstrate continuity or change?
- Are the remains at the site highly intact, legible, and readily able to be interpreted?

In addition to the significance described according to significance criteria as presented above, archaeological significance is generally further informed by three key questions:

- Can the site contribute knowledge that no other resource can?

- Can the site contribute knowledge which no other site can?
- Is this knowledge relevant to general questions about human history or other substantive questions relating to Australian history, or does it contribute to other major research questions?

#### 5.4. Archaeological Significance Assessment

The archaeological significance for the study area has been assessed in consideration of the historical overview for the study area and surrounds, as well as the nature of potential structural and cultural remains that may exist on study area and the historical periods to which they may belong. The archaeological significance assessment presented here is in relation to each of the historical phases of use of the study area and has been assessed in accordance with the 'NSW Heritage Criteria for Assessing Significance related to Archaeological Sites and Relics'.

##### *Historical Archaeological Research Potential (Criterion E)*

The historical information indicates the subject site was used for farming and recreation from the mid-19<sup>th</sup> century until the period of construction of the Council Chambers. This assessment has found that the potential for a substantial archaeological resource relating to early historical phases within the subject site is low. There is some potential for an archaeological resource associated with the 1913 construction of the Council Chambers, however as identified in Section 5.2, the Council Chambers do not meet the threshold for local heritage significance. Accordingly, potential archaeological resources associated with its construction are not considered to have heritage significance in terms of this criterion.

##### *Aesthetic or Technical Significance (Criterion C)*

Whilst the technical value of archaeology is usually considered as 'research potential', aesthetic values are not generally considered to be relevant to archaeological sites. This is often because it is not until a site has been excavated that its actual features and attributes can be known. It is also because aesthetic is often interpreted to mean attractive, as opposed to the broader sense of sensory perception or 'feeling' as expressed in the Burra Charter. As potential archaeological remains that may be encountered at the site would represent ephemeral evidence of agricultural activities and construction, rather than intact structural remains, they are unlikely to meet the threshold for this criterion at a local or state level.

##### *Ability to Demonstrate the Past through Archaeological Remains (Criteria A, C, F & G)*

Any archaeological resource associated with the use of the subject site through its phases of historical use have the potential to provide information about the daily lives of the people living and working at this location. However, as no development or construction was identified within the subject site prior the construction of the Council Chambers, the potential for a substantial archaeological resource is considered to be low. Accordingly, the potential archaeological resources are not considered to have heritage significance in terms of this criterion.

#### 5.5. Conclusion of Archaeological Significance

The potential archaeological resources within the subject site are not considered to meet the thresholds of significance at a local or State level.

## 6. Proposed Works



## 6. Proposed Works

This SSDA seeks consent for alterations to the existing Waverley Council Chambers. Please see Appendix 1 for Architectural Drawings for the proposed works. The proposal includes the following scope of works:

- Demolition of existing 1913's and 1930's building remnants internally within the existing building, including walls and slabs on ground, levels 1 and 2.
- Demolition of other internal walls from post-1930's works.
- Partial demolition of the northern façade of the building, including the existing forecourt area and driveway.
- Expansion of structural footprint to the north.
- Removal of non-significant trees to the northwest of the site.
- Replacement of existing windows on east, south, and west facades of the building.
- Addition of a new northern extension - with new lift, fire stair, foyer, workspaces and balcony.
- Addition of a new pitched roof to sit over the existing flat concrete roof.
- New façade to shade the northern extension.
- New forecourt design at the northern end of the site including new compliant driveway, hardstand, access ramps and garden.
- Infilling demolished area with new slabs to achieve a level floor plate across all stories as the current building has many split levels.
- New internal walls, floor, and ceiling finishes.
- New furniture, fixtures, and equipment.
- Complete services upgrade including hydraulic, fire, structural, mechanical.

For the purposes of this HIS, the following elements of the development will be considered in terms of their potential to impact the heritage items, conservation areas, and archaeological sites in the vicinity:

- Demolition of existing 1913's and 1930's building remnants internally within the existing building, including walls and slabs on ground, levels 1 and 2.
- Partial demolition of the northern façade of the building, including the existing forecourt area and driveway.
- Expansion of structural footprint to the north.
- Replacing the existing windows on east, south, and west.
- Addition of a new northern extension - with new lift, fire stair, foyer, workspaces, and balcony.
- Addition of a new pitched roof to sit over the existing flat concrete roof.
- New façade to shade the northern extension.
- New forecourt design at the northern end of the site including new compliant driveway, hardstand, access ramps and garden.

The following elements of the proposed will have no visual or physical impact on the significance of the heritage items, conservation areas, and archaeological sites in the vicinity as they are internal works only. They are identified as:

- Removal of non-significant trees to the northwest of the site.
- Demolition of other internal walls from post-1930's works.
- Infilling demolished area with new slabs to achieve a level floor plate across all stories as the current building has many split levels.

- New internal walls, floor, and ceiling finishes.
- New furniture, fixtures, and equipment.
- Complete services upgrade including hydraulic, fire, structural, mechanical.

## 7. Assessment of Heritage Impacts

## 7. Assessment of Heritage Impacts

The activities and works proposed that are of the most relevance to the assessment and discussion of potential heritage impact are:

- Demolition of existing 1913's and 1930's building remnants internally within the existing building, including walls and slabs on ground, levels 1 and 2.
- Partial demolition of the northern façade of the building, including the existing forecourt area and driveway.
- Replacing the existing windows on east, south, and west.
- Addition of a new northern extension - with new lift, fire stair, foyer, workspaces, and balcony.
- Addition of a new pitched roof to sit over the existing flat concrete roof.
- New façade to shade the northern extension.
- New forecourt design at the northern end of the site including new compliant driveway, hardstand, access ramps and garden.
- Removal of trees surrounding Chambers building.

These key considerations have been addressed and discussed in the following subsections, with respect to both physical and visual heritage impacts of the proposed design.

### 7.1. Physical Impact

#### 7.1.1. Demolition of Remnant Fabric from 1913 and 1930

The Waverley Council Chambers still holds part of the remnant fabric of the 1913 original building and 1930 additions, including the walls, timber flooring, and subfloor framing. However, this fabric currently presents considerable structural risks to the proposed construction, which directly impacts the stability of the entire building. In addition, to comply with current BCA standards, the original floor would have to be insulated and multiple sections of the original timber flooring would require replacement. Therefore, the redevelopment design proposes to remove the remnant fabric to ensure the longevity and integrity of the existing building.

The Waverley Council building is not individually listed as a heritage item nor is located within any heritage conservation areas. Therefore, given the original 1913/1930 built form no longer exists and its remnants do not meet the threshold for having any local or State significance, their removal would not have any physical impact on any heritage fabric.

However, it is recommended that some of the removed fabric of the 1913/1930 building is reused as part of heritage interpretation initiatives to create an efficient strategy to retell and retain the memory of the original council building and associated history. These will allow the former Council building to be celebrated and encourage the community to learn about the Waverley historic evolution in a creative manner— details of which are discussed further in Section 7.4 below. Specific items of significance associated with the original building elements and to be utilised for the interpretation can be identified, itemised and recorded during Photographic Archival Recording.

A Heritage Interpretation Strategy and Photographic Archival Recording are recommended in Section 8 of this assessment.

#### 7.1.2. Significant trees

An arborist report for the subject site, as well as the *Waverley Plan of Management* identified two significant trees within the subject site.<sup>35</sup> The report recommended priority retention of the Canary Islands Date Palm (*Phoenix canariensis*) to the northeast of the site and the Holm Oak (*Quercus ilex*) to the west, as well as a consideration of retention of a further 12 trees.

Removal of the significant trees is not proposed for the redevelopment works. The proposed works will maintain the existing height of the roof and the northeast extension will not substantially alter the roof shape. Accordingly, the relationship between the building and the significant trees will not be affected, having a neutral physical and visual impact to the trees.

### **7.1.3. Historical Archaeology**

Section 4.3 presented an overview assessment of historical archaeological potential for the Waverley Council Chambers site. The assessment concluded that the subject site is unlikely to retain historical archaeological resources or 'relics' from the identified phases of historical use.

Therefore, the proposed redevelopment works will be unlikely to encounter and/or impact any significant historical archaeological resource or relics that would require further assessment or mitigation prior to or during development works.

## **7.2. Visual Impact**

### **7.2.1. Woodstock Street Conservation Area**

The Woodstock Street Conservation Area is situated north from the subject site, on the opposite side of Bondi Road. The item has identified aesthetic significance associated with the street layout and patterns and the Victorian streetscape dominated by grand villas and small vernacular cottages.

No views and vistas are noted to contribute to the Woodstock Street heritage significance. Further, the existing Waverley Council Chambers façade represents 20<sup>th</sup> century styles and is not in keeping with the significant streetscape of the Woodstock Street Conservation Area. The proposed bulk and form of the redeveloped Chambers will be softened by the use of neutral and commensurate materials and colour palette. Accordingly, the proposed works will have no visual impact on the listed item.

### **7.2.2. Bondi Road (from Paul Street to Flood Street)**

The row of poplars that formed the landscape feature of this listing have been removed. The proposed works will therefore have no impact on the heritage significance of this listing.

### **7.2.3. Waverley Park Landscape Conservation Area**

The Waverley Park LCA has significance associated with the landscape aesthetic of the park setting. Of particular note are the mature tree plantings that landscape the park and the vistas east over the coast.

The proposed works include removal of trees from gardens at the immediate north-west of the Council Chambers. These plantings are not part of the Waverley Park listing and as such are considered non-significant trees. Their removal will not impact the heritage significance of the Waverley Park LCA. Proposed plantings to the north of the Chambers will allow the subject site to blend with the surrounding greenscape, further complementing the aesthetic significance of the park and ensuring the existing landscape character of the park is retained.

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<sup>35</sup> TreeIQ 2021 Preliminary Arboricultural Report: Waverley Council Chambers Refurbishment



Further, as the subject site is located in the north-western corner of Waverley Park, the proposed works will not obscure or impact the identified significant views from the park to the coast.

#### **7.2.4. Waverley Reservoir (Elevated)**

The Waverley Reservoir (Elevated) has aesthetic significance associated with the ornate and decorative features of the surface and concrete reservoirs. The Waverley Reservoir (Elevated) is situated at a significantly higher elevation than the subject site, with existing plantings of mature trees further obscuring any view to and from the subject site. Significant view lines east from the top of the Reservoir hill towards the coast will not be affected by the works, with the Council Chambers situated to the north and not within the coastal vista.

Accordingly, the proposed works will have no visual impact on the listed item and will not be detrimental to the heritage significance of the item.

#### **7.2.5. Waverley Reservoir No. 1**

The Waverley Reservoir No. 1 has aesthetic significance associated with the recreation use of the open space at the top of the reservoir. The Waverley Reservoir No. 1 is situated at a significantly higher elevation than the subject site, with existing plantings of mature trees further obscuring any view to and from the subject site. Significant view lines east from the top of the Reservoir hill towards the coast will not be affected by the works, with the Council Chambers situated to the north and not within the coastal vista.

Accordingly, the proposed works will have no visual impact on the listed item and will not be detrimental to the heritage significance of the item.

#### **7.2.6. Demolition of Remnant Fabric from 1913 and 1930**

As previously mentioned, the remnant fabric from the 1913/1930 original building currently presents structural and BCA compliance issues and damaged sections, increasing the risks of the building stability. Therefore, as part of the present proposal, the remnant fabric would be fully removed and replaced by the refurbished fit-out designed to suit the Waverley Council's evolving needs.

The new design has created a smart and efficient layout that best improves the relationship between the community and staff and transforms the building into a flexible and dynamic workspace. As a result, the proposed space prioritises open and collaborative spaces that could interchange functions and be fully adapted for different purposes. The interiors have been redesigned to reflect this flexibility, positioning the enclosed rooms near the external walls while the collaborative spaces have been centralised merged into a single and spacious area.

Since its initial construction in 1913, the building has undergone significant alterations to its shape, scale, and architectural style, in order to meet the increasing demand of staff and required facilities. With the 1962 redevelopment, the 1913 original building was replaced with a modernist construction, repurposing a small part of its fabric as internal walls and flooring.

The multiple alterations have resulted in an overall hybrid fabric that combines elements from 1913, 1930, 1962, and 1984. Thus, the remnant fabric can no longer be clearly identified or associated with the 1913/1930 original building or with its historic evolution. Evidence of this is shown in Figure 7-1.



Figure 7-1: Schematic plans to identify the different periods of the internal fabric of the building. Source: Lahznimmo + Antelope, 2021

Therefore, the removal of the remnant fabric from 1913 and 1930, as well as the demolition of part of the internal fabric from 1962 and 1984 will not have any adverse visual impact on the significance of any heritage values. The 1913/1930 remnants are not sufficient to represent the aesthetic or the historical evolution of the original building as they can no longer be clearly identified as part of the former building.

It is however recommended that some of the removed fabric of the original 1913 and 1930 building is reused as part of heritage interpretation initiatives to create an efficient strategy to retell and retain the memory of the original council building and its associated history. These will allow the former Council building to be celebrated and encourage the community to learn about the building and Council's historic evolution in a creative manner— details of which are discussed further in Section 7.4 below.

### 7.2.7. Northern extension and New Driveway/Forecourt

The proposal includes the extension of the northern portion of the building in order to improve civic engagement, housing a spacious entry foyer and a new public lift and staircase. The extension will also allow for additional floorspace to accommodate new workstations.

Currently, the existing public lift is central within the building, which compromises its security. The new lift and stairs have been designed to be easily accessed through the refurbished entry foyer, facilitating a smart and efficient flow for the general public and staff. Such alterations will not substantially modify the form and massing of the existing building, and consequently not adversely altering its visual presence within the urban context.

Further, the existing design of the northern façade is currently presented to Bondi Road as a blank wall, with few openings and visual access between them. As a result, users of the building cannot visually interact with the streetscape and architectural character of the adjacent conservation areas such as the Bondi Road LCA and Woodstock Street HCA. Moreover, pedestrians walking along the sidewalks are not encouraged to interact with the building or feel invited to explore the space, not only because of the lack of visual access to the interiors but also due to the nature of the existing driveway and forecourt.

Since 1913, the forecourt has been designed to prioritise the main means of transportation of its time, evolving from early-20th century carriages to modern vehicles. Therefore, the front portion of the site was designed to prioritise vehicular access, showcasing a forecourt that is mostly occupied by a curved driveway that connects Bondi Road to the building.

The proposed design aims to alter its focus to pedestrians, creating an inviting forecourt that is fully adapted to service people with disabilities, without impacting on the historical use of the driveway. Thus, separate pedestrian access has been created to ensure people's safety without compromising the functionality or the overall shape and form of the existing driveway.

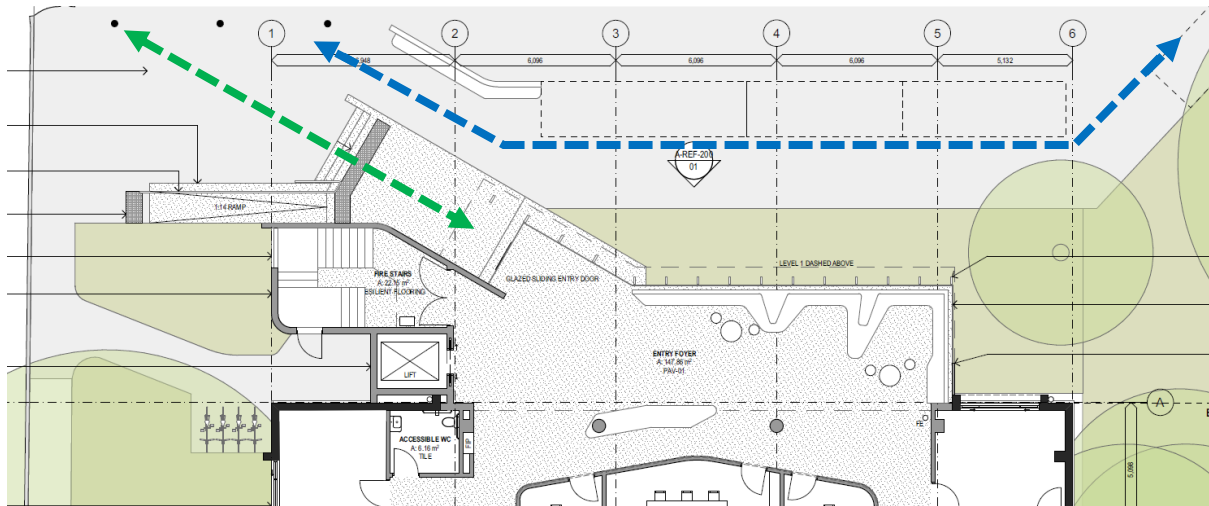


Figure 7-2: Proposed ground floor plan showcasing the northern extension and new forecourt. The proposed design separates the pedestrian (green) and vehicular (blue) access. Source: Lahznimmo with Curio additions, 2021.

The front façade of the building has also been redesigned to enable more visibility and transparency to and from the building. The new façade will work as an urban window to the public, creating an inviting and dynamic atmosphere that improves not only the experience of visitors but also allows the views to the adjacent conservation areas to be clear and open so they can be appreciated and celebrated on a daily basis.



Figure 7-3: Proposed northern façade. Source: Lahznimmo 2021

Overall, the northern expansion and forecourt redesign will have a positive visual impact on the heritage items and conservation areas in its vicinity. The proposed alterations will create an inviting, inclusive, and safe access to pedestrians while still maintaining the historical use and functionality of

the driveway within the forecourt. The new façade will be more transparent and encourage people in the building to visually engage with and celebrate surrounding heritage items.

### 7.2.8. New Roof Addition

The existing concrete roof consists of a complex shape combining multiple heights of the rooms from the level below. The roof currently presents severe drainage issues, and the lack of insulation directly impacts the thermal comfort levels of the areas immediately below the structure.

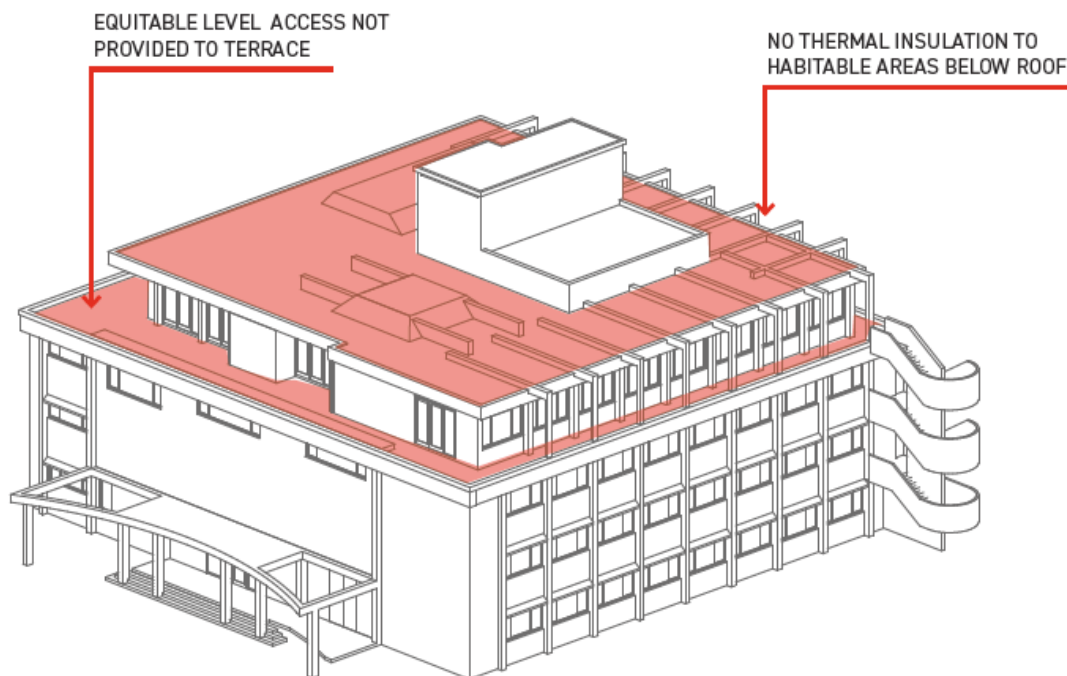


Figure 7-4: 3D model highlighting the current issues proposed to be solved by the new roof. Source: Lahznimmo + Antelope, 2021

To avoid any further water damage and to improve the overall temperature within the Level 3 rooms, the proposal includes the installation of a new insulated hipped roof. The new roof will be extended towards the north and east to cover the Level 3 terrace in order to help minimise the water damage on Level 2. Its new hipped shape will also enable the installation of services underneath the structure.

The new roof will be installed at the same height as the existing roof, gradually pitching towards the plant room. This solution ensures that the building's overall height and bulk is maintained, while the volume of the plant room is softened by the gradual roof slope.

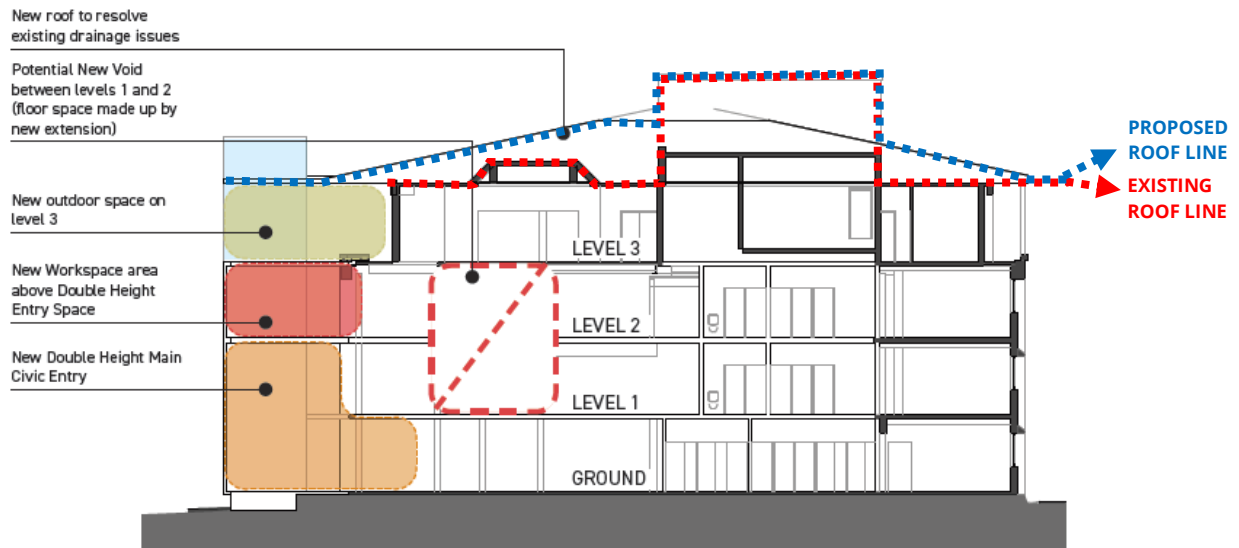


Figure 7-5: Schematic section showcasing the new roof (blue) proposed to be installed above the existing roof (red). Source: Lahznimmo + Antelope with Curio additions, 2021.

Due to the one to two-storey character of the buildings within both Woodstock Street HCA and Bondi Road item, the new roof shape will not be predominant in any view lines, having no adverse visual impact on the overall significance of the conservation areas.

The new roof design has also taken into consideration its proximity to the significant mature trees within the subject site and the Waverley Park LCA, in particular, the Canary Islands Date Palm (*Phoenix canariensis*) to the northeast of the site. This is highlighted by the *Waverley Park Plan of Management* (2012) as dating from 1916, and the Holm Oak (*Quercus ilex*) to the west, which is assumed to date from the same era. As the existing height of the roof will be maintained and the northeast extension will not substantially alter the roof shape, the relationship between the building and the trees will not be affected, having a neutral impact on any views including such trees.





Figure 7-6: Examples of highly significant trees surrounding the Waverley Council building. Canary Islands Date Palm (left) and Holm Oak (right). Source: Tree IQ, 2021

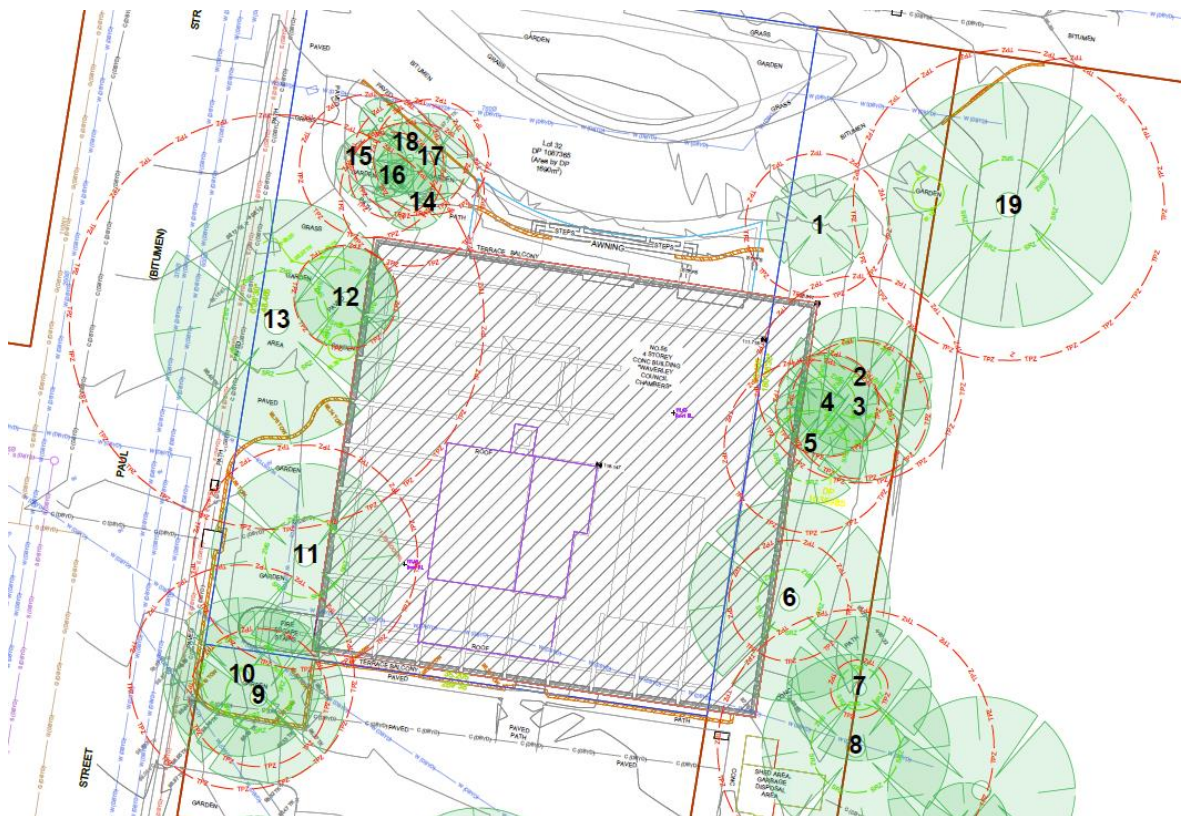


Figure 7-7: Survey plan indicating the trees surrounding the Waverley Council building. Highly significant Canary Islands Date Palm is represented by the number 1 and the Holm Oak by the number 13. Source: Tree IQ, 2021

Overall, the new roof will result in a positive outcome for the longevity, integrity, and sustainability of the building without having any adverse impact on the heritage conservation areas and items in the vicinity. The proposed structure will prevent any water damage and the insulation will help to reduce energy consumption by preventing heat loss during winter and heat gains during summer. In addition, the relationship between the overall built form and the surrounding significant mature trees will be fully retained, having an overall neutral visual impact on them.

### 7.2.9. New windows

The proposal includes the replacement of all aluminium windows as the powder coating has been deteriorating systematically over time. In addition, despite no visible evidence of any water damage, the existing windows do not meet the current requirements for wind and water infiltration.

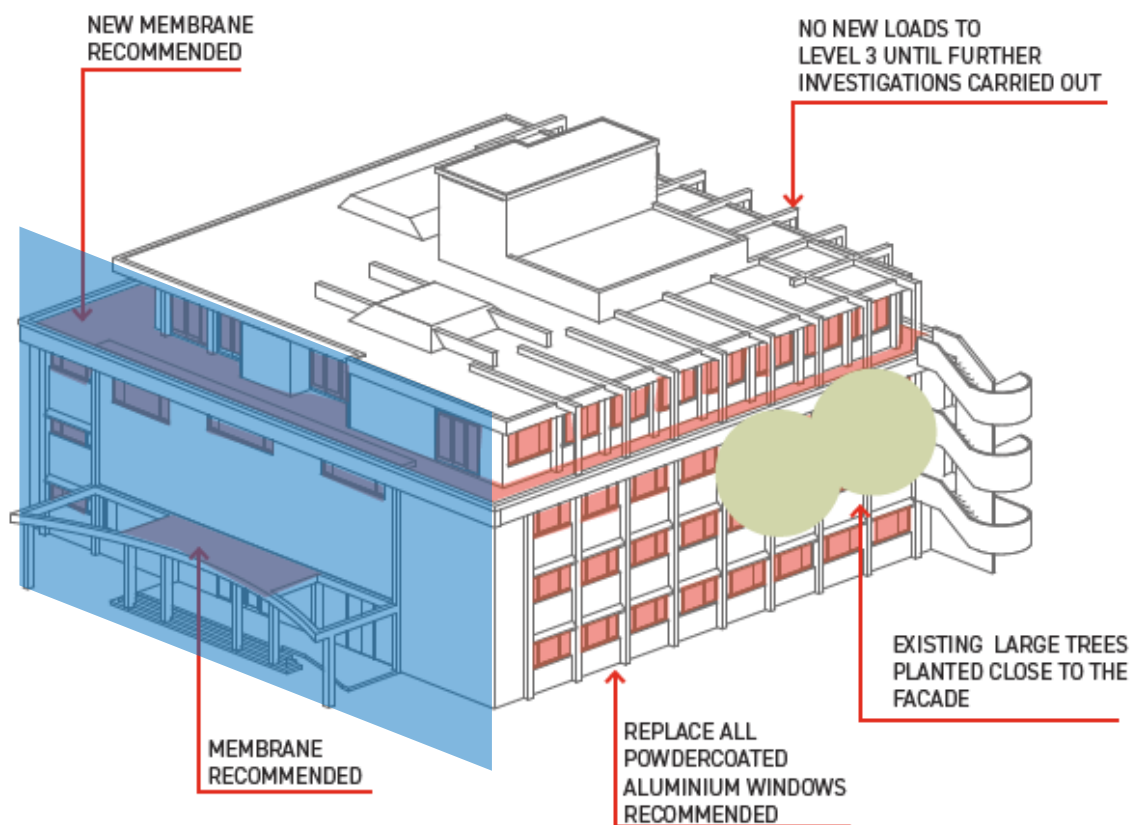


Figure 7-8: 3D model indicating the aluminium windows proposed to be replaced. The northern windows and façade (blue) have been assessed in another Section (Section 7.1.2). Source: Lahznimmo + Antelope with Curio additions, 2021

The windows will be replaced with windows of similar design and size. No enlargement of openings or alteration to the overall fenestration composition of the facades, apart from the northern facade which will be fully refurbished are proposed (see impact assessment in Section 7.2.2). Therefore, the eastern and southern views of Waverley Park, including axial views to the war memorial, reservoirs, and significant trees, will be fully preserved as well as western views to Paul Street and axial views to Bondi Road and Woodstock Street Conservation Areas.

Overall, the proposed alteration will not have any adverse visual impact on any heritage items or conservation areas in the vicinity, as the proposal includes a like-for-like substitution of the windows. In addition, their replacement will result in an overall positive outcome as the new windows will meet the contemporary standards for preventing wind and water infiltration.



### 7.2.10. Materiality

The materiality, finishes and colour palette proposed for the redeveloped facade have been designed to be sympathetic to the overall aesthetic of Waverley Park and the general coastal setting (Figure 7-9). The battens, shading elements, balustrades and cladding will be constructed with neutral light colours to uplift the space and allow the building to sit comfortably within the greenscape of Waverley Park and the coastal context. The proposed palette reflects the coastal tones of sandstone and beaches, while the white steel finishes offer a refreshing and welcoming quality to the structure. The lightly coloured, resin based, seamless flooring provides a consistent entry sequence from the front stairs into the ramp and foyer.

The timber battens of the flyover roof and the tiled feature wall have been chosen with a natural timber and stone-look aesthetic to be cohesive with the natural landscape setting. The tiles reflect the textural qualities of the existing building façade without attempting a complete replication. The compressed fibre cement cladding has been created as a recessive bridging element to link the existing building façade with the new design.



Figure 7-9: Proposed façade material schedule (Source: Lahzimmo Architects)

### 7.3. Statement of Heritage Impact

The proposed works associated with the redevelopment of the Waverley Council Chambers have been reviewed and assessed. The proposed design has been well considered in respect to nearby heritage items and the overall significance of the site.

While the structure is visible from the nearby Woodstock Street and Waverley Park LCAs, the proposed materiality has been carefully considered to be in keeping with the existing building and the coastal setting. The use of neutral and commensurate materials and colour palette as well as garden plantings ensures that the existing landscape character is retained. The upgrade of the northern façade will have a positive outcome on the streetscape, ensuring a clear distinction between contemporary fabric and the adjacent heritage buildings within the Woodstock Street

Conservation Area. The contemporary facade will reflect the history of change to the structure to meet the changing needs of the Waverley LGA.

Situated downslope from listed State heritage items associated with the Waverley Reservoir, the proposed redevelopment will not be detrimental to their heritage significance or impact on the identified significant vistas east towards the coast. The subject site is also unlikely to retain historical archaeological resources or 'relics' from the identified phases of historical use, thereby further reducing the heritage impact of the proposed works.

The Waverley Council Chambers upgrade also presents a significant opportunity to facilitate an overall positive heritage outcome for the site in the form of heritage interpretation (discussed further below).

The potential impacts to heritage significance of surrounding elements and heritage items are summarised in Table 6.

Table 6: Summary of Heritage Impact

Element	Statement of Heritage Impact
Woodstock Street Conservation Area (Local)	No visual impact to heritage significance
Bondi Road (between Paul and Flood Streets) (Local)	No visual impact to heritage significance
Waverley Park Landscape Conservation Area (Local)	No visual impact to heritage significance
Waverley Reservoir (Elevated) (WS 0136) (State)	No visual impact to heritage significance
Waverley Reservoir No. 1 (WS 0132) (State)	No visual impact to heritage significance
Historical Archaeology	No potential relics identified
1913 and 1930s Council Chambers elements	Not assessed as having heritage significance. Reuse is recommended as part of the Heritage Interpretation initiatives for the site
Significant trees	No visual or physical impact if retained as per Arborist report
Non-significant trees	Not assessed as having heritage significance
Northern extension and driveway	Not assessed as having heritage significance
New façade	Positive visual impact to heritage significance of adjacent items and conservation areas.
Roof addition	Not assessed as having heritage significance

Element	Statement of Heritage Impact
	No visual impact to heritage significance of adjacent items and conservation areas.
	Not assessed as having heritage significance
New windows	No visual impact to heritage significance of adjacent items and conservation areas.

## 7.4. Heritage Interpretation

It is recommended that a Heritage Interpretation Strategy be developed for the Waverley Council site in order to repurpose the removed fabric from the 1913 original building, 1930 additions elements of the 1960s and 1980s façade (such as the Coat of Arms) in a creative manner to communicate and celebrate the historic evolution of the Waverley Council.

The Heritage Interpretation Strategy should be prepared in parallel with detailed design development and construction works, to be completed and implemented to coincide with the completion of construction works.

Appropriate and meaningful interpretation initiatives should be developed to retell and retain the memory of the original council building and associated history, utilising the remnants of the original 1913 building, 1930 additions and elements of the later 20<sup>th</sup> century facades efficiently and effectively. Currently, this fabric has been retained in place in an attempt to celebrate its historic past, however, the simple retention of fabric without a proper identification does not communicate the historic context of the fabric or engage people to interact with it. In addition, the fabric is mostly located in areas that cannot be accessed by the general public, limiting its reach to staff members only.

*The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and engagement, and be culturally appropriate.<sup>36</sup>*

At present, strategic locations with easy public access such as the reception area on the ground floor and the new external forecourt have been considered as potential locations for the installation of interpretive products, however, the final interpretative product should be developed in close consultation with the regulatory bodies and the appointed heritage consultant.

<sup>36</sup> Australia ICOMOS 2013, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*.



## 8. Conclusions and Recommendations

## 8. Conclusions and Recommendations

This HIS for the subject site at Waverley Council Chambers at 49A Bondi Road, Bondi Junction concluded that:

- The subject site was located within a grant of land to Mr. Chapman” prior to 1831.
- The general area of the subject site was used as a garden during this time.
- By the 1840s the Chapman lot had been subdivided, with the subject site situated within land designed to ‘Mr Roberts’.
- By the mid-1840s, the broader area inclusive of the subject site was known as ‘Flagstaff Farm’, with Chinese market gardens operating on the farm.
- The land of Flagstaff Farm was used as unofficial sporting fields from the 1850s.
- Waverley Park was officially established in the 1880s.
- The Waverley Council Chambers was constructed on the subject site in 1912.
- No prior construction or development was identified to have occurred on the subject site prior to this time.
- The Council Chambers were extended in the 1930s, 1960s and 1980s.
- Elements of the original fabric from the various phases of construction and use are retained within the current structure.
- The subject site has been assessed to have potential for archaeological resources associated with Phases 5, 6 and 7 of historical occupation and use, however the potential archaeological resource has been assessed to not meet the threshold for local or State significance.

It is recommended that, should the development impacts as outlined in Section 7 proceed, that:

1. A Heritage Interpretation Strategy be developed for the Waverley Council site in order to repurpose the removed fabric from the 1913 original building, 1930 additions and elements of the 1960s and 1980s façade.
2. Photographic Archival Recording be undertaken in accordance with the Heritage Office guidelines<sup>37</sup> of the building to record the various phases of construction and architecture, and to aid in the preparation of the Heritage Interpretation Strategy.

The Photographic Archival Recording will include the identification, itemisation and recording of specific elements of significance (such as plaques, Coat of Arms etc.) to be included in the Heritage Interpretation Strategy.

3. An Unexpected Finds Procedure be developed to manage the discovery of unanticipated archaeological relics of local or State significance during the proposed works.

Relics are protected in NSW under the *Heritage Act 1977* and cannot be disturbed except with a permit, or exemption in place. Should unanticipated relics be identified, works must cease and a qualified archaeologist contacted to assess the find. If the find is assessed to be a relic, notification to Heritage NSW will be required.

---

<sup>37</sup> Heritage Office 2006, Photographic Recording of Heritage Items Using Film or Digital Capture

## 9. References

## 9. References

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1913 'WAVERLEY COUNCIL CHAMBERS', *The Sun* (Sydney, NSW: 1910 - 1954), 4 Aug, p.5, viewed 9 Sep 2021, <https://trove.nla.gov.au/newspaper/article/229679184>

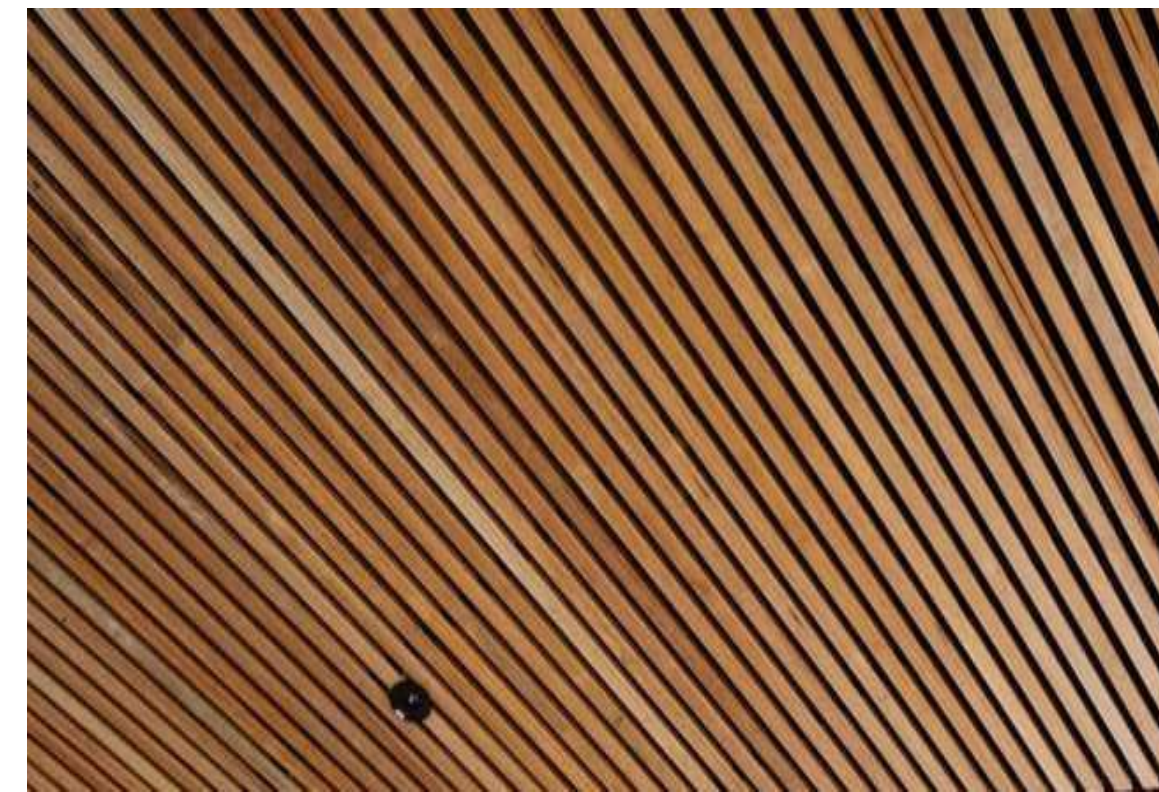
1913 'WAVERLEY COUNCIL CHAMBERS', *The Sun* (Sydney, NSW: 1910 - 1954), 27 Oct, p.5, viewed 9 Sep 2021, <https://trove.nla.gov.au/newspaper/article/229340052>

1914 'WAVERLEY COUNCIL CHAMBERS.', *The Daily Telegraph* (Sydney, NSW: 1883 - 1930), 21 Jan, p.10, viewed 9 Sep 2021, <https://trove.nla.gov.au/newspaper/article/239012197>

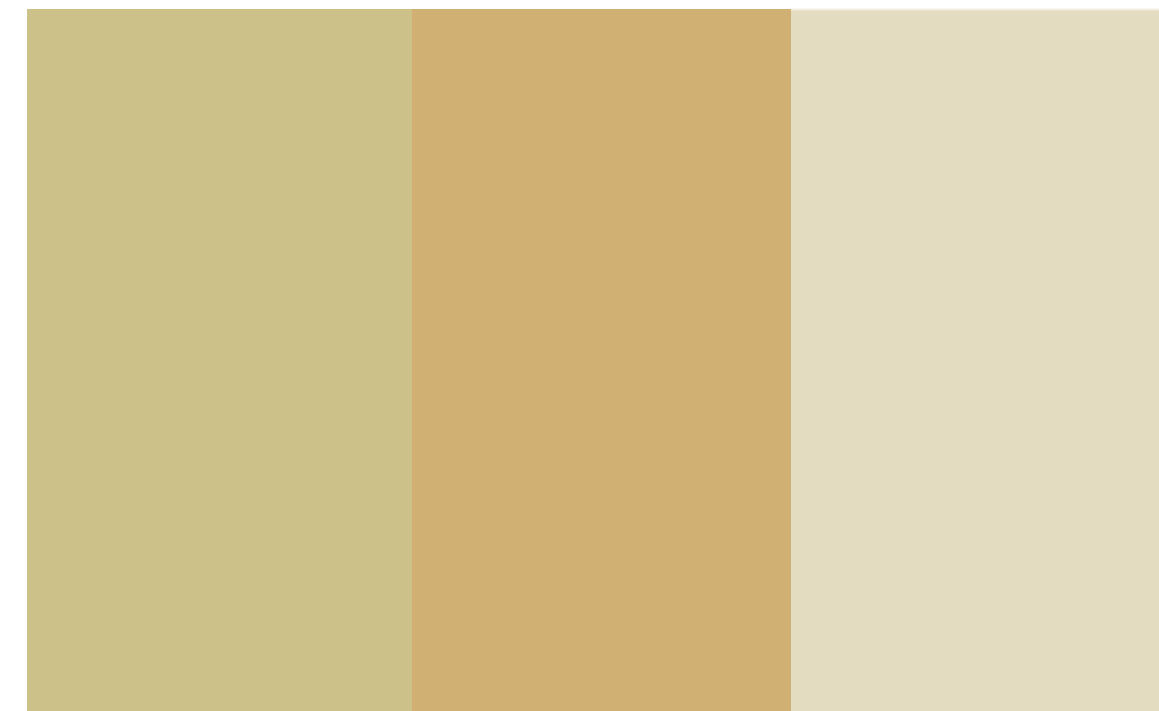
## Appendix 1: Final Drawings



# WAVERLEY COUNCIL CHAMBERS UPGRADE



**TM - TIMBER BATTEN SOFFIT**

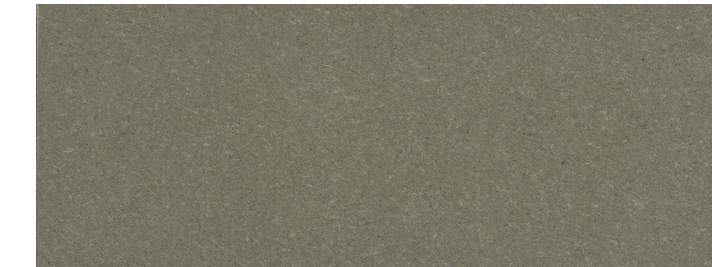


## AL - POWDERCOATED ALUMINIUM BATTENS AND SHADING ELEMENTS



TL - FEATURE TILE WALL

STEEL PAINT FINISH - DULUX SHOJI WHITE



**CFC - COMPRESSED FIBRE CEMENT  
CLADDING, INTEGRAL COLOUR FINISH**



**PAV-01 RESIN BASED SEAMLESS FLOORING**



## DRAWING LIST

## 00 COVER

A-001	COVER PAGE
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## 10 PLANS

A-100	SITE ANALYSIS	1:200
A-101	SITE PLAN	1:200
A-102	FORECOURT DEMOLITION PLAN	1:100
A-103	GROUND FLOOR DEMOLITION PLAN	1:100, 1:200
A-104	FIRST FLOOR DEMOLITION PLAN	1:100, 1:200
A-105	SECOND FLOOR DEMOLITION PLAN	1:100, 1:200
A-106	THIRD FLOOR DEMOLITION PLAN	1:100, 1:200
A-107	EXISTING AND NEW DIAGRAMS	1:200
A-108	GROUND FLOOR PLAN	1:100
A-109	LEVEL 1 FLOOR PLAN	1:100
A-110	LEVEL 2 FLOOR PLAN	1:100
A-111	LEVEL 3 FLOOR PLAN	1:100
A-112	ROOF FLOOR PLAN	1:100
A-117	SUN DIAGRAMS	1:500

## 20 ELEVATIONS


A-200	NORTH AND EAST ELEVATIONS	1:100
A-201	SOUTH AND WEST ELEVATIONS	1:100

## 30 SECTIONS

A-300 CROSS SECTION 1:100

### LEGEND

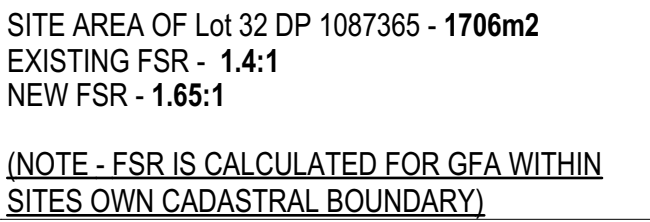
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FE	FIRE EXTINGUISHER
FHR	FIRE HOSE REEL
FIP	FIRE INDICATOR PANEL
GL	GLAZING
PAV-01	RESIN BASED SEAMLESS FLOORING
RS	ROOF SHEETING, COLOURBOND FINISH
TL	FEATURE TILE FINISH
TM	TIMBER BATTEN SOFFIT
TT	TACTILE INDICATORS

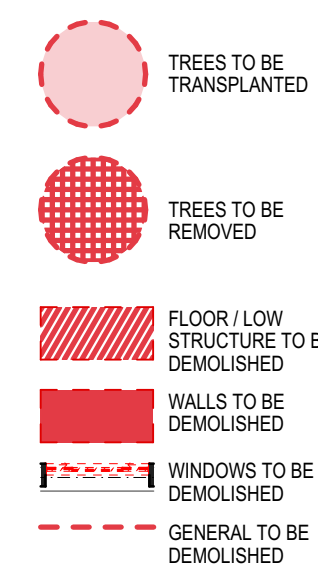
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					<b>Structural + Civil Engineer</b> Northrop Consulting Engineers Pty Ltd Level 1, 57 Kembla Street Wollongong NSW 2500	<b>Landscape</b> Black Beetle Suite 15, Level 1, 1073 Pittwater Rd, Collaroy NSW 2097	<b>Town Planning</b> MG Planning PO Box 197 Drummoyne NSW 1470					<div> <div> SCALE CHECK </div> <div> 10 </div> </div>	<div> <div> CHECKED AN </div> <div> PROJECT NO. 21-01 </div> <div> DRAWING NO. A - 001 </div> </div>	<div> REV. NO. 02 </div>







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HATCHED AREA INDICATES PROPOSED  
DEMOLITION OF EXISTING HARDSTAND  
AND ASSOCIATED STAIRS / RAMPS

EXTENT OF PROPOSED DEMOLITION OF  
NORTHERN FACADE

EXISTING WINDOWS TO BE REMOVED AND  
REPLACED ON WESTERN FACADE

EXTENT OF FLOOR AND STRUCTURE  
UNDER TO BE DEMOLISHED

EXTENT OF PROPOSED DEMOLITION OF  
EXISTING CONCRETE GARDEN KERB WALL

EXISTING WINDOWS TO BE REMOVED AND  
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REFER A-102 FOR FORECOURT DEMOLITION

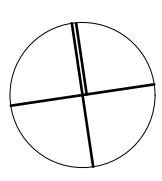
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- WINDOWS TO BE  
DEMOLISHED
- GENERAL TO BE  
DEMOLISHED

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GROUND FLOOR DEMOLITION PLAN					
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EXISTING WINDOWS TO GROUND, LEVELS  
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PRINT / UTILITY

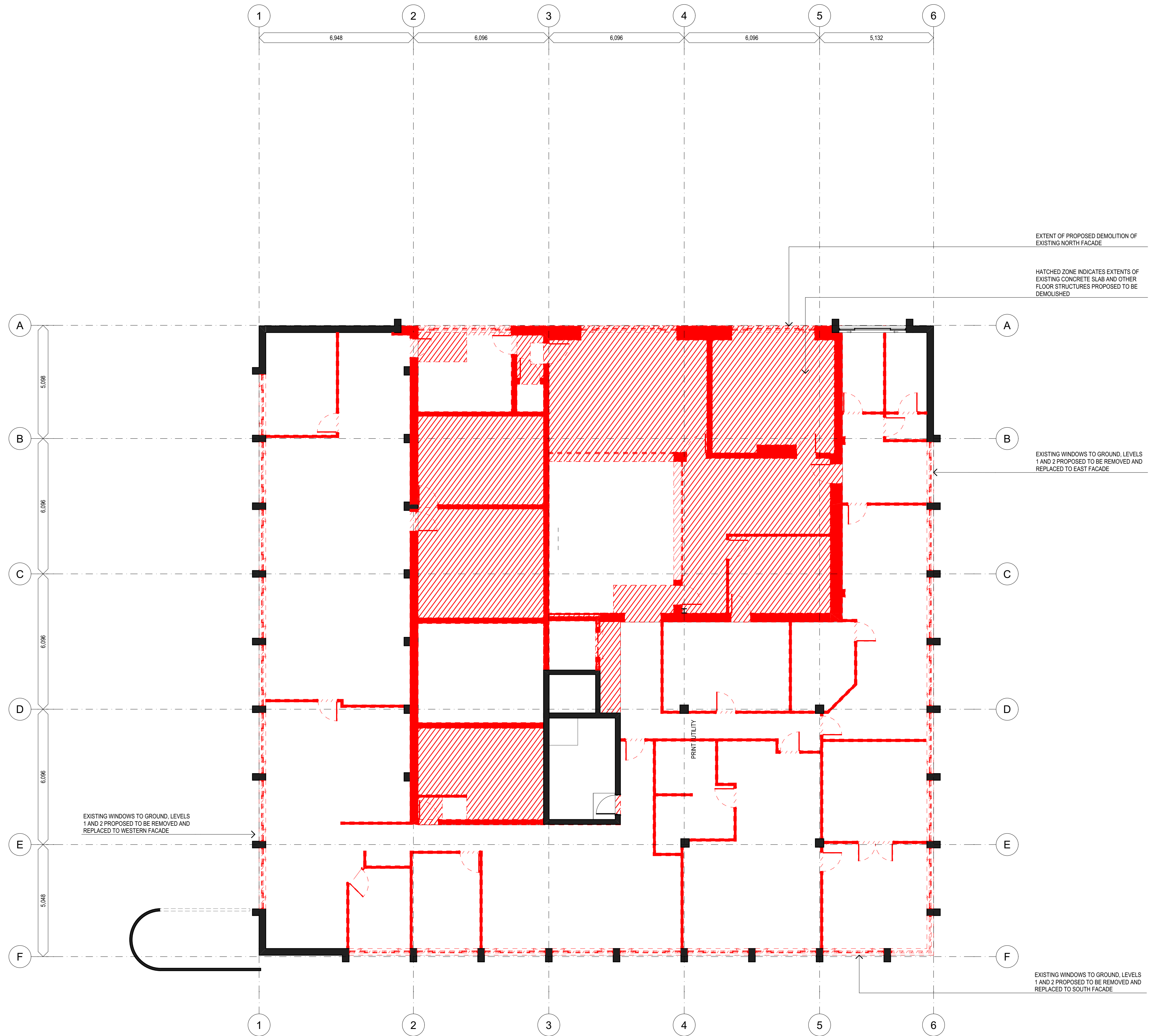
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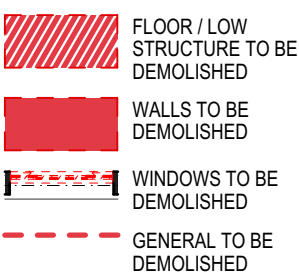
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SECOND FLOOR DEMOLITION PLAN

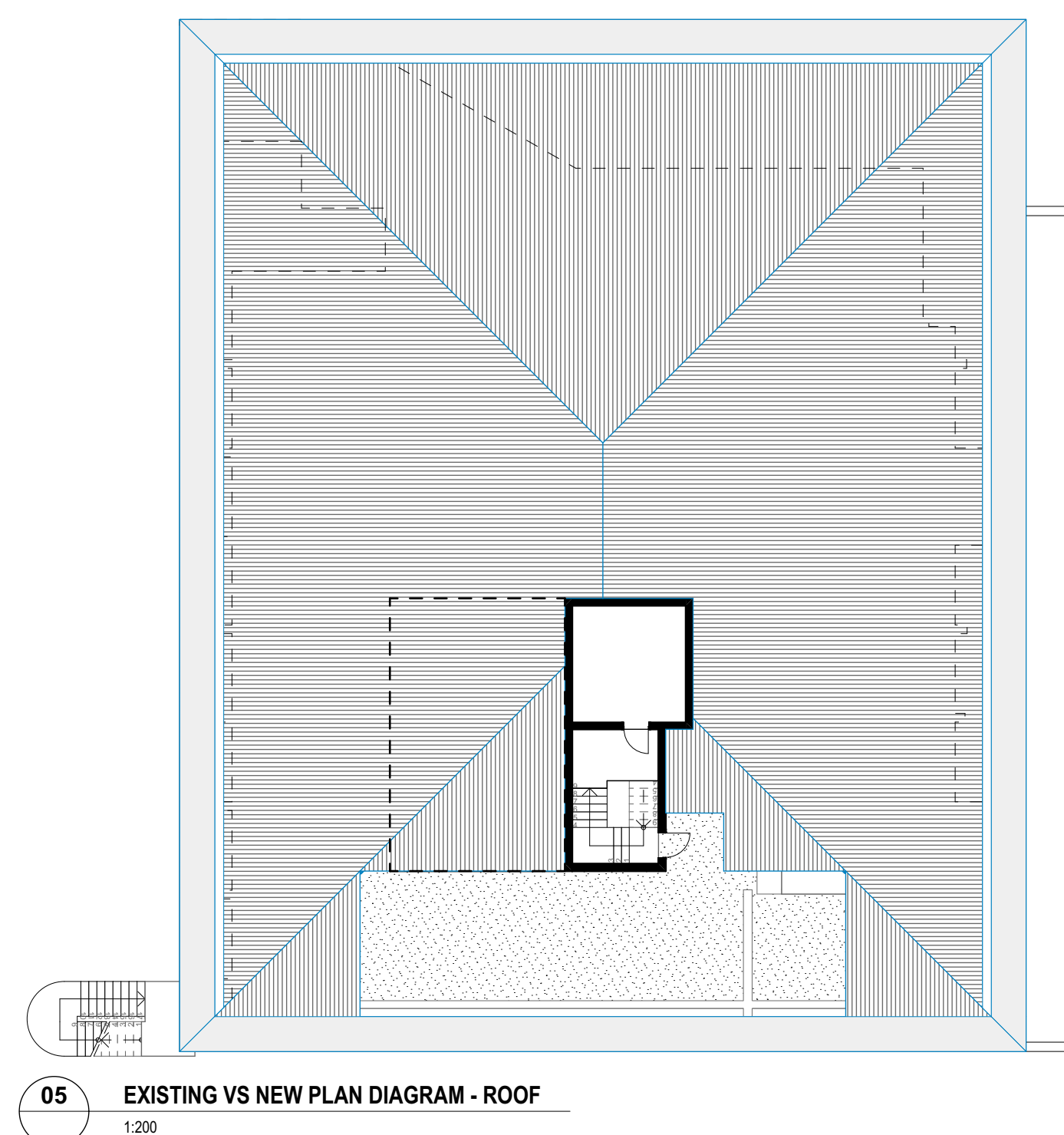
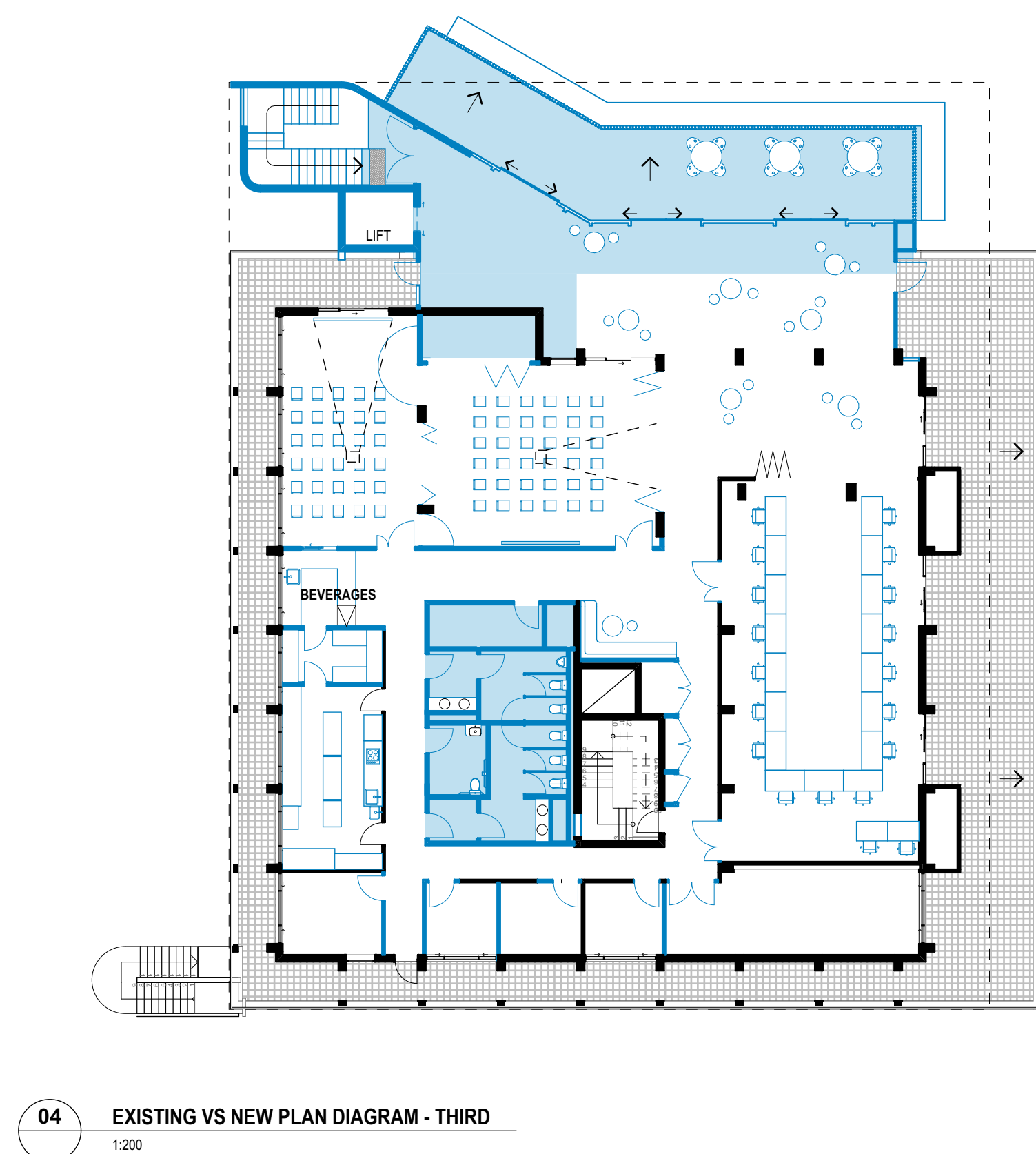
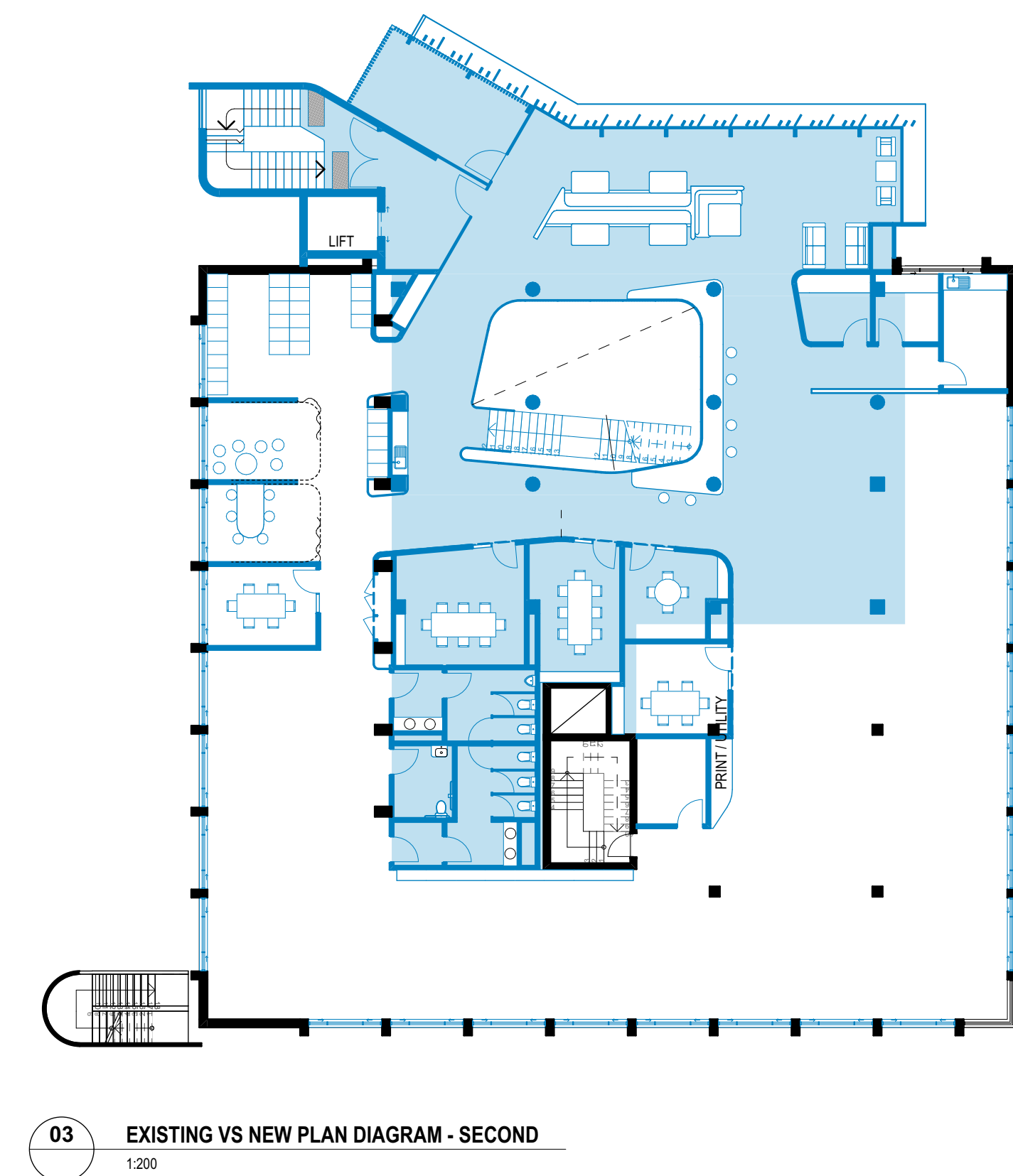
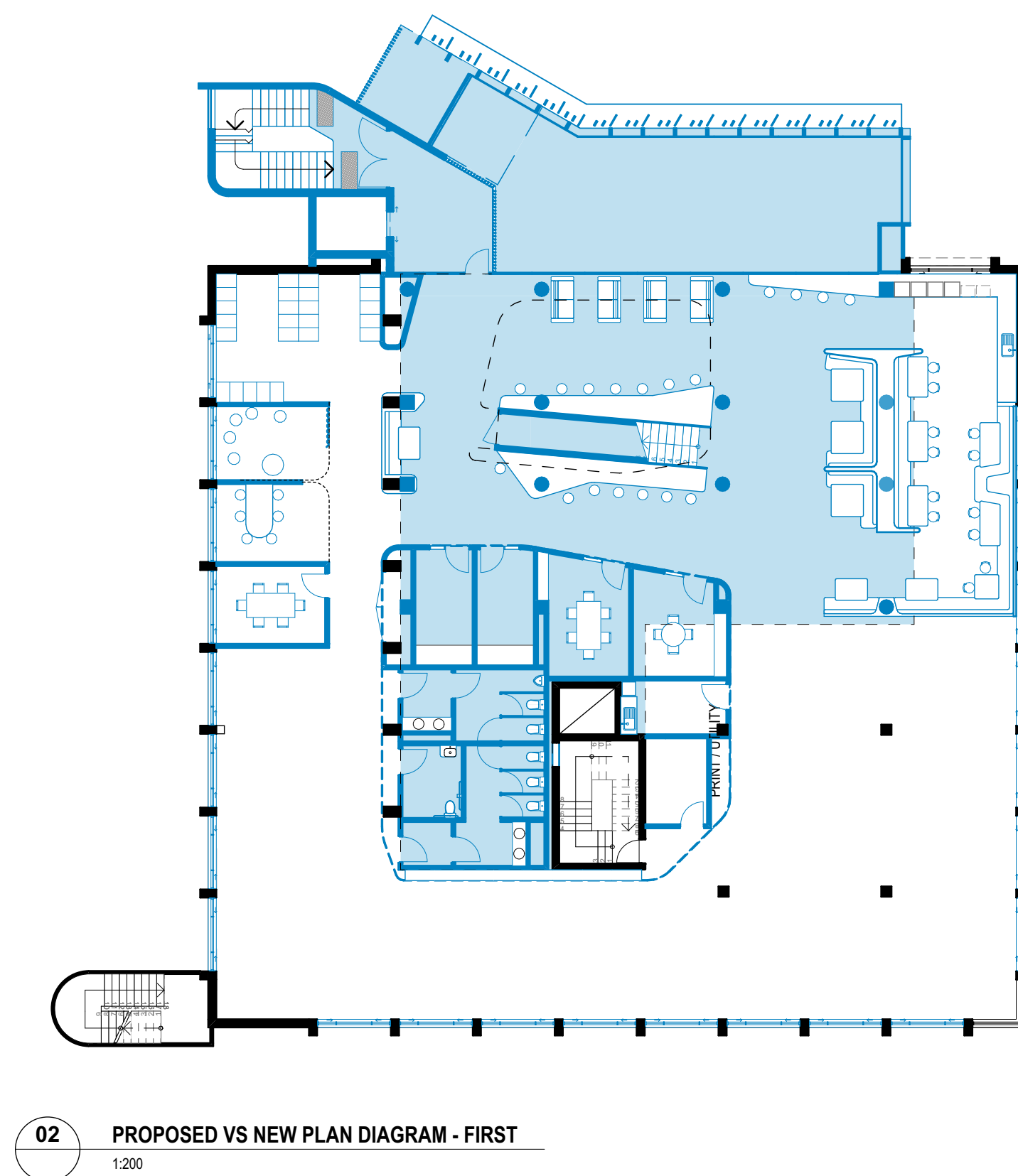
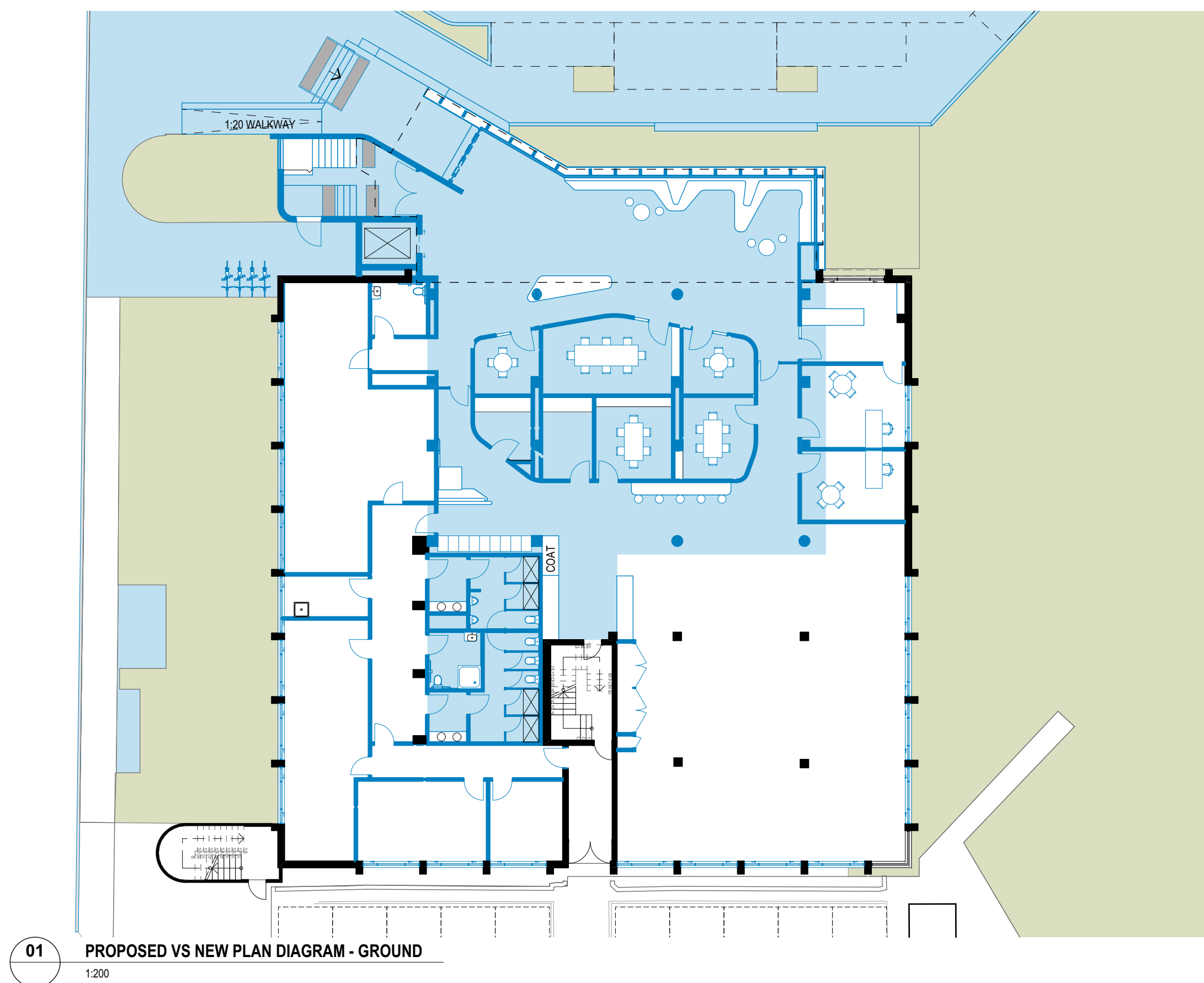
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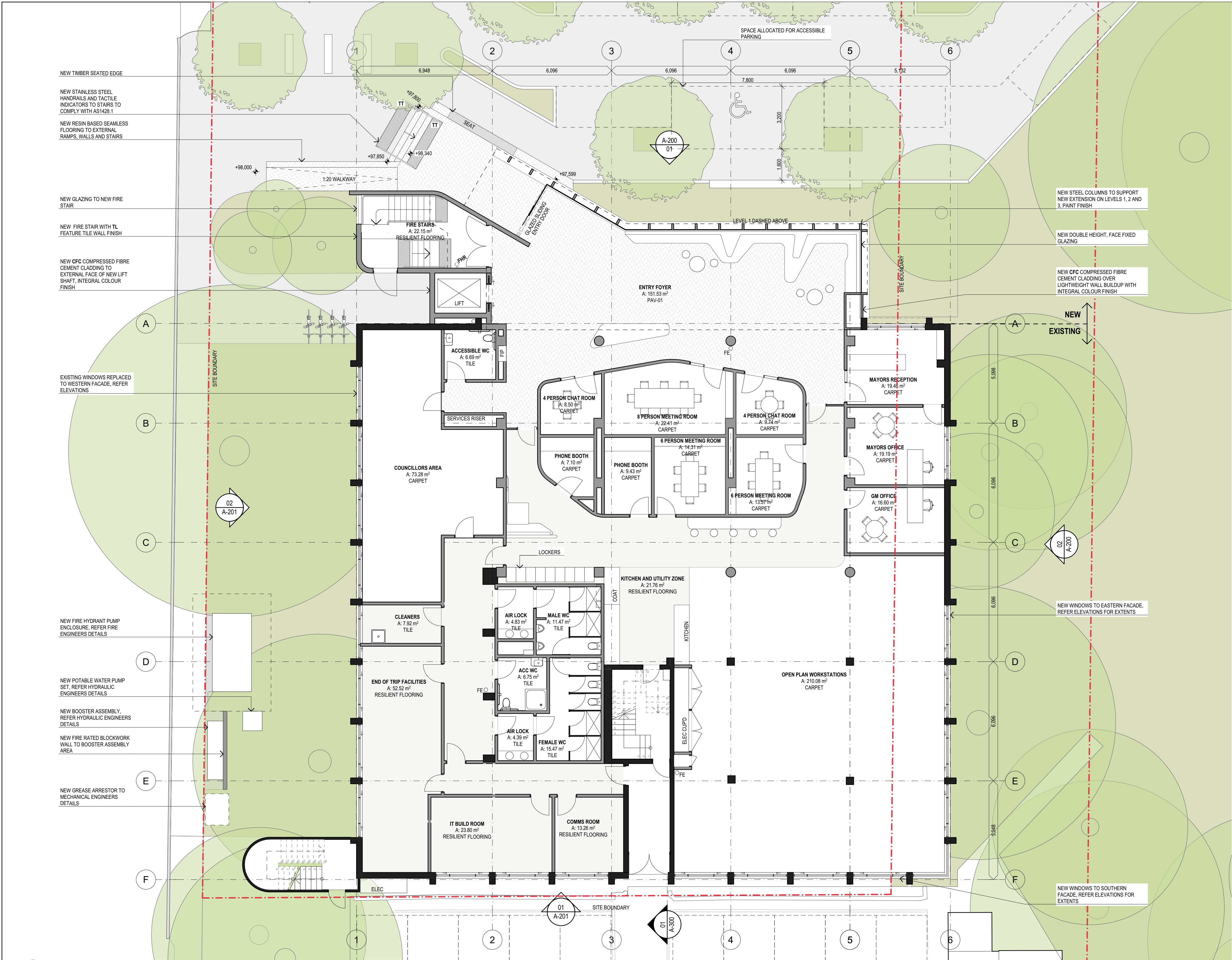
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FHR	FIRE HOSE REEL
FIP	FIRE INDICATOR PANEL
GL	GLAZING
PAV-01	RESIN BASED SEAMLESS FLOORING
RS	ROOF SHEETING, COLOURBOND FINISH
TL	FEATURE TILE FINISH
TM	TIMBER BATTEN SOFFIT
TT	TACTILE INDICATORS

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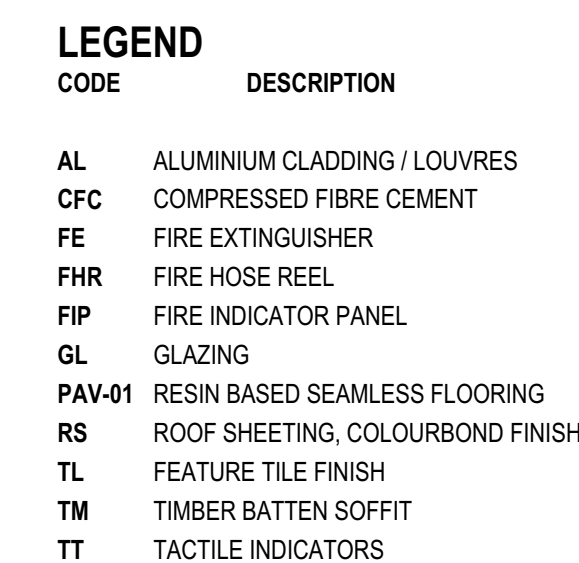
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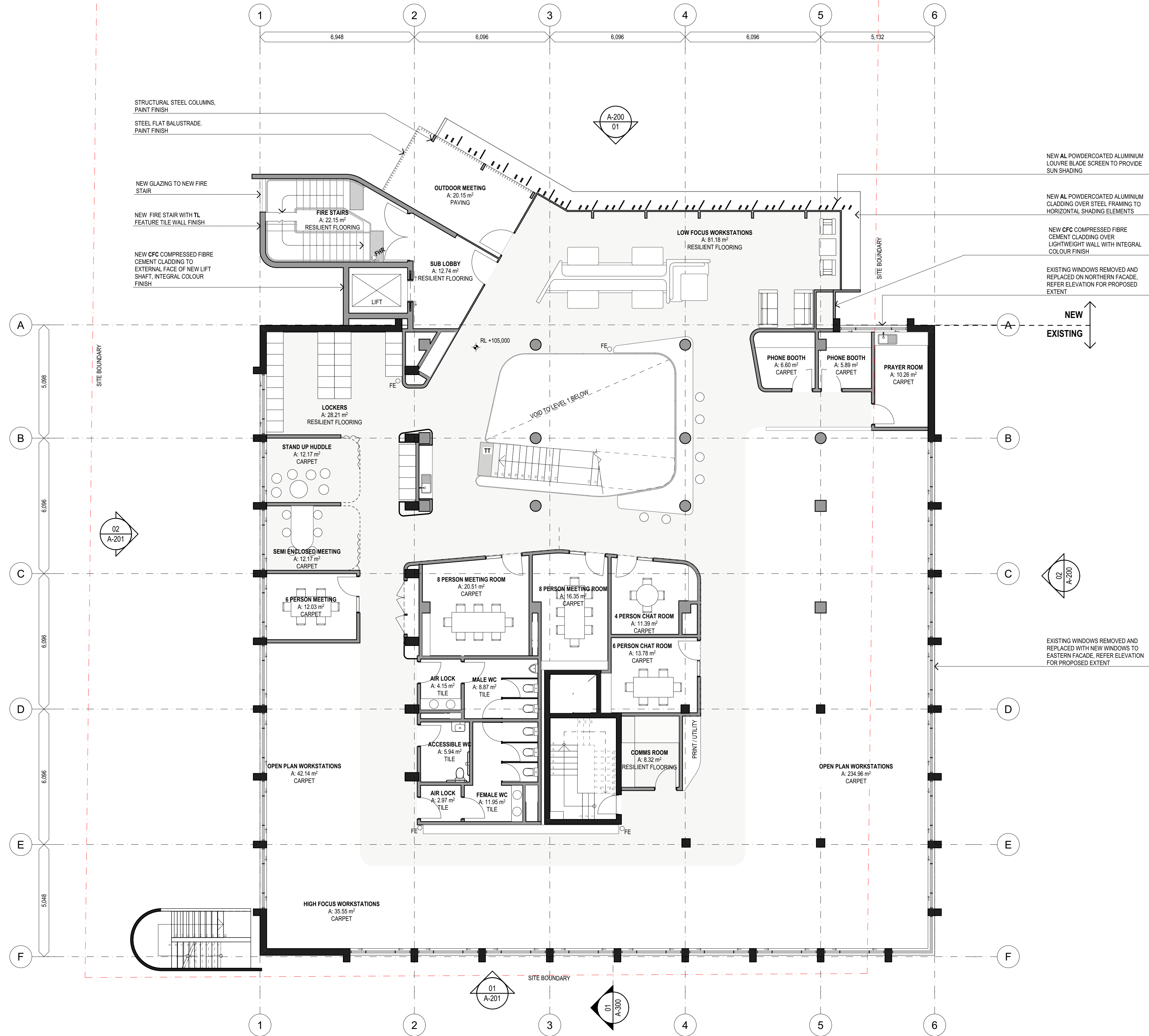
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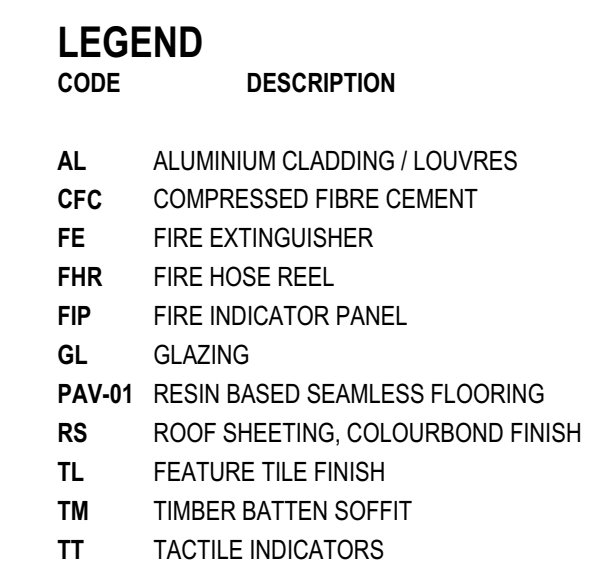


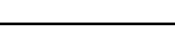


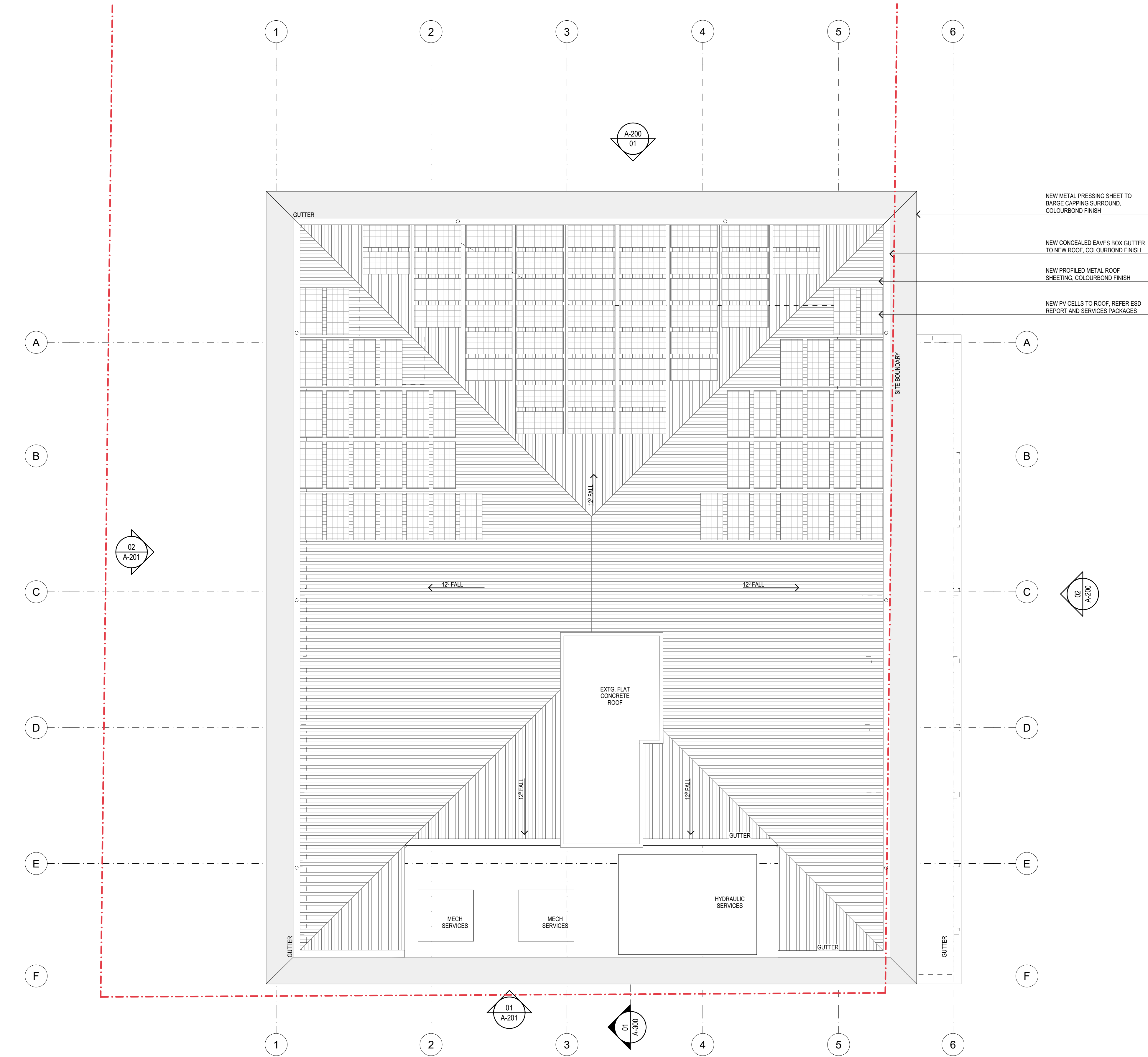
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FIP	FIRE INDICATOR PANEL
GL	GLAZING
PAV-01	RESIN BASED SEAMLESS FLOORING
RS	ROOF SHEETING, COLOURBOND FINISH
TL	FEATURE TILE FINISH
TM	TIMBER BATTEN SOFFIT
TT	TACTILE INDICATORS

REV	DESCRIPTION	DATE			TITLE	TITLE	TITLE	TITLE	LEGEND	NORTH	CLIENT	PROJECT TITLE	lahznimmo architects		TITLE					
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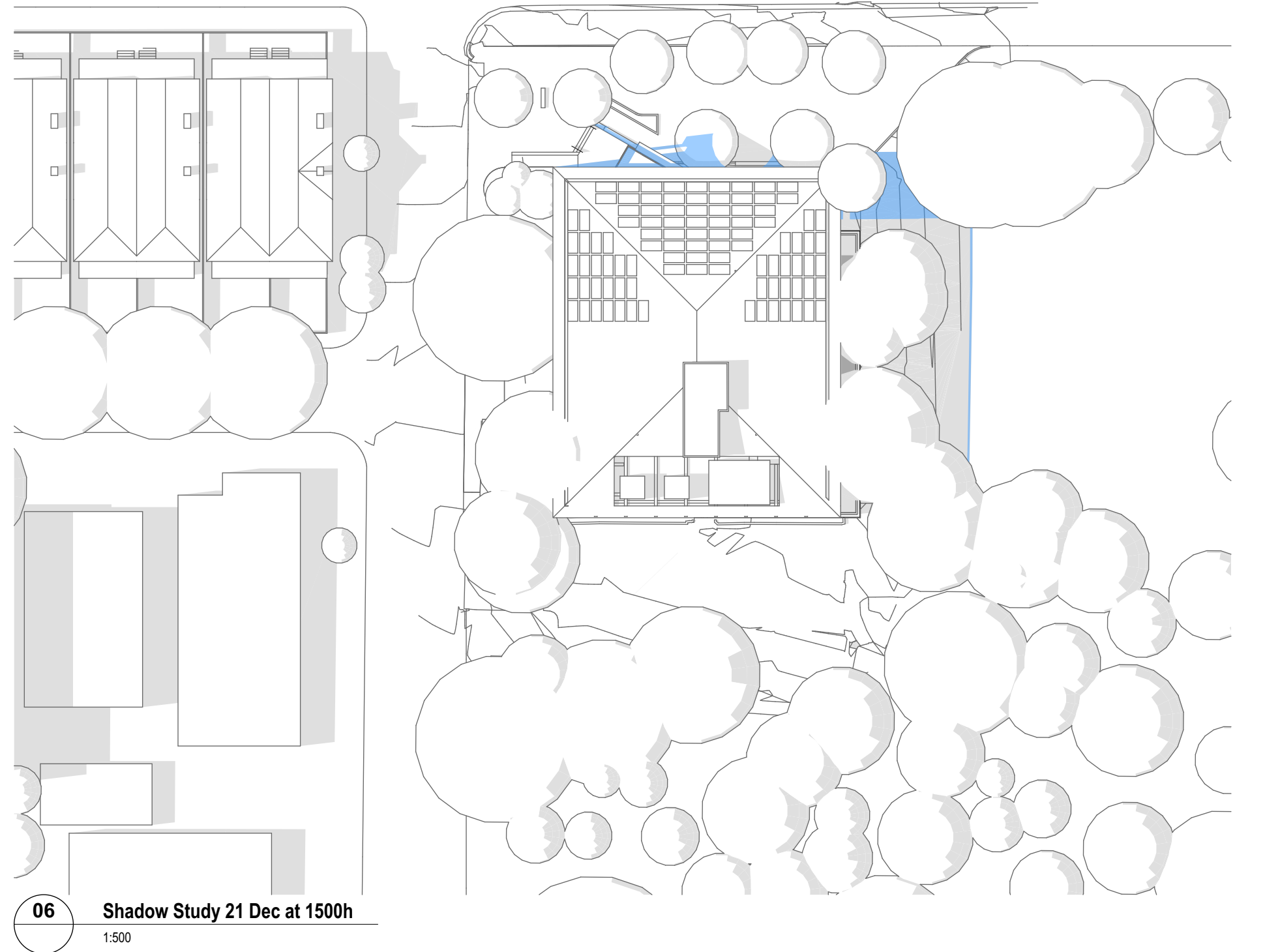
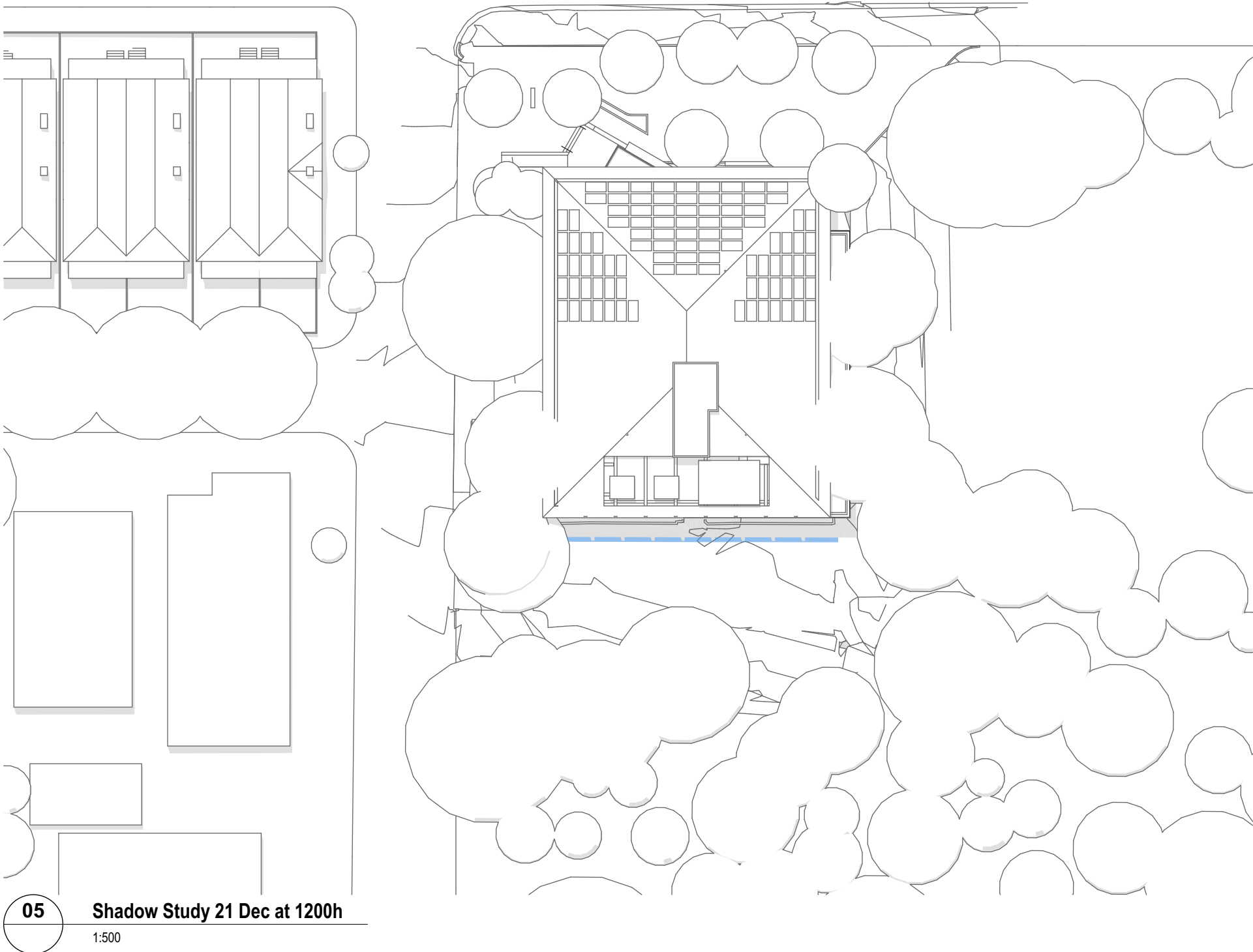
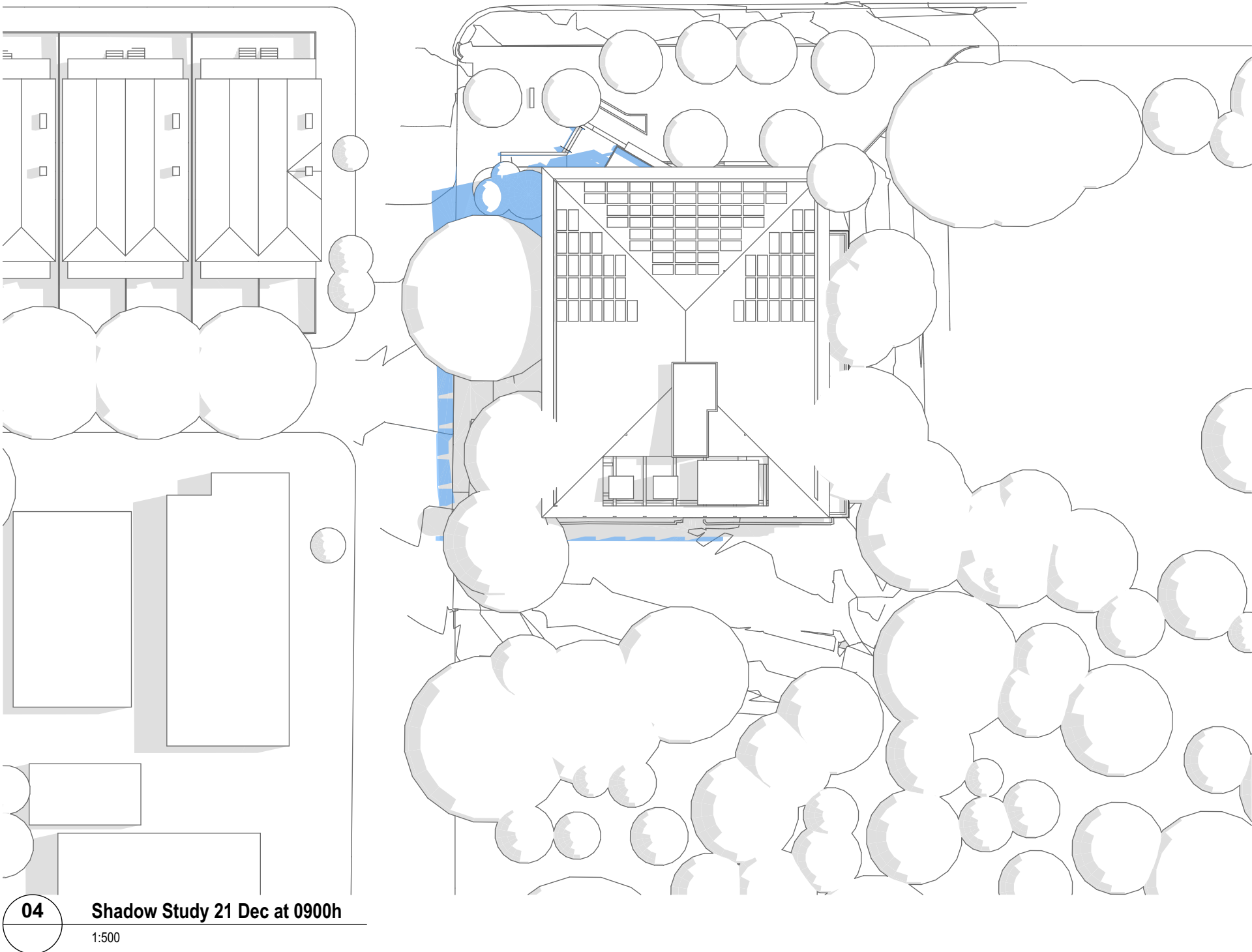
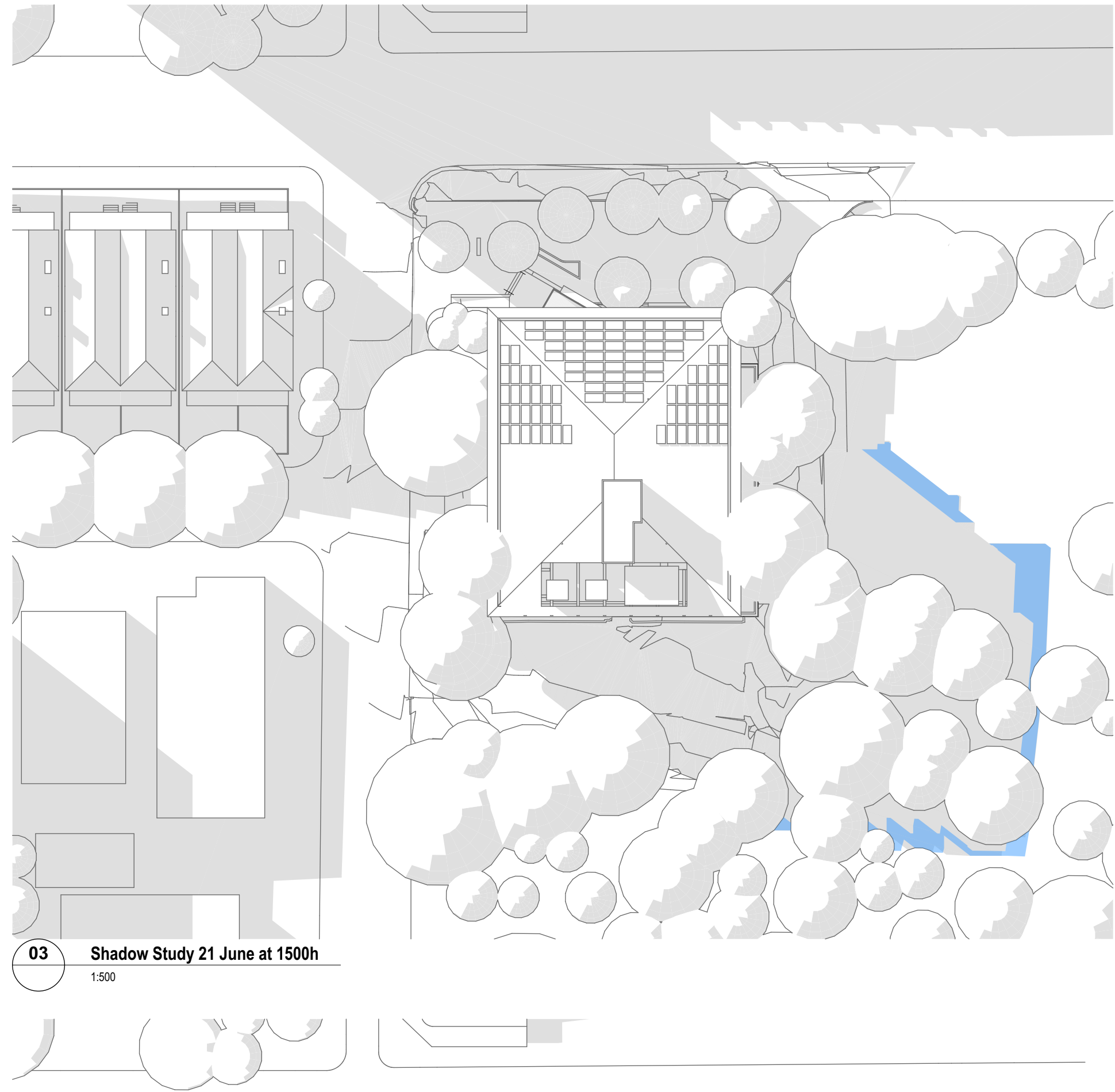
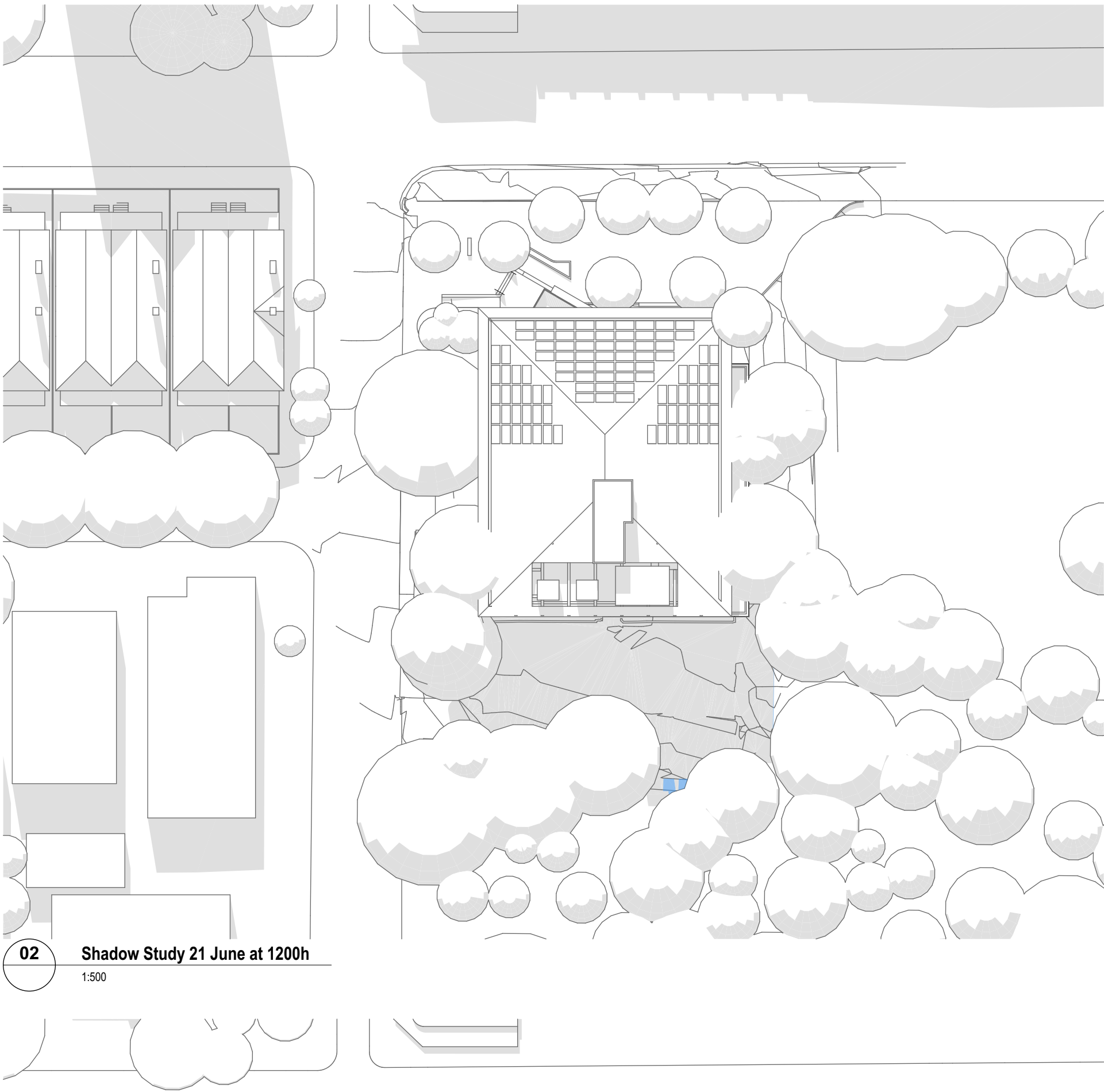
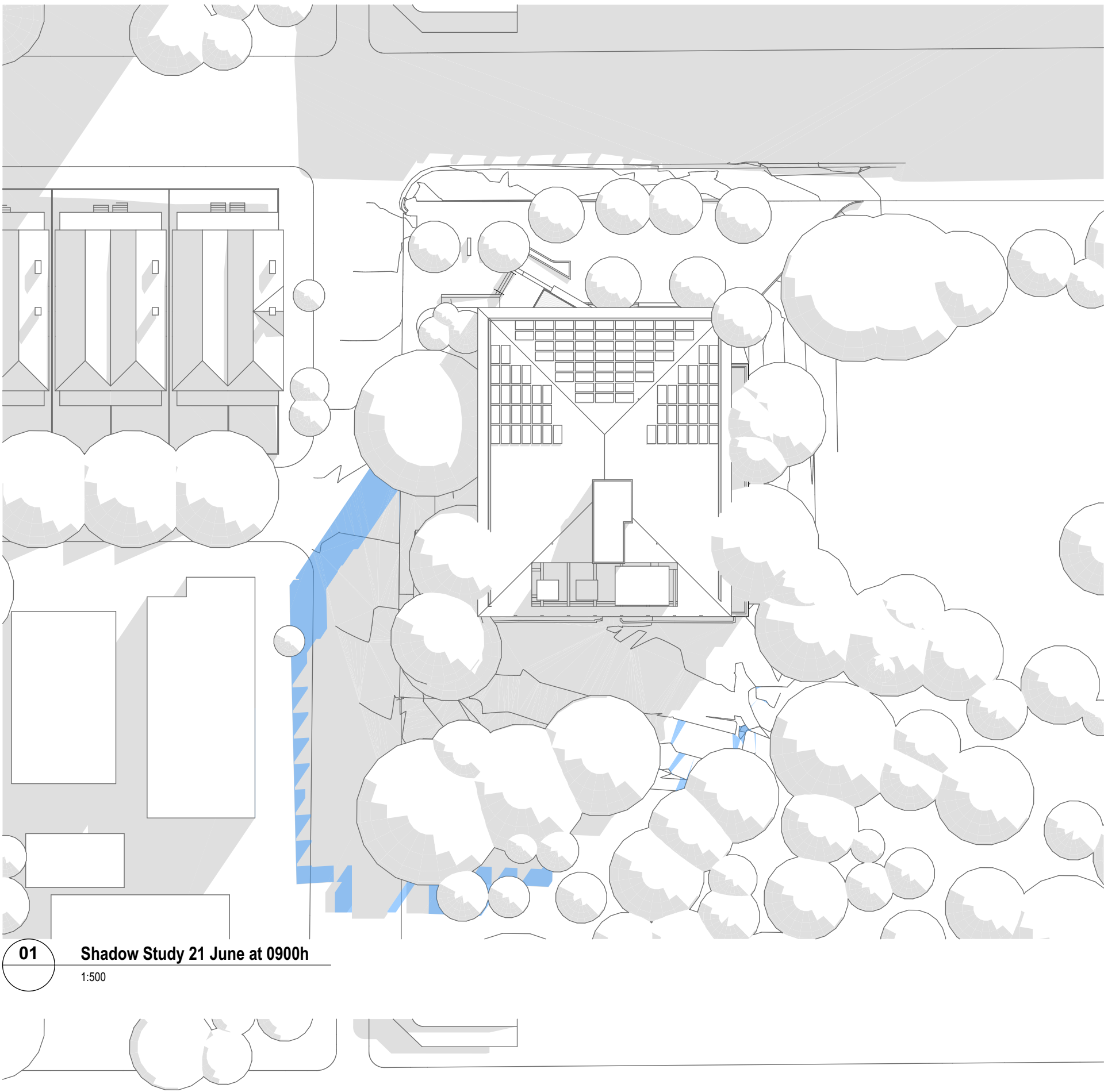
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TITLE				
ROOF FLOOR PLAN				
DRAWN	PLOT DATE	SCALE @A1	SCALE @A3	
LW	12/10/2021	1:100	1:200	
CHECKED	PROJECT NO.	DRAWING NO.	REV. NO.	
AN	21-01	A - 1 1 2	02	





REV	DESCRIPTION	DATE	No.	AMENDMENT DESCRIPTION
01	DRAFT REF ISSUE	17/09/2021		
02	REF FOR COMMUNITY CONSULTATION	12/10/2021		

TITLE	TITLE	TITLE	TITLE

LEGEND
EXTG SHADOWS
NEW SHADOWS

NORTH

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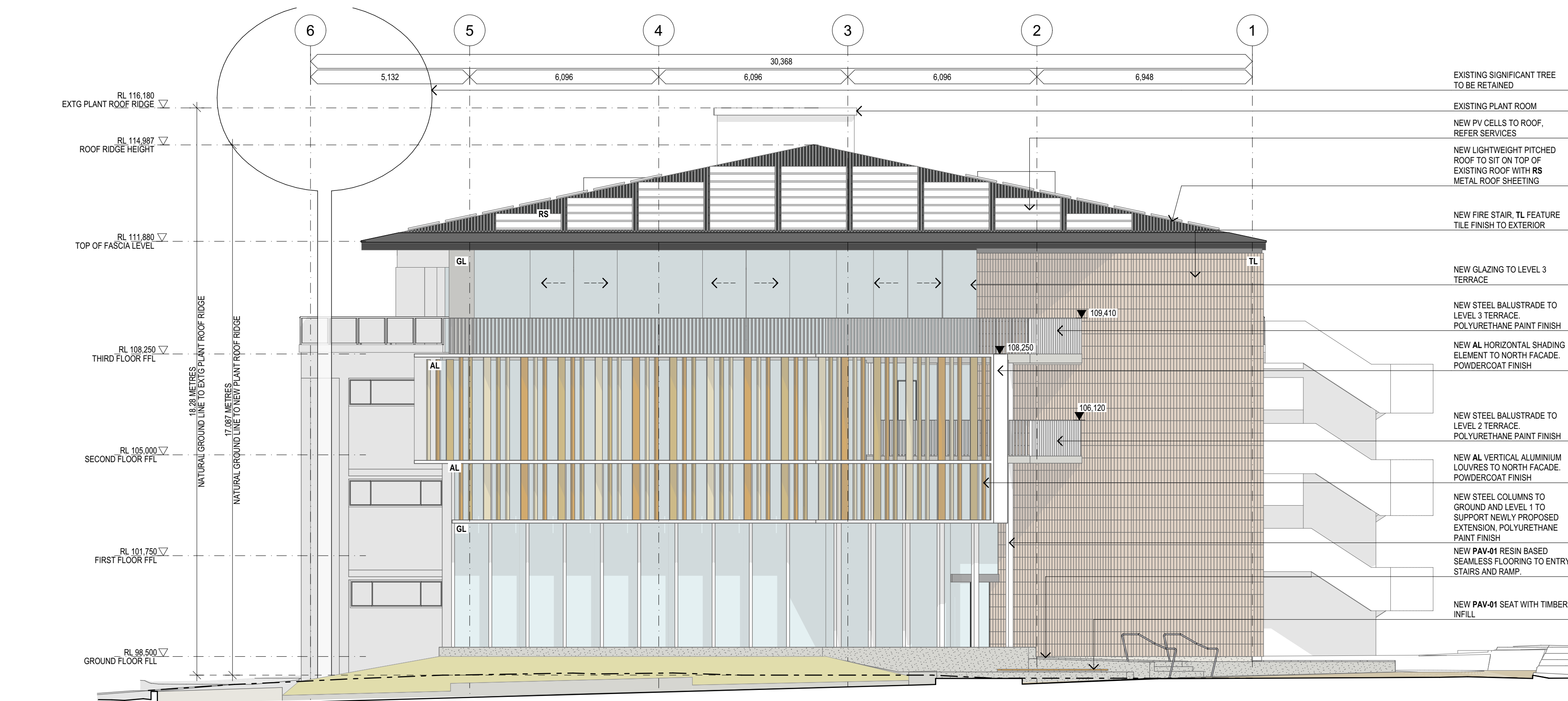
CLIENT  
Waverley Council

PROJECT TITLE  
Waverley Council Chambers Upgrade

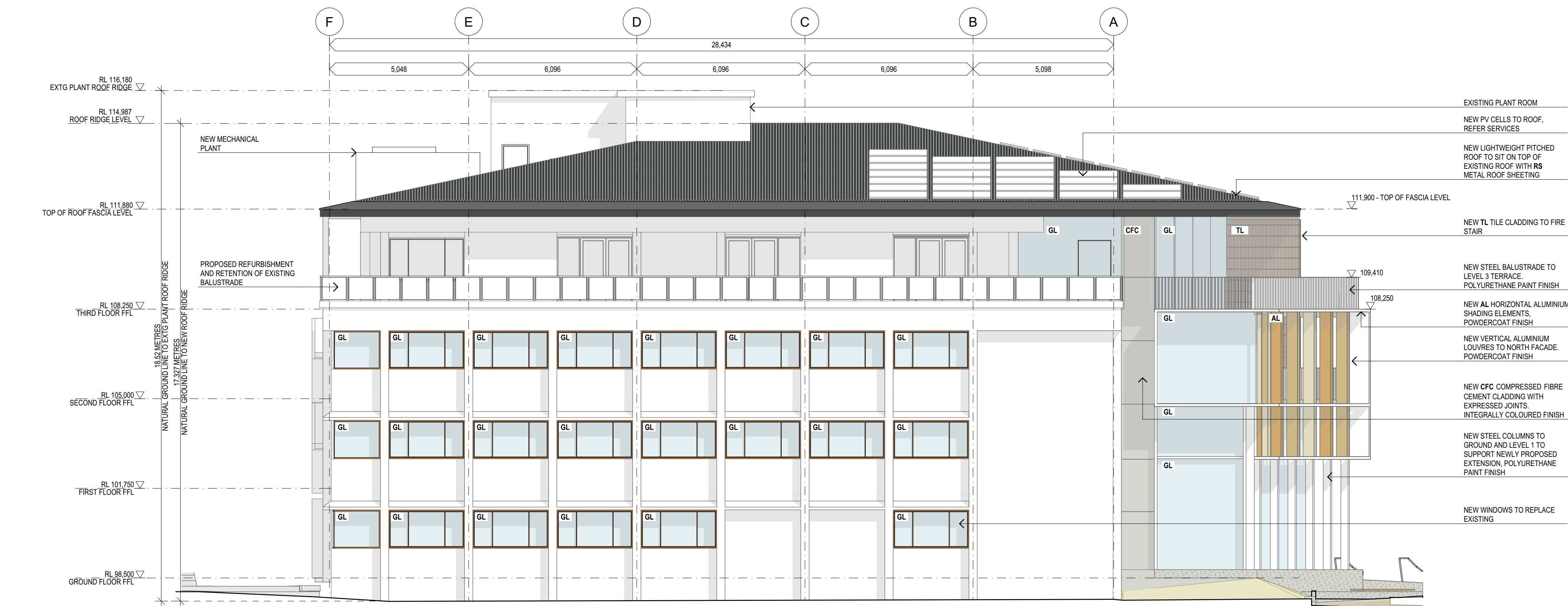
lahznimmo architects  
Suite 404, Flourmill Studios  
3 Gladstone St  
Newtown NSW 2042 Australia  
T 02 9550 5200  
F 02 9550 5233  
www.lahznimmo.com

TITLE SUN DIAGRAMS				
REVIEW	DIRECTOR SIGNATURE	DATE	DRAWN	PLOT DATE
TENDER			LW	12/10/2021
CHECKED	AN	21-01	PROJECT NO.	SCALE @A1
			A - 1 1 7	1:500
				REV. NO
				02





01 NORTH ELEVATION  
1:100



02 EAST ELEVATION  
1:100

LEGEND	
CODE	DESCRIPTION
AL	ALUMINIUM CLADDING / LOUVRES
CFC	COMPRESSED FIBRE CEMENT
FE	FIRE EXTINGUISHER
FHR	FIRE HOSE REEL
FIP	FIRE INDICATOR PANEL
GL	GLAZING
PAV-01	RESIN BASED SEAMLESS FLOORING
RS	ROOF SHEETING, COLOURBOND FINISH
TL	FEATURE TILE FINISH
TM	TIMBER BATTEN SOFFIT
TT	TACTILE INDICATORS

REV	DESCRIPTION	DATE	No.	AMENDMENT DESCRIPTION
01	DRAFT REF ISSUE	17/09/2021		
02	REF FOR COMMUNITY CONSULTATION	12/10/2021		

TITLE	TITLE	TITLE	TITLE

LEGEND

NORTH

CLIENT
Waverley Council

PROJECT TITLE
Waverley Council Chambers Upgrade

lahznimmo architects
Suite 404, Flourmill Studios 3 Gladstone St Newtown NSW 2042 Australia
T 02 9550 5200 F 02 9550 5233 www.lahznimmo.com

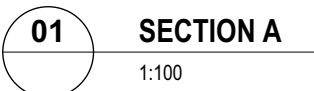
NORTH AND EAST ELEVATIONS					



LEGEND	
CODE	DESCRIPTION
AL	ALUMINIUM CLADDING / LOUVRES
CF	COMPRESSED FIBRE CEMENT
FE	FIRE EXTINGUISHER
FHR	FIRE HOSE REEL
FI	FIRE INDICATOR PANEL
GL	GLAZING
PAV-01	RESIN BASED SEAMLESS FLOORING
RS	ROOF SHEETING, COLOUR/BOND FINISH
TL	FEATURE TILE FINISH
TM	TIMBER BATTEN SOFFIT
TT	TACTILE INDICATORS

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