

STATEMENT OF HERITAGE IMPACT

Dawn Fraser Baths, Balmain

October 2018



DAWNS FRASER BATHS, BALMAIN

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared to accompany a development application for proposed works to the Dawn Fraser Baths in Balmain, with minor works to the Fitzroy Avenue Park and Elkington Park.

Specialists have identified major issues threatening the continued viability of the Southern Pavilion and central entry building, including rising sea levels, code non-compliance and acute maintenance concerns. Structural engineers, ACOR have determined that 70 - 80% of structural elements in the Southern Pavilion require replacement. The primary aspect of the proposed development, designed by TKD Architects, is to demolish and reconstruct the Southern Pavilion to meet relevant regulatory requirements and at a higher level, with an estimated renewed lifespan to 2050.

This report concludes that the proposed works are the best available approach to conserving the site's heritage significance while ensuring the ongoing viability of the baths.

1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by Inner West Council and by the NSW Office of Environment and Heritage, Heritage Division guidelines, and the policies of the 2018 CMP, prepared by GBA Heritage.

1.3 METHODOLOGY AND STRUCTURE

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

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

1.4 SITE IDENTIFICATION

The Dawn Fraser Baths is on the foreshore of the Parramatta River in Balmain, north of Fitzroy Avenue. It is described by NSW Land Registry Services (NSW LRS) as Lot 1, DP 179092 and Lot 639, DP 752049. The Southern Pavilion and Entry Building partly extends into Elkington Park, described by NSW Land Registry Services (NSW LRS) as Lot 1, DP 724787.

The relevant portion of the Fitzroy Avenue Reserve, 1 Fitzroy Avenue, immediately east of the Baths, is described by NSW Land Registry Services (NSW LRS) as Lot 1, DP131599 and Lot 55, DP 1352.

The subject site has been known by a number of names over its lifespan, including the White Horse Point Baths, The Elkington Park Baths, The Municipal Baths, The Balmain Corporation Baths, The Dawn Fraser Baths and The Dawn Fraser Pool. This report identifies the site as the Dawn Fraser Baths.

1.5 HERITAGE MANAGEMENT FRAMEWORK

The Dawn Fraser Baths, including interiors, Elkington Park and the Fitzroy Avenue Park are listed as heritage items of local significance in Schedule 5 of the *Leichhardt Local Environmental Plan (LEP) 2013*. All three listed items are within the Iron Cove Heritage Conservation Area. The Dawn Fraser Baths is also listed on the State Heritage Register of New South Wales. Accordingly, the Inner West Council and the NSW Heritage Council are the dual consent authorities for heritage issues.

Other listed heritage items in the wider locality include: 6 individually listed terraced houses at 2 - 12 Fitzroy Avenue.

As such, the property is subject to the heritage provisions of the *NSW Heritage Act*, the *Leichhardt LEP 2013* and the *Leichhardt Development Control Plan (DCP) 2013* under the *Environmental Planning and Assessment Act 1979*. Inner West Council must take into consideration the potential impact of any proposed development on the heritage significance of the heritage items.

NSW Heritage Act 1977

The *NSW Heritage Act 1977* (Amended) is an Act to conserve the environmental heritage of New South Wales. The Act established the Heritage Council of NSW, and the State Heritage Register.

1.6 AUTHORSHIP

This report has been prepared by Dr Cameron Hartnell, Heritage Consultant, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.7 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

This Statement of Heritage Impact does not include a comprehensive historical overview or a detailed description of the property as these are included in the accompanying *CMP*.

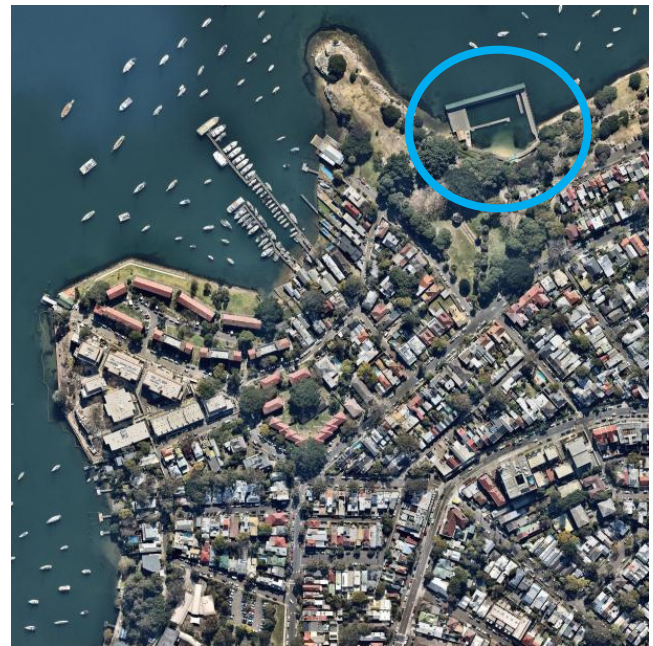


Figure 1.1

Aerial photograph showing the location of the subject site marked with a blue circle

Source: NSW LPI SIX Maps Website

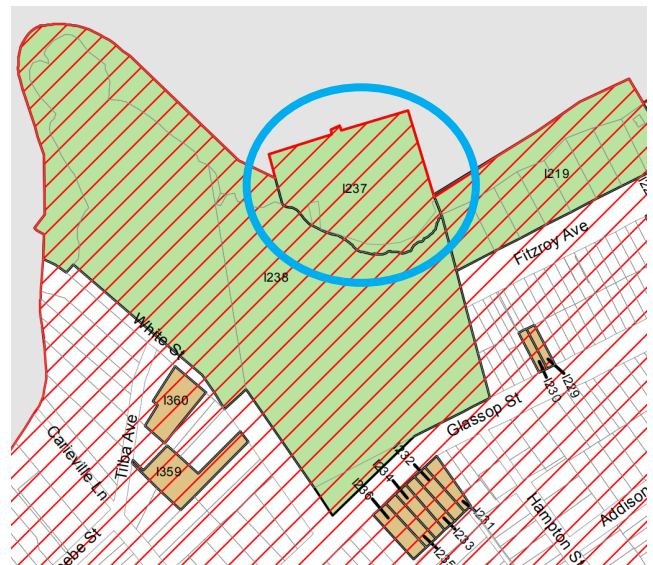


Figure 1.2

Extract from the LEP Heritage Map 6 showing the subject site marked with a blue circle

Source: NSW Government Legislation Website

1.8 COPYRIGHT

Copyright of this report remains with the author, GBA Heritage.

2.0

ESTABLISHED HERITAGE SIGNIFICANCE

2.1 ESTABLISHED SIGNIFICANCE OF THE DAWN FRASER BATHS

The following Statement of Significance for the Dawn Fraser Swimmin Pool has been sourced from the NSW Heritage Register, database entry number 5001040:

Statement of Significance:

The pool is a complete swimming complex extending back to the turn-of-the-century. It is an excellent example of pool architecture no longer practiced and a well known Sydney landmark set in an attractive harbourside location which has become a feature of the pool. It is a representative of the swimming identities and world champions. It provides evidence of the popularity of swimming as a competitive and recreational sport in Australia.

The 2018 Conservation Management Plan, prepared by GBA Heritage, that accompanies this report provides a Statement of Significance based on updated historical research on the facility, as follows:

The Dawn Fraser Baths is a public tidal baths in the Parramatta River. It opened in 1882 as an original feature of the newly established Elkington Park and was the first Municipal baths in Balmain. The Baths has been operational to the present day. It has been modified many times over its lifespan, most notably in 1888, 1900, 1910, 1926, c.1984, 1993-95 and 2015, when the Baths were expanded and new facilities were constructed. The southern pavilion built in 1900 survives relatively intact. The pool's current format was established in 1926, when the entry building, western shed and northern pavilion were constructed, the latter having been sympathetically replaced in 1993-95.

The Dawn Fraser Baths is highly significant as the only surviving example of a fully enclosed, public tidal baths from the late-19th and early-20th centuries in Australia. This type of baths was once a common Sydney Harbour recreational and sporting facility and is a remarkable survivor from that time. It is a landmark in the Parramatta River and Sydney Harbour.

It is a good example of a Federation style baths, with two storey timber pavilions with spectator balconies and pool side walkways. The southern pavilion retains its original first floor changing booths. The sense of enclosure reflects the Victorian and Federation-era desire to protect bather's privacy and modesty. The facility has retained its sense of identity over its lifespan through retention of its sense of enclosure, ongoing association with aquatic sports, and the evolutionary approach to change adopted.

The Dawn Fraser Baths are highly significant NSW's aquatic sporting history. From the late-1880s to the early 1900s, the Baths were a premier sporting competition venue in the State's nascent competitive swimming and water polo competitions. It was the scene of a number of state and national swimming records and at least one World record. For many decades, the Baths have been the training ground for numerous swimming and water polo champions at the state, national and international level.

The Dawn Fraser Baths are associated with former Balmain alderman and mayor, Albert Elkington, who was instrumental in the establishment of Elkington Park and after which the Baths were originally named. They are also associated with Dawn Fraser, a nationally recognised sports and political identity who trained at the Baths in her youth. The Baths were named in her honour in 1964. It has been the base for the Balmain Swimming Club since 1884, which is the oldest swimming club in Australia and which has produced many state and national sporting champions.

2.2 ESTABLISHED SIGNIFICANCE OF FITZROY AVENUE PARK

The following Statement of Significance for Fitzroy Avenue Park has been sourced from the NSW Heritage Inventory, database entry number 1940234, *Fitzroy Avenue Park*:

Statement of Significance:

Fitzroy Avenue Park is of local historic, aesthetic and social significance as part of an early subdivision and early 20th century industrial site that was converted to a waterfront public reserve in the 1970s. One of several waterfront Parks established at this time, the Park has continued to provide public facilities. It retains rock walls and features and significant views to the River Islands and makes a positive contribution to the local area.

2.3 ESTABLISHED SIGNIFICANCE OF THE IRON COVE CONSERVATION AREA

The Dawn Fraser Baths and Fitzroy Avenue Park are located within the boundaries of the Iron Cove Conservation Area which is listed as an item of local heritage significance on Schedule 5 of the *Leichhardt LEP 2013*.

The Inner West Council Website contains the following pertinent information for the *Iron Cove Conservation Area*:

Significant Characteristics:

- *Stone steps providing public pedestrian access.*
- *Elkington Park - Mature trees, palm trees and Edwardian plantings.*
- *Landmarks: the Birchgrove Public School and the Elkington Park) with the Dawn Fraser Swimming Pool) are noticable places within the area and visible from the harbour.*

Statement of Significance or Why the Area is Important:

- *One of a number of conservation areas that collectively illustrate the nature of Sydney's early suburbs and Leichhardt's suburban growth particularly between 1871 and 1891, with pockets of infill up to the end of the 1930s (ie prior to World War II).*
- *This area is important for illustrating development particularly from 1870s–1910s, and this forms the major element of its identity, with later pockets of infill prior to World War II (ie pre-1939).*

2.4 ESTABLISHED SIGNIFICANCE ELKINGTON PARK

The following Statement of Significance for Elkington Park has been sourced from the NSW Heritage Inventory, database entry number 11940253, *Elkington Park*:

Statement of Significance:

Elkington Park is of local historic, aesthetic and social significance as part of an early subdivision and open public recreation space and waterfront park established by Balmain Council in c. 1880 with design and plantings also dating from the early 20th century. The Park has strong links with the Dawn Fraser Pool and has significantly continued to be used since its establishment. The Park retains significant trees and plantings and landmark point and retains early rotunda and features which make a positive contribution to the local area and Parramatta River.

2.5 ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE

There are no listed heritage items in the vicinity of the proposed works. Other listed heritage items in the wider locality, including terraced houses at 2 - 12 Fitzroy Avenue, which are physically and visually separated from the subject site by steep topography and Fitzroy Avenue Park.

3.0

DESCRIPTION OF THE PROPOSAL

The proposed development, designed by TKD Architects, is Option 2 of four options considered by Inner West Council to resolve major issues related with poor structural maintenance and rising sea levels. This report considers the proposed works as shown in Revision D of the architectural drawings prepared by TKD, dated 27 August 2018, numbered as follows:

Drawing No.	Drawing Title
AR.DA.0000	Cover Sheet
AR.DA.1001	Existing/Demolition Southern Pavilion Ground Floor Plan
AR.DA.1002	Existing/Demolition Southern Pavilion First Floor Plan
AR.DA.1003	Existing/Demolition Northern Pavilion Ground Floor Plan
AR.DA.1004	Existing/Demolition Northern Pavilion First Floor Plan
AR.DA.1101	Existing/Demolition Southern Pavilion Elevations
AR.DA.1102	Existing/Demolition Northern Pavilion Elevations
AR.DA.1201	Existing/Demolition Southern Pavilion Sections
AR.DA.2001	Proposed Southern Pavilion Ground Floor Plan
AR.DA.2002	Proposed Southern Pavilion First Floor Plan
AR.DA.2003	Proposed Northern Pavilion Ground Floor Plan
AR.DA.2004	Proposed Northern Pavilion First Floor Plan
AR.DA.2101	Proposed Southern Pavilion Elevations
AR.DA.2102	Proposed Northern Pavilion Elevations
AR.DA.2201	Proposed Southern Pavilion Sections
AR.DA.3000	Central Pavilion Proposed Repair Scope
AR.DA.3001	Southern Pavilion Elevations - Perspective Renders - Material Schedule
AR.SK.1001 (18 August)	Southern Pavilion Existing/Demolition Ground Floor Cadastral Overlay

Also cited was a plan by Norton Survey Partners, "Plan showing selected detail & Levels over Elkington Park Cottage, Balmain".

It is proposed to undertake works within the Dawn Fraser Baths, Fitzroy Avenue Park and Elkington Park sites, including:

Raising Southern Boardwalk and Ground Floor

- Raising of the southern boardwalk and ground floors of the Entry Building and Southern Pavilion by approximately 1 metre with a suspended slab. The slab would be faced with a sandstone sea wall.
- The proposed higher level at 2.21m AHD allows for anticipated sea level rise to 2050.
- Modify / extend existing stone sea wall steps, boardwalk ramps and surrounding landscape sandstone paving for new higher boardwalk level.

Southern Pavilion (excluding 1926 Entry Building)

- Careful demolition of the Southern Pavilion, including the c.1984 bathroom annexes, change rooms, office and first aid room.
- Salvage and reuse of sound fabric according to "Fabric Salvage & Reuse Methodology".
- Reconstruction of the Southern Pavilion at the new raised ground level, largely in keeping with the original 1900 design, including:
 - General use of matching or similar materials, and salvaged materials,
 - Replacement of poorly suited Baltic pine weatherboard southern exterior cladding with colorbond sheeting, in keeping with the pre-c.1984 external cladding,
 - BCA compliant stairs,
 - Slightly reduced pitch to the balcony roof,
 - Construction of new bathroom annexes generally matching the existing c.1984s building envelope but with new interior layout. The existing c.1984 change rooms within the baths boardwalk will not be reconstructed,
 - Reconstruction of change cubicles and privacy panels from the 1900 Baths on ground floor, and
 - Reconstruction of many central support posts missing from the existing pavilion.
- Install a roof over the entry courtyard.
- Install equitable access and egress entry through perimeter of southern pavilion at the entry courtyard.
- Installation of first aid room and accessible toilet and shower in reconstructed annex.

1926 Entry Building

- Retention of the 1926 Entry Building with kiosk floor level raised by 0.67 metres.
- Reconstruct Entry Building balcony, matching existing materials and general form but at a height consistent with the reconstructed Southern Pavilion balconies, thereby removing two ramps and re-establishing the original 1900, single level balcony design.
- Construct a new balcony roof with a lower pitch to retain views of the parapet and pyramidal roof.
- Construct new club storage floor at a higher level.
- Modify existing doors and windows for higher first floor level.
- Modify roof framing to accommodate raised first floor but existing external roof profile unchanged.
- New ground floor fitout.

Northern Pavilion

- Install 15 1KW photo voltaic cells (solar panels) on the roof, including roof access static line maintenance system.
- Conduct routine repairs / maintenance to northern pavilion, as per *Northern Pavilion - Structural Engineering Repair Scope Summary*

Water Polo Lights

- Install four 200mm diameter, 12.4m high light poles. 2 located within the Northern Pavilion Structure and 2 located by south side of pool pontoon, set on 300mm concrete piles.

All Buildings

- Install code compliant fire sprinkler systems
Install / upgrade all emergency lighting, exit signs, extinguishers and hose reels to code compliance

Eastern and Western Boardwalks

- Raise eastern and western boardwalks to match levels at northern and southern ends. Materials to match existing.

Southern (External) Perimeter Path

- Salvage sound existing sandstone paving to external pathway.
- Raise pathway between entry courtyard and Fitzroy Park.
- Alter the eastern perimeter entry between baths and Fitzroy Park with a replacement maintenance/emergency double gate and installation of a new accessible gate.
- Raise sea wall to Fitzroy park with matching sandstone.

Elkington Park

- Install a sprinkler booster and valves adjacent the rear fence of the Caretaker's Cottage.

The need to undertake major works to the Southern Pavilion and surrounding landscape is supported by extensive specialist advice.

Condition reports prepared by Shreeji Consultant (2017), and ACOR (2018), both peer reviewed by Mott Macdonald (2018), provide a detailed account of the Baths' current condition. In summary, the ACOR assessment found the Southern Pavilion to be "moderately to severely deteriorated" and recommended that 70-80% of structural members required replacement. A February 2018 report by TKD and ACOR report found that refurbishment of the existing Southern Pavilion "may be unjustifiable, compared with total demolition and re-construction."

The Southern Pavilion currently floods during king tides, making the building uncertifiable and therefore unusable. A 2018 Coastal Assessment by Cardno determined that flooding events will increase in frequency and severity in the future. The proposed works have been designed to reflect the findings of the 2018 Cardno study, to ensure the proposed development is viable to around 2050. This timespan is consistent with the projected lifespan of the proposed reconstructed southern pavilion, a timber structure located in a harsh marine environment.

The proposed major works to the Southern Pavilion and 1926 Entry Building have been carefully considered with in-depth advice from GBA Heritage to minimise negative impacts on heritage significance. Inner West Council sought professional advice on the potential to mechanically raise the 1926 Entry Building, and thereby reduce the need for works to the existing openings, which determined the works would be prohibitively expensive and would risk the structural integrity of the building. Inner West Council subsequently made an indepth analysis of four options to address the pressing condition and sea level rise issues, which was reviewed by the project stakeholders, including GBA Heritage. The proposed works reflect option 2, which was found to be economically, structurally and functionally viable while minimising negative impacts on heritage fabric.

The location and design of the sprinkler booster and valves has been developed in consultation with specialist fire services engineers and would assist in the protection of the Caretaker's Cottage and the Dawn Fraser Baths.

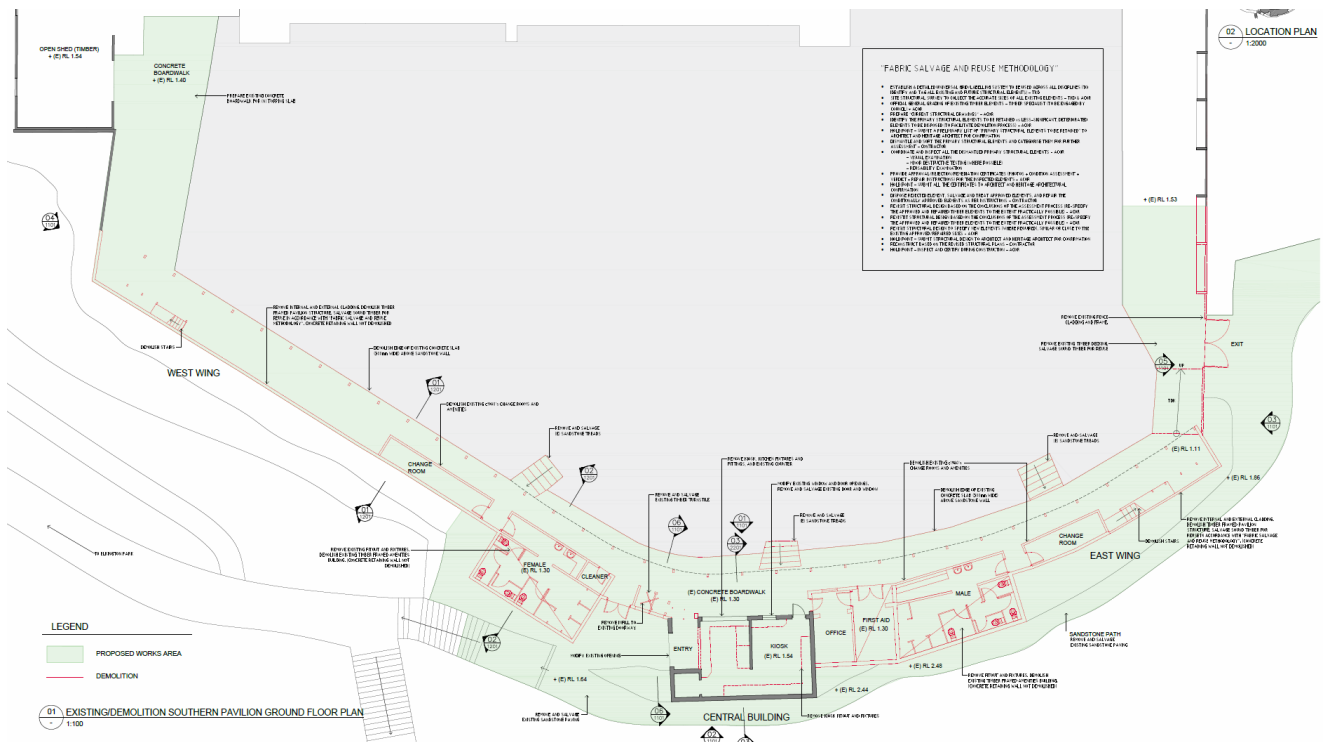
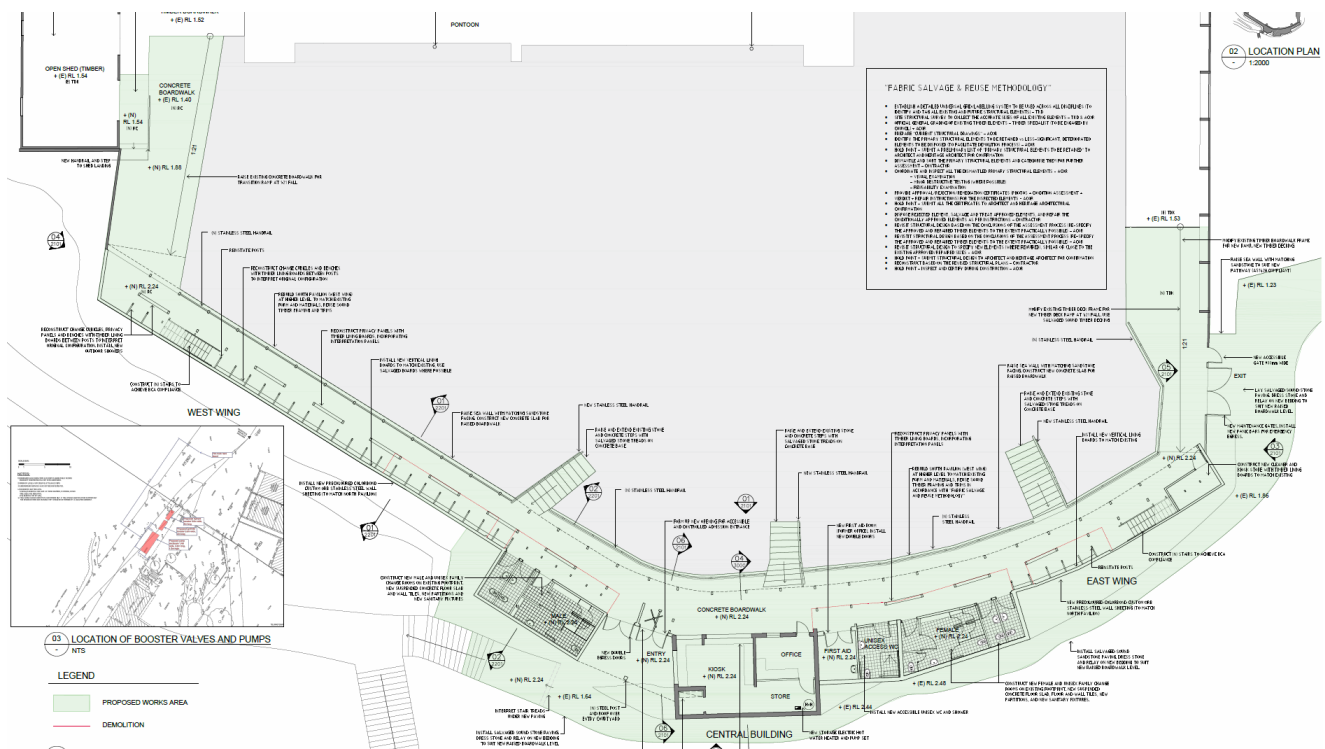


Figure 3.1 (above)
Ground floor demolition plan for the southern section of the subject site
Source: TKD Architects

Figure 3.2 (below)
Ground floor proposed works plan for the southern section of the subject site. Note the proposal returns a number of original (1900) design features, including support posts, change rooms and privacy panels, while removing the c.1984 change rooms which currently intrude into the boardwalk space
Source: TKD Architects



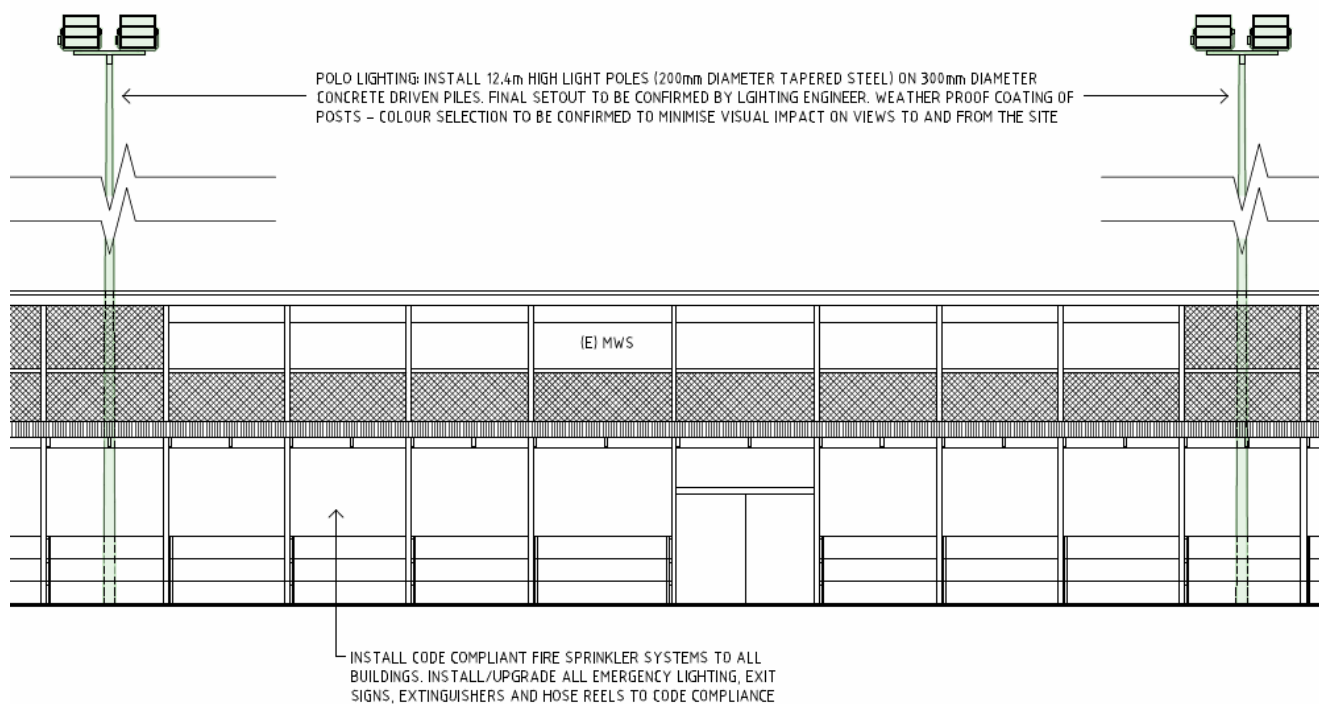


Figure 3.3 (above)

Southern elevation of the northern pavilion showing the indicative location of the proposed water polo lights

Source: TKD Architects

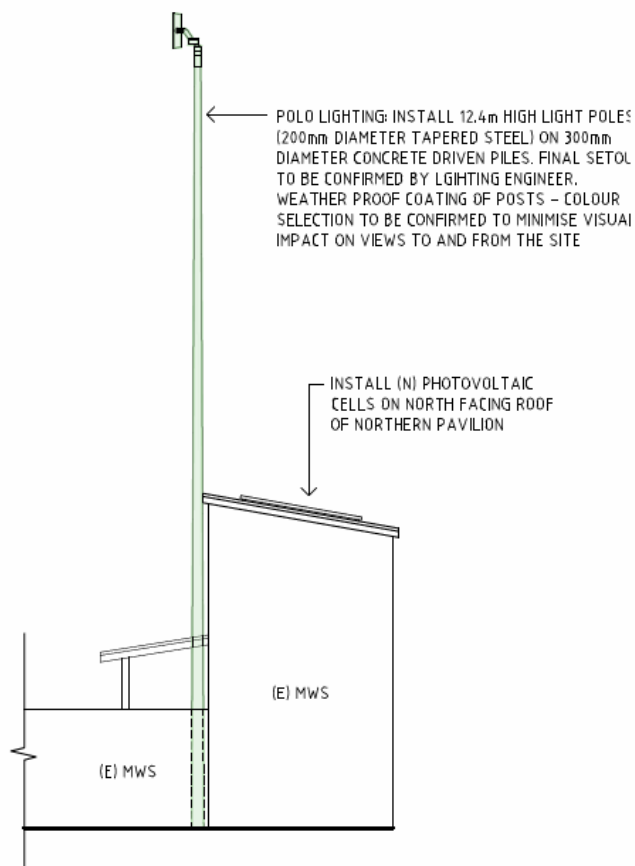


Figure 3.4 (left)

Eastern elevation of the northern pavilion showing the relative height of the proposed water polo lights to the pavilion structure

Source: TKD Architects

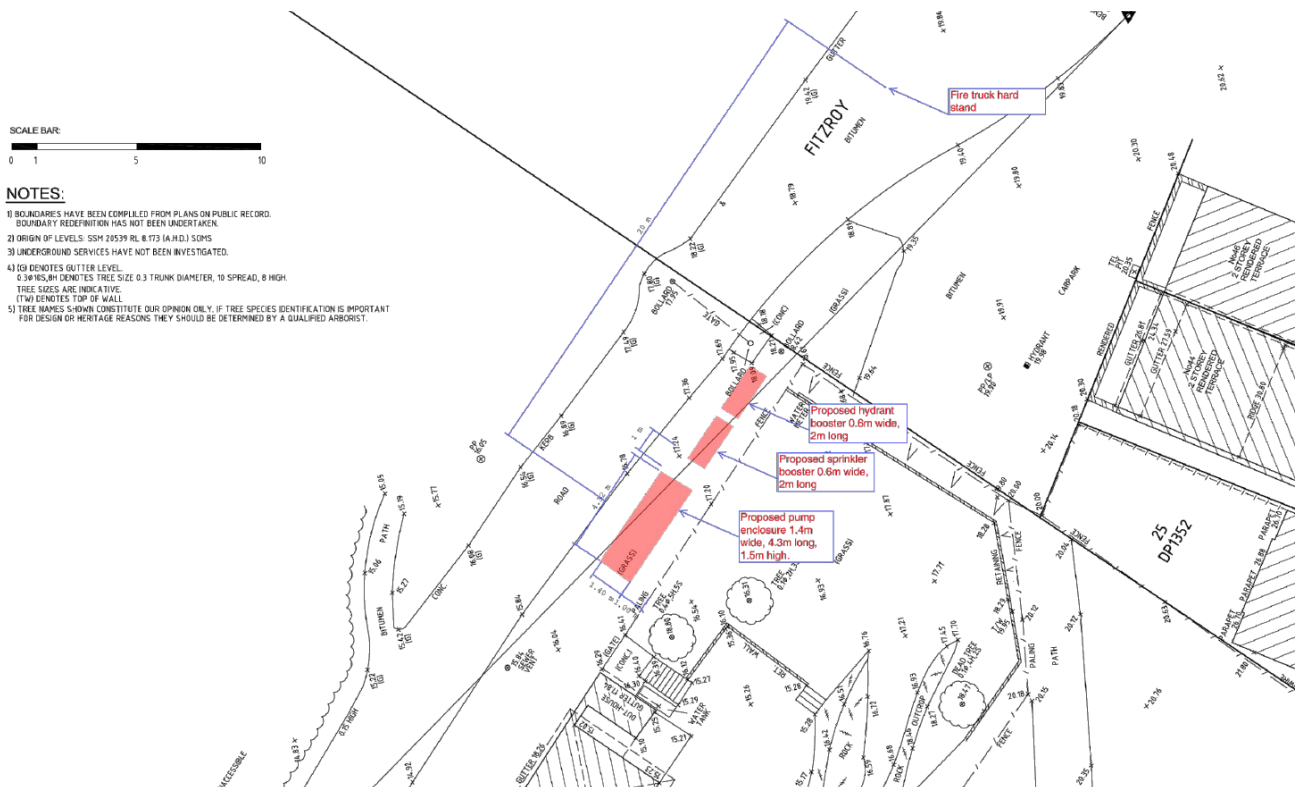


Figure 3.5 (above)
Plan of the proposed location of a sprinkler booster and valves, adjacent to the rear yard of the Elkington Park Caretaker's Cottage
Source: TKD Architects

Figure 3.6 (below)
Photograph of Fitzroy Avenue looking south-east. The proposed location of the sprinkler booster and valves is indicated with a blue arrow. Visible is the rear yard to the Elkington Park Caretaker's Cottage. It is understood that the rear pailing fence is higher than the proposed installation





Figure 3.7 (above)

1961 aerial photograph of the Dawn Fraser Baths and Elkington Park. Part of the area south of the baths was traditionally devoid of trees with early plantings near the western side of the baths. The approximate location of the proposed water polo lights are indicated with blue dots

Source: *Spatial Services*

Figure 3.8 (below)

View from the northern pavilion first floor. The approximate location of the proposed water polo lights are shown with red dashed lines and the raised pavilion wings with yellow lines. From this perspective, views towards early Elkington Park plantings on the western side (right) will be partly obscured by one light pole





Figure 3.9 (above)

View towards White Horse Point in Elkington Park from the eastern first floor end of the Southern Pavilion. The approximate location of one proposed lighting poles are indicated with a dashed red line. The other proposed poles are further east (right), out of the photograph

Figure 3.10 (below)

View from White Horse Point towards the Iron Cove Conservation Area (HCA). Fitzroy Avenue Park, beyond the baths, features tree growth that has little heritage significance. The approximate location and height of the proposed poles is shown with dashed lines, and would not obscure views of houses in the HCA



4.0

ASSESSMENT OF HERITAGE IMPACT

4.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria: the *Leichhardt Local Environmental Plan (LEP) 2013*, the *Leichhardt Development Control Plan (DCP) 2013* and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage.

4.2 EVALUATION AGAINST THE CMP POLICIES

The following commentary evaluates the proposed development against the policies of the *Dawn Fraser Baths Conservation Management Plan (CMP), 2018*:

PRINCIPAL CONSERVATION POLICIES

Policy 6.2.2

The architectural imagery of the existing pool, including its vernacular character, sense of enclosure and composition of major elements from varying periods, should be conserved.

Policy 6.2.6

Future changes to fabric, form and associated structural elements should respect its visual significance, architectural integrity and long association with aquatic sports, and respond accordingly.

Policy 6.2.7

The Dawn Fraser Baths' landmark position as a strong visual element in Elkington Park, Fitzroy Avenue Park and the Parramatta River should be maintained.

Comment

- The architectural imagery of the existing pool, including its materiality, form and visual significance would be generally maintained.
- While the proposed water polo lights would be a highly visual aspect of the baths, the lights are considered acceptable because they are consistent with the site's ongoing association with aquatic sports (social significance), which has exceptional heritage significance.
- The Dawn Fraser Bath's landmark character would be maintained.

The proposed works generally meet these CMP policies.

RETENTION OF SIGNIFICANT SPACES

Policy 6.6.1

The Dawn Fraser Baths is designed as a single open interior space with perimeter structures that are largely open towards the pool. Any alterations to the Baths shall retain the open relationship between the pool area and the perimeter structures.

Comment

The proposed 2 lighting poles within the central pool area would result in a minor diminution of the sense of open interior space. The proposed lights are considered acceptable because:

- The proposed lights are required to bring the venue in line with accepted standards for competitive water polo venues, which is consistent with the well established history of the baths as a centre for high quality aquatic sports.
- The proposed lights will support the ongoing vitality of the Balmain Swimming Club, which is the oldest swimming club in Australia.
- The lights will increase the utility of the baths during night hours.
- Each light pole is 200mm diameter, which would be a minor visual intrusion on the space.
- Tall lighting fixtures are an increasingly common feature in community sports venues.
- The sense of a single open interior space will generally be maintained.

The proposed works are generally compatible with this CMP policy.

TREATMENT OF FABRIC OF DIFFERENT GRADES OF SIGNIFICANCE

Policy 6.7.2

Any work which affects fabric, spaces or relationships with an Exceptional or High assessed heritage value should be confined to preservation, restoration, reconstruction and adaptation as defined in *The Burra Charter* and should be carefully maintained.

Policy 6.7.3

In relation to elements of Moderate significance the principles of *The Burra Charter* should be followed as above; work involving the adaptation of a particular element may be an acceptable option where it is necessary for the proper function of the place and is beneficial to, or does not reduce, the overall significance of the place.

Policy 6.7.4

Elements with a Little assessed heritage value are of slight significance and do not intrude on the place in a way that reduces significance. Both retention and removal are acceptable options.

Policy 6.7.7

Unless otherwise stated, existing fabric should be preserved if feasible. Where fabric is no longer servicable and requires replacement, it should be replaced with a component of like material and design.

Policy 6.7.8

While reconstruction or reinstatement should return an element to a known earlier state, past materials selection, building practices or construction details which are known to be defective should not be adopted.

Comment

The proposed works have been carefully considered and well designed to ensure the bath's significance is conserved, consistent with the Conservation Policies in the CMP:

- The proposed works include the demolition and reconstruction of the Southern Pavilion, which is of Exceptional significance. The work is required due to its poor structural condition and projected sea level rise.
- The proposed works include the alteration of the 1926 Entry Building, which is of High significance. The relative location of existing openings would be maintained. The works are required due to projected sea level rise.
- The proposed works include the alteration of the southern boardwalk, which is of Moderate significance. The works would maintain its footprint and the location of pool stairways.

The proposed works generally meet these CMP policies.

SPECIFIC BUILT ELEMENTS: 1900 SOUTHERN PAVILION

Policy 6.8.1

Form

The form, design and materiality of the 1900 Southern Pavilion are of exceptional significance and shall be retained.

Policy 6.8.3

Timber Framing

The original timber framing scheme shall remain the primary structural system for the building. The timber frame shall not be enclosed, except along the southern wall, but shall remain a visually prominent characteristic of the building.

Policy 6.8.4

c.1984 Bathrooms

The c.1984 bathrooms have little heritage significance and may be removed or internally altered in a way that is sympathetic with the 1900 design of the Southern Pavilion.

Policy 6.8.5

External Cladding

The external cladding on the south, east and west facades may be replaced with timber board or corrugated metal sheet. The external cladding may be aligned either vertically or horizontally.

Policy 6.8.6

Internal Cladding

The internal cladding on the southern wall may be replaced with timber board and shall be aligned vertically.

Policy 6.8.7

Reconstruction

Given the poor condition of the 1900 pavilion, the structure may be demolished and reconstructed to as reasonably and feasibly close to its 1900 design and materiality while meeting code requirements and being durable enough to withstand the harsh maritime environment for the medium to long term.

Policy 6.8.8

Sea Level Rise

The entire Southern Pavilion, including the floor to the 1926 Entry Building and the surrounding ground level, may be sympathetically raised as part of a program of works to protect the building from future sea level rise.

Policy 6.8.9

1900 Balcony Design

The existing stepped first floor balcony may be altered to reflect the 1900 design of the building, which had a single level balcony, as long as the general architectural imagery of the Southern Pavilion and Entry Building is otherwise broadly maintained.

Policy 6.8.11 New Openings

No new window openings shall be introduced into the southern, eastern or western elevations of the Southern Pavilion.

New doorways may be installed and existing doorways may be altered in the entry courtyard, which shall remain the main entry to the facility. New external doors may be installed elsewhere along the external perimeter but must be designed to match the appearance of the surrounding wall to the greatest extent possible such that it has minimal visual impact when viewed from outside of the Baths.

Comment

- The Southern Pavilion would be reconstructed generally in keeping with its original 1900 form, design and materiality.
- The proposed reconstructed timber framing scheme would be consistent with the original system and will include a number of central support posts that have been removed from the existing structure.
- The c.1984 change rooms will be removed from the southern boardwalk, which will allow better interpretation of the reconstructed Southern Pavilion's design.
- The rebuilt c.1984 bathroom annexes will feature an altered interior layout that is better suited to the current operation of the baths and will have no negative heritage impact.
- It is proposed to internally clad the Pavilion in timber board, in keeping with the existing design. It is proposed to install exterior corrugated metal sheet cladding, which is consistent with the pavilion's pre-c.1984 design.
- It is proposed to demolish and reconstruct the Southern Pavilion as reasonably and feasibly close to its 1900 design and materiality as possible.
- The proposal to raise a reconstructed Southern Pavilion and the ground level to the Entry Building and surrounding area is designed to protect the structures from projected sea level rise.
- It is proposed to reconstruct the original 1900 single level balcony
- The new openings in the entry courtyard will provide equitable access to the site at the historic location for site ingress and egress.

The proposed works meet these CMP policies.

1926 ENTRY BUILDING

Policy 6.8.13 Iconic Architectural feature

The 1926 Entry Building shall be retained and conserved as an iconic central architectural feature of the Southern Pavilion. It shall remain higher than other elements of the surrounding pavilion structure. Existing views to the pediment and pyramidal roof from within the Baths shall be retained. No new structures shall be constructed south of the Entry Building that would diminish the setting of the building when viewed from within the Baths.

Policy 6.8.15 External Openings

There shall be no new openings to the eastern, southern or western elevations of the Entry Building.

The ground floor openings on the northern elevation may be sympathetically altered to improve the function of the interior space provided the building's external envelope remains easily interpretable.

The existing first floor openings on the northern elevation must be retained. The openings may be moved higher up the northern elevation provided that the openings retain their existing position relative to the balcony floor and building sides, the existing door and window hardware are retained to the extent reasonable and feasible, and the northern elevation is made good.

Policy 6.8.17 Internal Alterations

The interior to the ground floor of the Entry Building may be altered, including the removal or alteration of existing internal partitions and installation of new partitions. Should original partitions be altered or removed, wall nibs shall be retained to allow interpretation of the original layout. Alteration of the main entrance passage is acceptable provided it remains generally interpretable as a past entrance. The floor to the entry building may be raised if required to address issues with sea level rise.

The first floor club storage room may be altered internally with the sensitive installation of partitions provided the work has minimal negative impact on significant fabric and is reversible. The archive room floor may be altered if required to ensure the long term viability of the baths.

Comment

- The iconic presentation of the 1926 Entry building will be retained.
- The Entry Building will remain higher than other elements of the pavilion structure.
- Existing views to the pediment and pyramidal roof from to and within the baths would be retained.
- The proposed roof over the entry courtyard would improve the entry's amenity. The roof would be sympathetic with the building's design by continuing the adjacent bathroom annex's roof line. Views to significant aspects of the Southern Pavilion and Entry Building, particularly from the adjacent Elkington Park steps and including the 'Municipal Baths' sign and two string courses, would not be interrupted.
- It is proposed to raise the ground floor openings on the northern elevation to match the proposed raised ground level.
- It is proposed that the existing first floor openings will be retained but altered to match the raised balcony height, such that they retain their existing position relative to the balcony floor and building sides. The existing door and window hardware will be retained.
- The external envelope of the Entry Building will remain easily interpretable.
- It is proposed that the original floor to the first floor archive room will be reconstructed at a higher level to accommodate the raised ground floor level. The alteration is required as part of work to secure the long term viability of the structure against sea level rise. The existing floor may have replaced an original cement floor.
- It is proposed that the ground floor partitions will be extended to the raised first floor level.
- It is proposed to install a new fitout to the ground floor kiosk and office, which will have no adverse heritage impact.

The proposed works generally meet these CMP policies.

1995 NORTHERN PAVILION

Policy 6.8.18

Alterations

Alterations to the 1995 Northern Pavilion may be acceptable provided they respect the general architectural form and imagery of the pavilion and its relationship with the pool.

The pavilion's timber framing shall not be enclosed but shall remain visible and interpretable as an important architectural feature of the building.

Comment

- The proposed installation of 15 solar panels on the north facing roof of the northern pavilion is consistent with Inner West Council's policy for its buildings and is understood to be broadly conceptually popular amongst the local community.
- The solar panels are philosophically compatible with the project design, which is attempting to address sea level rise driven by climate change.
- The proposed solar panels will be a minor visual element in views from White Horse Point and the Parramatta River. The panels will have an acceptable impact on the baths' imagery.
- The proposed solar panels would not be visible in significant views from the rest of Elkington Park, from Fitzroy Park and from within the baths.
- The proposed solar panels would not negatively impact any significant fabric.
- The proposed solar panels will not materially alter the architectural form of the building.
- The proposed repair and maintenance works are routinely required for such a building and will have a positive heritage impact.

The proposed works are generally compatible with this CMP policy.

WATER POLO LIGHTING

Policy 6.8.22

New lighting poles and lights surrounding the northern section of the pool used for water polo are acceptable provided the lights:

- are required to facilitate amateur and/or professional sporting competitions,
- meet the standards established by the relevant water polo sports body,
- are designed to minimise negative impacts on significant fabric, views to and within the baths, and the architectural imagery of the site, and
- do not visually divide the open internal pool space.

Comment

- The proposed water polo lights are required to bring the baths' water polo facilities up to contemporary standards for competitive amateur water polo.
- The proposed lighting scheme is consistent with Australian Standard AS 2560.2.5 - Sports Lighting (specific applications - swimming pools).
- The proposed lighting poles are relatively thin at 200mm and will be coloured to reduce their visual prominence. They would constitute a minor visual disruption of the central pool space.
- The two thin poles located within the pool space will be minor visual elements that will not visually divide the open internal space.

The proposed water polo lighting scheme is generally in keeping with this CMP policy.

4.3 CONSIDERATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact', provided below, have been considered in the preparation of our assessment:

- *The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:*
 - The proposed works would secure the long term utility and viability of the highly significant Entry Building and Southern Pavilion (reconstructed).
 - Raising the southern boardwalk and reconstructing the Southern Pavilion is the best available approach to protecting the heritage values of the Dawn Fraser Baths given the major maintenance issues in the timber structure and increasing sea level rise which have rendered these southern facilities unusable.
 - Enhances the baths as a venue for competitive aquatic sports.
 - The proposed works have been considered in depth with input from numerous specialists and extensive heritage advice from GBA Heritage, to ensure the impact on the Baths' heritage significance is minimised.
 - The proposed works would reintroduce important original features of the Southern Pavilion, including ground floor changing booths and privacy panels, most central support posts, and the 1900 balcony design.
 - The proposed works would bring the facility into line with current regulatory requirements, improving fire and emergency safety, and equitable access.
 - Necessary repair and maintenance works to the northern pavilion.
 - Improved amenity of the Baths.
 - Secures the ongoing functional and aesthetic relationship between the Dawn Fraser Baths and Elkington Park.

- Retains the function and general layout of the Fitzroy Avenue Park, while providing some protection against the future threats caused by rising sea levels.
- Secures the ongoing viability and architectural imagery of a landmark component of the Iron Cove Heritage Conservation Area.

Demolition of a Building or Structure

- *Have all options for retention and adaptive re-use been explored?*
- *Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*
- *Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?*
- *Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?*

All options for the retention of the Southern Pavilion have been carefully considered. The structure is currently uncertifiable and therefore unusable by the general public.

Independent condition reports prepared by Shreeji Consultant (2017), ACOR (2018), both of which were peer review by Mott Macdonald (2018) identified moderate to severe deterioration of the pavilion's fabric. A TKD and ACOR report (February 2018) found that refurbishment of the existing Southern Pavilion "may be unjustifiable, compared with total demolition and re-construction." A 2018 Coastal Assessment by Cardno confirmed current king tide flooding events will continue and determined that flooding events will increase in frequency and severity in the future.

The proposed works include a "Fabric Salvage & Reuse Methodology", which aims to identify, salvage and reuse all viable significant fabric. This would be undertaken in consultation with the architect, heritage specialist, and structural engineering specialist.

The Southern Pavilion is currently unusable. Its demolition cannot be postponed without negatively impacting the utility of the baths by the community.

The proposed works have been designed with in-depth and ongoing consultation with GBA Heritage. GBA Heritage prepared an updated Conservation Management Plan (2018) to provide an appropriate heritage framework for design decisions.

Minor Additions

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If no, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

Comment

The 1900 design of the Southern Pavilion (aesthetic significance) has exceptional heritage significance.

Eastern and western pavilion wings will be rebuilt to the 1900 form and materials, including the reintroduction of changing booths, privacy panels and most central support posts, which have largely been removed from the existing structure. The reconstructed building will also reintroduce the 1900 single level first floor balcony.

The reconstructed Southern Pavilion will retain and reintroduce significant original (1900) design features. The proposal is sympathetic to the social and aesthetic significance of the baths as the 1900 Baths was a leading aquatic sports venue (social significance) in the country and the pavilion's design (aesthetic significance) is a rare example of its era.

The existing vertical rhythm of the front (northern) facade would be retained through the reconstruction of the original timber framework. C.1984 ground floor additions in the space will be removed, improving interpretation of the original design and space. Negative impacts through the loss of fabric are partly minimised through adoption of a defined "fabric salvage & reuse methodology".

The reconstructed southern pavilion would include the reduction of the pitch to the Entry Building's balcony roof. The roof was installed in 1926 and has high heritage significance. The reduction is required to ensure existing views to the Entry Building's parapet and pyramidal roof are retained. The reduced roof pitch is preferred to alternative solutions that would require much greater negative heritage impacts.

The reconstructed 1900 pavilion would retain the baths' 'sense of enclosure', which has exceptional heritage significance. The proposal would predominantly retain the existing character of the pavilion in terms of setting and significant views. The works are designed to generally retain the visual dominance of the Entry Building above the pavilion wings and would not visually dominate the baths complex or the adjacent Elkington Park. The proposed reconstructed Southern Pavilion would have an acceptable heritage impact.

It is proposed to raise the southern boardwalk by around 1 metre to address issues with sea level rise. The boardwalk has moderate heritage significance. The boardwalk fabric has likely been altered periodically and much of the sea wall was extended into the water in c.1984. Impacts will be minimised with the use of a sandstone edging, in keeping with the existing. The boardwalk would connect with the eastern and western boardwalks via ramps in keeping with the existing decking; timber (eastern boardwalk) and concrete (western boardwalk). The existing three stairways into the pool will be raised and extended to meet the new boardwalk level. These stairs have high heritage significance, primarily related to their location and association with the pool, which will be retained. Negative impacts will be minimised through the salvage and reuse of sandstone treads. The proposed raised boardwalk, including alteration to the pool stairs, will have an acceptable heritage impact.

The proposed installation of a sprinkler system in all buildings is required by relevant regulations and to protect the timber baths structures. The sprinklers will generally be located in the roof framing and will be a relatively subtle visual addition. The addition of sprinklers will have an acceptable heritage impact.

It is proposed to construct relatively minor additions to the entry courtyard. It is proposed to install a roof over the entrance. The new roof would improve the entry's amenity. The roof would be sympathetic with the building's design by continuing the adjacent bathroom annex's roof. Views to significant aspects of the Southern Pavilion and Entry Building, particularly from the adjacent Elkington Park steps and including the 'Municipal Baths' sign and two string courses, would not be interrupted. It is proposed to install and equitable access entry in the entry courtyard. The entrance would improve equitable and emergency access. While the 1926 entry passage will no longer serve as the main entry, the new entry will be located in the entry courtyard and will constitute a minor change to the historic use of the site. The proposed additions to the entry courtyard would have an acceptable heritage impact.

It is proposed to alter the entrance through the eastern perimeter with a new double maintenance gates and a single accessible gate. The altered entry would improve access to the baths. The eastern fence is clad in corrugated metal that was installed in or after 1995 and has little heritage significance. The proposed alterations to the eastern perimeter would have an acceptable heritage impact.

It is proposed to raise the walkway level south of the Southern Pavilion from the stairs east of the entrance courtyard to the Fitzroy Avenue Park ramp, including raising the level of the sea wall. This is required to provide safe, even, equitable access to the baths and address issues with raising sea levels. Much of the length of the walkway, from Fitzroy Park to the Entrance courtyard, was created in the late-twentieth century and has little heritage significance. The Fitzroy Park seawall was constructed in the early-twentieth century and the stonework has since been replaced. The wall is not identified as a significant site element in the Fitzroy Park heritage inventory card (database number 1940234). Any impacts will be minimised through repaving the walkway in like sandstone, including the reuse of sound existing paving. The raised seawall will be faced with sandstone.

The raised walkway will require covering the lower portion of a stairway that was an early feature of Elkington Park. While not specifically cited in the statement of significance for Elkington Park, the steps are understood to have high heritage significance. Stone steps are a significant feature in the Iron Cove Conservation Area. The 2018 Coastal Assessment by Cardno finds that, like the baths, the stairs will become increasingly unusable in the coming years. It is proposed to interpret the existing location of the subject Elkington Park stair treads in the new raised paving. The proposed interpretation represents the best available alternative to mitigating the alteration to the stairs while retaining the functional relationship between the Dawn Fraser Baths and Elkington Park. The proposed raised boardwalk will have an acceptable heritage impact on the Elkington Park stairs, Fitzroy Park, the Dawn Fraser Baths and the Iron Cove Conservation Area.

It is proposed to alter the Entry Building by raising its floor level 700mm to be consistent with the raised boardwalk. A number of alterations are proposed to accommodate the new floor level that designed to predominantly retain the existing presentation of the building.

It is proposed to raise the existing Entry Building openings on the northern and western elevations. The alteration is required to retain the existing presentation of these elevations. The works would require the removal of some cement wall fabric but would not require the loss of any significant building detailing. The existing door and window hardware will be salvaged and reused. The altered openings will have an acceptable heritage impact.

It is proposed to demolish the existing club storage floor in the first floor of the Entry Building install a new timber framed floor at a 460mm higher level. The alteration is required to provide adequate head space in the ground floor kiosk and ensure an ongoing use of the club storage room. The existing timber floor may not be original as the c.1925 architectural plans show it to be constructed in concrete. The raised floor level would require the loss of some fabric of medium / little heritage significance. The new club storage floor will have an acceptable heritage impact.

It is proposed to modify the existing roof framing around the raised door and window heads to the pyramidal roof of the Entry Building. The alteration is required to accommodate the raised first floor level. The external appearance of the roof would not be altered. The current roof was installed in c.1984, recreating the original 1926 roof. The alteration would require the loss of some fabric of little heritage significance. The alteration would have no impact on the setting of the baths or significant views to and from the complex. The proposed alteration to the Entry Building's roof framing would have an acceptable heritage impact.

It is proposed to refit the ground floor kiosk to the Entry Building. The fitout would include extension of the kiosk space into the existing entryway space. The new fitout will be interpretable as new work. The existing chimney breast will be retained. The existing fitout was installed in recent decades, has little heritage significance, and will need to be replaced as part of the works to raise the floor. The new fitout will update the appearance of the kiosk and improve its amenity. The proposed kiosk refit will have an acceptable heritage impact.

It is proposed to install four 12.4 metre high light poles around the water polo pool, at the northern end of the baths. The lights are required for the baths to meet accepted standards for amateur competitive water polo, as per Australian Standard AS 2560.2.5 - *Sports Lighting (specific applications - swimming pools)*. Installation of the lights is consistent with the baths long association with competitive aquatic sports and the Balmain Swimming Club, which represents exceptional social significance. Pool lights have been used here for aquatic sports from 1892 and have routinely been upgraded since that time. The poles would extend above the baths structures and be relatively thin at 200mm diameter. Although the lights would be visible in several significant views of the site they would not visually overwhelm the baths complex because of their slim construction and recessive colouring. While the lights would partly alter the appearance of the baths, the change would be consistent with its long association with aquatic sports and would not appear out of place. Installation of the lights would not damage any significant fabric. The proposed water polo lighting

scheme would have an acceptable heritage impact on the Dawn Fraser Baths.

The proposed water polo lights and raised Southern Pavilion wings will impact views to and the setting of Elkington Park from limited areas of the baths. As shown in figure 3.9, the proposed water polo poles will not disrupt any views of White Horse Point (in Elkington Park) from the Southern Pavilion. The poles will partly impact views to early plantings within Elkington Park from areas within the Northern Pavilion and the western boardwalk. The heritage impact would, however, be minor. Elkington Park was primarily designed to be viewed from within the park, not from the baths and, as such, this is not a historically significant view for the Park. The existing park setting has also changed considerably in recent decades. As is visible in a 1961 aerial photograph and indicated on a contemporary photograph from the northern pavilion (see figures 3.7 and 3.8), the significant early plantings related with Elkington Park were a backdrop to the western side of the southern pavilion, largely on the upper slopes, while the remaining area was largely devoid of trees. In recent decades, dense vegetation has filled the historically open areas on the slopes with dense new growth, thereby diminishing the historic setting of the park from this perspective. The light poles are also slender and would only obscure a limited part of any views to the park. The proposed lighting poles would not visually dominate Elkington Park. The raised pavilion wings (680 mm higher) would have very little impact on views to early park plantings, which are generally higher up the adjacent slope. The proposed water polo lights and raised pavilion wings would have an acceptable impact on views to and the setting of Elkington Park.

The proposed water polo lights will be clearly visible from Fitzroy Avenue Park. The park has no special historical relationship with the Dawn Fraser Baths and views to and from the baths are not identified as significant in its heritage listing card. The lights will not disrupt any significant views from the park, which are identified as being to the river Islands, and will not negatively impact its setting. The proposed lights will present as a feature of the baths that is consistent with its function as a aquatic sporting venue. The proposed lights will have a minor impact on views of the park's rock walls from White Horse Point (Elkington Park), which have some significance but the view is not identified as being significant. The proposed lighting poles would not visually dominate the park. The proposed lights will have an acceptable impact on the Fitzroy Avenue Park.

The proposed works are required to retain the existing function and significant aspects of two landmark features in the Iron Cove Heritage Conservation Area (HCA); Elkington Park and the Dawn Fraser Baths. The proposed works will be visible from limited viewpoints within the HCA. The proposed water polo lighting poles will visually confirm the baths as a high quality aquatic sporting venue in views around the facility. The poles will slightly reduce views of the HCA from White Horse Point but this is likely to be restricted to the rock walls of Fitzroy Avenue Park and not to the houses above, as illustrated in Figure 3.10. The proposed works will be required to retain significant aspects of the HCA and, on balance, will have a positive heritage impact.

It is proposed to install 15 solar panels on the north facing roof of the northern pavilion. Installation of the panels is consistent with Inner West Council's policy for its buildings and is understood to be broadly conceptually popular amongst the local community. They are philosophically compatible with the project design, which is attempting to address sea level rise driven by climate change. The proposed solar panels will be a minor visual element in views from White Horse Point and the Parramatta River but will not be visible from anywhere south of the pavilion, including within the baths. The proposed solar panels would not negatively impact any fabric of heritage significance nor materially alter the architectural form of the building. The installation of solar panels will have an acceptable heritage impact.

It is proposed to install a sprinkler booster and valves adjacent to the rear fence of the Elkington Park Caretaker's Cottage, at the eastern edge of the Elkington Park. The mechanism would be located away from the significant features of the park, in an area with reduced heritage sensitivity. It is understood that the booster would be lower than the height of the adjacent pailing fence, and would therefore have reduced visibility from the surrounding area, including the nearby Frazer Street terraces. The booster and valves will have a positive heritage impact in providing adequate fire safety for the Dawn Fraser Baths and the Caretaker's Cottage.

An independent specialist inspection has identified that the proposed repair and maintenance works to the northern pavilion are required as part of routine upkeep works. The northern pavilion was constructed in c.1995 and the works would not negatively impact any significant fabric. The proposed repair and maintenance works would have a positive heritage impact.

New Development Adjacent to a Heritage Item

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Comment

The proposed works to the Southern Pavilion and surrounding boardwalk and walkways, while partly within the Elkington Park property, are adjacent to the main public park area. The statement of significance for the park notes the strong historical links with the baths and the proposed works represent the best available approach to protecting this significant relationship. The proposed works are required to ensure the continued use of the baths by the local community, which will have a positive heritage impact on the park. The proposed works broadly maintain the existing architectural imagery of the baths. Raising the Southern Pavilion wings 680mm will have very little negative impact on views from the baths to significant plantings in Elkington Park, which are generally higher up the adjacent slope. The proposed water polo lighting poles will slightly reduce views from parts of the baths to historic plantings in Elkington park but this will have a minor heritage impact because this is not identified as a significant view, the historic park setting has been considerably altered with dense new growth and the significant trees tend to be higher up on the slope. The proposed works to the Southern Pavilion and proposed water polo lights will have an acceptable impact on the adjacent Elkington Park.

The proposed works are located adjacent to and partly include the heritage listed Fraser Avenue Park. The significance of the park, as identified in the heritage listing card (database number 1940234), is not related to the baths, including any existing views between them. The proposed works will not obscure views to and from the Park and the Baths, and the public will still be able to appreciate the significance of both. The proposed water polo lighting poles will slightly reduce views of Fitzroy Park's stone walls from White Horse Point (Elkington Park) but will visually reaffirm the baths as a high quality competitive aquatic sports venue. The proposed works will have an acceptable heritage impact on Fitzroy Avenue Park.

The proposed works are within the Iron Cove Conservation Area. The proposed works would have little impact on views between the baths and the surrounding Conservation Area. The proposed works would not negatively impact the significance of the Iron Cove Conservation Area.

Re-roofing / Re-cladding

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

Comment

It is proposed to clad the southern wall of the Southern Pavilion with vertically aligned corrugated colorbond sheets, consistent with the pavilion's design up to c.1984. It is understood that the exterior cladding has traditionally been vertically aligned but the original material is not known. The existing horizontally aligned Baltic pine cladding was installed in c.1984, is in poor condition, and does not reflect the original building design. The proposed cladding replacement would have an acceptable heritage impact.

It is proposed to clad the roofs of the reconstructed Southern Pavilion and c.1984 bathrooms with corrugated metal cladding, in keeping with the existing and probably original design. The new roof cladding will have no negative heritage impact.

4.4 HERITAGE OBJECTIVES OF THE LEICHHARDT LEP 2013

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

- The existing Southern Pavilion is uncertifiable and requires almost complete demolition and reconstruction at a higher level to be a viable feature in the baths.
- The proposal to reconstruct the Southern Pavilion at a higher level is the best available alternative to conserving the aesthetic and social significance of the Dawn Fraser Baths.
- The proposed works would ensure the significant relationship between the Dawn Fraser Baths and Elkington Park, currently under threat, is retained.
- The proposed works would ensure that the landmark status of the Dawn Fraser Baths within the Iron Cove Heritage Conservation Area, currently under threat, is retained.
- The proposal would retain the use, general architectural imagery and sense of enclosure that is central to the character and significance of the Dawn Fraser Baths.
- The proposed works would improve the accessibility of the baths, which would encourage greater public appreciation of this historic feature.
- Three independent structural engineering specialists have identified major issues with the condition and structural design of the Southern Pavilion, such that an estimated 70-80% of the fabric must be replaced. The loss of significant fabric is minimised by a detailed "Fabric Salvage & Reuse Methodology".
- The proposed raised walkway will require covering the lower portion of a stairway in Elkington Park. Raising the walkway is required to manage rising sea levels and would allow retention of the significant relationship between the Baths and Elkington Park. Negative heritage impacts will be partly mitigated through interpretation of the steps in the proposed paving. Raising the walkway and covering the lower section of stairs would have an acceptable heritage impact.

- The proposed sprinkler booster and valves would be sensitively located in a section of Elkington Park with reduced heritage significance and is a required fire safety feature for the Dawn Fraser Baths and the Caretakers Cottage. The sprinkler booster and valves would have no negative heritage impact on Elkington Park.
- The proposed works will have a minor and acceptable impact on views to Elkington Park. The proposed raising of the Southern Pavilion wings by 680 mm will have very little impact on views to significant historic plantings in the park, which are generally located higher on the hill slope. The proposed slender, recessively coloured, water polo lighting poles will slightly reduce views to significant park trees from some locations within the baths, however the view is not noted as significant. The proposed raised Southern Pavilion wings and lighting poles would not visually dominate Elkington Park and they would have an acceptable heritage impact.
- The proposed water polo lights will be clearly visible from Fitzroy Avenue Park. The park has no significant historical relationship with the Dawn Fraser Baths and views between the two are not identified as significant in its heritage listing card. The lights will not disrupt any significant views from the park, which are identified as being to the river Islands, and will not negatively impact its setting. The proposed lights will present as a feature of the baths that is consistent with its function as a aquatic sporting venue. The proposed lights will have a minor impact on views of the park's rock walls from White Horse Point (Elkington Park), which have some significance but the view is not identified as being significant. The proposed lighting poles would not visually dominate the park. The proposed lights will have an acceptable impact on the Fitzroy Avenue Park.
- The proposed works are required to retain the existing function and significant aspects of two landmark features in the Iron Cove Heritage Conservation Area; Elkington Park and the Dawn Fraser Baths. While the proposed works would have a minor impact on views across parts of the area, on balance the works would have a positive heritage impact in securing the utility and architectural imagery of this part of the Conservation Area.
- All existing significant views to and from the Baths identified in the 2018 CMP, prepared by GBA Heritage, are retained with only minor and acceptable impacts arising from the proposed works

- The proposed roof over the entry courtyard will improve the amenity of the lower walkway in Elkington Park and entry to Dawn Fraser Baths. Its design is sympathetic with the design of the reconstructed Southern Pavilion and will have an acceptable heritage impact.
- The proposal includes essential repair and maintenance works to the Northern Pavilion, which will have a positive heritage impact.
- The raised walkway and seawall in Fitzroy Park would not alter any feature identified as significant. The raised walkway would provide long term access to this part of the park against rising sea levels and would re-use or introduce sandstone paving and wall blocks. The raised walkway would have an acceptable heritage impact.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Leichhardt LEP 2013*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

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

4.5 HERITAGE GUIDELINES OF THE LEICHHARDT DCP 2013

The proposed development is generally consistent with the guidelines of the *Leichhardt DCP 2013* that relate to the development of heritage items and structures in conservation areas:

C1.3 Alterations and Additions

Objectives

O1 To ensure that development:

- b. where an alteration or addition is visible from the public domain it should appear as a sympathetic addition to the existing building;*
- d. is compatible with neighbourhood character, including prevailing site layout;*
- f. maintains views and glimpses from the public domain to natural and built elements that contribute to local character and sense of place;*
- h. retains existing fabric wherever possible and maintains and repairs, where necessary, rather than replaces the fabric.*

Controls

General provisions

C5 New materials and fenestrations of alterations and additions shall be compatible with the existing building.

C17 Original front verandah roofs are generally to:

- b. reconstruct original form and detail where there is evidence that a front verandah was a part of the original building (evidence is often found in the fabric of the blade wall or similar).*

Comment

The materiality and design of the reconstructed Southern Pavilion is largely compatible with its original (1900) design and subsequent evolution.

Three specialist structural engineering surveys have determined that the majority of the Southern Pavilion's fabric is no longer viable. The proposed works include a "Fabric Salvage & Reuse Methodology", which aims to identify, salvage and reuse all viable significant fabric.

The proposed works are compatible with the heritage significance of the Iron Cove Heritage Conservation Area (HCA) and Elkington Park as they would largely retain the use, general architectural imagery and sense of enclosure that is central to its existing character.

The proposed works largely retain existing views within the public domain. The proposed raised Southern Pavilion wings and lighting poles would incur the minor loss of some views to Elkington Park's historic trees from parts of the baths and to the Fitzroy Avenue park rock walls from White Horse Point, neither of which are identified as significant views. All existing views of the baths are generally retained. The proposed works would have an acceptable impact on existing views.

The proposal would reconstruct the majority of the Southern Pavilion's balcony's original 1900 form and detailing. The roof to the Entry Building's balcony would have a reduced pitch to accommodate the raised building level while retaining views of the Entry Building's parapet and pyramidal roof.

Retention of the Southern Pavilion's original architectural imagery would ensure the existing format and setting of Elkington Park's lower walkway and stairs would be generally retained.

The raised walkway within Fitzroy Avenue Park would retain viable sandstone fabric and introduce new sandstone where required, in keeping with the existing design.

C1.4 Heritage Conservation Areas and Heritage Items

Objectives

O1 Development:

- a. does not represent an unsympathetic alteration or addition to a building;*
- b. encourages the protection, restoration, continued use and viability of buildings for their original purpose;*
- d. is compatible with the setting or relationship of the building with the Heritage Conservation Area in terms of scale, form, roof form, materials, detailing and colour of the building and conforms with the Burra Charter;*
- e. conserves and enhances the fabric and detail of a building that contributes to the cultural significance of the building in its setting;*

Controls

General

C2 The fabric of an existing building is to be the subject of appropriate conservation practices including:

- b. conservation of original elements;*
- c. reconstruction or restoration of original elements where deemed appropriate;*
- d. retention of the original cladding material of original roofs where viable;*
- e. consideration of suitable replacement materials should be based on original material, and where a property is part of a group or row, replacement materials should have regard to the integrity of the group.*

Comment

The proposed reconstruction of the Southern Pavilion is a sympathetic reconstruction that would secure the ongoing protection and continued use of the building and baths complex.

The proposal would reconstruct the Southern Pavilion very close to its original 1900 design, including returning some original features that have since been removed in the existing building.

The proposed works were designed within the conservation framework established by the 2018 Dawn Fraser Baths Conservation Management Plan, and conforms with the Burra Charter.

The Dawn Fraser Baths is a landmark feature in the Iron Cove Conservation Area. The proposed works would retain the character and architectural imagery of this significant feature. The proposed works are compatible with the significance of the Heritage Conservation Area in terms of scale, form, roof form, materials, detailing and colour.

The proposed works would represent a sympathetic alteration that encourages the protection of this significant building's form and its existing use related with its considerable social significance as an aquatic sporting venue.

The proposed works are required to retain the significant historic relationship between Elkington Park and the baths. The proposed works would enable and enhance the existing use of both heritage items. The proposed design of the reconstructed Southern Pavilion is largely consistent with its 1900 design and would thereby be consistent with the existing setting and design of Elkington Park.

The proposed raised walkway, including seawall, within Fitzroy Avenue Park is required to retain its existing function and general layout against the backdrop of rising sea levels, which will increasingly flood the park. The raised walkway will have no negative heritage impact on Fitzroy Avenue Park.

The proposed sprinkler booster and valves would be sensitively located in a section of Elkington Park with reduced heritage significance and is a required fire safety feature for the Dawn Fraser Baths and the Caretakers Cottage. The sprinkler booster and valves would have no negative heritage impact on Elkington Park or the Iron Cove Conservation Area.

Roof forms and materials

C5 Consideration of roofing materials for additions should have regard for compatibility with the original roof, as well as for the context of the setting (such as if a dwelling is part of a group of similar dwellings).

C6 Within Heritage Conservation Areas, whole roof forms should be retained where possible and roofs of additions should be subservient to the main roof (in scale, form, location and materials). Changes to the form of the existing roof or extension of the ridge cannot be supported.

Comment

The majority of the original roof form in the Southern Pavilion (including the Entry Building) will be retained. Only the Entry Building's balcony roof will have a reduced pitch, which is required to retain other significant elements of the pavilion's design.

The proposed materiality of the roof framing and cladding would be consistent with the existing.

Conservation Management Plans

C10 Conservation Management Plans shall be required when:

- a. the site is a Heritage Item identified in Schedule 5 of the Leichhardt Local Environmental Plan 2013 as having State significance;*

Comment

The Dawn Fraser Baths is listed in the NSW State Heritage Register as an item of State heritage significance. An updated Conservation Management Plan has been prepared by GBA Heritage and submitted with this Development Application.

MANAGEMENT GUIDELINES OF THE IRON COVE CONSERVATION AREA

The listing card for the Iron Cove Conservation Area, published on the Inner West Council website, states the following information relevant to the management of the Dawn Fraser Baths:

Conservation Area 13 – Iron Cove Management of Heritage Values

Generally

This is a conservation area. Little change can be expected other than modest additions and discrete alterations. Buildings which do not contribute to the heritage significance of the area may be replaced with sympathetically designed infill.

Retain

- *All pre-1939 buildings and structures, especially weatherboard buildings.*
- *All original plaster finishes to external walls. Reconstruct where necessary.*
- *All original external architectural detail, and encourage replacement of lost elements, but only where evidence is available.*

Avoid

- *Demolition of any pre-1939 building, especially timber buildings.*
- *Removal of any plaster or decorative plaster to external walls, except where it is to remove more recent plaster/paint on face brick walls.*
- *Removal of original architectural details.*
- *Alteration to the original roof form over the main part of any building.*
- *Development that encroaches upon the setting of important buildings/parks.*

Comment

The Dawn Fraser Baths is a contributory item in the Iron Cove Conservation Area. The Baths is a unique feature whose continuing use and architectural imagery is an important aspect of the Conservation Area's character.

The proposed works are designed to secure the ongoing use of the baths and minimise negative heritage impacts while addressing serious structural and condition issues in the Southern Pavilion and projected sea level rise. The demolition of the Southern Pavilion cannot feasibly be avoided.

The proposed reconstructed Southern Pavilion retains and returns original 1900 design features. The proposed works attempt to minimise alteration of the roof forms while meeting relevant regulation requirements and retaining the broad architectural imagery of the site.

The proposed sprinkler booster and valves would constitute a minor and acceptable alteration to Elkington Park and is required to meet fire regulations and would assist in the protection of the park and surrounding features.

The proposal is sympathetic with the management requirements for the Iron Cove Conservation Area.

5.0

CONCLUSIONS AND RECOMMENDATION

5.1 CONCLUSIONS

- The Dawn Fraser Baths is listed as an item of State heritage significance in Schedule 5 of the *Leichhardt LEP 2013*.
- Elkington Park and the Fitzroy Avenue Park are listed as items of Local heritage significance in Schedule 5 of the *Leichhardt LEP 2013*.
- The Dawn Fraser Park, Elkington Park and Fitzroy Avenue Park are also located within the Iron Cove Conservation Area, which is listed as an area of Local heritage significance in Schedule 5 of the *Leichhardt LEP 2013*.
- The Dawn Fraser Baths is listed in the State Heritage Register as an item of State Heritage Significance.
- Other listed heritage items in the wider locality are separated from the Dawn Fraser Baths and subject project area by distance, steep topography and local development, and have no direct visual connection to the subject project site.
- The proposed demolition of the Southern Pavilion is required due to its poor structural condition. The pavilion currently cannot be certified and its retention is not feasible.
- The raising of the southern section of the site, including a reconstructed Southern Pavilion and the surrounding boardwalk, is required to address projected sea level rise to 2050.
- The proposed works have been developed in conjunction with extensive specialist input and heritage advice and represents what is understood to be the best available approach to protecting the long term viability of the site while minimising negative impacts on heritage significance.
- The proposed works would retain and in some ways enhance the social significance of the baths, related to its long association with aquatic sports, which is of exceptional heritage significance.
- The proposed works would secure the significant functional and aesthetic relationship between the Dawn Fraser Baths and Elkington Park.
- The proposed works will have an acceptable impact on significant views associated with the Dawn Fraser Baths, Elkington Park, Fitzroy Avenue Park and Iron Cove Conservation Area.
- The proposed development is consistent with the conservation policies of the 2018 Conservation Management Plan for the site, prepared by GBA Heritage.
- The proposed development is consistent with the management guidelines of the Iron Cove Conservation Area.
- The proposed development is consistent with the heritage requirements and guidelines of the *Leichhardt LEP 2013* and the *Leichhardt DCP 2013*.

5.2 RECOMMENDATIONS

- The original eastern side of the entryway through the Entry Building should remain interpretable by way of a ceiling bulkhead projecting from the new club storage floor.
- Provided the above recommendation is met, the consent authorities should have no hesitation, from a heritage perspective, in approving the application.

6.0

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