

STATEMENT OF HERITAGE IMPACT

Proposed Planning Proposal at Eastlakes Golf Club Pedestrian Footbridge



Job No. 10125
October 2023

Heritage21
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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Acknowledgement of Country

Heritage 21 wishes to acknowledge the Traditional Owners of country throughout Australia and recognise their continuing connection to land, waters and community. We pay our respects to them and their cultures and to elders both past and present.

Cover page: Subject site at Wentworth Avenue, from the south side of Wentworth Avenue, facing east
(Source: Heritage 21, 21 April 2023).

The following table forms part of the quality management control undertaken by Heritage 21 regarding the monitoring of its intellectual property as issued.

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment (Job 9892)	26.04.2023	KT	AP	KT
2	Report issued (RI) for submission (Job 9892)	03.05.2023	KT	-	KT
3	Draft report (D2) issued for comment (Job 10125)	20.10.2023	SA	AP	SA
4	Report issued (RI2) for submission (Job 10125)	20.10.2023	SA	-	SA
5	Report issued (RI3) for submission (Job 10125)	24.10.2023	SA	-	SA

1.0 INTRODUCTION

1.1 Background

This Statement of Heritage Impact (“SOHI” or “report”) has been prepared on behalf of Outdoor Systems who have engaged Heritage 21 to submit a Statement of Heritage Impact in the context of a planning proposal for the continued display of signage at the subject site. This report has been amended to respond to a request for additional information received by the client from Bayside Council on 13 October 2023 (PP-2023/3/1).

1.2 Site Identification

The Eastlakes Golf Club pedestrian footbridge (“subject site”) is located at Wentworth Avenue, which falls within the boundaries of the Bayside Local Government Area (“LGA”) and it comprises (formerly described as part of) Lot 1, DP 1144655. As depicted in Figure 1 below, the site of the signage which is a part of the proposed planning proposal is located on this pedestrian footbridge above Wentworth Avenue in the southern part of Eastlakes Golf Club’s course. The setting and topography of the site will be more fully described in Section 3.0 below.



Figure 1. Aerial view of the site, which is indicated by the red arrow (Source: NSW Spatial Services, “SIX Maps,” accessed 17 April 2023, <http://maps.six.nsw.gov.au/>, annotated by Heritage 21).

1.3 Heritage Context

1.3.1 Heritage Listings

The subject site **is not** listed as an item of environmental heritage under Schedule 5 of the *Bayside Local Environmental Plan 2021* (“BLEP”). It also **is not** listed on the NSW State Heritage Register, the National Heritage List, the Commonwealth Heritage List, the National Trust Register (NSW), or the former Register of the National Estate.¹



Figure 2. Detail from Heritage Map HER_011. The site is outlined in blue and landscape heritage items shaded green (Source: NSW Legislation Online, <https://www.legislation.nsw.gov.au/maps>, annotated by Heritage 21).

1.3.2 Heritage Items in the Vicinity

As depicted in Figure 2 above, the subject site is situated within the general vicinity of the following heritage item listed under Schedule 5 of the BLEP 2021, the State Heritage Register and the Sydney Water Section 170 Register. The details of the listings are as follows:

Item/HCA Name	Address	Significance	Item Number
Botany water reserves	About 200ha between Mascot and Botany extending from the northern shore of Botany Bay to Gardeners Road including the Lakes and Eastlakes Golf Courses and Mill and Engine Ponds	State	I160 (LEP)

¹ The Register of the National Estate ceased as a statutory heritage list in 2007, but it continues to exist as an inventory of Australian heritage places.

Botany water reserves	1024 Botany Road	State	01317 (SHR)
Botany Wetlands	58 Southern Cross Drive, Wentworth Avenue and Heffron Road, Botany, Pagewood, Eastlakes and Kensington	State	4570025 (s.170)

The subject site is adjacent to or within the visual catchment of Item I160 (Botany water reserves). Accordingly, the discussion in Section 6.0 of this SOHI of the potential heritage impact of the proposal on heritage items in the vicinity is limited to Item I160.

1.4 Purpose

The subject site is located in the vicinity of a heritage item which is listed under Schedule 5 of the BLEP 2021. Sections 5.10(4) and 5.10(5) of the BLEP 2021 require Bayside Council to assess the potential heritage impact of non-exempt development, such as the potential future development of the site (refer to Section 5.0), on the heritage significance of the abovementioned heritage item and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of that heritage item. This assessment is carried out in Section 6.0 below.

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

1.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact* (1996) and *Assessing Heritage Significance* (2001) published by the Heritage Division of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (2013).

1.6 Authors

This Statement of Heritage Impact (“SOHI” or “report”) has been prepared by Kieran Moss and Sandra Saravolac, reviewed by Ankita Powale and overseen by Paul Rappoport, of Heritage 21, Heritage Consultants.

1.7 Limitations

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

1.8 Copyright

Heritage 21 holds copyright for this report. Any reference to or copying of the report or information contained in it must be referenced and acknowledged, stating the full name and date of the report as well as Heritage 21's authorship.

2.0 HISTORICAL CONTEXT

2.1 Local History

The local history section of this report has been extracted from the site listing information on the NSW Heritage Inventory:

The "Eora people" was the name given to the coastal Aborigines around Sydney. Central Sydney is therefore often referred to as "Eora Country". Within the City of Sydney local government area, the traditional owners are the Cadigal and Wangal bands of the Eora. There is no written record of the name of the language spoken and currently there are debates as whether the coastal peoples spoke a separate language "Eora" or whether this was actually a dialect of the Dharug language. Remnant bushland in places like Blackwattle Bay retain elements of traditional plant, bird and animal life, including fish and rock oysters (Anita Heiss, "Aboriginal People and Place", Barani: Indigenous History of Sydney City <http://www.cityofsydney.nsw.gov.au/barani>).

With the invasion of the Sydney region, the Cadigal and Wangal people were decimated but there are descendants still living in Sydney today. All cities include many immigrants in their population. Aboriginal people from across the state have been attracted to suburbs such as Pyrmont, Balmain, Rozelle, Glebe and Redfern since the 1930s. Changes in government legislation in the 1960s provided freedom of movement enabling more Aboriginal people to choose to live in Sydney (Anita Heiss, "Aboriginal People and Place", Barani: Indigenous History of Sydney City <http://www.cityofsydney.nsw.gov.au/barani>).

Contact period:

On 29 April 1770 Captain James Cook made his first landfall in Australia at Botany Bay. His ship the Endeavour's botanist, Sir Joseph Banks, and his Swedish assistant, Daniel Solander, spent several days ashore collecting vast numbers of previously unknown plants. Cook was in two minds about a suitable name for the Bay - his journal first refers to it as Stingray's Harbour, then as Botanist Bay, then both were crossed out and the present Botany Bay inserted, no doubt because of Banks and Solander's work. Since its name comes from the Bay on which it stands, Botany can well claim to have the oldest (English) place name in Australia (Pollen, 1988, pp.35-6).

Cook's recommendation and Banks' enthusiasm were largely responsible for the British Government's decision to found a penal settlement at Botany Bay. When Governor Phillip arrived in mid-summer in 1788 however, he found the harbour shallow and exposed, and the shore swampy and lacking sources of fresh water. As a result the First Fleet sailed on to Port Jackson, finding a more suitable site for settlement at Sydney Cove (ibid, 1988, 35-6).

Botany was first planned as an agricultural district, and the principal industry was to be market gardening. Instead it became an industrial area, boasting a fellmonger's yard and a slaughter works. As early as 1809, Mr E Redmond came to settle in the district, but the first important developer was Simeon Lord (1771-1840), who built a fulling mill in 1815 on the site that later became that of the old water works. In 1823 he received a grant of 600 acres, followed by further grants. Part of the estate was subdivided by 1887. Lord, the 'merchant prince of Botany Bay', manufactured fine wool cloth, and was also one of the merchants instrumental in the founding of Sydney Hospital. He gave land for the sites of 2 early churches in Botany, and Lord Street is named after him. Banksia Street, Sir Joseph Banks Park and Booralee Park all commemorate those early days (ibid, 1988, 35-6).

Following European colonisation the first substantial interventions in the area occurred in 1815 when enterprising merchant Simeon Lord had a dam constructed west of the present Botany Road to establish the colony's first woollen mill. A second dam was constructed near the present Engine House ruins for a flour mill (refer to 1869 Water Commission Plan). This mill continued operating until about 1847 while the textile factory was closed by about 1856.

From 13 July, 1855 the City Council began resuming land around, and including, the Botany wetlands for the city's main water supply scheme - the first time land resumptions were made for this purpose. (The land was transferred to the Water Board in 1888). Of this land, about 75 acres of Lord's estate was resumed which included his house (demolished in the 1930s though the site of which is in the vicinity of the present heliport), the mill sites, various cottages and the earthworks associated with Lord's mill dams. The southern end of the wetlands retains archaeological evidence of Lord's industrial complex, which may still provide new information about this significant early colonial character (Sydney Water, 2010).

The initial water supply scheme of the mid-1850s, by City Engineer WB Rider, was abandoned with the appointment of Edward Bell to the position. Bell's new water supply system included a sand-cast iron main, to pipe water from the engine house at Botany Wetlands to the Crown Street (Surry Hills) Reservoir. This was completed in 1859 and is the oldest water main in the state (Sydney Water 2010). The surviving Engine House and chimney date from the implementation, in the late 1850s, of Bell's scheme.

The stone retaining walls for the Engine Pond and outlet sluice probably date from 1870s work on the Engine Pond augmentation. Between 1866 and the mid-1870s six dams were constructed, and reconstructed for various reasons, from the Mill Pond to Gardeners Road using piling of sheet timber facing filled with sand forming a core of a turfed bank. In 1859 a 30" sand-cast iron main was completed between the Engine House and the Crown Street reservoir. The pipes were made in Scotland in 1856 and machined with such remarkably fine tolerance that, of the total length of 4 miles (6.4 km), the outside diameter varied by only 6mm and allowed the pipes to be laid without jointing material. Part of this easement coincides with the present study area in the vicinity of the Engine House (Sydney Water).

Drawing on a 1982 thesis of Margaret Simpson, the Thorp et al study indicates that about 80 trees - "Norfolk Pines, Moreton Bay Figs, Weeping Figs, Sweet Scented Pines and Stone Pines" - were planted along the access road from Botany and elsewhere on the site in 1869. Works for the augmentation of water storage at Botany continued throughout the 1870s including the addition of water stored in the Bunnerong Dam (1876-1877) by way of a pipe to the No 4 Pond. The then Bunnerong Road was moved and ran along the top of this dam wall.

These works were fed by the many springs in the area. In 1886, the last year of full pumping, 1864 million gallons of water were supplied to Sydney from these works. Although the scheme was Sydney's major source of water for 30 years, it did not supply the Botany area and local residents depended on natural sources and tanks (ibid, 1988, 35-6).

As Sydney's third water supply, it supported Sydney's expansion for most of the latter 19th century. As with its predecessors, it relied on aquifers to supply water (Sydney Water, 2010).

By the early 1880s the Upper Nepean Scheme was well underway and in November 1886 the Nepean-supplied water effectively ended the general supply of Sydney's water from the Botany system. Even intermittent emergency use of the system ceased by 1893 so that the Engine House machinery was finally decommissioned with pumping equipment and boilers sold at auction in 1896. In 1894 various local industrial uses - such as wool scourers and tanners - were permitted to return to the wetland vicinity through leases until 1947.

By November 1888, most of Sydney's water was coming from the Nepean system, although Botany Swamps topped up water supplies during water shortages, until 1893 (Sydney Water, 2010).

While these major improvement programs for Sydney's water supply were being put into place it also became clear - chiefly from an increasingly polluted harbour - that substantial works were needed to deal with the sewage of Sydney and its immediate suburbs. After the Board of Water Supply and Sewerage was formed in 1888 the basis of what is presently Sydney's largest sewerage system was commenced. As part of its responsibilities the new Board assumed control of various recent works of the Public Works Department, one of which was the first of the new sewer mains from the City to the Botany Sewage Farm established about 1886. Another main was added in 1898 which linked various western suburbs to the Sewage Farm. However by the turn of the century the usefulness of the Farm was fast diminishing such that the southern and western sewerage systems were amalgamated and extended, from 1909, to a new ocean outfall at Malabar while the much expanded Botany Sewage Farm was closed. This work - known as the Southern and Western Sewer Ocean Outfall System or, usually, SWSOOS No 1 - was completed in 1916 under the direction of Chief Engineer EM de Burgh.

Further growth of Sydney's suburbs and resultant extensions to this sewerage network necessitated an augmentation of the system, by duplication known as SWSOOS No 2, during 1936 to 1941. Both mains were required to cross the Cooks River by inverted syphons. The current SWSOOS network represents Sydney's largest sewerage system and envelops mains that were constructed from the 1880s through the 1890s, 1900s, 1910s to 1940s. Other individually significant components of the SWSOOS network that occur in the vicinity of the present site include the twin major inverted syphons and syphonic overflows (now under Sydney Airport)(part of ID No SW 33?) and the 1896 sewer vent at West Botany Street, Arncliffe (ID No SW 31 - SHI 4571725).

Within the site the existing engine house chimney was retired for water supply use in 1888, left unused for 28 years then, after being shortened, re-used as a vent in 1916 as part of the work for the new SWSOOS. Various buildings, associated with the new sewerage system, were added to the west. During the 1940s the chimney was further truncated to its present height along with the diversion of the mouth of the Cooks River into Botany Bay and substantial filling of the Engine and Mill Ponds as part of a major expansion and upgrade of airport facilities. From the 1970s a greater appreciation of the special historical and environmental values of the place was apparent through the commissioning of a range of studies to record and assess its significance. However further incursions continued with the 1988 construction of Southern Cross Drive through the middle of the Engine Pond, reclamation by the DMR and more recent works associated with the pre-Olympics upgrade of the airport.

The Lakes Golf Club (1928):

In 1928 construction of a clubhouse near Gardeners Road was commenced for the Lakes Golf Club with the course - to the west and north of the chain of ponds - opening in 1930.

About 1960 the Eastlakes Golf Club was established with an 18-hole course on the eastern and southern side of the ponds. The neighbouring course to the northeast, the Australian Golf Club, was established in 1904 and in the same year it was host for the first Australian open golf title which was won by Michael Scott. Both the Lakes and Australian golf courses have been consistently ranked in the top five golf courses in New South Wales for many years.

The Lakes Golf Club practice precinct (east of the club house):

The practice precinct was excavated on a number of occasions from 1928 to 1970. In the early 1970s the south-eastern area of this land was bulldozed and redeveloped as part of the overall golf course design as a direct result of the state government requiring some of the golf course land to construct Southern Cross Drive. This included extensive excavation of the area of the practice precinct of the golf course. In the mid-1970s some of the practice precinct area formed part of the tennis court construction which required bulldozing the area to prepare the ground for new tennis courts. This was conducted as part of construction of the golf course clubhouse (Kirkman, 2016, 4).

In the early 2000s the practice precinct was renovated as part of a plan to improve course facilities for practice, and to have the course fit with the natural contours and appearance of the sandy dunes and lakes that dominate its site. This included extensive disturbance of the practice precinct area. In 2005 a new club house was built and this resulted in removal of the tennis courts. The practice precinct and some of the driving range tee was bulldozed to remove the tennis courts and then construct the practice chipping area (ibid, 2016, 4-5).

From 2007-09 the entire Lakes Golf Course underwent a comprehensive renovation which included extensive construction works to the south-western section of the practice precinct area. This involved use of a bulldozer and other construction equipment to construct the 10th tees and the area in front of them. This included the small ridge between the driving range tee and the front of the current 10th hole tees (ibid, 2016, 4).²

2.2 Site Specific History

Historical aerial photography available from 1943 indicates that the area containing the subject site remained relatively undeveloped during the early history of the site (refer to Figure 3 to Figure 8 below). The open spaces adjacent to the subject site were progressively developed as a golf course from 1928 and is evident in the historic photography included below.



Figure 3. Excerpt from 1943 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).

² Heritage NSW, "Botany water reserves," State Heritage Inventory, Heritage Item ID: 5051418, accessed 18 April 2023, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5051418>.



Figure 4. Excerpt from 1955 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).



Figure 5. Excerpt from 1971 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).



Figure 6. Excerpt from 1982 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).



Figure 7. Excerpt from 1991 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).



Figure 8. Excerpt from 1991 aerial photography, showing that the subject site remained relatively undeveloped during this period. The red circle indicates the approximate location of the subject site (Source: NSW Historical Imagery, accessed 17 April 2023, <https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccdda8075238cb>, annotated by Heritage 21).

In 2005 a DA was approved for the construction of a new pedestrian access bridge over Wentworth Avenue to provide access between the main Eastlakes Golf Course and its southern holes. This DA included the erection of two illuminated advertising signage panels.³ Historical photography from 2007 shows that the pedestrian footbridge had not yet been constructed. Streetview photography from 2009 shows that the subject pedestrian footbridge had been constructed (see Figure 9 and Figure 10 below). The subject footbridge has remained largely unchanged since its construction, with the bulk of modifications being made to the advertising signage.



³ Bayside Council, "DA Tracker," Development Application Number: 2005/123, <https://eplanning.bayside.nsw.gov.au/ePlanning/Pages/XC.Track/SearchApplication.aspx?as=n>; Bayside Council, "DA Tracker," Development Application Number: 2005/123/A, <https://eplanning.bayside.nsw.gov.au/ePlanning/Pages/XC.Track/SearchApplication.aspx?as=n>.

Figure 9. Excerpt from Google Streetview dated November 2007. Note that the existing pedestrian footbridge had not been constructed during this period (Source: Google Maps, accessed 17 April 2023, <https://www.google.com/maps>).

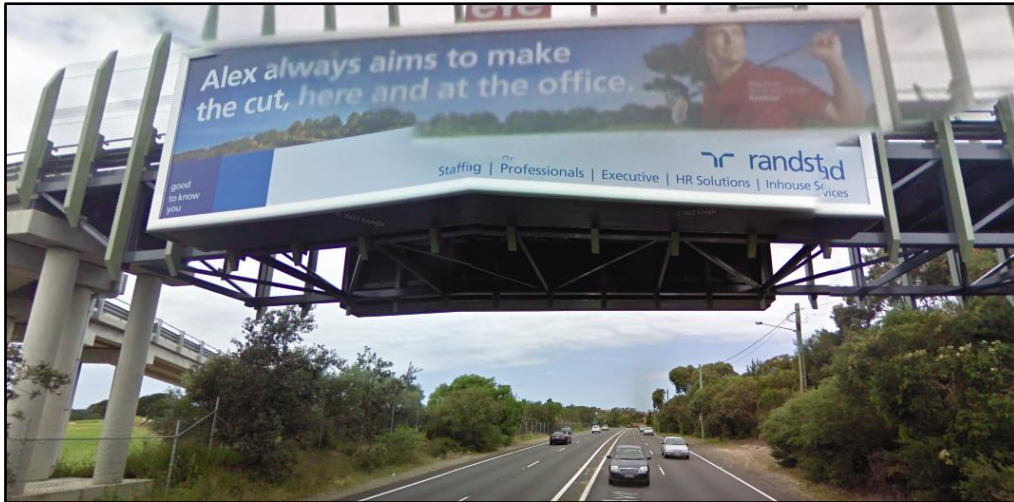


Figure 10. Excerpt from Google Streetview dated November 2009. Note that the existing pedestrian footbridge had been constructed by this time (Source: Google Maps, accessed 17 April 2023, <https://www.google.com/maps>).

3.0 PHYSICAL EVIDENCE

3.1 The Setting

The subject site is located at Lot 1, DP 1144655, which is located along Wentworth Avenue on the southern part of the Eastlakes Golf Club course. The portion of Wentworth Avenue in proximity to the subject site features a gentle slope downhill from the east to the west. Wentworth Avenue is a major thoroughfare and is a two-lane road. Both sides of the avenue feature mature trees and plantings, obscuring views to the Eastlakes Golf Course which is located on either side of the road. The south side of Wentworth Avenue features a shared pedestrian and cycle path, decorated with a green verge.

3.2 Physical Description

The subject site consists of a pedestrian footbridge crossing over Wentworth Avenue. Constructed with a metal truss and concrete support structure, the pedestrian bridge features two illuminated advertising billboards on its east and west elevations. The bridge features decorative metal ribs over the metal truss. The bridge provides access between the northern and southern portions of the Eastlakes Golf Club courses and does not provide pedestrian access to Wentworth Avenue. The subject site is adjacent to the state-listed “Botany water reserves”, sufficiently distanced from the heritage item to not alter the landscaping, wildlife, and other important natural elements. The surrounding sloped landscaping on either side of the highway largely shields the bridge and advertisement billboards from the view of the reserves and the golf course.

3.3 Condition and Integrity

The current form of the pedestrian footbridge has retained the legibility of the original scale and character of the pedestrian bridge. The site appears to be in a good condition and the fabric has remained relatively unchanged since its original construction. The existing illuminated signage appears to be in a good condition.

3.4 Images

The following photographs have been taken by Heritage 21 at the site inspection undertaken on 15 November 2021, unless stated otherwise.



Figure 11. Exterior view of the east side of the pedestrian footbridge. Taken from the south side of Wentworth Avenue, facing north.



Figure 12. Exterior view of the east side of the pedestrian footbridge and Wentworth Avenue below. Taken from the south side of Wentworth Avenue, facing north-west.



Figure 13. Exterior view of the underside of the pedestrian footbridge. Taken from the south side of Wentworth Avenue, facing north-east.



Figure 14. Exterior view of the west side of the pedestrian footbridge. Taken from the south side of Wentworth Avenue, facing east.

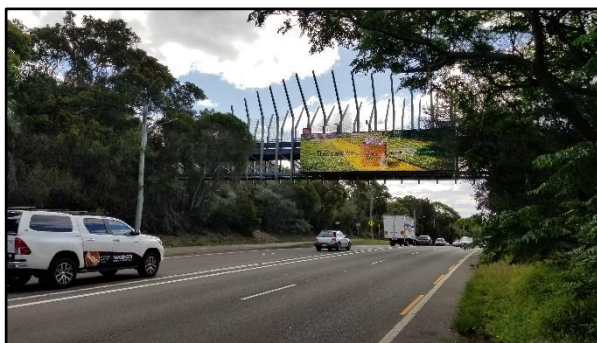


Figure 15. Exterior view of the west side of the pedestrian footbridge and Wentworth Avenue below. Taken from the south side of Wentworth Avenue, facing east.

4.0 HERITAGE SIGNIFICANCE

In order to assess the impact of the proposed works on the heritage significance of the subject site and heritage item in the vicinity of the site, it is necessary to first ascertain the heritage significance of these places. Accordingly, Statements of Significance for the subject site (refer to Section 4.2.1), and item I160 (refer to Section 4.1.1) are provided below. The significance of these places, will form part of our considerations in the assessment of heritage impact, undertaken in Section 6.0 below.

4.1 Established Significance

4.1.1 Botany water reserves (Item I160)

The following Statement of Significance is available for the site on the State Heritage Inventory:

Botany Water Reserve holds considerable value for Sydney and NSW because it contains the only remaining major components - substantial layout and other important physical evidence from the 1850s through to the 1870s - of the unique water supply system that supported the expansion of the Sydney metropolis for most of the latter half of the 19th century, representing Sydney's third main water supply system since colonisation; and on account of the surviving remnants of the early 19th century industries associated with the prominent emancipist merchant Simeon Lord. The site includes land which, in 1855, was the subject of the first resumptions for the purpose of a water supply system by a government in Australia. Part of the original 1850s sand-cast iron water supply pipe remains within the site representing a remnant of the State's oldest main.

This extant remnant of the water supply system also has high collective value as important evidence likewise remains of the two principal Sydney water supply systems (The Tank Stream and Busby's Bore) that predated the Botany system along with those superseding it (The Upper Canal and regional dam systems).

The open space areas encompassed by the item include two regionally rare and distinct remnant vegetation communities known as Sydney Freshwater Wetlands and Eastern Suburbs Banksia Scrub that are both potentially of State significance and are the subject of separate listings as an Endangered Ecological Community under the NSW Threatened Species Conservation Act 1995. The wetlands also have recognised regional ecological value as native animal habitat and movement corridors, and may include animal species of conservation significance.

The item is of regional environmental importance as a major recharge source for the Sydney basin aquifer.

It likely holds special interest as a landmark cultural and recreational landscape for the regional community.

It also has regional importance on account of the substantial infrastructure it contains of the 1910s Southern and Western Suburbs Ocean Outfall Sewer System (SWSOOS No 1) - since augmented during 1936-1941 by SWSOOS No 2 - representing one of the first major separate sewers in Sydney as well as incorporating new ventilation technologies. This infrastructure includes use of the former Engine House chimney as a sewer vent, the viaduct to carry the vent pipe, Sewage Pumping Station No 38 of 1916 near the Engine House ruins and part of the SWSOOS Nos 1 and 2 mains. The overall SWSOOS network remains Sydney's largest sewer system.⁴

4.2 The Subject Site

4.2.1 Assessment of Significance

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

Criterion	Assessment
A. Historical Significance <i>An item is important in the course, or pattern, of NSW's (or the local area's) cultural or natural history.</i>	<p>The subject pedestrian footbridge was most likely constructed between 2007 and 2009 and has functioned as a pedestrian footbridge for pedestrians travelling between different sections of the Eastlakes Golf Course since its construction. The footbridge is not associated with the historic development of the heritage listed "Botany water reserves" site and was constructed to provide amenity for the Eastlakes Golf Course patrons.</p> <p>As such, Heritage 21 is of the opinion that the site does not meet the criterion for historical significance at the state or local level.</p>
B. Associative Significance <i>An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's (or the local area's) cultural or natural history.</i>	<p>There is no known significant human occupation or any event, person or group of importance associated with the footbridge since its construction.</p> <p>As such, the Heritage 21 is of the opinion that the site does not meet the criterion for associative significance at the state or local level.</p>
C. Aesthetic Significance <i>An item is important in demonstrating aesthetic characteristics and/or high degree of creative or technical achievement in NSW (or the local area).</i>	<p>The pedestrian footbridge was designed and constructed for the purpose of improving access for the Eastlakes Gold Club patrons to the southern portion of the golf course. As such, the design of the footbridge is relatively simple and does not present itself as a landmark project or exemplary work by a renowned architect.</p>

⁴ Heritage NSW, "Botany water reserves," State Heritage Inventory, Heritage Item ID: 5051418, accessed 18 April 2023, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5051418>.

⁵ NSW Heritage Office, "Statements of Heritage Impact," in *NSW Heritage Manual* (Paramatta: Department of Planning and Environment, 1996).

Criterion	Assessment
	As such, Heritage 21 is of the opinion that the site does not meet the criterion for aesthetic significance at the state or local level.
D. Social Significance <i>An item has a strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.</i>	<p>To our knowledge, the subject site has no known association with an identifiable group in the area or was used by a particular community for social, cultural or spiritual purposes.</p> <p>As such, Heritage 21 is of the opinion that the site does not meet the criterion for social significance at the state or local level.</p>
E. Technical/Research Significance <i>An item has potential to yield information that will contribute to an understanding of NSW's (or the local area's) cultural or natural history.</i>	<p>There is no evidence to suggest that the footbridge demonstrates construction techniques other than those commonly employed at the time.</p> <p>As such, Heritage 21 is of the opinion that the site does not meet the criterion for technical/research significance at the state or local level.</p>
F. Rarity <i>An item possesses uncommon, rare or endangered aspects of NSW's (or the local area's) cultural or natural history.</i>	<p>Pedestrian bridges built in the early 21st century are not currently rare in Sydney and there are numerous examples in the Sydney area.</p> <p>As such, Heritage 21 is of the opinion that the subject site does not meet the criterion for rarity at the state or local level.</p>
G. Representativeness <i>An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places or cultural or natural environments.</i>	<p>The site was most likely constructed between 2007 and 2009 and has functioned as a pedestrian footbridge for traffic travelling between different sections of the Eastlakes Golf Course since its construction. The footbridge is not associated with the historic development of the heritage listed "Botany water reserves" and does not feature an architectural design that is representative of pedestrian footbridges throughout Sydney.</p> <p>As such, Heritage 21 is of the opinion that the site does not meet the criterion for representativeness at the state or local level.</p>

Notwithstanding the historical development of the subject site, there is no evidence to suggest that the existing structure located at Wentworth Avenue, constructed between 2007 and 2009, demonstrates any of the criteria against which heritage significance is assessed.

5.0 WORKS PROPOSED

5.1 Proposal Description

The planning proposal would request the following amendments to the *Bayside Local Environmental Plan 2021*:

- To add a Clause under Schedule 1 Additional Permitted Uses of the BLEP 2021, that will permit signage.

5.2 Drawings

Our assessment of the proposal is based on the following drawings by Harrison Friedman & Associated Pty Ltd dated 14 March 2023 and received by Heritage 21 on 11 April 2023. These are reproduced below for reference only; the full set of drawings accompanying the development application should be referred to for any details.

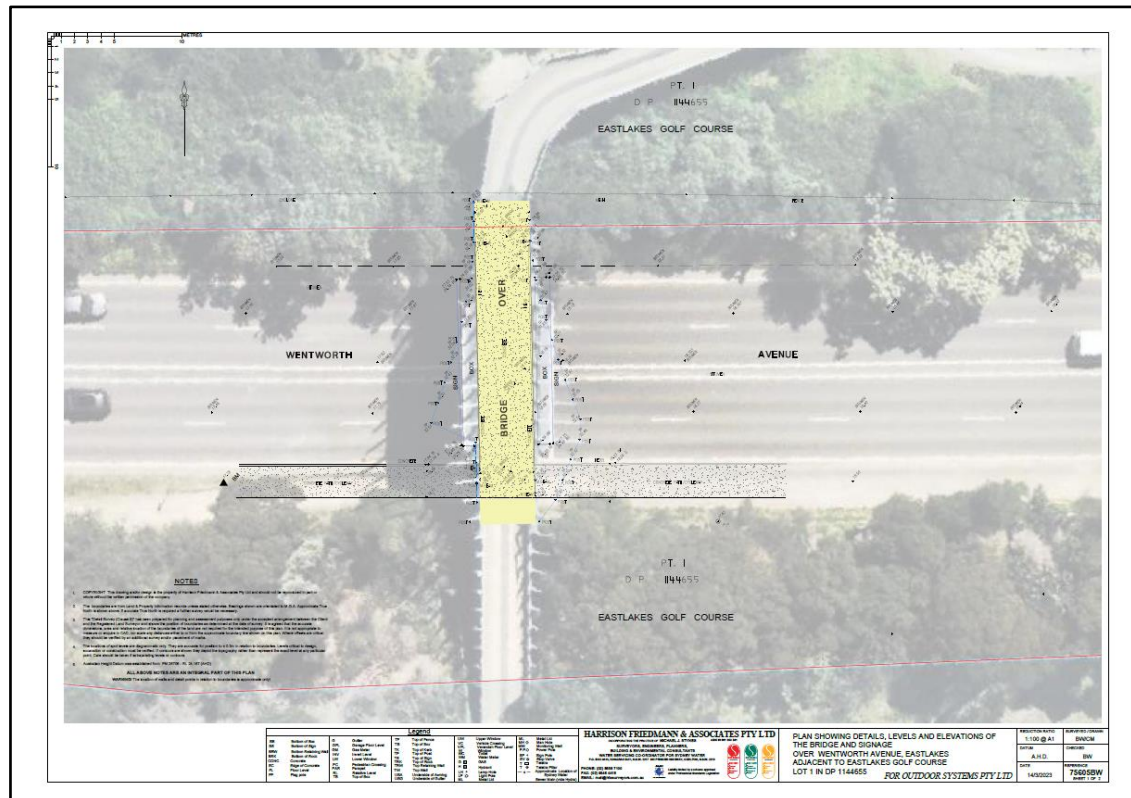


Figure 16. Existing Site Plan.

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the planning proposal as described in Section 5.0 above. These constraints and requirements form the basis of this Heritage Impact Assessment.

6.1.1 Bayside Local Environmental Plan 2021

The statutory heritage conservation requirements contained in Section 5.10 of the *Bayside Local Environmental Plan (BLEP) 2021* are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are outlined below:

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

6.1.2 Bayside Development Control Plan 2023

Our assessment of heritage impact also considers the heritage-related sections of the Bayside Development Control Plan (BDCP) 2023 that are pertinent to the subject site and planning proposal. These include:

3 General Development Provisions

3.4 Heritage

3.4.1 Heritage Overview – General

3.4.5 Development adjoining or in close proximity to Heritage Items

3.16 Signs and Advertising

3.16.1 General

3.16.2 Illuminated and Animated Signage

3.16.3 Signage Types

3.16.8 Advertising and Advertising Structures

6.1.3 Local Environmental Plan Making Guideline – September 2023

Our assessment of heritage impact considers the heritage-related sections of the Local Environmental Plan Making Guideline 2023 that are pertinent to the subject site and the planning proposal. These include:

Section 2: The Planning Proposal

Planning Proposal Preparation

Part 3 – Justification of strategic and site-specific merit

6.1.4 Greater Sydney Region Plan & Eastern City District Plan – June 2018

Our assessment of heritage impact considers Objective 13 of the Greater Sydney Region Plan, and Planning Priority E6 of the Eastern City District Plan, both updated in June 2018, that are pertinent to the subject site and the planning proposal. These are outlined below:

Objective 13: Environmental heritage is identified, conserved and enhanced

Strategy 13.1 – Identify, conserve and enhance environmental heritage by:

- *managing and monitoring the cumulative impact of development on the heritage values and character of places*

Planning Priority E6: Creating and renewing great places and local centre, and respecting the District's heritage

Action 20.C – Identify, conserve and enhance environmental heritage by:

- *managing and monitoring the cumulative impact of development on the heritage values and character of places*

6.1.5 NSW Office of Environment & Heritage guidelines

In its guidelines for the preparation of Statements of Heritage Impact, the NSW Office of Environment & Heritage provides a list of considerations in the form of questions aiming at directing and triggering heritage impact assessments. These are divided in sections to match the different types of proposals that may occur on a heritage item, item in a heritage conservation area or in the vicinity of heritage items. Below are listed the considerations which are most relevant to the planning proposal as outlined in Section 5.0 of this report.

New signage

- *How has the impact of the new signage on the significance of the heritage item been minimised?*

- *Have alternative signage forms been considered (e.g. free-standing)? Why were these alternatives rejected?*
- *Is the signage in accordance with required local planning provisions?*
- *Will the signage visually dominate or obscure the heritage item or streetscape of a heritage area?*
- *Can the signage be externally illuminated rather than internally illuminated?*

Works adjacent to a heritage item or within the heritage conservation area (listed on an LEP)

- *Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?*
- *Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?*
- *Will the proposed works impact on the integrity or the streetscape of the heritage conservation area?*

6.2 Heritage Impact Assessment

Below we assess the impact that the planning proposal would have upon the subject site, and the heritage item in the vicinity. This assessment is based upon the Historical Context (refer to Section 2.0), the Physical Evidence (refer to Section 3.0), Heritage Significance (refer to Section 4.0) the Proposal (refer to Section 5.0), a review of the Heritage Management Framework (refer to Section 6.1) and the impact of the proposal on the relevant heritage item situated in the vicinity of the site (refer to Sections 1.3 and 3.4).

6.2.1 Impact Assessment against the BLEP 2021

The statutory heritage conservation requirements contained in Section 5.10 of the *Bayside LEP 2021* are pertinent to any heritage impact assessment for future development on the subject site. We assess the proposal against the relevant clauses below.

CLAUSE	ASSESSMENT
(1) Objectives	The proposal does not entail any work to sites and places listed as heritage items under Schedule 5 of the <i>Bayside LEP 2021</i> . However, the site is located in the vicinity of the “Botany water reserves”, which is listed under Schedule 5 of the BLEP 2021. It is our general assessment that the planning proposal to add a Clause under Schedule 1 Additional Permitted Uses of the BLEP 2021, that will permit signage on the site would not engender a negative impact on the heritage significance of the subject site. The existing signage would continue to be used and would not result in the alteration or modification of existing fabric. The planning proposal would similarly not engender a negative impact to the adjacent “Botany water reserves” heritage item, its contributory fabric and general setting.
(2) Requirement for consent	This Planning Proposal is lodged to Council to gain consent for the works proposed in the vicinity of heritage items listed under Schedule 5 of the <i>Bayside LEP 2021</i> .
(4) Effect of proposed development on heritage significance	This Statement of Heritage Impact accompanies the Planning Proposal in order to enable Bayside Council, as the consent authority, to ascertain the extent to which the proposal would affect the heritage significance of the heritage items located in the vicinity of the site.
(5) Heritage assessment	

6.2.2 Impact Assessment Against the BDCP 2023

The proposed planning proposal at the subject site would seek to add a Clause under Schedule 1 Additional Permitted Uses of the BLEP 2021 that will permit signage. Heritage 21 is of the opinion that the planning proposal would not engender a negative impact to the heritage significance of the nearby “Botany water reserves” heritage item listed under Schedule 5 of the BLEP 2021. The existing pedestrian bridge features two digital advertising billboards on its east and west facades. The planning proposal would seek to make use of these existing advertising billboards instead of

introducing additional advertising to the subject site. The pedestrian bridge also has an established history of featuring advertising on its facades since its construction between 2007 and 2009.

The planning proposal would similarly not engender a negative heritage impact to the nearby “Botany water reserves” heritage item. The pedestrian bridge is located in an isolated position, away from structures and buildings listed as heritage significant within the “Botany water reserves” heritage curtilage and would thus engender minimal impact to heritage significant views afforded to these structures. The continued use of signage would also not engender a negative heritage impact on nearby landscaping of the “Botany water reserves”, vegetation or animal species of said reserves.

The “Botany water reserves” has state significance for providing evidence of two early Sydney water systems that precedes The Upper Canal and dam systems. The heritage item includes rare vegetation communities, the Sydney Freshwater Wetlands and the Eastern Suburbs Banksia Scrub, both identified as an Endangered Ecological Community. Heritage 21 understands that these elements of the heritage item are important to the historical development of water supply systems in the local area, as well as conserving local animal habitats and species. The proposed planning proposal aims to facilitate the continued use of existing digital billboard advertising on the Eastlakes Golf Club pedestrian footbridge, which is sufficiently distanced from the heritage item to ensure that the proposal would not negatively impact the heritage significance of the reserves.

The subject site has established a precedent of advertisement signage since its construction between 2007 and 2009. As such, the planning proposal to permit signage on the subject site would not engender a negative impact to the heritage significance of the nearby “Botany water reserves”.

6.2.3 Impact Assessment against the Local Environmental Plan Making Guideline – September 2023

The planning proposal would seek to add a Clause under Schedule 1 Additional Permitted Uses of the BLEP 2021 that will permit signage within the subject site. Heritage 21 notes that the proposal would seek to continue to use the existing digital advertising billboards on the pedestrian bridge. As per Section 1.3 and 5.0 of this report, the planning proposal would not seek to make any alterations or additions to a heritage item listed under Schedule 5 of the BLEP 2021. The planning proposal would be in the vicinity of the “Botany water reserves” heritage item. However, the advertising signage would not engender a negative impact to the heritage significance of the nearby heritage item, nor any associated buildings, structures, landscaping, vegetation, wildlife, or water supply systems. As such, Heritage 21 is of the opinion that the planning proposal to the subject site would not engender a negative heritage outcome for the nearby “Botany water reserves”, nor would the proposal result in a visually intrusive or dominant element that obstructs views to the nearby heritage item. The existing advertising signage is integrated into the pedestrian bridge structure and the planning proposal would continue the use of these advertising billboards, which have been utilised since its original construction between 2007 and 2009.

6.2.4 Impact Assessment Against the Greater Sydney Region Plan & Eastern City District Plan – June 2018

The request for additional information received by the client from Bayside Council on 13 October 2023 (PP-2023/3/1) outlined the following:

Noting that the subject site is adjoined by a state and locally listed heritage item, which is recognised for its notable scenery, the Planning Proposal will need to address Objective 13 of the Greater Sydney Region Plan, and the associated Strategy 13.1 which identifies a need to manage and monitor the cumulative impact of development on the heritage values and character of places. This will also require consideration of Planning Priority E6 Creating and renewing great places and local centres, and respecting the District’s heritage and corresponding Action 20.C of the Eastern City District Plan.

As previously mentioned, the proposed planning proposal would not involve new development in the vicinity of the locally-listed and state-listed “Botany water reserves”. The proposal seeks to continue the use of the advertising displayed on the Eastlakes Golf Club Pedestrian Footbridge, which is sufficiently sheltered from the golf course and associated reserves. The continued use of advertising signage would not engender a negative impact on the heritage values or character of the heritage landscape. The proximity of the signage to the reserves has been identified, and it is the opinion of Heritage 21 that the continued use of such signage respects the heritage values of the place. The impact of the billboards is mitigated and managed by the surrounding landscape, shielding the view of the signs from the golf course and the nearby reserves.

6.2.5 Impact Assessment Against the NSW Office of Environment & Heritage guidelines

As acknowledged in Section 6.1.3, the NSW Office of Environment & Heritage has identified a list of considerations in the form of questions aiming at directing and triggering heritage impact assessment. Below, we assess the proposal against the most pertinent of these questions.

Question	Assessment
New signage	
<i>How has the impact of the new signage on the significance of the heritage item been minimised?</i>	The planning proposal would seek to continue to utilise the existing digital advertising billboards. As such, the proposal would engender no negative impact to the nearby “Botany water reserves” and its associated buildings and structures. The landscaping and setting of the heritage item would not be negatively impacted by the continued use of signage on the pedestrian footbridge.
<i>Have alternative signage forms been considered (e.g. free standing)? Why were these alternatives rejected?</i>	The existing digital billboards were recently constructed to replace the previous static signs. These digital billboards occupy a smaller surface area than the previous static signs. As such, Heritage 21 is of the opinion that the exiting billboards provide a more sympathetic signage solution, which reduces its potential

	impact to the heritage significance of the nearby “Botany water reserves”.
<i>Is the signage in accordance with required local planning provisions?</i>	As addressed above, the planning proposal seeks to introduce a Clause under Schedule 1 Additional Permitted Uses of the BLEP 2021 to permit the continued use of signage on the pedestrian footbridge. The advertising billboards located in the vicinity of the “Botany water reserves” would not visually dominate the heritage item and would continue the existing display of signage that has been on site since its construction.
<i>Will the signage visually dominate or obscure the heritage item or streetscape of a heritage area?</i>	The existing signage and pedestrian bridge are largely separated from any nearby heritage significant buildings, structures and landscaping located within the curtilage of the “Botany water reserves”. As such, Heritage 21 is of the opinion that the signage would not visually dominate the heritage item.
<i>Can the sign be externally illuminated rather than internally illuminated?</i>	No, the planning proposal would seek to continue the use of the existing digital advertising billboards and would not seek to modify or remove the existing signage. As noted in the responses above, Heritage 21 is of the opinion that the digital signage would engender no negative heritage impact to the heritage significance of the “Botany water reserves” due to the location of the subject pedestrian bridge far away from any heritage significant structures, buildings, landscaping, native wildlife, and water supply systems.
Works adjacent to a heritage item or within the heritage conservation area (listed on an LEP)	
<i>Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?</i>	<p>The planning proposal does not seek to alter the footbridge or conduct new works on site. The site is, however, located in the vicinity of the “Botany Water reserves”, and as such the impact to the heritage item must be assessed.</p> <p>The continued use of the signage would not affect the heritage significance of the adjacent heritage item as it is sufficiently distanced from the reserves to not alter the landscaping, wildlife, or important elements of the “Botany Water reserves”.</p>
<i>Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?</i>	The continued display of advertisement signage on the footbridge would be largely sheltered by trees on either side of the highway. The southern boundary of the highway features a dramatic slope down to the road and the northern boundary features mature trees along the highway, shielding the view of the signage from both sides of the reserves. As such, views to the signage from the golf course would be mitigated by the surrounding landscape. Views to the heritage item would not be affected.

<i>Will the proposed works impact on the integrity or the streetscape of the heritage conservation area?</i>	Not applicable, the site is not located within a heritage conservation area.
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7.0 CONCLUSION & RECOMMENDATIONS

7.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.⁶

7.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects of the planning proposal would respect the heritage significance of the subject site, and heritage items in the vicinity:

- The planning proposal would allow the subject site to continue to be used for advertising signage.
- The planning proposal would seek to utilise the existing signage and would not seek to modify or include additional signage.
- The proposal would not seek to modify or alter fabric listed under Schedule 5 of the Bayside LEP 2021.
- The pedestrian bridge is located in an isolated position, away from structures, buildings and landscaping listed as heritage significant within the 'Botany water reserves' heritage curtilage and would thus engender minimal impact to heritage significant views afforded to these structures and associated landscaping.
- The proposal would not alter or impact significant natural elements of the adjoining "Botany Water reserves", including the Sydney Freshwater Wetlands, the Eastern Suburbs Banksia Scrub, animal species and their habitats, as well as other features of the landscaping.

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

In our view, there are no aspects of the proposal which could be detrimental to the significance of the subject site, and heritage items in the vicinity. The neutral impacts of the proposal have been addressed above in Section 7.1.1.

7.1.3 Sympathetic alternative solutions which have been considered and discounted

Heritage 21 was not involved in the design process of the proposed development. Notwithstanding, no solutions of greater sympathy with the significance of the subject site, heritage conservation area or heritage items in the vicinity are known to us.

⁶ NSW Heritage Office, "Statements of Heritage Impact."

7.2 General Conclusion

Heritage 21 is therefore confident that the proposed development complies with pertinent heritage controls and would engender neutral impact on the heritage significance of the subject site and heritage items in the vicinity. We therefore recommend that Bayside Council view the application favourably on heritage grounds.

8.0 SOURCES

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