



COUNCIL MEETING

BUSINESS PAPER

PART 2

6.30 PM, TUESDAY, 19 MAY 2015

A handwritten signature in black ink, appearing to read 'Kyron', is positioned to the left of the printed name.

Athanasios (Arthur) Kyron
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**Report
No. CM/7.6/15.05**

Subject: Bondi Junction Civic Heart Project
Trim File No.: A14/0299
Author: Valerie Giammarco, Co-ordinator - Urban Design and Heritage
Laura Douglas, Communications Officer
Director: Peter Monks, Director, Waverley Futures

Recommendation:

That Council:

1. Endorses the following project objectives and strategies in order to create an inviting community, cultural and civic heart in Bondi Junction:

Objectives

- Plan for Council's current and future cultural, service and community facilities needs in Bondi Junction ensuring library, seniors, community and children's services are delivered in appropriate locations in Bondi Junction with facilities that meet community needs.
- Attract civic related activities that are currently lacking in Bondi Junction or may add vitality and activity to the space.
- Adaptively reuse the Council owned heritage listed boot factory.
- Include best practice environmental sustainability initiatives.

Strategies

- Develop a plan for land which includes Council-owned property contained within the block bound by Spring, Ebley, Newland and Denison Streets (The Site).
 - Create a critical threshold of activity on the site that contributes to the economy of Bondi Junction and improves Bondi Junction's performance as a lifestyle based urban centre.
 - Identify gaps in the local economy that may be accommodated on The Site.
 - Construct a landmark building with excellent design quality which instils pride and ownership by the community.
 - Create outdoor plazas and ensure open space areas are safe and engaging.
2. Endorses the following staged approach to master planning for The Site:
 - Stage 1: Project Initiation and Visioning
 - Stage 2: Background Studies and Options
 - Stage 3: Architectural Brief
 - Stage 4: Concept Designs and Naming Competition
 - Stage 5: Detailed Design
 - Stage 6: Construction

3. Calls for open tenders for stage 2 of the project as detailed in Section 6.3.1 of this report.
4. Adopts the Community Engagement Plan Framework for Stage 2 of the project (Attachment 4) and prepares a community engagement plan for each stage of the project as it progresses.

1. Executive Summary

The Bondi Junction Civic Heart project provides an opportunity for Council to consider the relative merits of consolidating some or all of its community services and administration functions that are currently spread across many buildings in Waverley into one location in Bondi Junction. The project aims to create a new inviting civic heart for the community in Bondi Junction, centred on an enhanced Norman Lee Place.

This report is the second of nine reports to be considered by Council. It recommends endorsement of project objectives and strategies, a governance structure, methods of community engagement and the commissioning of consultants to undertake the next stage of the project.

To date the community has had an opportunity to have input into the services they would like to see in Bondi Junction generally. The next stage of the process is to engage specialist experts to deliver studies identifying facilities needs, reviewing property assets, cost benefit analysis of Council occupied properties, analysing feasibility and considering future use options for Council and privately owned properties within the street block bounded by Newland, Spring, Denison and Ebley Streets. A study examining the best available adaptive reuse options for the Boot Factory will also be undertaken. The studies will also consider future use options for Council owned sites (Eastgate service centre and offices, Syd Einfeld Depot and Council Chambers) that may become vacant should the services relocate to the proposed civic centre. Further community feedback will be sought during Stage 2 as it develops.

Realisation of this innovative project is intended to reboot Bondi Junction by reinforcing Bondi Junction's position as a regional centre for the eastern suburbs.

2. Introduction

This process presents an opportunity to resolve issues concerning the Boot Factory, utilisation of Council's property assets within the regional centre, consideration of future uses such as a civic centre, creating a new civic heart in Bondi Junction which could include a range of compatible civic functions, planning for future cultural and community services and provision of an upgraded public plaza at Norman Lee Place.

Council's services and administration functions are currently housed in a number of different buildings, including Council Chambers, Bondi Pavilion, Waverley Library and offices fronting the forecourt, Mill Hill (including Waverley Community and Seniors Centre), Eastgate / Customer Service Centre, Ebley Street terraces, depot under Syd Einfeld Drive, depot under Rowe Street, Level 6/ 55 Grafton Street offices (currently leased). Refer to Attachments 1 and 2.

In undertaking this process, consideration will be given to accommodating as many of these services as possible within one purpose built civic building or series of buildings on the one site. Existing community services and facilities located within The Site would be accommodated. Opportunities would also exist to explore accommodating a range of other possible activities within the site to meet the objectives for the Waverley local government area and potentially for the eastern suburbs. Additional community and commercial uses that would enhance Bondi Junction's status as a strategic

regional centre should also be considered such as additional child care services. This project represents an opportunity to create a community hub within Bondi Junction to house community services and develop their capacity to deliver not for profit services. It will also provide an opportunity to consider issues identified by the community in the Bondi Junction 2030 visioning process.

3. Relevant Council Resolutions

Since 2007 there have been numerous reports and resolutions of Council (see attachment 3) regarding:

- undertaking a master planning exercise for this precinct as part of the preparation of Council's Investment Strategy; and
- issues associated with making the Boot Factory safe and attempts to identify viable adaptive reuse options.

The most recent Council Resolution relating to Master planning the precinct follows:

Council or Committee Meeting & Date	Minute No.	Decision
5 August 2014 Council's Operations Committee	OCD.22/14	<p>That the Committee:</p> <ol style="list-style-type: none"> 1. Endorses Council commencing a Master planning exercise for Council owned properties in the street block bounded by Ebley, Spring, Denison and Newland Streets, Bondi Junction. 2. Agrees that as a first step in the Master planning process, Council undertakes community engagement to help formulate the study brief. The outcomes of this engagement be reported to Council in November 2014 for endorsement along with further information on the project timetable and budget. 3. Agrees that following the endorsement of the Study brief, it is recommended that Council calls for tenders for architectural, planning, heritage and economic feasibility consultancies to undertake the Master plan for the Precinct. 4. Endorses Council to assert its intention to continue full library services in Waverly

4. Stages

The project will be undertaken in accordance with the following six stages. This report considers Stage 2:

- Stage 1: Project Initiation and Visioning (Complete)
- Stage 2: Background Studies and Options
- Stage 3: Architectural Brief
- Stage 4: Concept Designs and Naming Competition
- Stage 5: Detailed Design
- Stage 6: Construction

5. Background

5.1 Stage 1 (Project Initiation and Visioning)

Following the August 2014 Council resolution, the Australian Centre of Excellence for Local Government (ACELG) at UTS were commissioned to undertake community engagement to help formulate the consultant 'study brief'. A report titled "Bondi Junction Vision Community and Stakeholder Engagement Process" was produced by UTS. It outlines the community engagement process and feedback gained. A Council Report noting the Engagement Process titled "Vision for Bondi Junction" is listed on the agenda of the May 2015 Council meeting.

Feedback collected in Stage 1 will inform the prioritisation of needs for Stage 2. Relevant feedback sourced from the UTS ACELG report follow:

- Bondi Junction was lacking in a place identity at the street level, which could be improved through better urban architecture and streetscape design that particularly reflects the beachside location and active lifestyle.
- Traffic and parking issues precluded people from spending longer periods of time in Bondi Junction.
- Low night time usage, coupled with perceived safety concerns, is an area for improvement.
- Encourage greater range in the services and conveniences offered.
- Improve the street level experience by drawing on the place story of Bondi Junction as a lifestyle based urban centre.
- Encourage small scale, affordable and quality specialty retail, food and dining options.
- Encourage performing arts and culture uses.
- It is widely viewed that improvements to community services and facilities have not kept pace with demographic change across the LGA.
- Bondi Junction users do not identify a compelling reason for large scale improvements or additions to Council's property portfolio as a way to enhance the role and function of Bondi Junction. The key reasons why are: The location of Council property at the edge of Bondi Junction; issues with traffic and parking; lack of cross-block permeability; poor navigability of the pedestrian and cyclist networks; and potentially regular influxes of large numbers of people to an area with limited pedestrian and vehicle movement capacity.
- Need for smaller-scale improvements and additions to council and community services and facilities provided in Bondi Junction. Such as improved tourist and visitor information.
- Youth and teenage services were identified as those most needed in light of expected changes to the LGA's demographic profile. Ensuring youth and teenage services account for current and future changes in the tastes and preferences of this demographic should be a key consideration for Council.
- An innovative traffic and parking response is needed in Bondi Junction to de-clutter movement networks, and enable pedestrians and cyclists, not cars, to dominate the urban environment. This response needs to be supported by enhanced cross-block linkages, and creation of outdoor plazas and open spaces that are safe and engaging for people of all ages and abilities.
- Attractive and interactive human scale outdoor plazas, open space and active recreation are key needs for Bondi Junction users and could be used to emphasise the lifestyle based place attachment to Bondi Junction. Clearly distinguish how such uses might reflect the distinct lifestyle qualities of Bondi Junction and differentiate from those on offer in other parts of inner Sydney.
- Westfield has come to dominate the spatial form of Bondi Junction. There is a need to reintegrate the edge and core of Bondi Junction, with particular emphasis on creating a unique and fine grain urban environment outside of Westfield.

- Bondi Junction adequately provides for day to day needs of those who seek more affordable or high end shopping, convenience and specialty retail options, the offering needs rebalancing to better cater for those who seek quality mid-range options.
- Whilst Westfield has significant attractor qualities, the wider Bondi Junction area lacks place-like qualities that could transform this place into a destination in its own right. It requires small-scale place-shaping initiatives that enhance and create an engaging urban realm.

This feedback will be used to help inform the next stage of the project, particularly around the possible options and uses for the site. This will also help Council to prioritise the community needs to determine the best use for the site which will also maximise community value and enhance it.

While the feedback reported in the UTS ACELG conclusion did not specifically discuss a "Civic Precinct", some participants commented that "large scale improvements and additions to Council's property portfolio to enhance the role and function of Bondi Junction" were not supported due to existing issues of congestion. Whilst we do not yet know what the recommended options and scale of any buildings on Council's sites will be, testing these options rigorously in terms of any possible impact on traffic, parking and congestion in the area would certainly be part of the process to determine legitimate options for the site.

In addition, the project has the potential to deliver many of the other suggestions such as improving the street experience" to create a "life style based urban centre", encouraging "small scale affordable and quality specialty retail food and dining options", encouraging "performing arts and culture uses".

The development of options for the site will incorporate thorough consideration of what the community has identified they need and want in the area, and what is currently possible on the site as part of the Waverley Local Environmental Plan.

5.2 The Site

The Civic Heart site (the site) is bounded by Spring, Denison, Ebley and Newland Streets and is currently home to a range of essential community services as well as retail and residential uses. The site includes the heritage-listed former Foot Factory. The proposed study area is shown in Figure 1 below.



Figure 1 – Proposed study area for Bondi Junction Civic Centre

Council owned properties within The Site include the Boot Factory, Waverley Community and Seniors Centre and Mill Hill services building on Spring Street, Norman Lee Place, Officeworks, the terraces at 28-30 Ebley Street, Waverley Library on the corner of Ebley and Denison Street and office space fronting the forecourt of Waverley Library (refer Attachment 1).

Recent community engagement and consideration of the effective life of Waverley Council's asset base have prompted the need to reassess the role and use of The Site. This reassessment needs to occur in light of the broader Waverley planning context, optimum and efficient long term utilisation of Council's asset base, and the potential uses of Council's property portfolio.

5.3 Other Sites

If preliminary studies recommend consolidation of key Council's services (such as administration and community services) in conjunction with a possible mix of ancillary uses such as high quality food or dining onto The Site, it is likely that the current sites accommodating Council functions, including the Council Chambers at the corner of Paul Street and Bondi Road, Eastgate service centre and offices and Syd Einfeld Depot may become vacant and hence available for other community uses or redevelopment (See figure 2 below). These sites will be considered as part of Stage 2. See attachment 2 for detailed cadastral information.

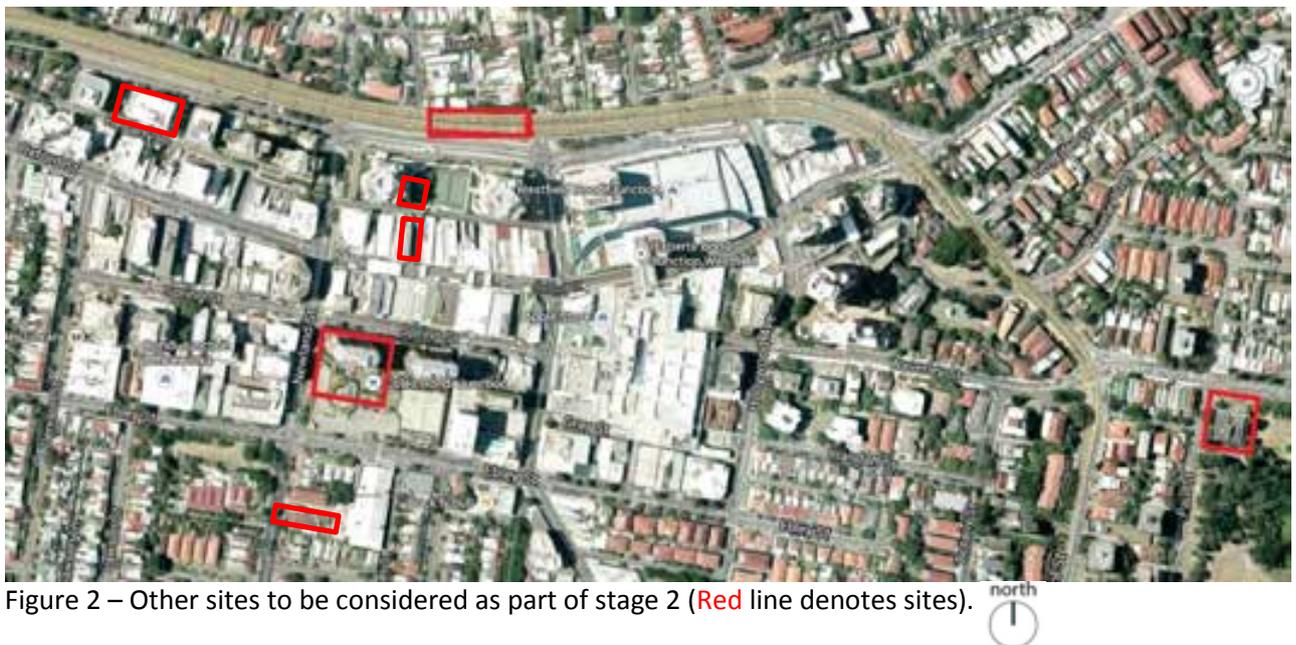


Figure 2 – Other sites to be considered as part of stage 2 (Red line denotes sites).

6. Discussion

The information collected within the community visioning exercise in Stage 1 has helped the preparation of the following Project Vision, Objectives and key Strategies.

6.1 Project Vision

The project vision is to create an inviting community, cultural and civic heart in Bondi Junction.

6.2 Project Objectives and Strategies

The project has the following objectives in order to fulfil the project vision:

- Plan for Council's current and future cultural, service and community facilities needs in Bondi Junction ensuring library, seniors, community and childrens services are delivered in appropriate locations in Bondi Junction with facilities that meet community needs;
- Attract civic related activities that are currently lacking in Bondi Junction or may add vitality and activity to the space;
- Adaptively reuse the Council owned heritage listed boot factory;
- Include best practice environmental sustainability initiatives.

The project has the following strategies in order to fulfil the project objectives and vision:

- Develop a plan for land which includes Council owned property contained within the block bound by Spring, Ebley, Newland and Denison Streets (The Site);
- Create a critical threshold of activity on the site that contributes to the economy of Bondi Junction and improves Bondi Junction's performance as a lifestyle based urban centre;
- Identify gaps in the local economy that may be accommodated on The Site; and
- Construct a landmark building with excellent design quality which instils pride and ownership by the community
- Create outdoor plazas and ensure open space areas are safe and engaging.

6.3 Project Process

The Bondi Junction Civic Centre is a long term project spanning at least 5 - 7 years. The project has been split into the following 6 stages:

- Stage 1: Project Initiation and Visioning
- Stage 2: Background Studies and Options
- Stage 3: Architectural Brief
- Stage 4: Concept Designs and Naming Competition
- Stage 5: Detailed Design
- Stage 6: Construction

Stage 1 involving project initiation and initial community engagement and visioning is complete upon adoption by Council.

At the finalization of each stage it is intended that a report will be considered by Council evaluating the completed stage and outlining the next stage.

6.3.1 Stage 2 Process

It is proposed that Stage 2 of the Bondi Junction Civic Centre Project will be developed by engaging specialist experts to deliver studies identifying:

- Facilities Needs Assessment - The study will
 - Review the various Council services and administrative offices located in different sites within Bondi Junction (including the Council chambers site), having regard to the current and future adequacy of the sites in terms of location, building floorspace, configuration and condition and identifying which services and offices could benefit by being consolidated into a single administrative centre;
 - Review the existing library to see that its current form and function is sufficiently able to cater for future growth, and the technology, services and design quality expected for a regional centre;

- Consult with the relevant managers of Council services which could potentially be consolidated into a new administration centre to understand their needs;
 - Review the requirements for a new Council administrative centre, having consideration to the consolidation of Council functions and the floor space, facilities and configuration required to accommodate future growth;
 - Investigate adaptive re-use opportunities for the Boot Factory;
 - Investigate the need for additional uses such as specialty high quality food and dining, a theatre/ concert hall/ art gallery/ conference centre/ rehearsal spaces/ art studio spaces and other community facilities in Bondi Junction, and the requirements for such facilities such as floor space, seating and access;
 - Investigate the need for recreational facilities in Bondi Junction;
 - Prioritise needs through multi criteria analysis;
 - Recommend preferred location for the prioritized needs including any opportunities for spatial efficiencies and co-location.
- Review of property assets – The review will:
 - provide detailed information and assessment of possible impacts on the project on both Waverley Council and privately owned properties in and around the Civic Centre study area.
 - It will include and assess impacts of land area, name of the owner, current use, current tenant, lease end date, lease amount, age of building, condition of building, building type, current zoning, heritage significance and community significance.
 - Cost benefit analysis of Council occupied properties – Upon completion of the facilities needs assessment and review of property assets, a cost benefit analysis will determine cost comparisons between continuing to occupy existing buildings & consolidating council services in a single building. This analysis will include scenarios where we dispose of and where we rent out existing council occupied assets. Such an analysis can be used to evaluate the commercial performance of future precinct options.
 - Feasibility analysis – Upon completion of the facilities needs assessment, rough costings to build the recommended facilities will be calculated. Costings will be based on what will be built and the floor space required. The analysis will provide a guide to which facilities recommended in the needs analysis are feasible. The analysis will not account for specific concept designs. When an architect is commissioned, and concept designs finalised, a more extensive feasibility analysis will likely be commissioned.
 - Options – The recommendations of the facilities needs assessment, review of property assets, cost benefit analysis and feasibility analysis will be used to prepare development scenarios for The Site. It is unknown at this stage what the options will entail. They may include alternatives on which parcels of land to develop, additional office space required for an amalgamated council and options for differing configurations of ancillary uses. The options would then be evaluated, shortlisted and tested with key stakeholders

6.4 Project Constraints

There are many issues that need to be addressed in the preparation of the study briefs and the development of the project including:

- Should local government amalgamations occur, consideration will need to be given to the administrative needs of an amalgamated Council within the Bondi Junction CBD.
- Limited area of Council land holdings in Bondi Junction.
- Development controls on use, yield and height of buildings
- Adaptive re-use of the Heritage listed Boot Factory.
- Limit overshadowing to surrounding properties and public parks.
- Several land parcels within The Site are not currently owned by Council.
- Minimum separation requirements between development and surrounding existing buildings
- Accommodation of existing services currently housed on the site.

6.5 Governance structure

It is proposed that the Bondi Junction Councillor Steering Committee established by Council in October 2013 be the relevant group to set the direction of the project. An Officer Project Control Group has been established to provide technical advice throughout the project as outlined in the table below:

Proposed Group	Proposed members	Proposed Role
Bondi Junction Councillor Steering Committee	Elected Members as resolved by Council on 15 October 2013 being Crs Betts, Kay, Masselos, Cusack and Burrill.	Set direction and make decisions per Council's Project Management framework.
Bondi Junction Civic Heart PCG	General Manager Director, Waverley Futures Director, Waverley Life Relevant Council staff	Technical direction

6.6 Temporary name

Feedback from community engagement in Stage 1 suggested that the title Civic Precinct didn't resonate with the community or necessarily relate to what the project will or should include. Therefore a public naming competition is proposed as part of Stage 3 once greater certainty about the details of the project have become evident. Sourcing the name of the facility through public interest and interaction aligns with the objectives of the project. In the meantime, it is proposed to use the title Bondi Junction Civic Heart as the temporary Project Title, which builds on the key goal of the project and the vision statement of Bondi Junction – The heartbeat of the East.

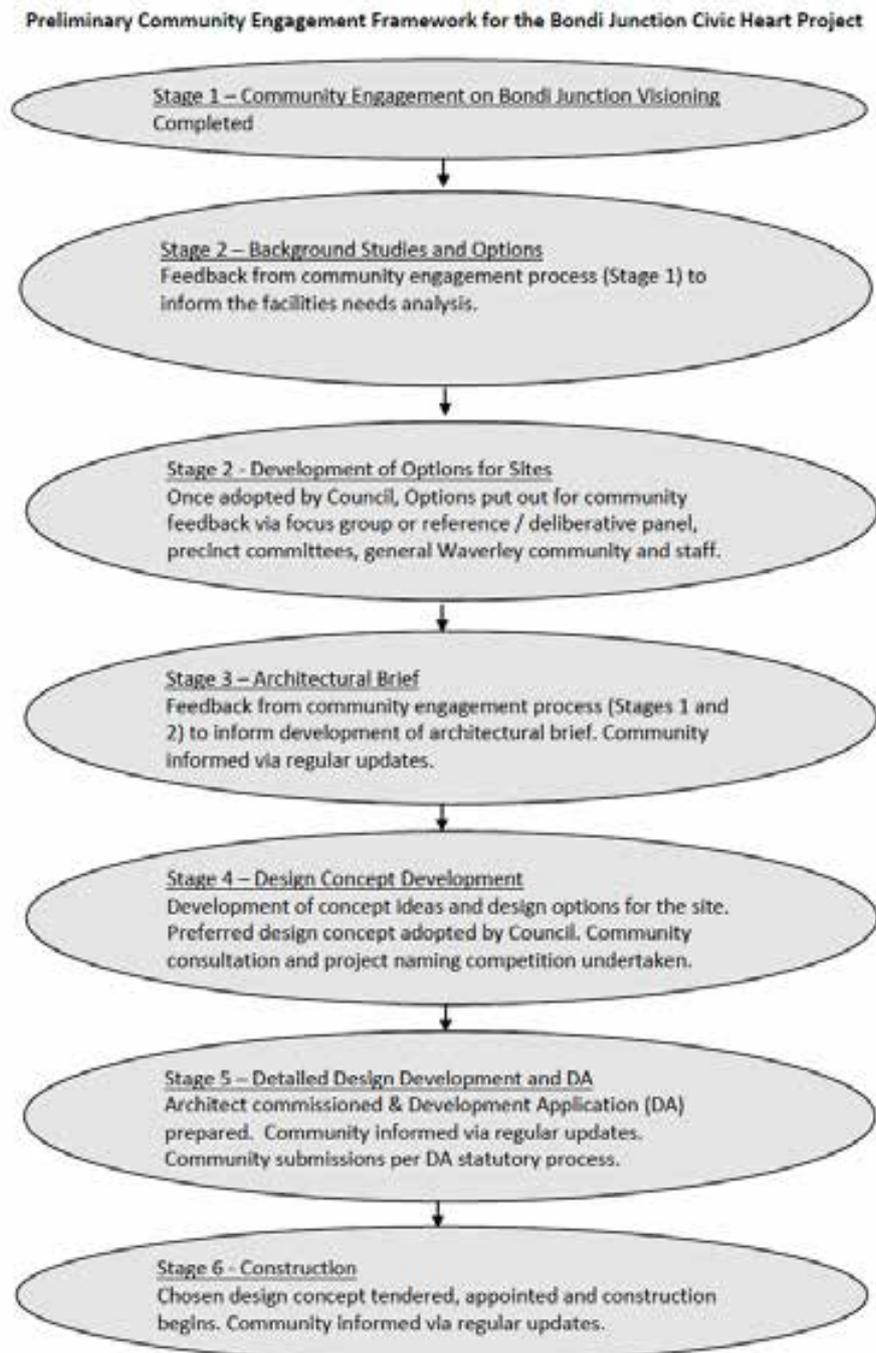
6.7 Community Engagement Plan

A Community Engagement Plan for Stage 2 of the project has been prepared (see Attachment 4) in partnership with Council's Communications and Engagement team with close reference to the outcomes of the community engagement that took place in Stage 1 of the project. The Community Engagement Plan for Stage 2 will involve seeking feedback and providing regular updates to all key stakeholders, both internal and external. This will be delivered via the website, email and regular resident communications like Waverley In Focus. Face to face updates will be

provided to relevant precinct committees and may include randomly selecting a pool of people from the Stage 1 phone survey respondents to join a focus group or reference / deliberative panel session to test ideas.

Internally, project updates and milestones will be delivered to Councillors, staff and tenants occupying Council property via workshops, emails, PCG meetings and face to face presentations or meetings as required.

A Community Engagement Plan will be prepared for each stage of the project as it progresses. The graphic below sets out the key stages of the project and the opportunities for community engagement.



7. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to Waverley Together 3 and Delivery Program 2013-17 is as follows:

Delivery Program: Accords with the Delivery Program 2013-2017:

- Strategy L1a – “Reinforce Bondi Junctions role as a regional centre with a mix of residential, retail, hospitality, business, commercial, professional services and entertainment activities”.
- Strategy L5b – “Protect and maintain heritage significant buildings while ensuring they are fit for use.”
- Strategy L5d – “Develop a vision for Bondi Junction which creates vibrant and accessible public places through high quality urban design and place making principles”.
- Direction G5 – “Waverley is financially sustainable with revenue and resources required to support implementation of the community’s plans and to provide infrastructure performance and services our community needs.”
- Direction G6 – “Waverley’s assets are well maintained for their current purpose and for future generations.”
- Direction G7 – “In service delivery, sound safety and risk management practices are maintained to protect the community and service agency staff.”

8. Financial impact statement

The Long Term Financial Plan to be considered by Council in June 2015 provisionally allocates \$59.8 million for construction of the Bondi Junction Civic Centre as well as \$5,500,000 for a new child care centre.

The draft 2015/16 Council budget has an allocation of \$250,000 for works associated with the progression of Council’s Property Investment Strategy.

A summary of estimates of probable costs for Stage 2 would be in the order of:

External Services	Probable fee
Stage 2 consultancies	\$150,000 - \$220,000
Incidentals (printing, catering, venue hire)	\$20,000
Total	\$170,000 - \$240,000

9. Timeframe

It is likely the project will be realised within approximately 5 - 7 years. Note that it is difficult to predict final completion dates at this early stage due to unforeseen circumstances and construction can be easily delayed. A draft program follows:

Stage	Task Expected	Approx. Completion date
Stage 1	Project Initiation and Visioning	
	First Report to Council August 2014	Complete
	Stage 1: Community Engagement	Complete
	Second Report to Council May 2015	Complete
Stage 2	Background Studies and Options	

	Tender for facilities needs, property asset review, feasibility assessment, cost benefit analysis of Council occupied properties and development options.	June
	Third Report to Council to accept successful tenderer	August 2015
	Prepare Facilities needs analysis, property asset review, feasibility assessment and development options	September - December 2015
	Community engagement on design options	Jan - Mar 2016
	Fourth Report to Council confirming preferred design option and Architectural Brief	April 2016
Stage 3	Architectural Brief	
	Tender for architectural brief.	May 2016
	Fifth Report to Council to accept successful tenderer	June 2016
	Prepare architectural brief	July
	Sixth Report to Council appointing successful tenderer	September 2016
Stage 4	Design Concept and Naming Competition	
	Concept designs via open tender or design competition	October - December 2016
	Community engagement	February / March 2017
	Seventh Report to Council to choose concept	April 2017
	Naming competition	March 2017
	Eighth Report to Council	April / May 2017
Stage 5	Design Development and DA.	
	Award commission, design development, development application, construction certificate, construction drawings, tender documentation	June 2017 - June 2018
	Ninth Report to Council	July 2018
Stage 6	Construction	
	Tender for construction	August - October 2018
	Construction of works	2019/2020/2021
	Post occupancy evaluation	2021

10. Conclusion

This report to Council sets out a program to plan for and deliver the development of a core precinct within Bondi Junction that helps to address the issues concerning the Boot Factory, the possible consolidation of Council functions and activities, the utilisation of Council's property assets in Bondi Junction and to accommodate some gaps in the local economy by providing activities that the community has indicated would add value to the experience of Bondi Junction. The next step in this process is the preparation of a needs assessment of what range of activities should be accommodated within the precinct. This information will help the preparation of a specific architectural brief for the preparation of a detailed Masterplan for the Precinct.

11. Attachment/s:

1. Cadastral details on the Council properties within the site.
2. Cadastral details on the other relevant properties within Bondi Junction.
3. Past Council Resolutions.
4. Bondi Junction Civic Heart Community Engagement Plan Framework.

Attachment 1

Council owned properties on the site

Council owned properties		
Property location	Parcel description	Additional information
32-48 Denison St Bondi Junction	Lot 2 DP 863835	Waverley Library
14-26 Ebley St Bondi Junction	Lot 1 DP 499536	Officeworks
28-30 Ebley St Bondi Junction	Lot 1 DP 200802	Family Day Care coordination unit Computer Plus tenant.
	Lot 2 DP 200802	
27-33 Spring St Bondi Junction	Lot 6 SecA DP 145	Boot Factory and Norman Lee Place
	Lot 7 DP 499650	Mill Hill Centre
Shop 4, 1 Spring St	Lot 2 DP 863835	Retail shop fronting library forecourt and 3 car spaces.
4 - 8 Ebley St, Bondi Junction		Basement carpark underneath the library

Attachment 2

Other relevant properties in Bondi Junction

Other Council owned properties		
Property location	Parcel description	Additional information
74 Newland St Bondi Junction	Lot B DP102779	Eastern Area Tenant Services
Corner of Paul St and Bondi Road, Waverley	Lot 32 DP 1087365	Council Chambers
55 Spring St Bondi Junction	Lot 2 DP 732731	Eastgate Customer Service Centre and offices above
Depot under Rowe Street	-	Depot needs relocating with redevelopment of Rowe Street

Other properties		
Property location	Parcel description	Additional information
10 Grafton Street, Bondi Junction	Lot 1 DP 262196	Syd Einfeld depot Owner - Roads & Maritime Services NSW
Level 6, 55 Grafton St, Bondi Junction	-	Council Office Space (400sqm). Owner – Koonara Developments
10 Ebley St, Bondi Junction	Lot 27 Sec A DP 145	Residential apartments. Owner – Mrs Kennedy
12 Ebley St, Bondi Junction	Lot 26 Sec A DP 145	Bondi Vet and residential apartments. Owner – Mr and Mrs Steel

Attachment 3

Past Council resolutions

Council or Committee Meeting and date	Minute No	Decision
FESP Committee Meeting 4 September 2007	F-0709.7	<p>Report dated 21 August 2007 from the General Manager on the Draft Investment Strategy Consolidated Report.</p> <p>That:</p> <p>13. Council prepare a master plan underpinned by commercial feasibility advice to set out the long term vision for a number of key Councils sites in the Spring/Ebley Street Precinct, in particular the Officeworks and Waverley Works buildings and Mill Hill site.</p>
Council Meeting 17 May 2011	1105.14.2	<p>Investment Strategy – Current Status of Stage 2 and Development of Stage 3 Consolidated Plan. Report dated 9 May 2011 from the General Manager.</p> <p>That:</p> <p>3. Council incorporate the master planning process for the Ebley Street, Spring Street, Newland Street and Denison Street block as part of the consideration of the Investment Strategy Stage 3 Consolidation Plan.</p>
FESP Committee Meeting 5 March 2013	F-1303.6	<p>Investment Strategy 3 objectives and process. Report dated 26 February 2013 from the Director, Corporate & Technical Services about commencement of planning for a new Investment Strategy.</p> <p>That:</p> <p>2. Council request that the Investment Strategy Working Group consider any options for inclusion in a new property investment strategy which have, as a minimum, potential to help Council meet the objectives described in this report.</p>

Bondi Junction Civic Heart

Community engagement plan framework



Introduction

The Bondi Junction Civic Heart project presents an opportunity to resolve issues concerning the Boot Factory, utilisation of Council's property assets within the regional centre, consideration of future uses such as a civic centre, and creating a new civic and community heart in Bondi Junction.

The process for community engagement commenced with a vision for Bondi Junction as well as opportunities to plan strategically for Council's Bondi Junction asset portfolio to ensure it caters for the needs of the Waverley community, now and into the future.

The feedback collected during this process informs the upcoming stages of the project to create a civic, cultural and community heart in Bondi Junction.

This engagement plan outlines the six key stages in the process and opportunities for community participation throughout the project.

Context

The Civic Precinct is bounded by Spring, Denison, Ebley and Newland Streets in Bondi Junction. Council-owned properties on the site include the Boot Factory, Waverley Community and Seniors Centre and Mill Hill Centre on Spring Street, Norman Lee Place, Officeworks, the terraces at 28-30 Ebley Street and the Waverley Library on the corner of Ebley and Denison Street. It is home to a range of essential community services, as well as retail and residential uses.

Purpose and objectives

This document details a high level approach to community engagement throughout all stages of the project. This provides an opportunity for community input on the development of a master plan for the site, which will improve community service provision and the street level experience in Bondi Junction.

The objectives of the engagement plan are:

- To understand the needs of the current and future Waverley community, and how Council's assets can be used to respond to these needs
- Keep the community informed at all stages of the project
- Invite community feedback and input on possible land uses, services and functions for the site, to inform the architectural brief, on concept ideas and designs, and a name for the site.

This process will provide Council decision-makers with information to guide the development of the master plan for the site.

Bondi Junction Civic Heart

Community engagement plan framework



Stakeholders

As Bondi Junction is a key centre not just in the Waverley community, but for the broader region of Sydney and beyond, there are a number of key stakeholders for this project. Some of these stakeholders include:

- Residents – Bondi Junction, Waverley and Eastern Suburbs communities
- Council staff and Councillors
 - Bondi Junction Civic Heart PCG and Steering Committee
 - Bondi Junction PCG
 - Staff currently working in Council-owned properties
 - Staff likely to move to new consolidated accommodation
- Community service providers
 - Seniors Centre
 - Waverley Library
 - Junction Neighbourhood Centre
 - Waverley Community and Seniors Association
 - Waverley Community Living Program
 - Waverley Action for Youth Services (WAYS)
 - Computer Pals
- Committees and community organisations
 - Bondi Junction/Mill Hill Precinct Committee
 - Combined Precincts Committee
 - Waverley Historical Society
 - Friends of Waverley Library
 - Multicultural Advisory Committee
 - Safety Committee
 - Environmental Sustainability Advisory Committee
 - Public Art Committee
 - Access Committee
- Property owners and tenants
 - Neighbouring the site
 - Current tenants in Council properties – Dee Kay's, Officeworks, Randwick Waverley Community Transport
- Businesses
 - Neighbouring the site
 - Waverley Business Forum
 - Building Futures Partnership
 - Bondi & Districts Chamber of Commerce
 - Regular hirers (eg. ESBECC)
- Interested stakeholders, including those who have made submissions on or participated in recent consultations including:
 - Boot Factory (2013)
 - Bondi Junction (2014)
 - Complete Streets (2013)
 - West Oxford Street (2014)

Bondi Junction Civic Heart

Community engagement plan framework



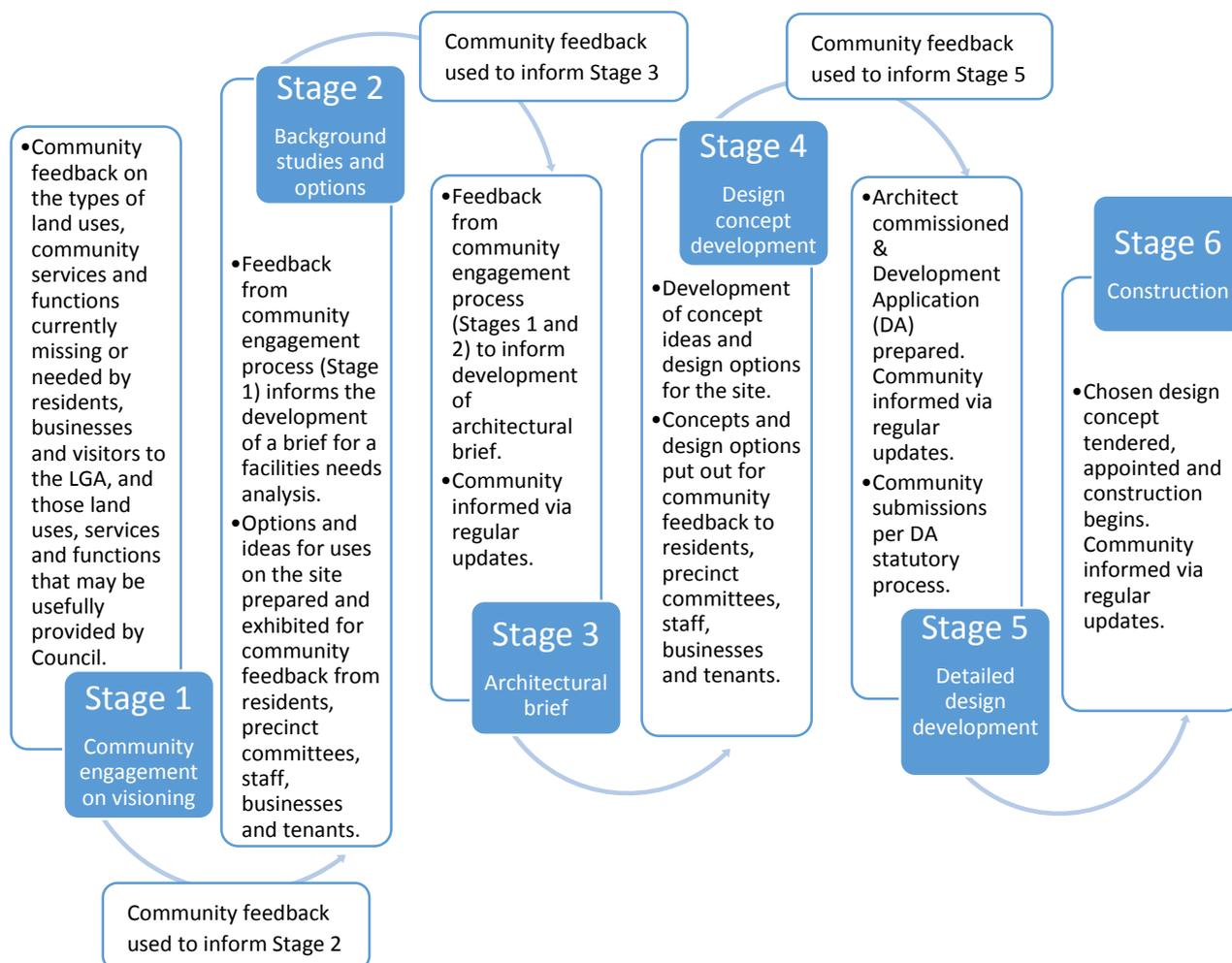
- Visitors
- Government
 - Local members
 - Neighbouring councils
 - Department of Planning and Environment
 - Office of Environment and Heritage
 - National Trust of Australia
 - Destination NSW

Methodology

The IAP2 Public Participation spectrum sets out the five key levels of participation in public engagement activities.



The below sets out a high level framework for the key stages of the project and the opportunities for participation and input from the stakeholders listed above. It details some of the methodologies that may be used to engage with the stakeholders during each project stage.



Bondi Junction Civic Heart

Community engagement plan framework



Stage 1: Community engagement on visioning

September - December 2014

- As part of consultation on a vision for Bondi Junction, community feedback was gathered on the types of land uses, community services and functions currently missing or needed by residents, businesses and visitors to the LGA, and those land uses and functions that may be usefully provided by Council.
- Activities:
 - online and walk-up surveys
 - random dial telephone survey
 - three focus groups
 - meetings with Precinct Committees
 - meeting with Waverley Business Forum
 - in-class exercise for school children.
- Result: Over 700 pieces of feedback collected.

Stage 2: Background studies and options

June 2015 - April 2016

- Feedback from community engagement process (Stage 1) will inform the development of a brief for a facilities needs analysis.
- Options and ideas for uses on the site will be prepared and exhibited for community feedback from residents, precinct committees, staff, businesses and tenants.
- Possible activities to include:
 - online and hard copy survey to get feedback on options for site uses
 - displays at Council's Customer Service Centre, Waverley Library and Mill Hill/Seniors Centre
 - updates for residents, Bondi Junction and Combined precinct committees, Councillors, staff, tenants and neighbouring properties via email, letters, e-newsletters and meetings as required
 - internal meetings with Civic Centre and Bondi Junction PCGs
 - website updates
 - project fact sheet available at key customer service points and online
 - a statistically valid and/or randomly selected engagement method to test options during exhibition period to assist with establishing an evidence base (eg. deliberative poll, focus group).

Bondi Junction Civic Heart

Community engagement plan framework



Stage 3: Architectural brief

May - September 2016

- Feedback from Stages 1 and 2 informs the development of an architectural brief.
- Community kept informed via regular updates.
- Possible activities to include:
 - updates for residents, precinct committees, Councillors, staff, tenants and neighbouring properties via email, letters, e-newsletters and meetings as required
 - internal meetings with Civic Centre and Bondi Junction PCGs
 - website updates
 - project fact sheet available at key customer service points and online.

Stage 4: Design concept development

October 2016 - May 2017

- Using the architectural brief, concept ideas and design options for the site are prepared.
- Concepts and design options put out for community feedback to residents, precinct committees, staff, businesses and tenants.
- Possible activities to include:
 - naming competition for the site, inviting ideas from all sections of the community
 - online and hard copy survey to get feedback on concepts and designs
 - updates for residents, precinct committees, Councillors, staff, tenants and neighbouring properties via email, letters, e-newsletters and meetings as required
 - internal meetings with Civic Centre and Bondi Junction PCGs
 - website updates
 - project fact sheet available at key customer service points and online
 - displays at Council's Customer Service Centre, Waverley Library and Mill Hill/Seniors Centre
 - drop-in sessions.

Bondi Junction Civic Heart

Community engagement plan framework



Stage 5: Detailed design development and DA

June 2017 - July 2018

- Architect commissioned to prepare a detailed design for the site using the feedback collected during Stage 4.
- Development Application (DA) prepared.
- Community submissions as per DA statutory process.
- Possible activities to include:
 - updates for residents, precinct committees, Councillors, staff, tenants and neighbouring properties via email, letters, e-newsletters and meetings as required
 - internal meetings with Civic Centre and Bondi Junction PCGs
 - website updates
 - project fact sheet available at key customer service points and online

Stage 6: Construction

August 2018 - 2021

- Chosen design concept tendered, contractor appointed and construction begins.
- Possible activities to include:
 - updates for residents, precinct committees, Councillors, staff, tenants and neighbouring properties via email, letters, e-newsletters and meetings as required
 - internal meetings with Civic Centre and Bondi Junction PCGs
 - website updates
 - project fact sheet available at key customer service points and online.

Evaluation of the strategy will also be undertaken at each stage of the process.

**Report
No. CM/7.7/15.05**

Subject:	Bondi Pavilion Conservation Management Plan
Trim File No.:	A14/0047
Author:	Fleur Mellor, Strategic Planner (Heritage) under the direction of George Bramis, Executive Manager, Shaping Waverley
Director:	Peter Monks, Waverley Futures; Cathy Henderson, Waverley Life

Recommendation:

That Council adopts the Bondi Pavilion and Surroundings Conservation Management Plan for the purposes of:

1. Guiding future works to Bondi Pavilion and the surrounding area.
2. Submission to the NSW Heritage Branch (Office of Environment and Heritage) for endorsement.
3. Publishing on the Waverley Council website.

1. Executive Summary

A Conservation Management Plan (CMP) has been prepared for Bondi Pavilion and its immediate context. A CMP, based on thorough documentary and physical research, outlines policies for a heritage item's future care and use. The last conservation document prepared for Bondi Pavilion was a Conservation Analysis and Conservation Guidelines document prepared for Bondi Pavilion by Clive Lucas, Stapleton and Partners in 1997. With a consideration that Bondi Pavilion is an item of National, State and Local significance it is warranted that an up to date conservation document is prepared for the Bondi Pavilion. Further the recommendation to prepare an up to date CMP was included as an action within the adopted Bondi Park, Beach and Pavilion Plan of Management. The CMP when complete will also help inform the proposed Bondi Pavilion Upgrade and Conservation Project.

Key policies included in the CMP address the potential to enhance the Bondi Pavilion and its uses through the management of change, statutory considerations, the relationship of the Bondi Pavilion to its context, an understanding of the significance of the Bondi Pavilion, Aboriginal heritage, historical archaeological heritage, moveable heritage, access and connectivity to and around the Pavilion, visitor use and management, and maintenance.

These policies should be read in relation to the building's nominated grading of significance. A grading of significance helps communicate the importance and contribution that key building elements makes to the heritage significance of a place, assisting in the determination of appropriate future actions. The types of gradings proposed for the Bondi Pavilion are either exceptional, high, moderate, low, neutral or intrusive, and are based on standards formulated by the NSW Heritage Office. The gradings of significance specifically proposed for the Bondi Pavilion are listed and are included in the CMP as colour coded plans.

2. Introduction/Background

Bondi Pavilion is managed by Waverley Council. The building and associated grounds are acknowledged as an important asset locally, to the State and nationally.



Bondi Pavilion - East Elevation

Bondi Pavilion is listed as an item of State Heritage Significance on the State Heritage Inventory. The current Summary Statement of Significance, a statement that describes why the building and context is important, is included below.

'Bondi Beach, Bondi Park, Bondi Surf Pavilion, and the Bondi Surf Bathers Life Saving Club building form a cultural landscape of State significance as an iconic representation of the Australian beach experience. The place is historically significant as the site of many 'firsts' and other significant events in surf lifesaving, and as the largest beach improvement scheme to be carried out in the interwar years. The place demonstrates the rapid increase in popularity of beach-going once restrictions on surf bathing were eased in the early 20th century.

The place is of social and aesthetic significance as a landmark, recognised internationally as a symbol of Australia's popular beach culture. While the Bondi Surf Pavilion has been modified over time, the relationship of the building to the promenade and beach, as well as the park and its intact features (including two concrete pedestrian bridges with standard lamps, the promenade, and numerous pathways in original locations), retains its integrity to the 1928 beach improvement design.' (NSW Heritage Branch 2005)

Despite the property's significance, a recent Conservation Management Plan (CMP) did not exist for the property. A 'Conservation Analysis and Conservation Guidelines' report was however prepared for the 'Bondi Pavilion Surf Club & Surrounds' by Clive Lucas, Stapleton and Partners in 1997.

Three quotes were received from suitably qualified Heritage Architects in 2014 to prepare a CMP for the Bondi Pavilion and its immediate context. Tanner Kibble Denton Architects and Comber Consultants were selected as the successful consultants in late 2014 with a fee proposal for an amount of \$28,810 excluding GST. A final draft CMP was prepared in April 2015. This CMP is now submitted to the Council for adoption.

2.1 Relevant Council Resolutions

Council or Committee Meeting & Date	Minute No.	Decision
18 November 2014	CM/7.6/14.11	<p>That Council:</p> <p>3. Adopts the Bondi Park, Beach and Pavilion Plan of Management 2014-2024.</p> <p>It should be noted that the Plan of Management includes the following action under 'D4 Conserve and maintain the heritage fabric of the Park and Pavilion';</p> <p><i>'Consider updating the Lucas, Stapleton and Partners Pty Ltd, Bondi Pavilion Surf Club and Surrounds: Conservation Analysis and Conservation Guidelines for Bondi Pavilion.'</i></p>

3. Discussion

3.1 What is a Conservation Management Plan?

A Conservation Management Plan (CMP) is an important tool in caring for a heritage item and provides a guide to future care and use. It sets out what is significant in a place and, consequently, what policies are appropriate to enable that significance to be retained in its future use and development.

A CMP normally includes the following:

- An outline history of the place
- A thorough examination of its physical fabric
- An assessment of the cultural significance of the place
- Conservation policies for the place

The Bondi Pavilion CMP includes the above components and key policies that assist in guiding future works. Specific policies address the potential to enhance the Pavilion and its uses through the management of change, statutory considerations, the relationship of the Bondi Pavilion to its context, an understanding of and a conservation of the significance of the Bondi Pavilion, Aboriginal heritage, historical archaeological heritage, moveable heritage, access and connectivity to and around the Pavilion, visitor use and management, and maintenance. Chapter 7 of the CMP, 'Conservation policy' should be referred to for further detail.

The CMP nominates gradings of significance for key spaces and items within the Bondi Pavilion. The policies and the gradings of significance should be read together. The highest level of significance noted is a grading of 'exceptional' significance and this can be defined as what *'makes a direct and irreplaceable contribution to the overall significance of the Bondi Pavilion and its surroundings.'* The CMP should be read in detail however it should be noted that the overall form of the Bondi Pavilion and first floor balconies are highlighted as having exceptional significance. This grading does not mean that work cannot be carried out, however, any proposal would need to be thoroughly justified with an argument proposed that any works would enhance the overall significance.

3.2 Amended Statement of Significance

As a result of the historical and physical research recently undertaken, an amended Statement of Significance has been prepared as follows:

The Bondi Pavilion and its surroundings are of outstanding cultural significance because:

- The Bondi Beach landscape and the Aboriginal objects found within the subject area represent a significant cultural landscape which demonstrates the history of Aboriginal occupation, lifestyle and land use. The tangible objects bear witness to intangible values of place and to the spiritual and creative life of pre-contact Aboriginal society.
- The artefacts found at Bondi Beach and now housed in the Australian Museum demonstrate the history of Aboriginal stone tool manufacture and the economic life and subsistence activities of Aboriginal people. The artefacts are of cultural significance and an important educational tool in demonstrating Aboriginal history. Despite the almost entire absence of contextual records, the artefacts recovered from Bondi Beach now in the Australian Museum have, through archaeological study, contribute and continue to contribute invaluable data in respect of Aboriginal stone tool manufacture and use. The term 'Bondi Point' which derives from the collection of stone artefacts found at Bondi Beach, is now used to describe backed edge stone implements found throughout Australia.
- It is a rare example of a significant Aboriginal cultural landscape which contains fresh and salt water resources and is a major occupation site which once contained hundreds of artefacts. The large number of Aboriginal artefacts found at Bondi Beach provide a rare collection of extensive and technically significant artefacts collected from one site.
- The study area has a strong and special association with the local and broader Aboriginal community who have a deep and abiding spiritual connection to the cultural landscape of Bondi Beach. The landscape and sites contained within the study area provide a continuing cultural and spiritual link to the Aboriginal past and provide tangible links with the lifestyle and values of their ancestors. It represents their past and their future. The site which once contained a large concentration of artefacts as well as burials, confirms Bondi Beach to have been a place of exceptional cultural significance prior to colonisation and therefore a site of continuing social significance to the descendants of the Cadi and broader Aboriginal community.
- In its original function and location at Bondi Beach, it has come to represent at a national level the culture of ocean bathing which has dominated past and present popular images of the Australian outdoors lifestyle. In this context it is an icon that has been regularly used in works of art and promotional material.
- The building is representative of 1920s Mediterranean architectural style and its setting is representative of 1920s town planning, which in a beach front setting on the scale at Bondi is now unique in Sydney. It was the largest and most resolved example of a beach pavilion forming part of a comprehensively designed urban precinct in Sydney when it was constructed, and continues to be so to this day.
- The Bondi Pavilion and its surroundings are key townscape elements at Bondi Beach, which provide a major contribution to the townscape and character of the locality.

- The conversion of use of the pavilion to a community cultural centre in 1974-1978 may be considered an innovative response to adaptive reuse for a local government instrumentality at the time. Waverley Council has since actively sought to develop the pavilion as an attractive cultural centre incorporating an art gallery, theatre, crafts workshops, community spaces and regular festivals, encouraging visitation by members of the local, state, interstate and overseas populations.

When the CMP is approved, the State Heritage Inventory sheet, as included in the NSW heritage database, will be updated, inclusive of the Summary Statement of Significance.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

Direction:	L4 – The unique physical qualities and strong sense of identity of Waverley’s villages is respected and celebrated. L5 – Buildings are well designed, safe and accessible and the new is balanced with the Old.
Strategy:	L4a – Use planning and heritage policies and controls to protect and improve the unique built environment. L5b – Protect and maintain heritage significant buildings while ensuring they are fit for use.
Deliverable:	Part H (Heritage) of Waverley DCP reviewed as part of Waverley Planning Review. An ongoing public education campaign on heritage and good design including annual Heritage and Urban Design Awards

5. Financial impact statement/Timeframe/Consultation

Financial Impact

The consultancy cost of \$28,810 excluding GST is being primarily funded from the Bondi Pavilion Capital Works Budget. This cost will be supplemented by a grant of \$10,000 excluding GST received from the NSW Office of Environment and Heritage in April 2015 for the preparation of the CMP.

Timeframe

Upon Council endorsement, the Bondi Pavilion Conservation Management Plan will be submitted as a final copy to the Heritage Division (Office of Environment and Heritage) for endorsement.

Consultation

An overview of the CMP was provided to the Eastern Region Local Government Aboriginal Torres Strait Islander Forum (Forum) on Friday 20 February 2015. Feedback from the Forum highlighted the importance of including Aboriginal values and associations in the CMP (physical, intangible and spiritual).

A meeting was held with the La Perouse Local Aboriginal Land Council (LALC) on Friday 13 March 2015, to discuss the Bronte House Aboriginal Study and the Bondi Pavilion CMP. The La Perouse LALC reiterated the Forum’s advice. In addition, the potential for uncovering archaeology and the importance of having experts present during the carrying out of works was also noted.

Feedback obtained when preparing the Bondi Beach Urban Conservation Area State Heritage Inventory form has also been considered.

An overview of the CMP was also given to a representative of the Bondi Beach Precinct Committee in April 2015.

6. Conclusion

A Conservation Management Plan (CMP) has been prepared for Bondi Pavilion and its immediate context. A CMP, based on thorough documentary and physical research, outlines policies for a heritage item's future care and use. The last conservation document prepared for Bondi Pavilion was a Conservation Analysis and Conservation Guidelines document prepared for Bondi Pavilion by Clive Lucas, Stapleton and Partners in 1997.

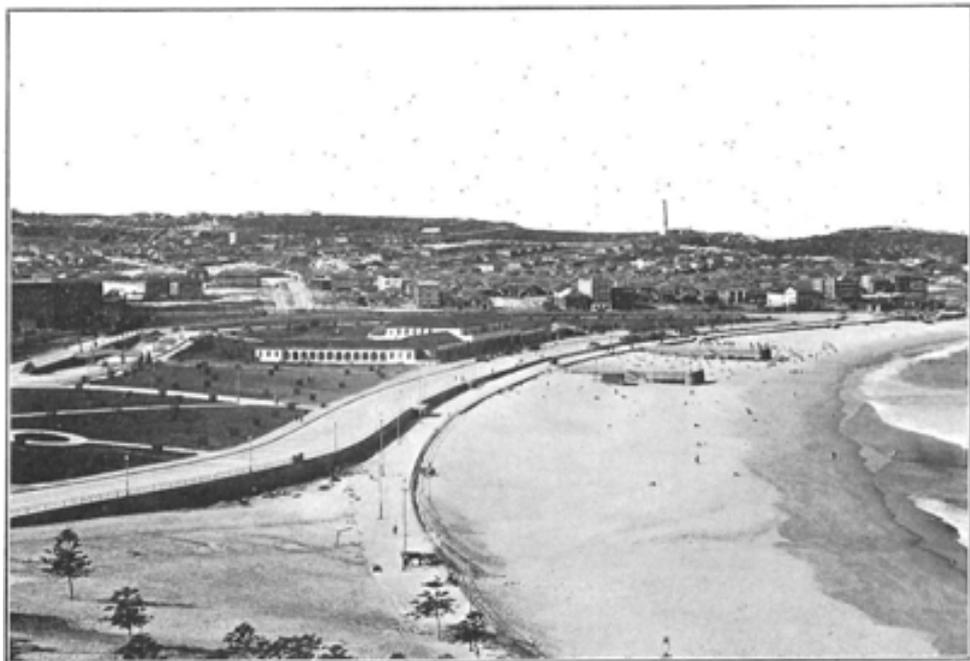
With a consideration that Bondi Pavilion is an item of National, State and Local significance it is warranted that an up to date conservation document is prepared for the Bondi Pavilion. Further the recommendation to prepare an up to date Conservation Management Plan was included as an action within the adopted Bondi Park, Beach and Pavilion Plan of Management. The CMP when complete will also help inform the proposed Bondi Pavilion Upgrade and Conservation Project specifically through the inclusion of policies and the building's grading of significance.

7. Attachment/s:

1. Bondi Pavilion and Surroundings Conservation Management Plan.



Bondi Pavilion and surroundings



Conservation Management Plan

Prepared for
Waverley Council

May 2015 • Issue A
Project number 14 1331

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Document / Status Register

Issue	Date	Purpose	Written	Approved
P1	18 December 2014	Preliminary issue for client review	RL	
P2	13 March 2015	Draft issue for client review	RL	
P3	27 March 2015	Revised draft issue for client review	RL	
P4	24 April 2015	Final draft issue	RL	CMJ
A	7 May 2015	Final issue	RL	

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CMP\2015 05 Conservation Management Plan Issue A.doc

EXECUTIVE SUMMARY

The Bondi Pavilion and its surroundings have exceptional heritage significance. Their importance is recognised internationally and by inclusion in national, state and local heritage inventories.

This conservation management plan (CMP) for the Bondi Pavilion and its surroundings has been prepared by Tanner Kibble Denton Architects on behalf of Waverley Council. The purpose of the report is to guide the management of the heritage significance of the place and to provide policies for maintenance, changes to building fabric, potential uses and considerations of future development.

Waverley Council's long term vision for the Bondi Pavilion and its surroundings recognises the great importance of the place. The Bondi Pavilion is the centrepiece of Bondi Park, which has an important purpose as a landmark building, centre of community life and grand point of entry to Bondi Beach from Campbell Parade. This purpose should be achieved by making sure the Pavilion is sensitively looked after and well used.

The Bondi Pavilion and its surroundings are of outstanding cultural significance at several levels, which include the following:

- The Bondi Beach landscape and the Aboriginal objects found within the subject area represent a significant cultural landscape which demonstrates the history of Aboriginal occupation, lifestyle and landuse. The tangible objects bear witness to intangible values of place and to the spiritual and creative life of pre-contact Aboriginal society.
- The artefacts found at Bondi Beach and now housed in the Australian Museum demonstrate the history of Aboriginal stone tool manufacture and the economic life and subsistence activities of Aboriginal people. The artefacts are of cultural significance and an important educational tool in demonstrating Aboriginal history. Despite the almost entire absence of contextual records, the artefacts recovered from Bondi Beach now in the Australian Museum have, through archaeological study, contribute and continue to contribute invaluable data in respect of Aboriginal stone tool manufacture and use. The term 'Bondi Point' which derives from the collection of stone artefacts found at Bondi Beach, is now used to describe backed edge stone implements found throughout Australia.
- It is a rare example of a significant Aboriginal cultural landscape which contains fresh and salt water resources and is a major occupation site which once contained hundreds of artefacts. The large number of Aboriginal artefacts found at Bondi Beach provide a rare collection of extensive and technically significant artefacts collected from one site.
- The study area has a strong and special association with the local and broader Aboriginal community who have a deep and abiding spiritual connection to the cultural landscape of Bondi Beach. The landscape and sites contained within the study area provide a continuing cultural and spiritual link to the Aboriginal past and provide tangible links with the lifestyle and values of their ancestors. It represents their past and their future. The site which once contained a large concentration of artefacts as well as burials, confirms Bondi Beach to have been a place of exceptional cultural significance prior to colonisation and therefore a site of continuing social significance to the descendents of the Cadi and broader Aboriginal community.
- By its original function and location at Bondi Beach, the Bondi Pavilion has come to represent at a national level the culture of beach bathing which has dominated the past and present popular image of the Australian outdoors lifestyle. In this context it is an icon regularly used in works of art and promotional material;

- The Bondi Pavilion is representative of 1920s Mediterranean Georgian Revival architectural style and town planning, which in a beach front setting on the scale at Bondi is now unique in Sydney. It was the largest and most resolved example of a beach pavilion in Sydney when it was constructed, and continues to be so to this day. The place is an outstanding example of local government endeavours to beautify localities and provide needed public amenities during the interwar period. The Pavilion provides tangible evidence of a form of surf bathing popularised and practiced in the pre-war years;
- The conversion of use of the pavilion to a community cultural centre in 1974-1978 may be considered a revolutionary one for a local government agency to endorse at the time. Waverley Council has since actively sought to develop the pavilion as a cultural centre incorporating an art gallery, theatre, cinema, crafts workshops, child care facilities, gymnasium and regular festivals, making the place frequently visited by members of the local, state, interstate and overseas populations;
- The Bondi Pavilion, in association with Bondi Park, is significant because, since its resumption in the early 1880s for the purpose of public recreation, the boundaries and function remain unaltered, and it is a focus for local identity;
- Bondi Park retains notable and unique site features such as: the expanse of brick and concrete paved parking area, concrete retaining walls and pedestrian bridges, which are integral elements of the 1929 Beach Park Improvement Scheme; the sea wall and promenade, integral elements of the 1911 and 1929 Beach and Park Improvement schemes; and the Bondi Surf Bathing Life Saving Club, established in 1906 and currently housed in the 1930s building adjacent to the Bondi Pavilion. The Bondi Surf Bathing Life Saving Club is one of Sydney's earliest Surf Life Saving Clubs and has continuously occupied a location at Bondi Beach since 1906.

Major objectives for the conservation and ongoing use of the Bondi Pavilion and its surroundings are to:

- Retain and conserve the exceptional heritage significance of the Bondi Pavilion and its surroundings as a major interwar recreational facility and a civic beautification scheme which has national significance and great significance for Waverley Municipality;
- Retain and conserve the qualities, features and elements that make a significant contribution to the heritage significance of the site;
- Facilitate the ongoing adaptive and sustainable reuse of the place to ensure ongoing conservation and enhancement of its recreational and cultural roles;
- Allow for sensitive new development that will not impact adversely on the heritage significance of the Bondi Pavilion and its surroundings;
- Ensure that proper conservation procedures and methodology are to be incorporated into the maintenance, adaptive reuse and management of the place. A maintenance program should be integrated with the conservation processes;
- Ensure that any future uses of the place are to be compatible with its heritage significance. Uses are to "fit" with the heritage significance of the Bondi Pavilion and its surroundings and will not require intrusive and irreversible change to significant building fabric and spaces or other significant features of the place.

Policies relating to the conservation and management of the Bondi Pavilion and its surroundings are grouped under the following key headings:

- Statutory considerations;
- Buildings and infrastructure;
- The Bondi Pavilion;

- The Bondi Surf Bathers Life Saving Clubhouse;
- Aboriginal archaeological heritage;
- Historical archaeological heritage;
- Moveable heritage;
- Access and connectivity;
- Visitor use and management; and
- Maintenance management.

1 Introduction

1.1 Purpose of the report

This Conservation Management Plan (CMP) for the Bondi Pavilion and its immediate surroundings has been prepared by Tanner Kibble Denton Architects to guide the conservation, management and interpretation of the heritage significance of the place.

The CMP is based on a review of Bondi Pavilion, Surf Club & Surrounds Conservation Analysis & Conservation Guidelines (May 1997) by Clive Lucas, Stapleton & Partners. It is intended to be a document that:

- Is up to date, incorporating events that have happened and work undertaken since the previous report was completed;
- Can be used as a tool to assess the appropriateness of potential planning applications;
- Can assist in developing a strategic framework for potential future works;
- Has been prepared in reference to the NSW Heritage Branch CMP checklist, thus facilitating endorsement; and
- Incorporates any relevant Site Specific Exemptions for the item.

1.2 Report Methodology and Structure

This CMP has been prepared in accordance with the guidelines outlined in *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. *The Burra Charter* is widely acknowledged as the principal guiding document to conservation work and practices of places of cultural significance. *The Burra Charter* has been adopted widely as the standard for best practice in the conservation of heritage places in Australia.

The content and format of the CMP also follows the guidelines for the preparation of significance assessments and conservation policy provided by the Heritage Branch, NSW Department of Planning. It is also consistent with the methodology set out in *The Conservation Plan* (seventh edition, 2013), prepared by JS Kerr and published by Australia ICOMOS.

The CMP comprises the following sections:

- **Executive summary**, which concisely describes the outcomes and findings of the CMP;
- **Section 1 Introduction** (this section) provides the key background information relevant to the preparation of this CMP;
- **Section 2 Historical Overview** provides a summary history of the site and development of the buildings and landscape;
- **Section 3 Historical context** provides a comparative context for the Bondi Pavilion and its surroundings;
- **Section 4 Analysis of Physical Evidence** provides a summary of the analysis of the physical evidence of the site to determine the extent and integrity of original fabric and the nature of subsequent changes;
- **Section 5 Assessment of Heritage Significance** provides a statement of heritage significance for the site. This section also identifies the varying levels of significance for individual elements within the site and recommends a heritage curtilage for the Bondi Pavilion and its surroundings;

- **Section 6 Information for Conservation Policy** sets out the heritage management context for the site including client requirements and a discussion of any heritage opportunities and constraints that might apply;
- **Section 7 Conservation Policy** sets out the recommended policies and actions for the effective management of the heritage significance of the site into the future, and policies to guide the future development of the property;
- **Appendices** include selective supplementary material referred to in this CMP including existing heritage listings, biographical information on the architects of the Bondi Pavilion and the Bondi Surf Bathers Life Saving Club clubhouse, and the articles of *The Burra Charter*.

1.3 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist, and reviewed by Megan Jones, Principal of Tanner Kibble Denton Architects. It was undertaken in association with Jillian Comber and David Nutley of Comber Consultants.

1.4 Limitations

The interior of the Bondi Surf Bathers' Life saving Clubhouse was not inspected. It has been evaluated as part of the history of the study area and as part of the setting of the Bondi Pavilion. It is considered that the building has sufficient heritage significance to warrant a separate conservation management strategy or plan.

Additional historical research was carried out by Tanner Kibble Denton Architects. Site inspections were undertaken by Dr Roy Lumby of Tanner Kibble Denton Architects.

1.5 Aboriginal consultation

Waverley Council consulted with the following Aboriginal people and organisations:

- David Ingrey of the La Perouse Local Aboriginal Land Council;
- Eastern Region Local Government Aboriginal Torres Strait Island Forum.

The consultation highlighted the importance of the intangible heritage values as well as the tangible values.

1.6 Acknowledgements

The authors gratefully acknowledge the assistance of the following in the preparation of this CMP:

- Cathy Henderson, Director, Waverley Life;
- Linda Bathur, Executive Manager, Enriching Waverley;
- Andrew Best, Manager, Community Facilities;
- Lenore Kulakauskas, President, Friends of Bondi beach Inc;
- Fleur Mellor, Strategic Planner – Heritage, Waverley Council;
- Glenn Lofts, Building Manager, Bondi Pavilion;
- Laurie Williams, Waverley Council.

1.7 Study area

This CMP addresses the conservation of the following items located in part of Bondi Park, which with Bondi Beach is Crown Land managed by Waverley Council. The study area is bounded by Campbell Parade and the seawall adjacent to Queen Elizabeth Drive, and includes the following items:

- Part of the sea wall and promenade;
- The Bondi Pavilion;
- Remnant fabric of the original groynes;
- A section of Queen Elizabeth Drive;
- The concrete bridges linking Campbell Parade to Bondi Park;
- Sections of Bondi Park, including pathways; and
- Bondi Surf Bathers Life Saving Clubhouse.



Figure 1 Location Plan.
Source: NearMap with TKD overlay





Figure 2 Site Plan – the study area is indicated by the dashed line.
Source: NearMap with TKD overlay.



1.8 Definitions

Technical terms used in this CMP are defined in the Burra Charter and are as follows:

Adaptation means modifying a place to suit proposed compatible uses.

Compatible use means a use which involves no change to the culturally significant fabric, changes which are substantially reversible, or changes which require a minimal impact.

Conservation means all the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may according to circumstance include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

Cultural significance means aesthetic, historic, scientific or social value for past, present or future generations.

Fabric means all the physical material of the place.

Heritage Curtilage means the area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

Interpretation means all the ways of presenting the cultural significance of a place.

Maintenance means the continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction and it should be treated accordingly.

Natural significance means the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value—Australian Natural Heritage Charter.

Place means site, area, building or other work, group of buildings or other works together with associated contents and surrounds.

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

Reconstruction means returning a place as nearly as possible to a known earlier state and is distinguished by the introduction of materials (new or old) into the fabric. This is not to be confused with either recreation or conjectural reconstruction, which are outside the scope of this Charter.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by re-assembling existing components without the introduction of new material.

Setting means the area around a *place*, which may include the visual catchment.

1.9 Abbreviations

The commonly used abbreviations in the CMP include:

AHC	Australian Heritage Commission
BCA	Building Code of Australia
CMP	Conservation Management Plan
ICOMOS	International Committee on Monuments and Sites
MLA	Member of the Legislative Assembly
MHR	Member of the House of Representatives
NAA	National Archives of Australia
NLA	National Library of Australia
OEH	Office of Environment and Heritage
SLNSW	State Library of NSW
SLV	State Library of Victoria
WL	Waverley Library

2 HISTORICAL OVERVIEW

2.1 Preamble

Section 2.2 of the CMP was written by Comber Consultants.

Section 2.3.1 to 2.7.7 has been extracted from Section 4 of the Bondi Pavilion, Surf Club & Surrounds Conservation Analysis & Conservation Guidelines (May 1997). A limited amount of additional material has been included in these sections and incorporated into the report.

Sections 2.5.7 and 2.5.8 summarise events that have taken place since 1997.

2.2 Aboriginal history

2.2.1 Cadi

Aboriginal people were hunter-gatherers who moved systematically across their land gathering food resources according to the seasons. They were extremely efficient hunters and gatherers with a highly developed understanding and intimate knowledge of their country, finding sufficient resources in a few hours a day as opposed to the daily toil of tilling fields. This intelligent approach to food production allowed time for Aboriginal people to develop a very rich spiritual and social life (Broome 1994:12). Movement across the landscape was also important for ceremonial purposes. The performance of rites ensured the ongoing supply of resources (Broome 1994:15). Over thousands of years, Aboriginal people had developed a highly sophisticated method of food husbandry combined with a spiritual relationship with the land to ensure ongoing food, animal and plant reproduction (Flood 1983:200-215; Elkin 1974; Broome 1994:12). They were finely attuned to the environment and never over-used a resource to ensure its ongoing availability. They moved within a very well defined territory utilising seasonal resources (Broome 1994:12-14). Material possessions related to their subsistence activities were minimal to allow ease of movement. Permanent dwellings were not required as they moved with the seasons. However, they did construct windbreaks or temporary huts or camped in rock shelters, all of which provided adequate protection from the elements (Green 2002).

The Aboriginal people of the Waverley area were the Cadi. Cadi was the name of the country and the suffix “gal” for a man or “galleon” for a woman was added. Therefore a man from the Cadi was Cadigal and a woman from Cadi was Cadigaleon. They were coastal people who were dependent on the harbour for providing most of their food. Their land extended along the southern shore of Port Jackson from South Head to around Pyrmont (HRNSW1 (12),1892:309; Turbet 1989:21). Their neighbours were the Wangal to the west and the Cammeray (Cameraygal or galleon) to the north and Gweagal to the south of Botany Bay (Turbet 1989). There were seven clans living in coastal Sydney who spoke a common language and have become known as the [Eora people](#). ‘Eora’ simply means ‘people’ or ‘of this place’ in the Darug language (Hinkson 2001:xxi-xxii). The Cadi were a clan of 50-80 Aboriginal people whose land included Farm Cove known as Woggan-ma-gule and Sydney Cove which the Cadi called War-ran (Turbet 1989; Attenbrow 2002). Like all Aboriginal people their identity, community, means of survival and spirituality were inseparable from their ancestral land. The arrival of the First Fleet which they would have witnessed had a catastrophic effect on their Cadi.

Governor Phillip carried instructions from King George the Third (HRA 1914 Vol 1:13-14) dated 25th April 1787 with instructions to live in “amity and kindness” with “the natives”. These instructions demonstrate the unrealistic and naïve attitudes of the invaders. It showed their complete failure to understand the consequences of such a culture clash and the impact of loss of land for the Cadi and other Aboriginal nations. The arrival of over one thousand Europeans, the majority being convicts, had devastating consequences for the original owners of the land now known as Australia. The alienation of land not only

destroyed the economic basis but completely undermined the legal, moral and religious basis of traditional organisation.

Phillip attempted to establish friendly relations with the Aboriginal people that he met. However, the deep divide between the two cultures only resulted in failure. Phillip's initial attempts to persuade individual Aboriginal people to live in the settlement were unsuccessful. They did not want to leave their families to live with strange people with strange customs. Phillip's intention was to teach a few individuals to speak English so that they could act as interpreters and tell their people of the coloniser's "good intentions". After failing to attract anyone to live in the fledging European settlement, Phillip resorted to force. He captured two Aboriginal men, Colebee and Bennelong. Colebee escaped whilst Bennelong eventually attempted to live between the two cultures. Colebee was Cadigal whilst his friend Bennelong was Wanngal. Colebee and his wife Daringa and his nephew Nanbarry were later mentioned by Judge-Advocate and Secretary of the Colony David Collins and Captain-Lieutenant Watkin Tench in their written accounts of the Colony.

2.2.2 Population

Governor Phillip estimated the population of the Sydney district in the first weeks of settlement as 1,500, with the Cadi clan consisting of up to 80 family members. From April to May 1789 an outbreak of smallpox devastated the Cadi. They called the smallpox *gal-gal-la*. A report by David Collins in 1798, states that the Cadi were reduced to only three people. The three surviving men were 'Colebee, the boy Nanbarry and someone else' (Collins 1975:496). Furthermore, competition for food resources and land, between Aboriginal people and colonists caused the dislocation of people from their traditional territories and redistribution to other areas (Attenbrow 2002:20-22). The very swift dispossession and exile of the Cadi from their traditional lands has no doubt resulted in a distortion of population numbers with the exact figure not being able to be accurately determined.

2.2.3 Religion

The Cadi had a rich and deeply abiding spiritual life closely connected to the land. Aboriginal people did not own the land either individually or collectively. They regarded themselves as custodians and managed it to ensure the ongoing prosperity of their community. Tribal boundaries were well defined by geographical boundaries such as North Head for the Cadi or the watershed between rivers. Boundaries were well respected and inter-nation warfare exceptionally rare, although there are recorded instances of aggressive incursions into neighbouring country, to settle disputes but not to take land (Read 1993:13-14 Broome 1994:18). As they did not own the land but the land owned them the desire to possess someone else's land was meaningless (Broome 1994:14).

Religious beliefs and practices reinforced cohesive and harmonious living patterns. Ancestral beings had roamed across the landscape creating the environment. At the end of their creation they turned into physical features such as mountains or rock outcrops although their spiritual elements continued to exist (Elkin 1954:187-221). At birth each person was given a totemic animal or plant for which they shared a common life-giving force. They were responsible for the continuation of this animal or plant and were forbidden to eat it. By performing spiritual rites associated with their totem and by actively managing that plant or animal they ensured a plentiful supply (Elkin 1974:164-187).

Not only was their country recognisable by natural features defining their boundaries they were also defined by spiritual sites associated with their ancestors. When access to a neighbouring country was required for inter-nation meetings and ceremonies, such access was rigorously controlled by elders or by customary law which guaranteed safe passage for all visitors. If a person moved across boundaries without the correct approval or ceremony they were in real danger, not just from the custodians of that land but from spiritual danger. They were passing into the country of unknown totemic forces and spirits

who might be lethal if not approached in the correct manner (Elkin 1954:30). The spiritual lore ensured that trespassing was rare.

A part of the religious and cultural rituals practiced by the coastal clans, was tooth avulsion. At the head of Farm Cove was a ceremonial ground named Yoo-lahng. The Cadigal held initiation ceremonies to mark the coming of age of the young men of the clan. Nanbarry, the nephew of Colebee, was one of 15 Aboriginal youths initiated at the *Yoo-lahng* or 'ceremony or operation of drawing the tooth' in February 1795 at Farm Cove. A series of engravings by James Neagle prepared from drawings by Collins show the ceremony. In one of the engravings Colebee is shown pressing a cooked fish against Nanbarry's mouth to comfort him (Collins 1975:466-483). At David Collins' request, Daringa the wife of Colebee, gave him the three front teeth taken from the boys. She had fastened these teeth to pieces of small line and wore them around her neck (Collins 1975: 483).

The women also underwent initiation ceremonies. The custom of cutting off the first two joints of the little finger of the left hand was performed when girls were very young. A ligature or hair was tied round the joint and through lack of blood circulation, the finger dropped off (Collins1975:458). Watkin Tench recorded in a footnote that Colebee's child, at about a month old had this procedure performed. He observed "the little wretch seemed in pain, and her hand was greatly swelled" (Tench 1979:277).

In the Sydney region, depending on their status, people were cremated or buried in a simple grave. Arabanoo in 1789 was observed burying a child in a grave scooped in the sand with his hands. Burials have been found in coastal shell middens and sand dunes. Portions of a female Aboriginal skeleton found exposed by a sand drift at Bondi Beach was presented by Francis O'Brien to the Australian Museum (SMH 1855:5). His son, Thomas Ormond O'Brien, described in "*Reminiscences of Bondi*" how an easterly gale washed away the sand from the bay frontage to unearth the remains [O'Brien 1922:364]. Evidence of a burial at Bondi indicates the importance of the landscape.

The spiritual relationship of Aboriginal people with the land continues today. Consultation with representatives of the Aboriginal community indicates that the intangible values of the site of the Bondi Pavilion and the surrounding areas are extremely important.

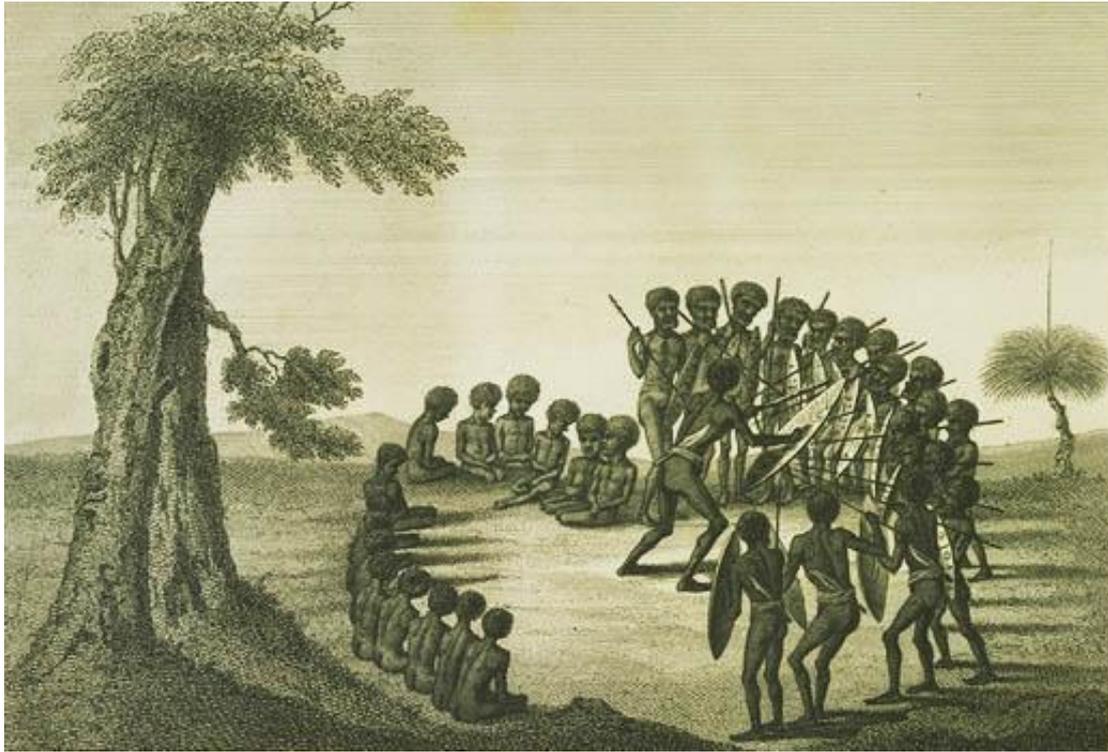


Figure 3 Yoo-lahng ceremony, 1798, engraved by James Neagle.
Source: National Library nla.pic-an 14340273-6-v.

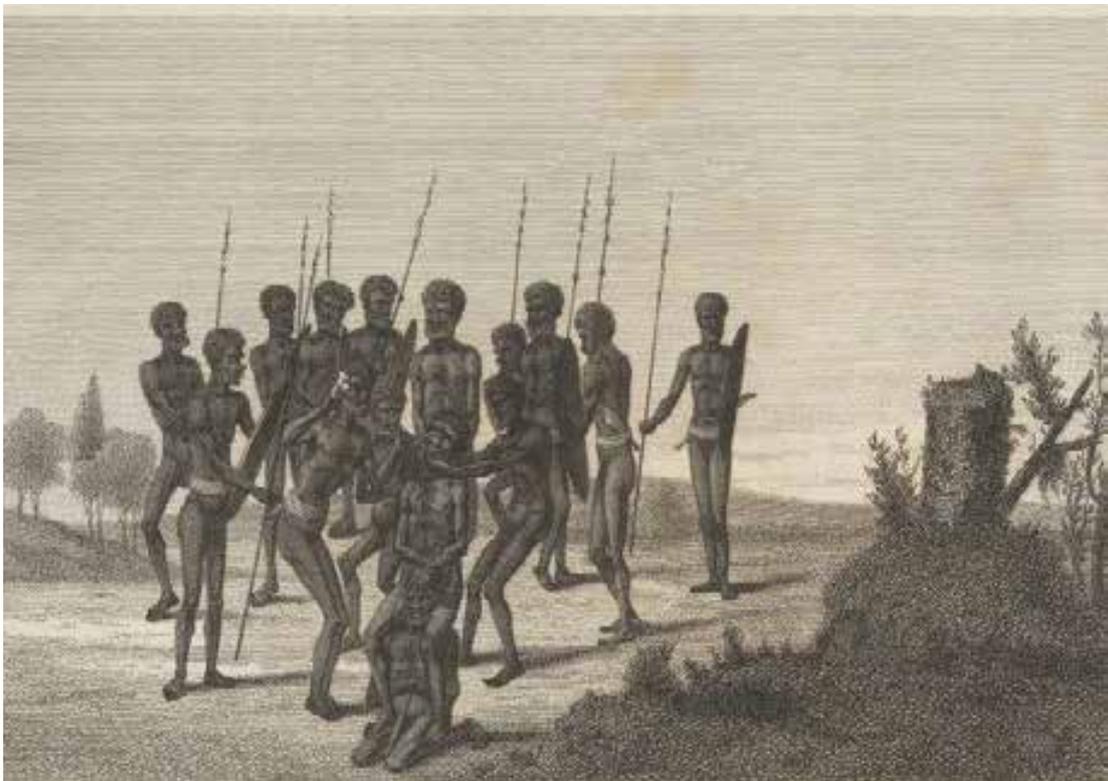


Figure 4 Yoo-lahng ceremony – 1798 engraving by James Neagle showing the tooth evulsion.
Source: National Library nla.pic-an 14340273-7-v.

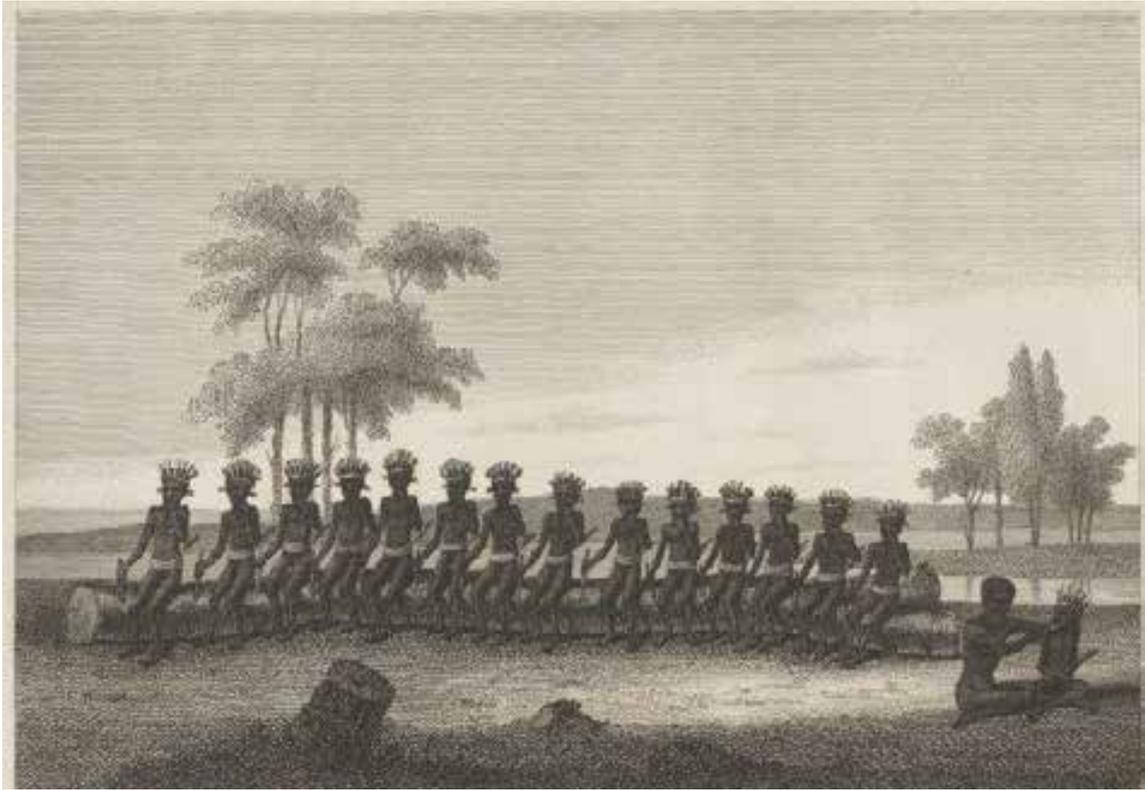


Figure 5 Colebee pressing a cooked fish against Nanbarry's mouth. 1798 engraving by James Neagle.

Source: National Library nla.pic-an14340273-8-v.

2.2.4 Environment and sustenance

Precontact, the landscape at Waverley was a naturally vegetated coastal environment. The prevailing vegetation would have consisted of low coastal heath and small leaved sclerophyllus plants associated with Hawkesbury Sandstone. A variety of plants would have been Heath Banksia, Tea-tree, Coastal Rosemary and a range of smaller shrubs (Steele 2009:39). Available records show that within in the Waverley area, there was likely to be a range of food resources, encompassing edible vegetable varieties, species of fish, shellfish, land animals, reptiles and birds (Steele 2009:62)

Early observations suggest that the coastal people exploited a range of foods. Collins recorded: "In addition to fish, they indulge themselves with a delicacy which I have seen them eager to procure. In the body of the dwarf gum tree are several large worms and grubs' (Collins1975:461-463). Tench in his account of the early Colony states that Aboriginal roots gather from the swamps, fruits and fish formed the main part of their subsistence (Tench 1979:48).

Figure 6 shows a series of fresh water lagoons at Bondi which would have provided the Cadi with a good supply of food and fresh water. The large permanent lagoon banks were lined with Tea Trees, whose root system turned the water rust brown, affording shelter and nutrients for insects and fish. These lagoons would have provided water for goannas, wallabies and possums (Waverley Library Local Studies Collection 2011:Vertical File).



Figure 6 Showing the lagoons behind Bondi Beach in the late nineteenth century.
Source: WL

2.2.5 Tools, sites and engravings

In the Sydney area there is archaeological evidence of the use of tools made of bone, shell and stone. Tools and weapons were multi-purpose and mostly highly transportable. Hunting spears were also used in warfare, shields and clubs as weapons and musical instruments, and stone hatchets to obtain food as well as raw materials. Fire was used for bodily warmth, making tools and for cooking [Attenbrow 2002:86].

Men fished with a large four-pronged spear or a smaller one called a “mooting”. Two four-pronged spears, attributed to Port Jackson, are held in the Australian Museum. (Attenbrow 2002:87). Women in canoes would fish with a hook and line. Fish were prepared by being thrown into the middle of a fire burning in the centre of the canoe to heat the catch (Turbett 1989:53-57). The women made their fishing lines out of the bark of a small tree. They made hooks of mother-of pearl oyster, which they rubbed on a stone.

After a series of heavy gales at Bondi in 1899 thousands of stone artefacts were uncovered at the northern end of Bondi Beach. These artefacts were collected and donated to the Australian Museum. The Australian Museum’s Curator Report for 1900 reads as follows:

“The old land surface at Bondi, as I saw it, in company with the discoverer, was covered with thousands of these chips, some of them exquisitely made, with core pieces, chippers and rubbers” (Etheridge 1907: 233).

Also in this report:

“These ‘workshops’ at Bondi revealed that the whole length of the back of the beach was covered with tons of stones, and that they had been taken there. In a kind of delta in the centre of the beach coarser materials were deposited. While chips and flakes were few and far between, thousands of implements which had been used were found” (Etheridge 1907: 235).

In a letter to a Mr W.L. Johnston, Mr Etheridge, the Curator, referring to the ‘workshops’ at Bondi wrote:

“The weapons collected were very valuable, including tomahawks, grindstones, a nose ornament, knives, scrapers, gravers, drills and spear points ,and lastly, a very peculiar lancet like a surgical knife or scarifier” [Dowd1959 :293]

Further tools found at the Bondi Beach locality were ground stone axes, obtained by a collector (Liversidge) in the 1870s, from Aboriginal people living at Bondi at that time (Steele 2009:78).

The Aboriginal Heritage Information Management System of the Office of Environment & Heritage was consulted on 25th November 2014 and provided the following sites in or near to the subject area. Of these, only site 45-6-2169 is within the subject area. Although the site card was not available it is assumed that this is the place at which the artefacts were uncovered in a storm in 1899 as described above. Note that this site was registered with AHIMS many years after the artefacts associated with the site had been removed. The registration was completed without any *in-situ* objects being located. A number of items listed in Schedule 5 of Waverley LEP 2012 were also reviewed.

SiteID	SiteName	Recorder	Site Type
45-6-2169	Bondi Beach	Michael Guider	Open Camp Site
45-6-2060	South Bondi Cave	Michael Guider	Shelter with Midden
45-6-0719	Bondi Golf Links; North Bondi	Peter Brookhouse	Rock Engraving
45-6-0720	Bondi Bay; Ben Buckler	Peter Brookhouse	Rock Engraving

Whilst the engravings are not within the study area they indicate the importance and richness of the history of Bondi. These engravings were recorded by W D Campbell, Surveyor in 1899. They represent fish of varying sizes a seal, a shark and a whale, indicating the coastal traditions of the Cadi.

2.2.6 Post Contact Aboriginal Society

The alienation of land not only destroyed the economic basis but completely undermined the legal, moral and religious basis of Cadi organisation. In addition, the effects of the smallpox epidemic were severe. Other European diseases and viruses, such as measles and influenza, because of lack of immunity caused severe systemic illness (Goodall 2006:27). Displacement and dislocation meant a major social reorganisation with the members of the surviving clans joining together to form new groups (Ross 1988:49). The survivors of the various clans around the Port Jackson area, combined to form what the early settlers called the “Sydney tribe”.

In 1882, The New South Government appointed George Thornton as “Protector to the Aborigines”. Thornton organised a reserve at La Perouse. Local Aboriginal people who had in the 1830s moved south to Illawarra, later moved back to La Perouse (McKenzie & Stephen 1987 cited in Steele 2009:54). Nevertheless, European settler reminiscences record an Aboriginal presence in Bondi in the 1800s. James Friday, Johnny Boswick, and other Aboriginal men camped at Bondi Beach, where they fished off the rocks in 1873. The event was recorded in a coronial enquiry:

“Constable Stapleton, stationed at Waverley, deposed that at half-past 12 o'clock on Saturday last he was going along Waverley Street, near Bondi Beach, when one of the Aborigines camped there, named James Friday, reported that he had seen the body of a man floating in the water at Bondi. Johnny Boswick, an Aboriginal native of the colony, forming one of the party camped at Bondi, said some time ago, about week since, he saw the deceased fishing off the rocks at Bondi close to the camp...”[Sydney Morning Herald, 16 December 1873: 6].

Aboriginal people collected in the 1800s for a corroboree night show at the Aquarium built in the glen at Tamarama. Plugshell testifies: “Aboriginal people from all parts of state gathered with “their gins and piccaninnies, and I suppose there were fully 100 in all” (Plugshell, 1924:4).

In 1882, Obed West described Aboriginal men walking from Sydney harbour to Coogee or Bondi with bark canoes on their heads, looking for the best fishing spots (Morrison, 1888: 416-417).

Diana Rich in 1989, interviewed Aubrey Laidlaw, a Bondi resident. He moved to Waverley in 1925 and recalls seeing young Aboriginal men in football jumpers spearing fish and lobsters around the Bondi Baths area. (Rich:1989:9; Waverley Library Local Studies Collection, Oral History Tape transcript).

A.R. Stone, a surfing pioneer at Bondi, stated in 1924:

“It was about fifty years ago on a bright summer day, that a party of we boys stood on the Bondi Beach, watching the blacks, who were camped at Ben Buckler, enjoying the ocean waves, with their wives and children, Bankey, Timmy, Sandfly, Tilly, Rachel and others. And how we made them laugh when we would join in a corroboree with them. Said one of the boys, ‘If the sharks do not touch them, what about us?’” [Dowd:138-139]

2.2.7 Today

In 1995, the Bondi Surf Bather's Life Saving Club treated children from Wilcannia to a day of surfing at Bondi Beach (Wentworth Courier 1995:5). In 2011 Aboriginal surfer, Otis Carey, who was residing in Bondi joined urban and country Aboriginal children competing in the Boost Mobile Surf Show at Bondi (Surfing NSW). A project called “The Kids to Coast” was documented in a 2012 documentary which followed 10 Aboriginal students from Uluru travelling to Bondi Beach. The program which is undertaken between the Mutujulu School in Uluru and the Bondi Surf Club selects ten students each year to travel to Bondi to experience the beach, sometimes for the first time.

<http://www.sbs.com.au/news/article/2012/12/18/uluru-bondi-indigenous-kids-see-ocean-first-time>.



Figure 7 Aboriginal children from Wilcannia enjoying their time on Bondi Beach.
Source: *Wentworth Courier*, 8 November 1995, p.15.

The Aboriginal community gathered at the Bondi Pavilion to watch the live telecast of Prime Minister Kevin Rudd's 'sorry' speech to indigenous Australians. Dominic Wy Kanak, the then Waverley Deputy Mayor, stated at the time that he felt part of a nationally historic moment. He stated that

“... it was particularly good to have the event at a place like Bondi Pavilion because it was seen as the cultural centre of the Bondi community. Having such an historic event happening live through telecast into Bondi Pavilion adds to the spirit of Bondi and adds to cultural memory” (Bondi View vol. 7 issue 63 2008: 4).



Figure 8 Members of the Aboriginal community watching Prime Minister Kevin Rudd's "Sorry" speech.

Source: *Bondi View*, volume 7 issue 63, 2008, p.4

2.3 Historical Development

2.3.1 Dedication of Public Reserve

Bondi Beach and Park were part of William Roberts' Bondi Estate, a grant of 200 acres (80.94 hectares) made in 1809 and confirmed in 1810. Roberts was a road builder whose services were often utilised by the colonial government. The land remained in the Roberts family for several decades; it was bequeathed to Georgina Roberts, daughter of William James Roberts, a relative of grantee William Roberts. Georgina was married to Francis O'Brien, and the couple received title to the land in 1851. Although a freehold property, between 1855 and 1877 use of the beach by the general public was made permissible by O'Brien. The foreshore lands during this period developed into a popular picnic ground and pleasure resort.¹ O'Brien was bankrupted in 1877 and part of his land, including the Bondi Beach frontage, was transferred to the Curlewis family.²

The Municipal Council of Waverley was proclaimed in 1859 and from that time efforts were made to establish the beach as a public reserve. Eventually in November 1881 an area at Bondi Beach was surveyed by the Colonial Government and 25 acres 2 roods 16 perches (approximately 10.3 hectares) was resumed and dedicated as a public reserve in June 1882. As a consequence of ensuing legal action, the appointment of Waverley Council as Trustee of Bondi Park was delayed until September 1885. Improvements to the value of £200, including fencing, were financed by the Government.³ Meanwhile, a

¹ B T Dowd and W Foster, *The History of the Waverley Municipal District*, p.129.

² Mayne Wilson & Associates, *Bondi Park and Pavilion: a history*, p.5. O'Brien remarried in 1868. His wife was the sister of Frederick Charles Curlewis

³ Dowd and Foster, p.129.

tramline extension to the beach was opened in June 1884, greatly easing public access to its recreational facilities – “ample means of enjoyment were provided in the shape of billiards, skittles and swings for those who felt inclined to indulge in such pastimes, and there was dancing in the pavilion to the strains of a band provided for the occasion.”⁴



Figure 9 Bondi Park, circa 1885. The tramline route has not been indicated.
Source: Historical Atlas of Sydney, Atlas of the Suburbs of Sydney - Waverley.

In October 1889 the area of the reserve was increased to 28 acres 2¾ perches (about 11.4 hectares) by Crown purchase of land.⁵ In November 1915 the area of the reserve increased again to 32 acres 2 roods (about 13 hectares).⁶ In the interim, a regular tram service from Circular Quay to Bondi was inaugurated in October 1902.



Figure 10 Bondi Beach looking north, 1870-1875 (left) was considerably less crowded than when photographed in 1894 (right).
Sources: SLNSW, digital order number a2824969r; NAA, Image No. A6180, 24/7/90/19.

⁴ “Bondi Beach”, *Sydney Morning Herald*, 30 June 1884, p.5.

⁵ Government Gazette, 29 October 1889.

⁶ Government Gazette, 24 November 1915.



Figure 11 Circa 1900 Broadhurst postcard view of Bondi Beach, looking to the north. Early structures are already in place
Source: SLNSW digital order number a105063r.

2.3.2 Bondi Surf Bathers' Life Saving Club

The Bondi Surf Bathers' Life Saving Club was established in early 1906. The aims and objectives of the club were to train members on how to rescue a drowning person, the correct procedure in resuscitation, to provide efficient life-saving apparatus, to regulate surf bathing, and to promote surf bathing as a sport and recreation.⁷

Initially, accommodation of the club at the beach was provided by a canvas tent. In 1907 the Council provided a weatherboard shed measuring 6.1 x 9.14 metres built in an area to the south of the present Bondi Pavilion. During 1908 the club house was extended to double its original size. A kiosk also operated from this building for a time.⁸ In 1916 a new club house was constructed in the same area. This work seems to have been part of the improvement scheme for the beachfront.⁹

2.3.3 Public Bathing Sheds.

Waverley Council erected the first shelter of surf bathing sheds circa 1903.¹⁰ The sheds quickly became inadequate. In December 1909 Council invited competitive designs for a surf pavilion. The completed designs were not to cost more than £2,000, of which half would be met by Waverley Council, the other half by the State Government. The design of architects Oakley & Midelton was selected. Construction commenced around the beginning of September 1910, at which time a comprehensive description of the building was published. In some ways it anticipated the Bondi Pavilion:

The surf bathers' house ... will provide dressing reserves for the accommodation of 750 men in one section, and 250 ladies in another.

The dressing boxes will be constructed on a concrete floor. From a sanitary point of view, this is important, as it will admit of the whole of the boxes and floors being washed or hosed out, when

⁷ Dowd and Foster, p.139.

⁸ Dowd and Foster, p.132.

⁹ Dowd and Foster, p.141.

¹⁰ Dowd and Foster, p.132.

cleaning. Each box will be fitted with a seat and pegs for clothing, and will be framed of hardwood, secured to the concrete floor; roofed with timber and malthoid, asbestos, or other non-corrosive roofing, and divided with fibro-cement sheets, fixed into the upright wood studs, thus affording a fire-proof and durable division that will permit of water being freely used, and will not require painting.

The main entrance will be by way of the entrance porch at the rear of the building, facing the tram line. A wide hall is designed for paying counters and turnstiles - the ladies on the right and the gentlemen on the left.

The second section of the building will contain a large refreshment room, shop, office, kitchen, pantry, servery, and washhouse, as [sic] also drying space, with caretaker's quarters over the refreshment rooms and other apartments. The verandahs on the front elevation will be 12ft [3.65 metres] wide, covered from the sun and rain, and will give suitable covering for serving afternoon tea on the ladies' side, or for smoking place for gentlemen on their side, and will afford an elevated position for watching the bathers in the surf with comfort.

The design admits of any amount of further expansion, by merely removing the back or side walls of the enclosure, and space for sun bathers could also be added by fencing a portion at each end of the ladies or gentlemen's reserves.¹¹

However, on account of the cost construction was deferred until 1911 when Council accepted the tender of contractors Taylor & Bills of £3,000.¹² The new surf pavilion, subsequently known as the Castle Pavilion, was opened to the public on 2 October 1911.¹³ At the official opening on 18 November 1911 by the Premier of New South Wales the sheds it was stated: "Bondi claims to have the finest bathing accommodation of any ocean beaches."¹⁴ This was evidently a true statement for a Government report of 1912 condemned all bathing accommodation provided at the time except at Bondi.¹⁵ Contemporaneous with the bathing sheds, a bandstand, sea wall, landscaping that included Norfolk Island Pines, and paving were completed. A few trees had already been planted in 1894 adjacent to the tramway alignment.



Figure 12 Shelters and changing facilities at Bondi Beach constructed during the first decade of the twentieth century. The Bondi Surf Bathers Life Saving Club building can be seen top right in the right-hand photograph.

Source: SLNSW, digital order number a116185r and a116183r.

¹¹ Untitled article, *Evening News*, 31 August 1910, p.10.

¹² Dowd and Foster, p.132.

¹³ "Bondi Beach. New Bathers' Pavilion", *Sydney Morning Herald*, 3 October 1911, p.5.

¹⁴ "Rooms for Surfers. Opened at Bondi", *Sydney Morning Herald*, 20 November 1911, p.5.

¹⁵ "A Large Scheme. Recommendations by the Committee", *Sydney Morning Herald*, 15 February 1912, p.8.



Figure 13 Architectural rendering of Oakley & Midelton's "Dressing Shed for Surf Bathers."
Source: *Evening News*, 31 August 1910, p.10.



Figure 14 Postcard dated 18 November 1911 of the newly completed Castle Pavilion (left) and the contemporary band stand, photographed in early 1922 (right).
Sources: WL Picnumb 8518 and 437.



Figure 15 Circa 1912 view of the bandstand, Castle Pavilion, surf club house and bathing sheds at Bondi Beach, beyond a temporary sideshow and circus set up within the tramway loop.
Source: WL Picnumb 318.

2.3.4 Sea Wall

The construction of the sea wall at Bondi Beach was undertaken over a period from 1911 to 1920.¹⁶ The earliest part of the wall is located at the southern end of the beach. This unreinforced concrete wall, 800 feet [243.84 metres] in length, was initiated in February 1911.¹⁷ At a cost of £5,000, the work was paid for by the State Government and was undertaken by the Public Works Department. It was completed in late 1911. The sea wall was capped with iron railings.¹⁸

The wall was an early attempt to control the drifting sand problem experienced at Bondi, but seems to have met with only partial success. In 1924 the shifting sands to the north of the beach were reported to have defied all attempts at restraint and the sea wall had failed.¹⁹



Figure 16 The sea wall, photographed in 1915 (left) and in 1917, where it is shown in the context of development at Bondi Beach at that period (right).

Source: WL Picnumb 305 and 306.



Figure 17 The concourse along the top of the sea wall, 1922.

Source: SLNSW digital order numbers a1393003r and a1393004r.

¹⁶ See Hardy Busby & Norman, surveyors, "Bondi Beach Improvement, Topographical Plan", 8/1923, Waverley Council Engineers' Department.

¹⁷ "The Initiation of the Scheme for the Improvement of Bondi Beach", *Daily Telegraph*, 14 February 1911, p.9.

¹⁸ Dowd and Foster, p.132; "Room for Surfers Opened at Bondi", *Sydney Morning Herald*, 20 November 1911, p.5.

¹⁹ Dowd and Foster, p.132; "Municipal Enterprise at the Seaside. The Bondi Beach Improvement Competition", *Building*, 12 April 1924, pp.51-58.

2.4 Bondi Beach Beautification Schemes

2.4.1 Bondi Beach Improvements Scheme of 1914

In late 1914 Council accepted an improvement scheme for Bondi Beach. The scheme included the extension of the sea wall north to Ben Buckler, the construction of a marine drive 50 feet (15.24 metres) wide which would include a new tramway with a pedestrian reserve on the seaward side 15 feet (4.572 metres) wide, and a tree reserve of similar dimension on the leeward side behind this wall, increased accommodation for the male and female surf sheds, and a new club house for the Bondi and Bondi North Surf Bathers' Life Saving Clubs. Robertson & Marks, architects (refer to Appendix B), prepared the scheme, which was eventually shelved because of the cost, estimated at £19,000.²⁰

2.4.2 Bondi Beach and Park Improvements Scheme of 1923

Bondi Beach was described in a 1929 newspaper article on the popularity of surf bathing at Sydney:

At the beach at Bondi, one could not help remembering what it had been. Thirty years ago to bathe after 9 o'clock in the morning was an offence punishable by fine or imprisonment, and mixed bathing was prohibited altogether. ... Surf bathing has made Bondi, which was 30 years ago a huge sandy waste. The Waverley Council tried to stay the spread of shifting sand, and outlined a road leading to the heights with brushwood, but to no purpose. The fences are now buried fathoms deep in sand. Some time later the Government built a marine parade, but it was washed away, and since then another has taken its place. The Council was then seized with the potentialities of the place. The first land to be sold was in 1910, the highest price being £5 a foot. Now £50 would not purchase a foot in Campbell-parade, which fronts the sea. Within the last five years this portion of Bondi has altered very considerably, all owing to the surfer.²¹

This was doubtless augmented by the endeavours of Waverley Council, which embarked upon an ambitious improvement scheme in March 1923. This appears to have been undertaken in a number of stages, initially by inviting selected firms to submit schemes, and then by open competition.

The latter required a beach and a park improvement scheme which would provide:

- a kiosk and surf sheds with at least 50 per cent increases accommodation and allow for future extensions;
- for the elimination of cross traffic over the Marine Drive and Promenade;
- increased pedestrian and vehicular traffic capacity;
- three lavatory blocks with separate accommodation for males and females;
- a band stand; and
- the layout of the park surrounding the proposed buildings.²²

The competition's jury comprised Mayor C W Kavenagh; architect John Sulman, FRIBA; structural engineer R.J. Boyd, M.E. Minst C.E. M.I.E.; and architect George Sydney Jones, ARIBA. Prize money was £200 pounds for first, £125 pounds for second and £75 pounds for third. The cost of the projects was to

²⁰ Dowd and Foster, p.134; *Daily Telegraph*, 29 April 1914, p.11.

²¹ "Call of the Popular Beaches", *Sydney Morning Herald*, 2 April 1929, p.10.

²² "Municipal Enterprise at the Seaside. The Bondi Beach Improvement Competition."

be limited to £100 000 pounds. In all 28 schemes were submitted for appraisal. The jury announced the winning designs in March 1924:

- First Robertson & Marks, 14 Martin Place Sydney;
- Second E.A. Scott & Green, Dalton House, 115 Pitt Street Sydney; and
- Third D.K. Turner of Stephenson, Meldrum & Turner, 374 Little Collins Street, Melbourne.²³

Robertson & Marks' design has not been sighted by the authors, but the description of it in the journal *Building* as a semi-circular plan, embodying a circular core and an elevation to the beach in the Classic style suggests the design was different to that finally executed in 1929. The description added:

Altogether (the pavilion) covers an area of 382 feet by 250 feet, the completed scheme to cost £45, 954 for the main building, with boxes, covered seats, paving, lavatories (public), circular screen wall, laundry, caretaker's quarters, and bandstand; and 54046 for raising the level, widening promenades, forming new roads, walks, etc. and subways to beach; making a total of £100,000.²⁴

2.4.3 Revision

While the stated cost of the scheme was put at £100,000, Council did not want to outlay more than £38,000, which it intended to borrow from the Waverley Cemetery Institute. Consequently, amendments to the scheme were prepared in early 1925 by Robertson & Marks costing £69,659. Council accepted this scheme; £40,000 of this amount was to be borrowed from the Cemetery fund, and the balance loaned by Robertson & Marks.²⁵

In September 1925, the Council sought State Government assistance for funding the proposed improvement scheme. At this stage the mayor, Alderman Kavenagh, estimated the cost of the scheme at £80,000, of which Council was prepared to fund half. Kavenagh urged that "the proposed work was of national importance, and it was not considered fair to expect the ratepayers of Waverley to bear the whole of the cost." The government was not prepared to give any special consideration to Bondi believing that other coastal resorts were of an equal footing.²⁶

In April 1926, Council instructed Robertson & Marks to prepare a new scheme for Bondi Beach and Park. This scheme was to include fund raising features such as baths. Robertson & Marks' revised scheme was submitted to Council in June and accepted. The scheme also passed the approval of John Sulman, E.H. Cowdery²⁷ and R.J. Boyd. The scheme was to cost £120,000, and in February of 1927 Council decided to approach the Commonwealth Bank for a loan for this amount.²⁸

A commission of inquiry into the scheme and loan was then initiated by the Department of Local Government. The inquiry found Robertson & Mark's scheme was an improvement on the original; it was more practical, workable and economical, providing for the present and future accommodation at the beach. The inquiry also made suggestions about the scheme. These included addressing the sand drift problem at Bondi by further raising the Marine Drive to effectively stop the drift; the need for pedestrian bridges over the motor car parking area; omitting the proposed bowling greens, tennis courts and putting

²³ "Municipal Enterprise at the Seaside. The Bondi Beach Improvement Competition"

²⁴ "Municipal Enterprise at the Seaside. The Bondi Beach Improvement Competition"

²⁵ Dowd and Foster, p.136.

²⁶ "Bondi Beach Improvement Scheme. Government Assistance Sought", *Sydney Morning Herald*, 29 September 1925, p.12.

²⁷ E H Cowdery was a surveyor, President of the Institute of Surveyors of NSW and a member of the Council of the Town Planning Association of Sydney.

²⁸ Bondi Park

greens; widening Campbell Parade; extending the cantilever structure over the parking area; removing the Bondi tramway loop; and drainage of the subways to the beach. Robertson & Marks incorporated these points, and further suggested that two concrete groynes adjacent the pavilion and a series of smaller groynes along the sea front should be built to alleviate the sand drift problem; and that Campbell Parade be widened and built on a solid foundation.²⁹

The inquiry accepted the revised scheme (subject to the deletion of the smaller groynes) in September 1927.³⁰ The terms of the loan, provided by the Commonwealth Bank, was 5¾ per cent. The repayment, it was reported, necessitated the levying of a loan rate of 34-64 pence in the pound on the unimproved capital of all rateable property in the municipality.³¹

The *Sydney Morning Herald* reported in 1928 on the improvement scheme to the area around the pavilion, crediting Alderman (and Mayor) Kavenagh with instigating it at the beginning of the decade:

The new casino and surf-bathing pavilion ... will be most complete of its kind, and larger than any other in Australasia. The buildings will be of brick, with a tiled roof, and reinforced concrete foundations. There are two stories, the first floor being devoted to bathers, with underground tunnels leading to the beach. This will obviate the necessity of crossing the marine drive. There will be family dressing cabins and general dressing rooms to accommodate 2,650 men and 703 women. Turkish baths, private hot water baths, and massage rooms, will be provided as well as hairdressing saloons for both sexes. Round three sides of the building will be a handsome arcade, which may be used by the public as luncheon and rest rooms.

On the second storey there will be a dance hall 74 feet by 58 feet [22.55 x 16.76 metres], a dining hall 55 feet by 38 feet [16.76 x 11.58 metres], and two private dining rooms, one of which will be 27 feet by 14 feet [8.23 x 4.26 metres] and the other 22 by 14 feet [6.7 x 4.26 metres].

Fronting the pavilion will be a marine drive extending from Bondi road, at its junction with Lamrock Avenue, to Campbell parade, at the northern end of the beach, approximately 800 yards [731.5 metres] in length and 50 feet [15.24 metres] in width, constructed unreinforced concrete. Access to the marine drive through the gardens will be by means of three bridges, and the motor park will be approached by an easy ramp from Campbell Parade, both at the northern and southern extremities. About three feet below the drive, there will be a promenade 30 feet [9.14 metres] in width. This promenade will be reached by three subways. In addition, refuges will be provided in the centre of the drive for pedestrians wishing to cross the road and gain access to the promenade ... The park will be laid out picturesquely, and the present cable stations controlled by the Eastern Extension and Pacific Cable companies will be altered to conform to the general scheme.³²

The marine drive was part of an ambitious Council scheme for a coastal road between south head and Bronte Beach along the cliff line.³³

²⁹ Dowd and Foster, p.136; Bondi Park

³⁰ Bondi Park

³¹ "Bondi Beach Improvement Scheme. £120,000 Loan Approved", *Sydney Morning Herald*, 6 July 1927, p.16.

³² "Progressive Bondi. Improvement Scheme", *Sydney Morning Herald*, 13 July 1928, p.8.

³³ "Marine Drive Along Cliffs", *Highways*, 14 April 1930, p.9.



Figure 18 Portion of a circa 1927 photograph by Milton Kent of Bondi Beach showing development prior to the construction of the Bondi Pavilion and Bondi Park. The state of development along Campbell Parade is also evident.
Source: SLNSW digital order number a9563001r

2.4.4 Construction

Tenders for the work were called in February 1928. The tender of John Howie & Sons in two contracts for a total of about £100,000 was accepted. The work was required to be completed in ten months. The tender for the third contract for the park and other improvements, valued at £19,957, was also won by John Howie & Sons.³⁴ It is evident that however that the loan of £120,000 did not cover all costs required for the completion of the improvement scheme. In November 1928, Robertson & Marks advised Council that the cost of extras amounted to £26,711. In July 1929, a schedule of the full cost of the improvements was presented. This determined that the balance required to complete the scheme was £39,315. A further £40,000 was borrowed from the Commonwealth Bank in February 1930.³⁵

The beautification scheme officially began on 26 May 1928 when the Mayor of Waverley, Alderman David Hunter, laid the foundation stone of the pavilion, although construction was well under way by then. Other officials present included M.F. Bruxner (Minister for Local Government), R.T. Ball (Minister for Lands), H.V Jaques (MLA for Bondi), and C.F.S. Glasgow (MLA for Waverley). Bruxner congratulated the Mayor and alderman for “undertaking a work of such a nature. It was a big undertaking. They were doing something worthwhile, not only for the present generation, but for those coming after them.” Ball added that the “scheme was going to be a benefit, not only to the residents of Bondi, but to the whole of the people in New South Wales”.³⁶

Work on the pavilion had evidently progressed sufficiently by the beginning of December 1928 to allow the general public to use the surfing accommodation. By July 1929, the Turkish baths and hot water baths were also opened.³⁷

³⁴ Dowd and Foster, p.136.

³⁵ Dowd and Foster, p.136.

³⁶ “Bondi Beach Improvement Scheme to Cost £120,000”, *Sydney Morning Herald*, 28 May 1928, p.13.

³⁷ Waverley Council Minutes – Special Committee, Bondi Beach Improvement, 14 January 1929 and 10 September 1929.



Figure 19 The Bondi Pavilion under construction in April 1928 (top). The relocated 1916 surf club house can be seen at far left, the 1911 surf pavilion at far right. Six months later the “new Casino and Surf Pavilion” had progressed rapidly (below).
Sources: *Sydney Morning Herald*, 21 April 1928, p.20; *Sydney Morning Herald*, 30 October 1928, p.14.



Figure 20 Undated (circa 1929) view of landscaping works, bridge and the Pavilion. The Bondi Surf Bathers Life Saving Clubhouse is to the left of the Pavilion.
Source: SLNSW digital order number bcp_00993r.

2.4.5 Opening

The official opening of the Bondi Beach Improvement Scheme (including the Pavilion) was on 21 December 1929. The event included bands, the arrival of King Neptune in a surf boat in front of the Pavilion, a parade of decorated floats, processions of life savers and a parachute descent. (The unfortunate parachutist landed off his mark on the roof of flats in Brighton Boulevard with the parachute aflame after contact with electrical wires.) The crowd of onlookers was estimated at 160,000 to 200,000 and the official address was given by Alderman David Hunter (Mayor of Waverley), W.M Marks (MP for Wentworth), R.T. Ball (Minister for Lands) and C.F.S Glasgow (MLA for Waverley).³⁸

Mr Marks said:

that 40 years ago one was liable to be fined £1 for swimming in the surf after 8am. There were no houses in Bondi then, there were only geebung and lovers. They still had the lovers, but houses had taken the place of the geebung. In the great beach they had something that no other country had, and no other municipality in the world had done so much for its district as the Waverley Council had done for Bondi. The Council merited the thanks, not only of Sydney, but of New South Wales.³⁹



Figure 21 Portion of a panoramic photograph of the Bondi Pavilion and beach taken in December 1929 at a surf carnival, possibly the one staged at the opening of the building. Source: SLNSW digital order numbers a1392001r, a1392002r and a1392003r.



Figure 22 The Bondi Pavilion shortly after completion viewed from the western groyne (left) and looking from the loggia at the front of the building across the marine drive towards the beach. Sources: SLNSW digital order number d1_15256r; WL Picnumb 5711.

³⁸ "Great Day for Bondi. Beach Scheme Inaugurated", *Sydney Morning Herald*, 23 December 1929, p.12.

³⁹ "Great Day for Bondi. Beach Scheme Inaugurated."

2.5 Bondi Pavilion

2.5.1 1930's

Soon after opening the diverse array of entertainments and attractions available at the Bondi Pavilion were advertised in a local newspaper, *The Bondi Daily*:

The Esplanade
Restaurant Cabaret --- Bondi Beach
The Management cordially invite your inspection of the facilities provided on the first floor –
entrance at the Surf Shed Pavilion.
Grill Room and Cafe, open daily (including Sundays and Holidays), 12.30pm till 2.30 pm, 6 pm till
7.30 pm.
Private Dining Rooms – Palm Court and Alcoves – Cabaret and Private Ballroom.
Spacious Verandahs commanding unrivalled panorama of the Ocean and Beach.
Afternoon Tea and Soda Fountain Service at all times.
Popular Dance Nights every Monday and Thursday: Ladies 1/6, Gentlemen 2/-. Tuesday,
Wednesday and Friday reserved for private functions. Every Saturday night, De Luxe Supper
Dance, 8pm till midnight, 7/6. Dress Optional. Popular Concert every Sunday evening, 8pm till
10pm, featuring the Esplanade Dance and Concert Orchestra assisted by the leading Artists.
The Management specialise in catering for Weddings, Banquets, Dinners, Private Parties,
Receptions, Bridge Parties Cabaret and Ball Suppers, Children's Parties, etc
Estimates gladly furnished on request.
Phone: FW 4594 T.J Kenny⁴⁰

A more enthusiastic advertisement was placed by the Bondi Citizen's Publicity League:

Never in the history of the world has Nature been assisted by the foresight and wisdom of man, to the degree represented by the Colossal Beautification Scheme of Bondi Beach, which is rapidly adding to the fame of Australia. Bondi possesses today - "The most beautiful and best equipped beach throughout the world."

To conform to the amazing natural advantages of Bondi Beach, the Municipal Council has constructed and placed at your service Palatial Dressing Parlours, fitted with hot and cold showers, also an exclusive and novel sun-baking area adjacent hot salt water and Turkish baths, attended by expert Masseurs for ladies and gents. From the balcony of the newly constructed Esplanade Restaurant Cabaret, one may gaze down upon the spacious Marine Drive, and Parking Area, accommodating thousands of cars lined along the Beach of clean, white sand, upon which Australia's youth and beauty, clothed in their artistic bathing costumes, basks in the rays of health giving sunshine. On the fringe of the Pacific that rolls into the wide stretched Bay, and breaks upon the sun bleached sand of Bondi Beach, one may gaze with amazed delight at the innumerable happy and frolicking bathers radiating the joy of living. Surrounding Bondi's popular and attractive Beach are Modern Shops and Excellent Residentials, adjoining two of the most modern hotels in Australia, which are situated close to efficient Schools and the famous Golf links.

Adding to its already natural beauties, Bondi Beach now offers every modern and luxurious facility to surfers and visitors.

It has the most up to date Dressing Accommodation and Surf Sheds with Lockers. Turkish and Hot Sea Water Baths may be enjoyed in the most attractive surroundings, controlled by skilled and trained attendants.

⁴⁰ "The Esplanade Restaurant-Cabaret – Bondi Beach" (Advertisement), *The Bondi Daily*, December 1929.

Accommodation is offered for close on 2,000 motor vehicles in position from which to view the Beach, and cars may be parked without congestion under the supervision of uniformed attendants.

On the Beach Parade is the most up-to-date Esplanade Cabaret Rooms, where dancers and diners are catered for most sumptuously day and night.

The Promenades (Upper and Lower), with underground Tunnels from the Sheds to the water, make Bondi Beach the most popular and safest Beach in Australia. Arc Light Reflectors at night, with Bands playing, bring hundreds of thousands of visitors to Bondi annually.⁴¹

Author John Kingsmill, who grew up in Bondi during the 1920s and 1930s, captured the momentous social impact of the Bondi Pavilion on residents:

From the first day, the new pavilion had an electrifying effect on the beachfront. Bondi became something more than a place for a swim or a picnic or a 'spin' in the motor car. The grandeur of the promenade and the glamour of the new pavilion brought out something – what was it? – Mediterranean! Continental! – in every Anglo-Celtic soul for miles and miles around. They took to the act of promenading as to the manner born.

They decked themselves out for their Saturday or Sunday afternoon stroll (no longer 'walk') with whatever fancy finery they could rustle up ... It was a display, a fashion parade, a courtship ritual, a thronged assembly, the new and exciting place to see and be seen.⁴²



Figure 23 The Bondi Pavilion shortly after completion viewed from the west (left) and the east (right). The crowds and volume of cars attest to its immediate popularity. Sources: SLNSW digital order number a1391003r; WL Picnumb 322.

⁴¹ Advertisement, *The Bondi Daily*, December 1929.

⁴² John Kingsmill, *Australia Street: A boy's-eye view of the 1920s and 1930s*, p.125.

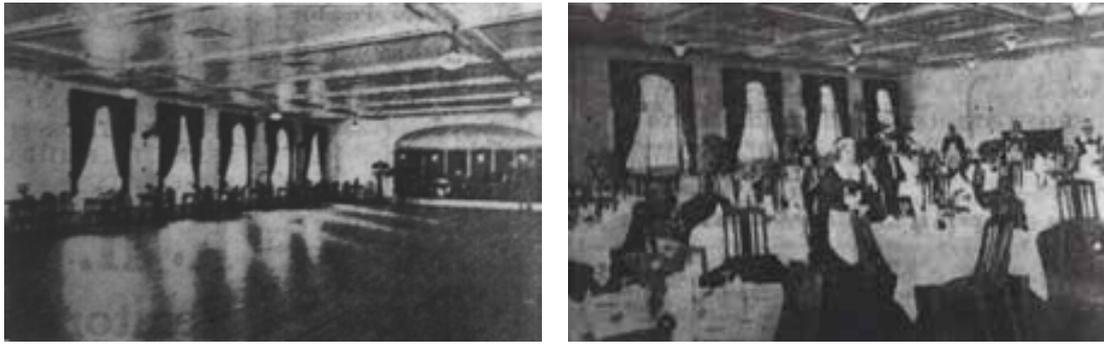


Figure 24 Interiors of the ballroom (left) and dining room (right) shortly after the Bondi Pavilion opened.
Source: *Bondi Daily*, December 1929



Figure 25 The first floor foyer (Palm Court) shortly after the Bondi Pavilion opened.
Source: *Bondi Daily*, December 1929.

Structurally, however, the pavilion was facing a number of teething problems. Council was informed in November 1930 that fractures had developed in the structure, which allowed water to flow in. The architects believed the cause was water run-off from Campbell Parade undermining the foundations. At the end of the defects period in mid-1930, Council expressed concern about peeling paint on pipe railings and ceilings of the colonnade, lifted paving in the brick paths, cracks in the retaining wall to Campbell Parade, the unsightly concrete lining of tunnels, and cracking in walls. A further report made in May 1932 by the Council's engineer after testing the concrete work estimated the cost of defective work by the contractor at £12,000.⁴³

⁴³ Waverley Council Minutes – Special Committee, Bondi Beach Improvement, 21 January 1929 and Baths and Parks Committee, 29 July 1930; Dowd and Foster, p.137.

At the beginning of March 1931 Mayor Hunter recommended the appointment of a special committee to consider improvements to Bondi Beach and Bondi Park. He also suggested converting the caretaker's quarters into a bandstand and stage along with public seating, provision of a bathing pool and a shark-proof enclosure, extension of flood lighting in the main section of the park and the provision of entertainments, including band performances.⁴⁴ Tenders for alterations to the Pavilion were called towards the end of the month.⁴⁵

Early alterations to the design of the Pavilion included:

- the erection of an outdoor auditorium which incorporated the caretaker's quarters in the first floor. The tender of £1,667/3/6 for this work was accepted in September 1931. The existing roof was raised in this new work;
- installation of galvanic and faradic batteries for treatment of rheumatic and nervous disorders in the Turkish and Hot Sea Water Bath;
- installation of 27 concrete tables and seats in the arcades. By 1939 there were three card playing tables in the eastern and four in the western colonnade; and
- alterations to 360 cabin doors.⁴⁶

One of Mayor Hunt's proposals that did not eventuate was the construction of concrete facilities for night swimming at Bondi, although a detailed photo montage was prepared. The pool was intended to be accessed from the beachfront esplanade and was situated over the section of the beach in front of the Pavilion and between the two groynes that had been constructed to stabilise the drift of sand. It was a response to a demand for night swimming and also to the threat of shark attack.⁴⁷



Figure 26 "Wonderful concrete night bathing pool to defy sharks", which was supposed to establish Bondi as NSW's premier ocean resort.

Source: *Highways*, 14 July 1931, pp.16-17.

⁴⁴ "Bondi Beach Improvements", *Sydney Morning Herald*, 7 March 1931, p.19.

⁴⁵ "Tenders", *Sydney Morning Herald*, 24 March 1931, p.6. The scope of works was not described.

⁴⁶ Waverley Council Minutes – Baths and Parks Committee, 11 February 1930, 8 April 1930, 9 May 1930, 10 June 1930 and 8 September 1931.

⁴⁷ "Wonderful Concrete Night Bathing Pool to Defy Sharks", *Highways*, 14 July 1931, pp.16-17.

The new open air auditorium - "Australia's greatest open-air theatre" - opened to the public on 3 January 1932. The entertainment at the event was a military band performance. Apparently there was accommodation for "thousands on the lawn", augmented by an "immense car parking space."⁴⁸ Later that year the Bondi Pavilion provided the backdrop for a great public spectacle when a surf carnival was staged at Bondi Beach during the celebrations that accompanied the opening of the Sydney Harbour Bridge in March. It happily coincided with the Surf Life Saving Association's annual championship.

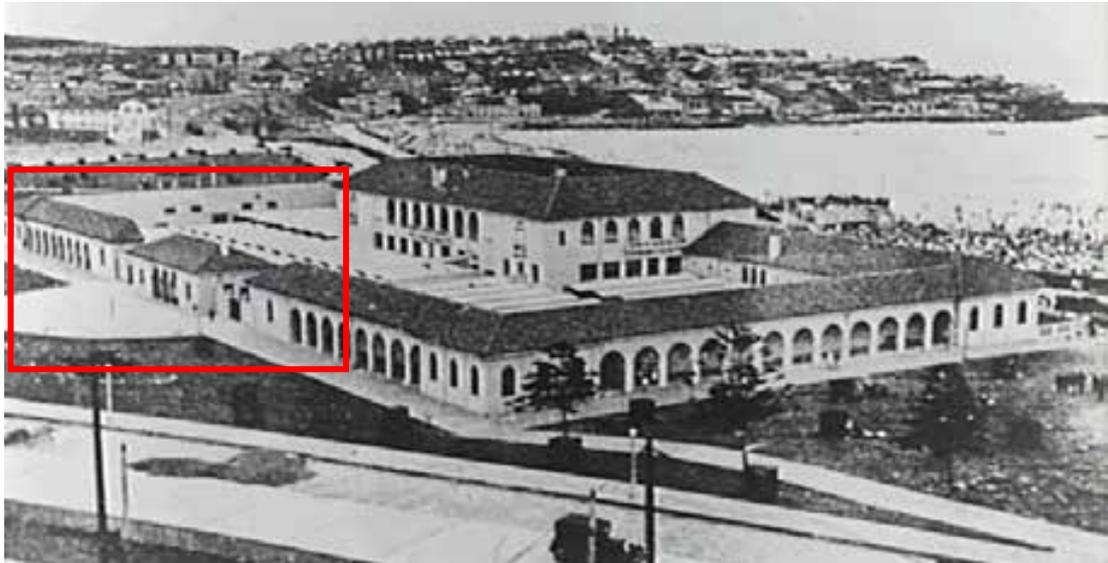


Figure 27 The Bondi Pavilion viewed from the west in December 1930, prior to the construction of "Australia's greatest open-air theatre." Compare the area highlighted in red with Figure 25. Source: WL Picnumb 588.



Figure 28 Bondi Pavilion viewed from the west, circa 1934. The works associated with the outdoor auditorium appreciably altered the character of the rear of the Pavilion and its presentation to Campbell Parade. Source: WL Picnumb 4803.

⁴⁸ Municipality of Waverley advertisement, *Sydney Morning Herald*, 2 January 1932, p.2.



Figure 30 Surf carnival at Bondi Beach, 19 March 1932. The photograph clearly shows the layout of Bondi Park and the significant presence of the groynes on the beach, which tended to focus activity in the vicinity of the Pavilion. The extent of changing facilities in the courtyards is also apparent.

Source: NLA nla.pic-vn4533141-v.

At the end of 1933 Waverley Council was reported to have spent approximately £162,000 on the improvement works.⁴⁹ A relatively comprehensive overview of Bondi Park and the Pavilion was included in Waverley Council's publication *Bondi, the playground of the Pacific* (circa 1933);

An amount of approximately £162,000 has been spent on the improvement of Bondi Park, which contains an area of 31 acres [12.5 hectares], in the works of regrading and turfing the area; the provision of a Marine Drive approximately ½ mile [0.8 kilometres] and 55 feet [16.76 metres] in width; a Promenade approximately ¾ mile [1.2 kilometres] long, and pathways throughout the Park approximating 1½ miles [2.4 kilometres] in length; a palatial surf pavilion, capable of accommodating 12,000 patrons at one time; modern refreshment rooms; a cafe dispensing excellent cuisine and expert management, accommodating 350 guests, and a splendid ballroom with Jarrah floor and popular dance orchestra, with charming decorated recesses, providing for the amusement and entertainment of 400 guests. Provision of a parking area, under the control of uniformed and courteous attendants, allowing of approximately 1,200 cars being safely parked whilst the visitors conveyed by the cars are indulging in the exhilarating pastime of surf bathing.⁵⁰

Initially, it seems Council managed some of the operations at the pavilion, which it later leased to private concerns. After only a few years references were made to serious losses in the operations of the baths, and in 1932 the public tender for the operation of Turkish and hot sea water baths was awarded to J.F

⁴⁹ Dowd and Foster, p.137.

⁵⁰ *Bondi, the playground of the Pacific*, p.2.

Brown for a three year period. A tender for the lease of the auditorium was also called at this time.⁵¹ However, it appears the baths closed later that year due to lack of patronage. The space was leased to the North Bondi Surf Life Saving Club by the middle of 1933 and in October that year converted to an amusement parlour, reverting to a bath house in 1934. This use was maintained, despite outdated equipment and structural deterioration, until after World War II.⁵² The retail facilities on the ground floor and the first floor spaces were offered for lease. T. J. Kenny's lease of the ground floor shops and the first floor, mentioned in the above extract from the *Bondi Daily*, was retained throughout the pre-war period.⁵³ Kenny in turn sub-leased the pavilion facilities.

One sub-lessee was Roy Starfield's Supper Dances. Contemporary newspaper advertisements mention that the two halls were offered with two bands performing. The bands included Frank Coughlan, Bert Mars and Theo Walters. Starfield's entertainment were strictly "supper dances" which only operated on Wednesday, Saturday and holiday nights. The Pavilion during this period was not licensed as the design did not comply with the requirements of the Theatres and Public Halls Act. Starfield operated the premises as a place for dining and the supply of food. Dancing was claimed to be mostly incidental but apparently was the main attraction.⁵⁴ Other revenue-generating devices included the lease of showcases in the colonnade to the women's dressing section and rental of bathing costumes, towels, lockers and dressing cubicles.⁵⁵ Council also facilitated public band performances. Approval was given for 50 band recitals for the summer of 1932-1933.⁵⁶



Figure 31 The Bondi Pavilion offered the possibility of taking refreshments in the open air, an uncommon practice during the interwar period. The wide terrace is brick paved.
Source: WL Picumb 8132.

⁵¹ Waverley Council Minutes – Baths and Parks Committee, 11 January 1932, 11 February 1932, 18 July 1932 and October 1932.

⁵² Bondi Pavilion: a short history, http://www.waverley.nsw.gov.au/_data/assets/pdf_file/0006/8673/Bondi_Pavilion.pdf, accessed 5 February 2015.

⁵³ Call for invitations to tender, Waverley Council Minutes – Baths and Parks Committee, 23 January 1939.

⁵⁴ AONSW 17/3441 – File 2988; Daily Telegraph, 14 September 1935, 26 May 1935, 9 July 1934; Commissioner of Police to Colonial Secretary, 23 September 1939 and Colonial Secretary, 12 December 1939.

⁵⁵ Waverley Council Minutes – Baths and Parks Committee, 8 August 1939.

⁵⁶ Waverley Council Minutes – Baths and Parks Committee, 27 September 1932.



Figure 32 Recreation at Bondi included promenading along the beachfront. This 1934 photograph by Sam Hood captures a variety of dress standards.
Source: SLNSW hood_05210r.



Figure 33 Zones of movement in front of the Bondi Pavilion in the second half of the 1930s - the promenade, the Marine Drive and the brick paved forecourt.
Source: State Records 12932_a012_a012X2449000010.

Towards the end of the 1930s repairs to the pavilion were reported. Most were minor repairs, such as to the narrow tongue-and-grooved jarrah floor of the ballroom which showed signs of significant wear, or the repair of the Turkish baths' boiler. At the rear of the pavilion, a nine foot wide track was made between the gate and drive, and the paving was repaired.⁵⁷ The pavilion had lost the glamour that accompanied its opening in 1929, due to the deadening effects of the Depression:

The ballrooms of the pavilion had fallen, like the rest of the pavilion complex, into disuse and disrepute since the high and handsome days when it was new and glamorous. The Depression had killed off all that free-spending high living and the glamour had disappeared ...The classy pleasure resort was only fitfully what it had been. So the Esplanade Cabaret was the surviving dance hall [in Bondi] running one or two nights a week, with a very different clientele from the one catered to in 1929.⁵⁸

The Esplanade Cabaret had developed a “bad name,” while the auditorium had become the preserve of the “middle-aged, who knew precisely what they liked and what they didn't.”⁵⁹

Just before World War II Sergeants Limited, one of the lessees, made a proposal to significantly alter part of the pavilion. The proposal included extension of the ground floor shops to the edge of the colonnade, and construction of a concrete awning in front of them. On the first floor it was proposed to enclose the balcony with glazed steel windows, provide a promenade onto the awning, and provide stairs at the southern end of the northern building for access. The architects were S H Buchanan and Cowper.⁶⁰ The works did not proceed.



Figure 34 The groynes constructed on Bondi Beach stabilised sand drift and provided an elevated vantage point above the beach. Note the maturing landscaping.
Source: WL File 001 001412.

⁵⁷ Report by G Carson, architect, Waverley Council Minutes - Baths and Parks Committee, 11 April 1939; Waverley Council Minutes – Baths and Parks Committee 13 June 1939 and 12 September 1939.

⁵⁸ Kingsmill, p.156.

⁵⁹ Kingsmill, p144 and p.156.

⁶⁰ Waverley Council Minutes – Baths and Parks Committee, 19 November 1939.

2.5.2 1940s

This period was dominated by World War II. After the outbreak of war with Japan the Army took control of the beach and facilities such as the Bondi Pavilion. In preparing the beach for defence against enemy landing the groynes of the Pavilion (which projected on the beach for access and stabilising sand drift) were demolished in 1942, and the beach front was generally fenced off. The concrete footings of these groynes have intermittently been exposed during periods of heavy seas. After the war, Council received a settlement of £7,000 for claims of damages incurred during the Army's occupation.⁶¹

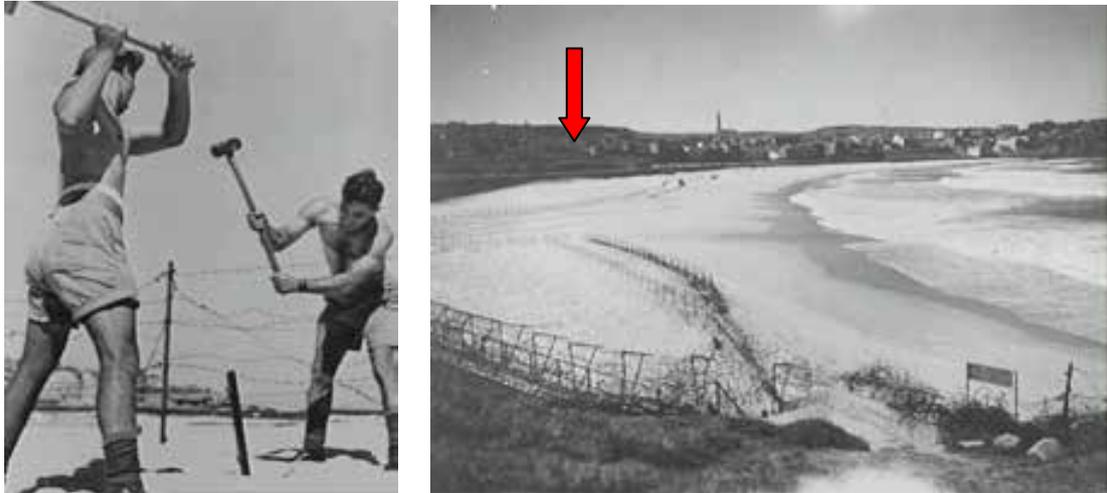


Figure 35 Installation of barbed wire on the beach, circa 1941 (left) and the completed installation, photographed on 7 July 1943. The Bondi Pavilion is indicated by the arrow; the groynes have been demolished.

Source: WL Picnumb 5547 and



Figure 36 Aerial photograph of the Bondi Pavilion, July 1943.

Source: Spatial Information Exchange.

Despite these emergency measures the first floor of the pavilion at least continued in its pre-war mode with Roy Starfield's cabarets, which seem to have traded under the name of the "Cheer Up Club." On

⁶¹ Dowd and Foster, p.137; "Surf hazard may go", *Sydney Morning Herald*, 27 November 1974, p.3.

occasions during this period (20 November 1943, for example) Starfield was in fact charged with conducting public entertainment on Sunday nights in the Pavilion's unlicensed premises. At the beginning of 1944 the first floor of the Pavilion was taken over by American Red Cross and operated as a Service Men's Club.⁶²

The Pavilion at this time was still unlicensed, and Council in mid-1944 sought a licence for the use of the first floor as a dance room. To obtain a licence alterations required to the pavilion included two additional exits and stairways, emergency exit lights, additional lavatories, fire fighting equipment, and ventilation to the ballroom. Between 1945 and 1947 Council and licensees applied to have these alterations made, but were unsuccessful due to war-time austerity measures. Nevertheless, in June 1948 a licence (No 40428) was granted to Waverley Council.⁶³ Presumably the required alterations had, in part, been made. Photographic evidence suggests that an external rear stair was constructed at this time, and stylistically the fabric of the building suggest minor alterations were made to the first floor.



Figure 37 View to and from the auditorium: R Gray's orchestra performing to an audience relaxing in deck chairs, 6 April 1947. Source: WL Picumb 632 and 634.



Figure 38 The auditorium was the scene for a more informal concert by the Royal New Zealand Air Force band during the 1940s (left). It contrasts with the elaborate settings installed for orchestral performances such as that of Ray Parker's Bondi Esplanade Band in June 1946. Source WL Picnum 638 and File No 002/002673.

⁶² AONSW 17/3441 – File 2988, Colonial Secretary, 26 January 1944.

⁶³ AONSW 17/3441 – File 2988, Waverley Council to A Lands, 5 May 1944, Department of War Organisation and Industry to Waverley Council, 6 February 1945; Chief Secretary to A Lands, MLA, 31 July 1947, 24 June 1948.

In the mid-1940s a projection booth containing a projection room, power room, two re-tinning rooms and screen was installed in the auditorium area, making a temporary outdoor cinema.⁶⁴ This however was a short-term exercise (see below).

2.5.3 1950s

The war years of the 1940s produced far-reaching changes in the social and economic climate of Australia. The youth of the pre-war years, now considerably matured, faced the new problems of seeking employment, caring for families and the pressures of rising inner city rents. Bathing patterns had changed with the popularity of nylon bathing costumes making redundant changing sheds born in an era of heavy woollen bathing suits. The reliance on public transport began to fade with the growing affordability of motor cars. This in turn allowed bathers the opportunity to change without using the pavilion's sheds, and greater choice in the number of beaches that they could visit.⁶⁵ These developments affected the future of the Pavilion, which Council (faced with the financial burden of maintaining the building) was ready to recognise.



Figure 39 Circa 1950 photographs showing the interior and entrance to the locker rooms. The towel hire counter was still well-used at this time. The entry to the changing area for "gentlemen" can be seen in the photograph at right.

Source: WL Picnumb 594 and 596.

An improvement scheme for Bondi Park and Beach was submitted to Waverley Council in January 1952. The scheme proposed the reconstruction of Bondi Baths to a modern swimming baths; the erection of a modern residential hotel; leasing of the southern end of the beach for an amusement area; leasing of the Bondi Pavilion with partial re-construction, and up-to-date ballroom; and the establishment of a modern hotel at the northern end of the beach. The State Government was approached to contribute towards the scheme's cost and upkeep.⁶⁶ No further progress in this matter appears to have been made.

In the early 1950s the use of the auditorium as a licensed open-air theatre was revived. The auditorium was enclosed by hardwood uprights covered with hessian and canvas, and a screen placed in front of stage. An admission fee was charged.⁶⁷

On 6 February 1954 a "Royal Command" Surf Carnival was held at Bondi Beach in the presence Her Majesty the Queen Elizabeth and His Royal Highness the Duke of Edinburgh. Bondi Beach had the distinction of being specifically chosen for the event.⁶⁸ Some 150,000 people enjoyed the Carnival, in which more than 3,000 life savers making up 54 teams from New South Wales, Queensland, West

⁶⁴ AONSW 10/53193 – Crown Solicitor to Chief Secretary, 11 November 1948.

⁶⁵ Personal correspondence Bill Symonds, December 1994.

⁶⁶ Dowd and Foster, p.137.

⁶⁷ AONSW 10/53193 – Chief Secretary to Commissioner of Police, 6 March 1952 and Crown Solicitor to Chief Secretary, 4 May 1953.

⁶⁸ Dowd and Foster, p.141.

Australia and New Zealand participated. It was, apparently, “the greatest spectacle ever staged in Australian surf history.”⁶⁹



Figure 40 The Royal Visit, 6 February 1954: the Pavilion decorated for the event (left) and the arrival of the Queen and Prince Philip (right).

Sources: WL Picnum 598; NAA Image No A1773, RV164.

In 1955 Waverley Council unveiled another plan for the future use of Bondi Beach and Park. The scheme was controversial at the time, calling for the lease of the park to a private business syndicate on a long-term basis. The aim was:

... to turn Bondi into the picture beach of the South Pacific. We hope to attract tourists to Bondi from all over the world. Potentially this beach is by far the best in Sydney ...We believe that our new and progressive approach to the problem of improving Sydney beaches will be followed by other Councils. Part of this plan ...would allow the rebuilding of the pavilion and install such entertainments as a picture theatre.⁷⁰

At the time the short-term leases of the facilities were to be consolidated when they expired and offered to one large organisation. This operation was to commence by October 1956.⁷¹ Council needed to attract an organisation with sufficient capital to improve the beach and to provide entertainment and amenities. Therefore, tenders were opened to overseas operators. The operating losses incurred by Council in the operation of the Bondi Park and Beach for the year 1955 were stated at £17,000.⁷²

The only tender acceptable to Council came from H.B. Deverich, trading as Universal Concessionaires Pty Limited. The tender was for £10,000 per annum with 15 per cent of net profits for a period of 20 years. While Council accepted this tender, the Minister for Lands withheld approval, and after fresh local Council elections an offer to Deverich was rescinded in January 1956.⁷³

⁶⁹ “Colossal Spectacle Captivates Royal Pair”, *Truth*, 7 February 1954, p.30.

⁷⁰ “Bondi Beach Leases May Go Overseas”, *The Sun-Herald*, 4 September 1955, p.21.

⁷¹ “Bondi Beach Leases May Go Overseas.”

⁷² Dowd and Foster, p.146.

⁷³ “Council Rescinds Bondi Beach Lease”, *Sydney Morning Herald*, 16 January 1956, p.7; Dowd and Foster, p.146.

An invaluable description of facilities and accommodation in the Pavilion was given in the invitation to tender:

Ground Floor	Dressing accommodation for surfers of both sexes: in the northern wing four shops and in the southern wing Turkish Baths and Gymnasium, and at the rear an Auditorium.																
First Floor	Ballroom, Dining Room, with orchestral stage in each room, Foyer, Kitchen, Private Dining Room and office with open air terrace.																
Particulars of Accommodation	<p>Dressing accommodation for surfers - capable of accommodating 5,000 persons at any one time and comprising the following accommodation.</p> <p>Men's Section:</p> <table border="0" style="width: 100%;"> <tr> <td style="padding-left: 20px;">Locker Cabins</td> <td style="text-align: right;">376</td> </tr> <tr> <td style="padding-left: 20px;">Locked Cubicles</td> <td style="text-align: right;">2,157</td> </tr> <tr> <td style="padding-left: 20px;">Seating Accommodation</td> <td style="text-align: right;">500</td> </tr> <tr> <td style="padding-left: 20px;">Open cubicles</td> <td style="text-align: right;">413</td> </tr> </table> <p>Women's Section:</p> <table border="0" style="width: 100%;"> <tr> <td style="padding-left: 20px;">Family Cabins (capable of accommodating five persons)</td> <td style="text-align: right;">37</td> </tr> <tr> <td style="padding-left: 20px;">Locked Cabins</td> <td style="text-align: right;">419</td> </tr> <tr> <td style="padding-left: 20px;">Lockers</td> <td style="text-align: right;">234</td> </tr> <tr> <td style="padding-left: 20px;">Locked cubicles</td> <td style="text-align: right;">340</td> </tr> </table> <p>with adequate shower and lavatory accommodation in both sections ...</p> <p>A commodious vestibule is provided with registering turnstiles for admission to the dressing sections.</p> <p>. . . show-cases in the corridors leading both to the Men's and Women's Sections and from automatic vending machines for hair oils and weighing machines.</p>	Locker Cabins	376	Locked Cubicles	2,157	Seating Accommodation	500	Open cubicles	413	Family Cabins (capable of accommodating five persons)	37	Locked Cabins	419	Lockers	234	Locked cubicles	340
Locker Cabins	376																
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Family Cabins (capable of accommodating five persons)	37																
Locked Cabins	419																
Lockers	234																
Locked cubicles	340																
Shops- Ground Floor	. . . one having measurements 19 feet by 28 feet. Being leased to a firm vending a refreshment known as "Snow cream", and the other three shops having dimensions of 100 feet by 28 feet to another firm also vending refreshments, but of a different type.																
Turkish Baths Section	<p>Vestibule, 15 feet by 120 feet.</p> <p>Three Hot Water Baths.</p> <p>Twelve dressing Rooms.</p> <p>Three Heat Rooms for Turkish Baths (first 16 feet x 13 feet, second 20 feet x 13 feet, and third 16 feet x 9 feet).</p> <p>Cooling Room 9 feet x 12 feet.</p> <p>Massage Room with shower accommodation, including</p> <p>Two needle showers and toilets.</p> <p>Gymnasium, 28 feet by 28 feet.</p>																
Auditorium	having a stage 34 feet by 18 feet, with reflective acoustic lining adequately illuminated with border lights in ceiling, and footlights in front of stage and opening on to a section of Bondi Park, which is planned as an																

amphitheatre, and during the holding of Concerts, Council deck-chairs are provided for patrons, providing comfortable open-air facilities ...

First-Floor	Ball Room - 72 feet by 38 feet with orchestral stage.
Accommodation	Dining Room - 54 feet by 40 feet with orchestral stage. Foyer - 80 feet by 27 feet Kitchen - 40 feet by 20 feet, equipped with two gas stoves, gas copper, griller, steamer, dishwashing machine, which equipment is out of date. Private Dining Room - 30 feet by 17 feet. Office, 23 feet by 14 feet.
Open Terrace	150 feet by 12 feet with Cloak Rooms and Toilets. A residence is attached at the rear of the Bondi Beach Pavilion building and over the auditorium and is at present occupied by the Manager of the Bondi Beach Pavilion. ⁷⁴

The Pavilion had been recently renovated and was in a good state of repair.⁷⁵ Details of this work are not known to the authors.

With the failure of the single lease proposal, the Pavilion seems to have continued on as before. The lease of the auditorium was taken by Ken Noyle, an entrepreneur from Durban, South Africa. It was proposed to stage plays and vaudeville shows over the summer of 1957-1958. The auditorium was also used on Sunday nights for free band concerts.⁷⁶

In May 1958 Council granted use of the first floor of the Pavilion to the Eastern Suburbs Rugby League Club on a lease for two years at £30 per week rental. This was another controversial move, which brought legal action on the grounds that Council had no power to grant the club permission to use the Pavilion. In May 1959 Council's decision was reversed in a decision before the Chief Judge in Equity, Mr Justice McClelland, in an action brought by the Minister for Lands. The Club terminated its lease in June 1959.⁷⁷

By mid-1958 Council had stated its intention not to renew the license for the Pavilion. In the second half of 1959 the Pavilion was unlicensed.⁷⁸

2.5.4 1960s

The Pavilion generally declined during the 1960s, although an occasional plan was mooted about its future. In 1961 Council appointed a special committee to investigate extensive improvements to Bondi Beach. At this time takings at the beach were reported to be falling off and one third of the "men's dressing pavilion" closed.⁷⁹

In 1960 the lease of the refreshment room and shop was transferred to Staple Foods Pty Limited, which spent £3,000 setting up a coffee lounge and installing cold rooms.⁸⁰

⁷⁴ Dowd and Foster, pp.134-136.

⁷⁵ Dowd and Foster, p.134.

⁷⁶ "Bondi Beach Entertainment", *Sydney Morning Herald*, 12 August 1957, p.6; AONSW 10/53193 – Waverley Police to Chief Secretary, 24 January 1957.

⁷⁷ "League Club wins lease after row", *Sydney Morning Herald*, 28 May 1958, p.6; "Club Ordered to Vacate", *Sydney Morning Herald*, 16 May 1959, p.10; AONSW 17/3561 – File 4264, Chief Secretary to Waverley Police, 10 June 1959.

⁷⁸ AONSW 17/3561 – File 4264, Chief Secretary to Waverley Police, 31 July 1958 and 19 August 1959.

⁷⁹ *Sydney Morning Herald*, 11 January 1961, p.1.

⁸⁰ Waverley Council Minutes, 5 January 1960 and 5 April 1960.

By 1962 it was Council's policy not to lease the main hall on a permanent basis, although applications made by local groups were approved. For example, the Bondi Theatrical Society used part of the Pavilion as a cultural centre for playwrights, musicians, composers and actors; the large ballroom was used for ballroom dancing and cabaret dances, mainly at the weekends.⁸¹

The auditorium was reported as being rarely used, except for Christmas carols and occasional band recitals. The projection box for showing of "moving pictures" was removed in June 1962.⁸²

Indicative of the changing times was the 1963 ban on dancing the overwhelmingly popular and vigorous dance, the "Stomp", in the Esplanade Hall, because the Council engineer feared subsidence in the foundations. It was about this time that Council considered the reconstruction of the halls, and extensive repairs to the goods lift.⁸³

In 1963 Council appointed a special committee to consider redevelopment of the first floor; and a number of alternative schemes were proposed. It seems initially £12,000 of loan funds was available, but Council subsequently changed its policy. It called for public tenders for the lease of the first floor for ten years on the basis that the successful tenderer would undertake improvement work (costing £15,000-20,000) before the commencement of the lease. Again, this plan does not seem to have come to fruition. A relatively significant change did occur when the lease of the Turkish bath ended. The spaces at this time were altered for use as a gymnasium, and the lease was transferred to Bondi Boys Club.⁸⁴

During 1965 Council considered another scheme for improvements and repairs. This work, estimated to cost £16,000, was proposed by H. Kurzer & H. Haber, architects.⁸⁵ The scheme however does not appear to have been implemented.

In mid-1968 the reconstruction of walls of the Pavilion (as specified by consulting engineers F.S.Hespe in July 1967) was carried out. This work seems to have been confined to correcting structural failings. A report on the condition of the Pavilion made in September 1968 listed defective exit lights, missing wash basins and lavatory seating in the men's lavatories and wash basins requiring repair in the women's, and defective flooring to the main hall. The report summarised the state of the Pavilion as the "premises (are) in a dirty and unused condition."⁸⁶

2.5.5 1970s

At the beginning of 1971 the Pavilion was reported to comprise the public dressing pavilion and change rooms in the ground floor centre portion, at the northern end a milk bar and light refreshments outlet under lease to Staple Foods Pty Limited, and at the southern end rooms available *gratis* to Bondi Boys Club for athletic recreation. The first floor comprised the large ballroom, which had not been used since 1969, and the Municipal Band used what was termed the "small ballroom" for practice.⁸⁷

In the early 1970's the phrase "great white elephant" came into currency in the media when referring to the Pavilion; and various plans were mooted to reverse this. In October 1971, a redevelopment plan for Bondi Beach, then under consideration by Waverley Council, came to the general public's attention. This scheme called for the total revision of the entire beach front with the demolition of the existing dressing sheds

⁸¹ Waverley Council Minutes – 4 October 1960, 5 July 1960, 2 January 1962; AONSW 10/53193 – Waverley Police to Chief Secretary, 8 March 1965.

⁸² AONSW 10/53193 – Waverley Police to Chief Secretary, 13 August 1962.

⁸³ AO17/3561 – File 4264; *Sydney Morning Herald*, 28 November 1963; Waverley Council Minutes, 17 March 1964.

⁸⁴ Waverley Council Minutes – 4 March 1964, 16 May 1963, 8 October 1963, 18 August 1964, 15 September 1964.

⁸⁵ AONSW 17/3561 – File 4264, Waverley Council to Chief Secretary, 17 August 1965.

⁸⁶ AONSW 17/3561 – File 4264, Waverley Council to Chief Secretary, 13 June 1968: plans M121/1 and M121/2; Chief Secretary to Waverley Council, 9 September 1968.

⁸⁷ AONSW 17/3561 – File 4264, Chief Secretary to Waverley Council, 3 March 1971.

(presumably the Pavilion) and lifesaving pavilion; closing of Campbell Parade to traffic; making a massive covered 'pedestrian-plaza' to the beach front; high-rise resort and hotel development along the beach; and "a boulevard" of cafes, shops and open-air restaurants. The plan was officially unveiled in March 1972, and Federal Government funds were sought. The mayor (Alderman D.J. Morey) stated:

This is a whole new concept for Bondi. We believe the Commonwealth should bear some of the cost of its implementation. Bondi Beach is regarded as a national institution, but my Council is always expected to pick up the bills, for keeping it in order.

The plan was abandoned in 1973.⁸⁸

Meanwhile, aldermen met with ratepayers and community representatives to discuss what could be done. Out of this came the notion of the Bondi Community Arts Centre. The first stage of the Arts Centre was the establishment of the Bondi Pavilion Theatre.⁸⁹

The Bondi Theatre Group was formed in 1972 to lobby for a non-sporting community use of the Pavilion, and the proposal for this new use was put to Council by Rolf and Betty Grunseit. Individuals involved were: Mayor, Doug Morey; Hal Lashwood, president of Actors' Equity; Maurice Symonds, principal director at Alexander Mackie Teachers' College, Chairman; Rolf Grunseit, vice chairman; and Brian Syron, artistic director. Doug Morey hoped the project would develop a community cultural complex capable of reversing the liability of the "great white elephant", and provide a valuable asset. The original aims of the theatre were to concentrate on Australian plays, and to work with the Pram Factory in Melbourne, with which it proposed to exchange plays and players. Plays were to be performed every night of the week except Monday.⁹⁰ Ambitions ran high, both for the Arts Centre and the theatre:

It will be more than just a local theatre. It will inevitably become one of Australia's foremost theatres and a gathering place for famous names in dramatic art and for those just beginning their career.

The courtyards are planned to become a complex of outdoor theatre and handcraft stalls.

There is quite the possibility of local film-makers taking space in the centre. The advantages of this combination of the crafts of theatre and film in the one venue are tremendously exciting.

'It is intended that the Centre will play its part in keeping the traditions of minority groups of the community alive, with ethnic dance displays and national theatre seasons being staged in the courtyard.'⁹¹

Converting the former Palm Court Ballroom into the theatre initially was done by volunteers. Members repainted the space, and designed the raked theatre with thrust stage and movable stage segments and seating piers. The seats were donated by the Hoyts Theatre group from a disused theatre. The Council provided toilet facilities, mechanical ventilation and other construction work. No funding was received from bodies such as the Australia Council. The theatre was officially opened by the Prime Minister, Gough Whitlam, on 23 March 1974, at which the first play was performed.⁹² The Bondi Pavilion Theatre was the

⁸⁸ "Secret plan for Bondi", *Sydney Morning Herald*, 31 October 1971, p.34; "\$60m plan for a new Bondi", *Sydney Morning Herald*, 17 March 1972; Anne Game, *Australian National Identity and Bondi*.

⁸⁹ *What to do with the white elephant?: that was the question*, no pagination.

⁹⁰ Bondi Park; "New Look for Surf Pavilions", *Sydney Morning Herald*, 21 October 1973, p.27.

⁹¹ *What to do with the white elephant?*, no pagination.

⁹² Personal communication Maurice Symonds, December 1994; AONSW – File 4264, 17 April 1974.

first stage of a planned Bondi Arts Centre.⁹³ Other plans for the pavilion complex unveiled at the time included an outdoor theatre and handicraft stalls, shops, cafes and a children's playground.⁹⁴



Figure 41 The “great white elephant” and responses to it: abandoned and deteriorating male changing facilities in the north eastern court (left) and work underway on the theatre in the former ballroom. Both photographs were taken in 1973.
Source: WL Picnumb 603 and File 004/004389.



Figure 42 Margaret and Gough Whitlam (seated second and fourth from the left) at the opening of the Bondi Pavilion Theatre (right). Gough Whitlam, assisted by Maurice Symonds, chairman of the New Theatre, unveiled the commemorative plaque.
Source: WL Files 004/004055 and 004/004058.

The safety of bathers was also improved during this period. A concrete surf life saving observation tower on the butt of the northern groyne, designed by architect Fred Heilpern, was completed in March 1975.⁹⁵ The construction of the tower was co-funded by the Lions Club of Bondi.

The pavilion became the centrepiece of Waverley Council's cultural program in 1977, and the transformation of the pavilion was completed in 1978. The work required demolition of the change rooms, lockers and former Turkish baths, and the courtyard was replaced by a large grassed amphitheatre with

⁹³ “A new seagull for Bondi”, *Sydney Morning Herald*, 21 July 1973, p.21.

⁹⁴ “New look for surf pavilions”, *Sydney Morning Herald*, 21 October 1973, p.27.

⁹⁵ *The Sun*, 2 February 1975, p.22.

seating for 250 people, a netball court, workshops for craft classes, art gallery, a child care centre, two gymnasias and a restaurant. Screening films was also permitted.⁹⁶

As part of the licensing requirements structural alterations were made to the Bondi Pavilion in circa 1977-1979, including the provision of two rear external stairs (one of which necessitated the removal of a circa 1948 stair), installation of an automatic wet-pipe sprinkler system, and reversal of the auditorium so that stepped platforms for seating were located inside the courtyard.⁹⁷

The Bondi Pavilion Community Centre was officially opened in 1978 by the Premier of New South Wales, Neville Wran. This ceremony resulted in the foundation stone facing the beach as originally set in 1928 being realigned to its present position and a commemorative stone laid on its reverse. A sum of \$400,000 was spent on the conversion.⁹⁸

In September 1978 the first of the highly successful annual Festival of the Winds took place. The Festival continues to be celebrated down to the present time.

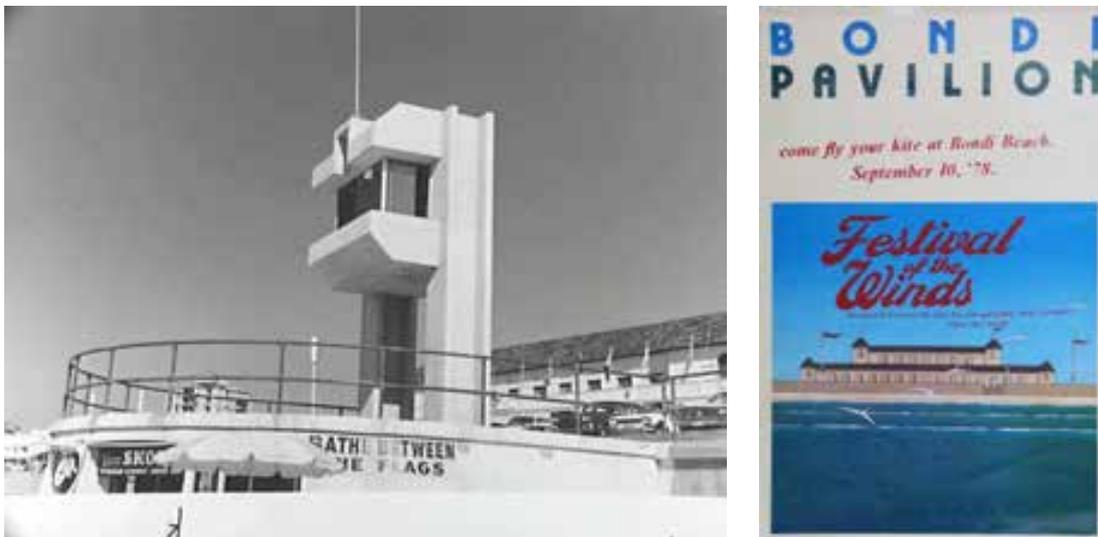


Figure 43 Fred Heilpern's robust observation tower. The photograph was taken in February 1975. It was demolished in 2000 (left); poster promoting the first Festival of the Winds in 1978. Source: WL Picnum 357, File 004/0044858.

2.5.6 1980s

In 1980 Council signed a 21-year lease with Guido's Famous Gelato, which allowed that company a food monopoly over parts of the Pavilion.⁹⁹

⁹⁶ "Look what they've done to the Bondi Pavilion", *Sydney Morning Herald*, 8 June 1978, p.3; AONSW 17/3561 – File 4264, 24 July 1974.

⁹⁷ AONSW 17/3561 – File 4264, Inspector – Department of Services, 30 November 1978; Waverley Council to Chief Secretary, 5 November 1979.

⁹⁸ N Ainsworth, "White Elephant to Seagull", *Hemisphere*, May/June 1980.

⁹⁹ "Bondi Pavilion. Under Used and Under Pressure", *Sydney Morning Herald*, 18 October 1990, pp.1 and 6.



Figure 44 Guido's Beach House and Licensed Taverna, located in the north eastern section of the Pavilion overlooking Bondi Beach, 1980 (left). A children's playground on the southern side of the Pavilion was another attraction at this period (right).
Source: WL File 002/002663 and Picnump 627.

During April 1980 Waverley Council invited the public to take part in painting the mural for the courtyard walls. As the mural was to focus on the history of Bondi in the 1920s and 1930s, Council invited people to bring out old photos, postcards or drawings.¹⁰⁰ The result was known as "Bondi the Beautiful."

The work was overseen by the Division of Cultural Activities to the Premiers Department. This body was responsible for the instigation of a number of large scale murals made in Sydney at the time. The co-ordinator of the work was the artist Rodney Monk. Both professional artists and approximately 60 community members were involved in the project. Rodney Monk sought ideas and criticism from the local community to guide the final form of the mural. "Images of dolphins, mermaids and Norfolk Island (sic) dominate the wall and provide heavy nostalgia when contrasted to the suburbia of Bondi today."¹⁰¹ Monk explained that painting the large murals was to 'humanise buildings and help people identify with them.'¹⁰² By early May 1980 it was reported that the mural was nearly complete with the final touches only remaining to be made.¹⁰³ The mural was removed a number of years later because of its deteriorating condition.



Figure 45 Sections of the Bondi the Beautiful murals.
Source: Mitchell Library, SLNSW, digital order no a1396001. Courtesy Kirk Keating.

Bondi the Beautiful was not the only public art initiative undertaken during the 1980s. In 1984 artist Patsy Hely, assisted by artist and illustrator Helen Leitch, were engaged to create a pair of ceramic tile murals after the Community Arts Board of the Australia Council provided funding. Intended as a community project, the murals were installed in the foyer of the Pavilion.¹⁰⁴ Around the same period a mosaic was installed on the ground floor of the Pavilion, in the passage leading from the central courtyard to the

¹⁰⁰ *Daily Telegraph*, 6 April 1980, p.100.

¹⁰¹ *The Australian*, 7 August 1980, p.6.

¹⁰² *Sydney Morning Herald*, 17 June 1980, p.14.

¹⁰³ *Sydney Morning Herald*, 3 May 1980, p.3.

¹⁰⁴ Alison Wiseman, "Tiles in the Sun, Bondi Tile Mural", *Craft Australia*, Volume 4, Summer 1985, pp.68-69.

building's foyer. The mosaic was intended to commemorate the original Aboriginal inhabitants of Bondi and is understood to be the first indigenous mosaic in Australia. It resulted from the collaboration of artists Lloyd Kelemen, Justin Robson and Terry Yumbulul, an artist from the Northern Territory. Lloyd Kelemen worked on several public art projects in the 1980s, which are located in the Biddigal Reserve playground, North Bondi Children's Pool, Bronte Park and Campbell Parade, and during the 1990s worked on mosaic furniture on Campbell Parade.¹⁰⁵

Other artworks initiated during the 1980s were the bronze sculptures of a lifesaver and a dolphin as bicentennial projects executed by sculptor Diana Webber. The lifesaver statue commemorates the voluntary contributions of lifesavers. Both were unveiled in September 1987 by Mayor Carolyn Markham.

In 1987 the Bondi Park Beachfront Redevelopment Plan was prepared by Conybeare Morrison and Partners and Bruce Mackenzie and Associates. Implementation of this plan in regard to the Pavilion included repainting and construction of a new forecourt to the pavilion.¹⁰⁶ The "pavilion" sign on the roof of the building may have been installed at this time.



Figure 46 The "Pavilion" sign on the roof of the southern side of the Bondi Pavilion. It has since been removed.

Source: WL Picnumb 4805.

Also at that time, Merlin International Properties (Australia) Pty Limited launched a privatisation bid for the Pavilion with Council support. The question of the pavilion's future again became a public issue which influenced the council elections. The Merlin plan called for a redevelopment which included restaurants, boutiques and a rebuilt amphitheatre.¹⁰⁷ The community responded with the formation of the Bondi Community Action Group and by August 1987 6,000 people had signed a petition opposing the proposal. A State Government-initiated Bondi Pavilion Task Force was created at this time in response to community

¹⁰⁵ http://www.waverley.nsw.gov.au/recreation/arts_and_culture/public_art/bondi_sea_wall, accessed 19 February 2015

¹⁰⁶ Bondi Park

¹⁰⁷ "Bondi Pavilion. Under Used and Under Pressure", *Sydney Morning Herald*, 18 October 1990, pp.1 and 6. Ian Hayson, a director of Merlin International, was an important proponent of the redevelopment of Darling Harbour in the 1980s.

objections.¹⁰⁸ A change of Council in September 1989 meant a reversal of support for the proposed privatisation and development.¹⁰⁹

2.5.7 1990s

In 1991 the Bondi Park and Pavilion Plan of Management was initiated by Waverley Council and the NSW Department of Lands.¹¹⁰ Two years later Bondi Beach, including the Pavilion, was included on the Commonwealth Government's register of the National Estate, recognising the national significance of the place.

Tanner Architects were engaged in 1995 to undertake a master plan for the upgrading of community facilities associated with the Bondi Pavilion, in accordance with the Bondi Pavilion Plan of Management. The south courtyard pavilion was the first major stage of the Master Plan's implementation and involved the construction of a new building within the confines of the southern courtyard. The building was designed as a contemporary addition to provide facilities for local musical groups and musicians, craft activities, dance and aerobics, public lectures, performances and functions. As well, amenities within the Pavilion were upgraded, the spaces occupied by the Turkish bath were refurbished for community purposes, access ramps were installed at the front of the building, the atrium in the main section of the building was refurbished and a lift installed.

2.5.8 2000s

Some of the works undertaken during the second half of the 1990s anticipated the 2000 Olympic Games, an important consideration as Bondi Beach had been selected as the beach volleyball venue. A temporary structure was designed by the prominent architectural firm of Daryl Jackson Robin Dyke Architects to accommodate 10,000 spectators and constructed between May and July 2000. It was located directly in front of the Pavilion. The competition was staged between 16 and 26 September 2000. The staging of the event was accompanied by improvements to infrastructure at the Pavilion and Bondi Park that remained in place after the conclusion of the Games.



Figure 47 The temporary beach volleyball spectator stand erected for the 2000 Olympic Games at Bondi Beach.

Sources: <http://www.djrd.com.au/sport/volleyball/volleyball%20FINAL%20NF.html>, accessed 10 March 2015; National Library nla.pic-an23302103-v.

Guido's Famous Gelato, which had become something of an institution, closed in 2002. During the rest of the decade work continued on upgrading the Pavilion. The south east wing was refurbished to provide a

¹⁰⁸ "Bondi Pavilion. Under Used and Under Pressure."

¹⁰⁹ *Bondi Pavilion: a short history*, no pagination.

¹¹⁰ Bondi Park.

new staff community office and lifeguard facilities, which were installed in part of the former Turkish Baths. The small window openings of the former Turkish baths adjacent to the colonnade were enlarged – new arched openings contained pairs of French doors, echoing the openings in the northern part of the building. A lifeguard's tower was erected on the remnant of the southern groyne, the northern and southern colonnades on the eastern side of the building were refurbished and ramps constructed, and around 2004 a bar and cafe fitout was undertaken on the north eastern corner of the building, accompanied by a controversial glazed semi-circular addition.

A Marine Discovery Centre was installed in part of the former Turkish Baths, adjacent to the community offices, circa 2005. It subsequently closed in October 2013.

Bondi Beach was entered onto the National Heritage List in January 2008. The Bondi Beach Cultural Landscape, which includes the Bondi Pavilion and its surroundings, was included in the State Heritage Register later that year. The listing was gazetted on 23 May 2008.

2.6 Bondi Surf Bathers Life Saving Club

The implementation of the approved 1928 improvement scheme required removing the Bondi Surf Bathers Life Saving Clubhouse to a site north of the new pavilion building. This decision was apparently not fully supported by the club, arguing perhaps short sightedly, that the proposed (present) position would not allow for every part of the beach to be under observation.¹¹¹ The complete 1916 structure was placed on rollers and pulled to a point 100 yards north of where the present building is situated.¹¹²

2.6.1 1930s

The relocation of the 1916 club house was a short-lived measure, for in 1933 architects H E Ross & Rowe were commissioned to design a new club house. This single storey Inter War Mediterranean style club house, the fourth the club had occupied, was opened on 3 March 1934 by John M. Dunningham, Chairman of the Royal Life Saving Association, MLA for Coogee and Minister for Labour and Industry.¹¹³ Its exterior harmonised with the much larger Bondi Pavilion.



Figure 48 The clubhouse that was built in 1916 (left) and its 1934 successor (right).

Source: WL File 003/003957 and file 003/003967.

¹¹¹ "Bondi Beach Improvement Scheme", *Sydney Morning Herald*, 25 July 1928, p.14. The article erroneously refers to the North Bondi Surf Life-saving Club.

¹¹² *Bondi Surfer*, October 1952.

¹¹³ *Bondi Surfer*, March 1964.

2.6.2 1950's

The club house was excluded from the 1955 lease proposal.¹¹⁴

2.6.3 1960s to 1980s

Additions were unsuccessfully proposed in 1961 which would have incorporated a squash court with spectators' room, billiard room, table tennis room and a small hall. At a cost of £6,000 the proposal was designed to curtail falling levels of patronage.¹¹⁵ For a period in 1962 the club received substantial sponsorship funding from the British Petroleum Company. The clock on the east front was erected at this time.¹¹⁶

Extensions were made to the club in the 1970s and 1980s. Initially a simple flat roofed first floor structure was built, removing part of the original roof. Around 1980 this structure was altered and extended. The works included a hipped roof, which was more sympathetic to the original building and to the adjacent Bondi Pavilion, than the flat roof of the initial addition.

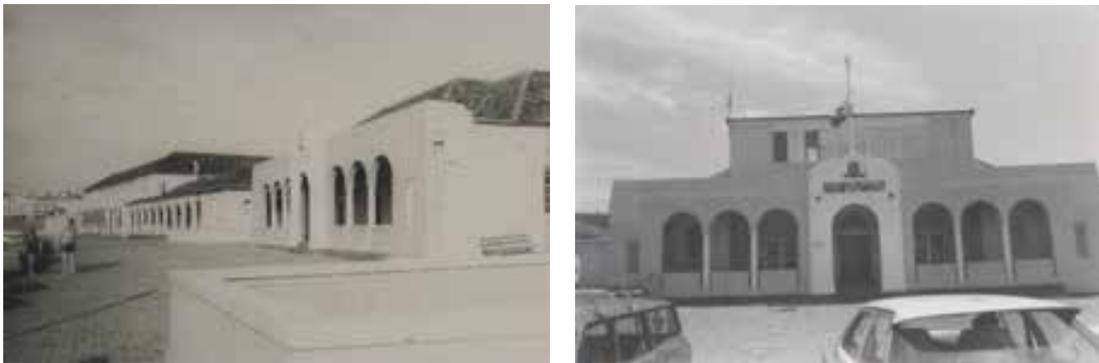


Figure 49 The relationship between the Bondi Pavilion and the Surf Bathers Life Saving Clubhouse is clearly shown in a photograph taken circa 1960 (left). The original form of the clubhouse was subsequently modified by the first floor addition constructed during the 1970s (right). Source: WL File 003/ 003963 and 003963File 003/003973.

2.7 Bondi Park (Study Area Only)

2.7.1 1930s

Waverley Council continued to alter aspects of the park during the early 1930s. In 1931 the area behind (that is, to the west of) the pavilion and between the former groynes was floodlit.¹¹⁷ Also during 1931 a very ambitious proposal to transform the area between the groynes into an open sea water swimming pool was publicly discussed (refer to Figure 24 above).

The landscape of Bondi Park was given careful consideration. Photographs taken during the 1930s show numerous Norfolk Pines mass-planted throughout the Park, along with a small number of mass-planted garden beds. The rest was given over to lawns traversed by paths laid out in a formal manner. Contemporary photographs indicate that paths crossing lawns were constructed out of brick.

The whole of Bondi Park was dedicated for the purposes of public recreation in January 1938. Waverley Council was appointed trustee to care for, control and manage the reserve on behalf of the NSW Minister of Lands.

¹¹⁴ Tenders Bondi Beach.

¹¹⁵ *Bondi Surfer*, February 1961.

¹¹⁶ *Bondi Surfer*, May 1962.

¹¹⁷ "Bondi Beach and Park - Plan of Floodlighting", 2/1931. Waverley Council Engineer's department Plan 1644.



Figure 50 Landscaping in the vicinity of the Bondi Pavilion photographed during the second half of the 1930s. The restricted palette of plants and expanses of lawn are notable features.
Source: WL File 001 001412; State Records image id 12932_a012_a012X2449000004.jpg.

2.7.2 1940s

Owing to the outbreak of war in the Pacific the two concrete groynes were demolished in 1942, and the park area secured by barbed wire and other restrictive items.

2.7.3 1950s

While the Pavilion was the centrepiece of the 1955 lease proposal, the Park was included in the lease with the successful tenderer having "the right to vend soft drinks, confectionery, sandwiches, cakes and ice commodities throughout the whole of the park area, including the beach ... permitted to vend these commodities by mobile stalls (and) hire rubber surfboards, canvas chairs and sunshades to the public."¹¹⁸

The park area was described at this time as:

[The park] is laid out in lawns with a concrete marine drive 55 yards [50.3 metres] wide and 750 yards [686 metres] long, which is called, by the consent of Her Majesty Queen Elizabeth II, Queen Elizabeth Drive, and flanked by a brick paved promenade with ample proportion, together with a concrete drive known as Park Drive, abutting on to the adjacent public roadway, Campbell Parade, which is 55 yards [50.3 metres] wide and 570 yards [521.2 metres] long, and is also flanked with brick paved footpaths.¹¹⁹

No mention is made of the Norfolk Pines that were planted in the 1930s. In any case, by the mid to late 1960s most had died.¹²⁰ The Council retained the right to levy car parking fees.¹²¹

2.7.4 1970s

During particularly severe storms in May 1974 the foundations of the concrete groynes were exposed.¹²²

During the 1970s two planning and design studies were commissioned: the Bondi Park Beautification Plan (1976) and Bondi Beach South Landscape Plan (1978). A recommendation of the 1976 planning report was the replacement of the pipe handrails over the full length of Queen Elizabeth Drive; presumably these original features (at least in part) were extant at that time. The report recommended the construction of a

¹¹⁸ Tenders Bondi Beach.

¹¹⁹ Tenders Bondi Beach

¹²⁰ Mayne-Wilson & Associates, pp.31-32.

¹²¹ Tenders Bondi Beach.

¹²² "Surf hazard may go", *Sydney Morning Herald*, 27 November 1974, p.3.

dwarf wall between the pavilion and southern entry to Queen Elizabeth Drive, the rehabilitation of the brick paving and “rationalisation of pedestrian movements.”

The loss of the Norfolk Island Pines prompted a Select (parliamentary) Committee of Enquiry appointed in 1971 to review the problem. The death of the trees was attributed to the deleterious effect of off-shore pollutants introduced via the sewerage outfall at North Bondi.



Figure 51 Landscaping surrounding the Bondi Pavilion in the early 1980s. While there was dense planting close to the Campbell Parade entry (left) the planting of the building’s wider environs was considerably reduced when compared to the 1930s.
Sources: WL File 002/002664; City of Sydney Archives SRC2335

2.7.5 1980s

During the 1980s further landscape studies were undertaken: the Bondi Beach Park and Environs Study (1985) and the Bondi Park Beachfront Redevelopment by Conybeare Morrison and Bruce Mackenzie (1987). Shelters were erected in 1985. Improvements made through 1987, for which some \$4 million was allocated, included reconstructing the pavilion forecourt area, reconstructing the entrance to the vehicle park at Queen Elizabeth Drive, providing a plant nursery behind the Bondi Surf Life Saving Club, and providing a skateboard track (outside the study area).¹²³

A program of stabilising the seawall and promenade commenced with the study of the problem prepared by the Public Works Department in 1987.¹²⁴ The seawall revetment project started in mid-1988 at the southern end of the beach and was completed circa 1992.¹²⁵

A car parking fee collection booth was erected in 1982.¹²⁶ An earlier set of timber gates erected c.1960s may have been removed at this time.¹²⁷

2.7.6 1990s

Following a State Government grant of \$75,000 in late 1991, further work was undertaken in 1992 on the construction of pathways and tree planting at Bondi Park.¹²⁸ At this time Norfolk Island Pines were reinstated. Some trees were donated - for instance, OTC Ltd provided three trees.

¹²³ “Tired old Bondi to get \$4m facelift”, *Sydney Morning Herald*, 17 December 1986, p.5.

¹²⁴ *Spectator*, 25 June 1987, p.1.

¹²⁵ “Bondi’s wall gets a facelift”, *Daily Telegraph Mirror*, 8 June 1991, p.2.

¹²⁶ “Detail Campbell Parade & Queen Elizabeth Drive (North End), September 1982, Waverley Council Engineer’s Department Drawing No. 5990.

¹²⁷ Waverley Council Engineer’s department Drawing No. 274/1 and 4, undated.

¹²⁸ *Spectator*, 18 December 1991, p.19.



Figure 52 A Norfolk Island pine tree planting ceremony was held on 5 May 1992.
Sources: WL Picnumb 6427 and 6428.

2.7.7 2000s

In the first decade of the twenty first century the sea wall in front of Bondi Park and the Bondi Pavilion became a gallery of temporary street art and permanent artworks. An artwork known as the Chloé Memorial Mural was painted in 2003 by an artist known as Droogie. It commemorates Chloe Byron, a local girl who was killed in the bomb attack at Kuta Beach in Bali in October 2002. Droogie also painted an Anzac mural around the same time. The murals were endorsed by Council for long term preservation in 2009.¹²⁹

In 2007 a playground was constructed in Bondi Park, to the north of the Bondi Pavilion. The fenced playground was designed for young children up to the age of four and was provided with a large sandpit and a shade structure.

2.8 Site development chronology

The following diagrams have been extracted from the Bondi Pavilion, Surf Club & Surrounds Conservation Analysis & Conservation Guidelines (1997). They explain development across Bondi Park from 1913 to 1949.

¹²⁹ http://www.waverley.nsw.gov.au/recreation/arts_and_culture/public_art/bondi_sea_wall, accessed 10 March 2015.

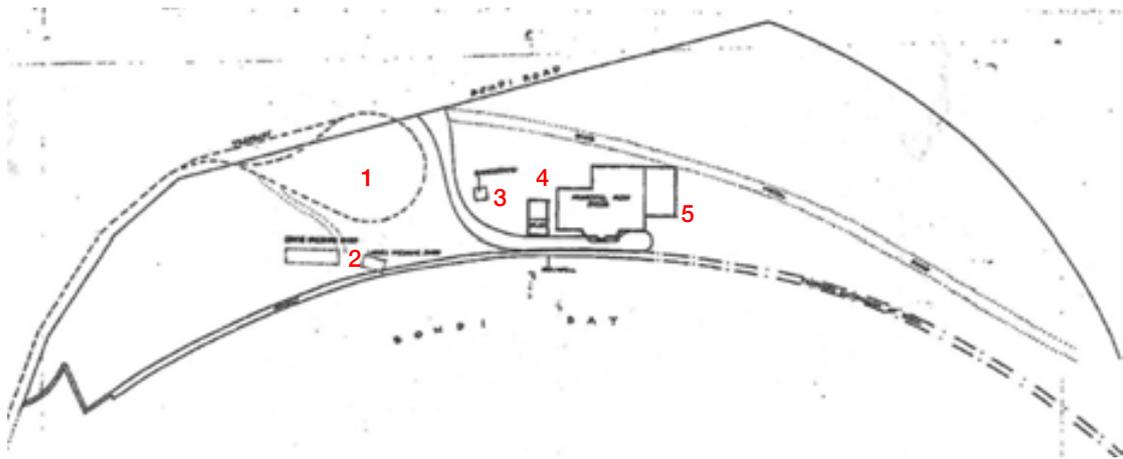


Figure 53 Development at Bondi Park in 1913:

1. Tramway loop
2. Dressing sheds.
3. Bandstand.
4. Surf Life Saving Clubhouse.
5. Castle Pavilion.

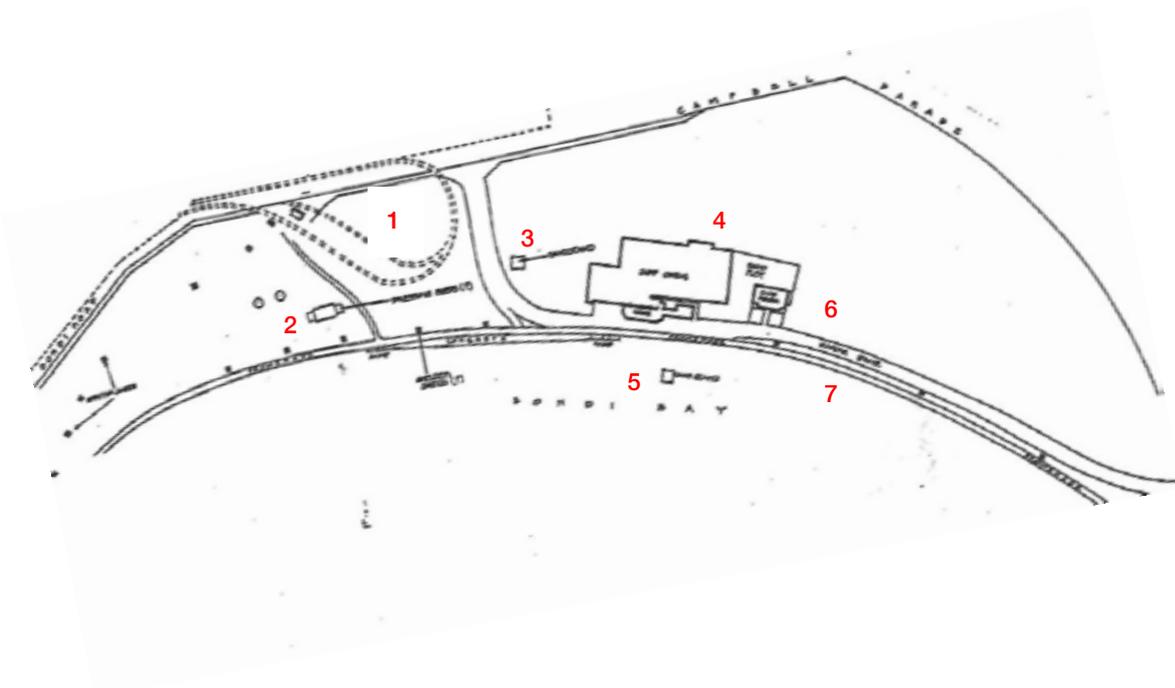


Figure 54 Development at Bondi Park in 1923:

1. Tramway loop.
2. Dressing shed (assumed).
3. Bandstand.
4. Surf Sheds.
5. Chair Stand.
6. Surf Life Saving Clubhouse.
7. Promenade.

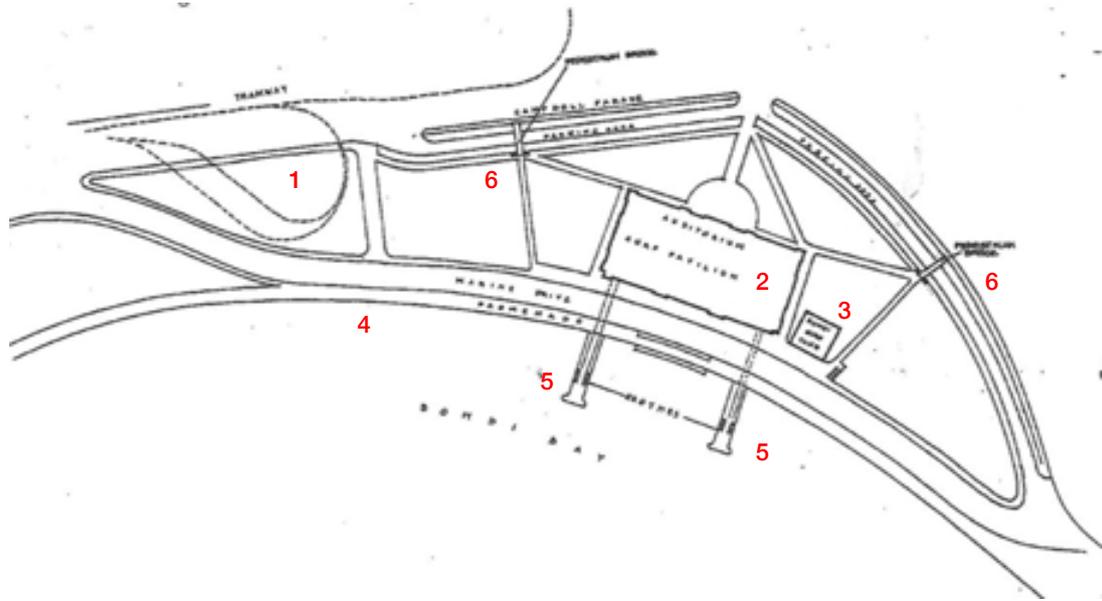


Figure 55 Development at Bondi Park in 1929:

1. Tramway loop.
2. Bondi Pavilion.
3. Surf Life Saving Clubhouse.
4. Promenade.
5. Groyne.
6. Pedestrian bridge.

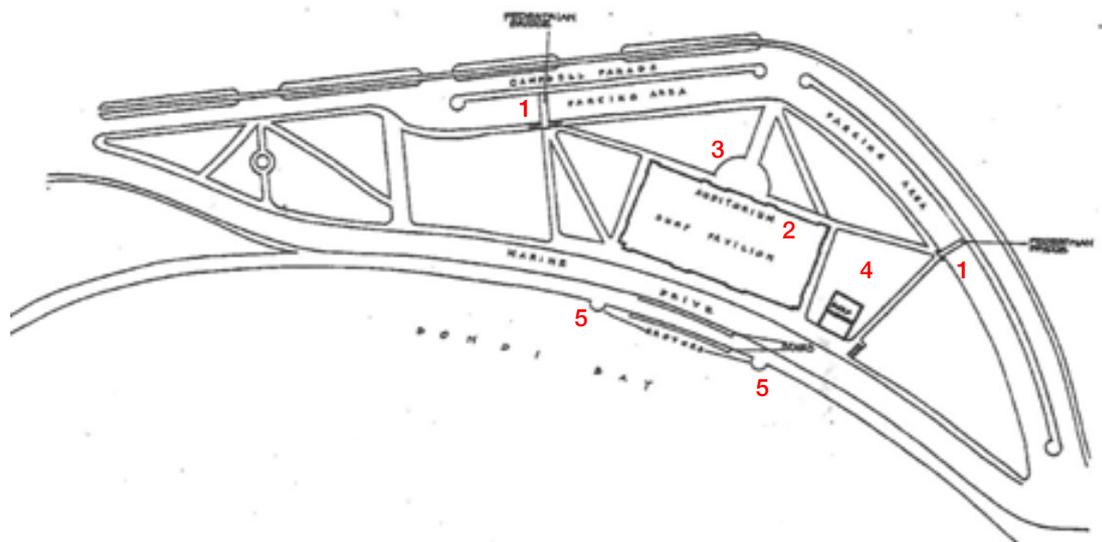


Figure 56 Development at Bondi Park in 1949:

1. Pedestrian bridge
2. Bondi Pavilion.
3. Auditorium.
4. Surf Life Saving Clubhouse.
5. Remnant of groyne.

2.9 Site development chronology

An overview of important phases in the development of the site is based on the timeline included in Mayne Wilson & Associates, Bondi Park and Pavilion: a history, the Bondi Park, Beach and Pavilion Plan of Management, and the draft inventory form for the Bondi Beach Urban Conservation Area.

Table 2.1 Site development chronology

Year	Event
Up to 1809	Occupied by the Gadigal People, traditional Aboriginal owners.
1809	Grant of 12 hectares to John Hurd around Ben Buckler. The grant was not subsequently confirmed. Grant of 81 hectares to William Roberts, which included the land occupied by Bondi Park. The grant was formalised the following year.
1811	Road to the South Head lighthouse finalised, improving access to the district.
1819	Death of William Roberts. Land inherited by his family.
1851	The land was transferred to Roberts' daughter Georgina, who was married to Francis O'Brien. O'Brien planned to subdivide the Bondi Estate in 1852.
1855	A 30 metre wide strip of O'Brien's land above high water mark was reserved for public use by the Crown. O'Brien permitted public use of the beach and adjacent sand hills, which became a popular and rowdy picnic ground.
1859	Establishment of Waverley Council. The Council sought to establish Bondi Beach as a public reserve.
1877	O'Brien closed the beach to public access as it had become too rowdy. He was declared bankrupt and 20 hectares were transferred to his second wife's family, Curlewis.
1879 onwards	Increasing development of the Bondi Estate
1880s	Rock pools were used for swimming at Bondi from this period.
1881-1882	In November 1881 the Colonial Government surveyed an area of the beach for public recreation and more than 25 hectares were resumed and dedicated as a public reserve in June 1882.
1884	Sydney's developing tramway system reached Tamarama and brought Bondi Beach within walking distance of public transport.
1885	In September Waverley Council was made trustee of Bondi Park.
1887	Baths formed in a rock pool at the southern end of the beach were opened to the public.
1888-89	Bondi Baths constructed to the south of Bondi Beach.
1900	Aboriginal artefacts are uncovered after a violent gale.
1902	The first regular tram service from Circular Quay to the beach was established.
1903	Around this time Waverley Council erected the first sheds for the amenity of surf bathers.
1906	The Bondi Surf Bathers Life Saving Club was founded.

Year	Event
1907	Waverley Council provided a shed for the Bondi Surf Bathers Life Saving Club. A kiosk was subsequently added to it. A tent was erected in what became Biddigal Reserve as a clubhouse for the nascent Bondi Surf Life Saving Club. Shortly after a shed was erected next to the home of Club Captain Wally Weekes, who owned land at the northern end of the beach.
1909	Waverley Council staged a competition for dressing sheds for 750 men and 250 women.
1911	Larger dressing sheds and amenities were constructed. "The Castle Pavilion" opened in November. Other beach improvements included a bandstand, sea wall (commenced in February), landscaping and promenade The tramway was extended north to the full extent of Bondi Beach and a weekday afternoon service was inaugurated.
1914	Waverley Council accepted a new improvement scheme towards the end of the year, but it was subsequently abandoned because of cost.
1916	A new clubhouse for Bondi Surf Bathers Life Saving Club was constructed to the north of the Castle Pavilion
1920	The northern end of the seawall was completed.
1922	Wally Weekes enlarged the tidal pool to the north of Bondi Beach.
1923	In March the architectural firm of Robertson & Marks won a competition for a Bondi Beach improvement scheme staged by Waverley Council. The project architect was Leith McCredie.
Mid 1920s	The contracting firm Hornibrook McKenzie Clark prepared drawings for the pedestrian bridges from Campbell Parade to Bondi Park.
1927	A commission of inquiry into beach improvements scheme was held. Some modifications undertaken. Waverley Council obtained finance through Commonwealth Bank loans.
1928	Foundation stone for the Bondi Pavilion laid in May. Order to demolish the existing pavilion given in June Public able to use part of the new Pavilion in December.
1929	The Bondi Pavilion was officially opened on 21 December. Bondi Baths become home to the Bondi Icebergs.
1930	A tree planting plan for Bondi Park was developed utilising Norfolk Pines, each planted in the name of a prominent Councillor or local identity. Most had died by the 1960s.
1931-1933	Construction of the Bondi Beach Auditorium with caretaker's quarters above the stage on the western side of the Bondi Pavilion. Concrete tables and benches were installed in several colonnades. Turkish Baths upgraded.
1934	Bondi Surf Bathers Life saving Clubhouse completed to the design of H E Ross & Rowe on the northern side of the Pavilion.
1938	Bondi Park was dedicated for the purposes of public recreation in January. Waverley Council was appointed trustee.
1942	The groynes that controlled sand drift and gave bathers direct access to the beach were destroyed. The beach was fenced off with barbed wire as a wartime security measure.

Year	Event
1944	The first floor of the Pavilion was taken over by the American Red Cross for use as a Service Men's club.
1948	Modifications carried out to the Pavilion so that the dance hall could be issued with a licence.
1954	A Royal Command Surf Carnival was staged during the visit of Queen Elizabeth II on 6 February and attended by the Queen and Prince Phillip. The marine drive was renamed in her honour.
1960	The Bondi tramline closed.
1961-1965	Various proposals prepared for the Pavilion floated, none of which proceeded.
1963	A children's swimming pool was completed at North Bondi adjacent to the tidal pool enlarged by Wally Weekes in 1922.
1963-1964	The Turkish Bath was closed and converted to a gymnasium run by the Bondi Boys Club.
1972	The Bondi Theatre Group was formed in 1972 to lobby for a community use of the Pavilion.
1974	The transformation of the ballroom into a theatre was officially opened by Prime Minister Gough Whitlam on 23 March.
1975	A lookout tower on the remnant of the north groyne was completed in February.
1975-1977	The Pavilion became the centrepiece of Waverley Council's Community Cultural Program. Changing sheds and lockers were removed from the internal courtyards, which were grassed. A netball court was established. The Bondi Pavilion was nominated for listing by the National Trust of Australia (NSW). It was subsequently classified by the Trust in September 1982.
1978	The Bondi Pavilion in the guise of the Bondi Pavilion Community Centre, was officially opened by Premier Neville Wran on 25 June
Late 1970s	Tiered amphitheatre style seating was installed in the central courtyard to enable film screenings on the stage/caretaker's building.
1980	Artists Rodney Monk, David Humphries, Wayne Hutchings and Kristine Ammitzball were commissioned to paint the Bondi the Beautiful mural. First floor addition to the Bondi Surf Bathers Life saving Clubhouse completed around this period.
1980s	The Pavilion forecourt area was reconstructed. A semi-circular pergola was constructed in Bondi Park on the southern side of the Pavilion. Construction late in the decade of a stormwater outfall to the south of Bondi Beach, mitigating stormwater scouring and improving the beach condition. It replaced two outfalls discharging onto the beach.
1984	Ceramic tile murals were installed in the Pavilion foyer and mosaic flooring using Aboriginal art was installed on the floor of a new hall from the foyer to the central court.
1987	Bronze statues of a dolphin and lifesaver to the south of the Pavilion were unveiled by the Mayor of Waverley in September.

Year	Event
	Proposals to privatise the Pavilion to the Hayson Group for redevelopment met with strong local opposition
1988	Seawall revetment works undertaken. The Pavilion Task Force submitted a report to the State government.
1996	The Bondi Pavilion was included as a heritage item in the Waverley Local Environmental Plan.
1995-2000	The Bondi Pavilion Master Plan was developed. Community facilities including a hall and music rehearsal rooms were constructed in the southern courtyard.
2000	Bondi Beach was the site of the beach volley ball events associated with the Olympic Games, which were staged between 16 and 26 September. A temporary spectator stand was constructed and infrastructure improvements carried out.
2001-2008	Various works undertaken to the Pavilion, including the construction of a lookout tower on the southern groyne remnant, addition of ramps to the eastern colonnade, and conservation works to the eastern balcony.
From 2003	Improvements made to paths, new planting undertaken, construction of a new children's playground and barbecue area near the Bondi Surf Bathers Life saving Clubhouse.
2004	Semi-circular restaurant addition appended to the north eastern corner of the Pavilion.
2008	Bondi Beach was entered onto the National Heritage List in January, followed by inclusion of the Bondi Beach Cultural Landscape in the State Heritage Register the following June
2014	The Bondi Park, Beach and Pavilion Plan of Management was adopted by Waverley Council in November.

3 HISTORICAL CONTEXT

3.1 Introduction

The discussion below compares aspects of the Bondi Pavilion and its surroundings with other places in New South Wales to establish its relative significance in terms of cultural heritage values. Aspects such as the town planning movement that informed urban and suburban planning and design during the first third of the twentieth century and the development of buildings to serve the amenity of beachgoers during the same period are examined so that the history and characteristics of the Bondi Pavilion and its surroundings can be understood in a wider context.

3.2 Town planning and beautification

Town planning emerged as an important issue in Australia during the first decade of the twentieth century. The Bondi Pavilion and its environs are a tangible outcome of the town planning movement in NSW, which sustained a relatively high level of impetus during the first third of the twentieth century. The key event was the Royal Commission for the Improvement of the City of Sydney and its Suburbs, which coincided with a return to prosperity after the depressed 1890s, Sydney's rising status as a major world city and a recognition that the metropolis needed drastic improvement in terms of infrastructure, planning and aesthetics.

Royal Commissioners were appointed in May 1908. The result of their determinations was a pragmatic document, released in 1909, that was less a formal plan than a scheme of improvement comprising a series of individual recommendations organized under four main heads of consideration: traffic, beautification, slum areas and housing reform, and the future growth of the city. The Commission made 40 formal recommendations, the majority of them relating to road and transport improvements. The geographic focus was central and inner Sydney rather than more outlying suburbs. However, some of the recommendations promoted enhanced municipal town planning and scenic conservation controls.¹³⁰

According to Dr Robert Freestone, Professor of Planning at UNSW,

Of all the targets of town planning reform, acquisition and improvement of open spaces were usually considered the most feasible by civic authorities. Outcomes, often with an urban beautification rationale, were expressed in the form of new playgrounds, playing fields, and golf courses; resumption of market gardens (without demurring to the social dislocation involved); infill of mangrove swamps; the general cleaning up of eyesore sites; and foreshore reclamation.¹³¹

The Local Government Act of 1919 gave local councils the power to resume land and to zone land for specific uses. In the 1920s many municipalities undertook beautification schemes. One of the most striking examples of what could be achieved was the construction of a sea wall and promenade at Rose Bay. It accompanied the widening of New South Head Road, which was one of a large number of road improvement and beautification schemes carried out in the municipality of Woollahra during the 1920s. By the beginning of 1917 the council was already acquiring land for widening New South Head Road, over which it had jurisdiction. The Council established a New South Head Road Improvement Committee to look after the proposed works and a group called the Town Planning Advisory Board submitted a scheme for reclamation of foreshore land to the Minister in March 1919.

¹³⁰ Robert Freestone "Royal Commission for the Improvement of the City of Sydney and its Suburbs, 1909", <http://www.photosau.com.au/CoSMaps/scripts/home.asp>, accessed 10 March 2015.

¹³¹ Robert Freestone, *Designing Australia's Cities: culture, commerce and the City Beautiful*, 1900-1930, p.224.



Figure 57 The Town Planning Advisory Board's proposal for the beautification of Rose Bay, published in the *Daily Telegraph* during 1919.

Source: Woollahra Library and Information Services, file pf005/pf005088.

New South Head Road was proclaimed a main road under the Local Government Act and road widening was carried out in several stages. In June 1924 Woollahra Council accepted the offer of design services made by of Herbert E. Ross, later to be involved with the Bondi Surf Bathers Life Saving Club. The resulting Rose Bay Promenade allowed both pedestrians and motorists a unique opportunity for viewing Rose Bay and Sydney Harbour. Concrete balustrades were intentionally low to allow passing motorists a view and a view from the purpose-designed parking bays incorporated into the scheme. The Chief Secretary, the Hon C. W. Oakes, laid the foundation stone for the sea wall on 25 October 1924. At the beginning of 1925 architects Pitt and Morrow submitted drawings describing a shop and refreshment rooms adjacent to the Rose Bay jetty at one end of the Promenade.

On 19 February 1926 the widened and enhanced New South Head Road was officially declared open and the lights along the Promenade switched on in front of a large crowd. When the lights came on the effect was

...strikingly beautiful. The promenade was immediately filled with a gay throng, enjoying the cool sea breeze. Many of the homes opposite were also illuminated, and the effect was brilliant. There is no other promenade in New South Wales which can compare with this at Rose Bay for beauty, as well as expanse.¹³²

¹³² "Rose Bay: New Promenade and Hospital Carnival", *Sydney Mail*, 24 February 1926, p.39.



Figure 58 The realised Rose Bay sea wall and promenade at the time of their completion.
Source: *Sydney Mail*, 24 February 1926, p.39.

Beaches were not immune to beautification initiatives. In this regard Robert Freestone suggests that, in “a distinctively Australian way, beachside improvements responded to popular demands,” and cites the examples provided by Balmoral, Bondi, Clovelly and Manly Beaches.¹³³ Each is briefly discussed below.

Balmoral became a popular recreational destination after 300 excursionists landed at Edwards Beach on Christmas Day 1862. What were described as “large pavilions and amusements” were in place by the year 1905. Balmoral became even more popular after the extension of the tram service in 1922, echoing the experience of Bondi. Mosman Council responded with a policy of land resumption to increase the amount of open space already existing between a roadway known as the Esplanade, which was opened for use in August 1927, and the beach. A fiscal combination of borrowing and Government grants for Depression relief employment enabled Mosman Council to embark upon a Balmoral beautification scheme that included parkland, a bathing pavilion, an elevated promenade, a band rotunda and bridge to a small headland. All of these buildings and structures were designed by Alfred Hale, Mosman Council’s Architect & Building Surveyor.

¹³³ Freestone, p.226



Figure 59 The beautification of Balmoral Beach as it appeared in 1943.
Source: Spatial Information Exchange with TKD overlay.

In January 1930 Randwick Council organised a competition in 1930 for the beautification of Clovelly Beach. The prize-winning entry announced the following July was the effort of civil engineers and surveyors Lockie Gannon, Worley and Campbell, and was one of the more extraordinary schemes of the period:

The design ... provides for a marine drive, swimming bath, grandstands, three car parking areas, municipally owned petrol stations, dressing sheds, cafe or pavilion diving stages, landings of tinted concrete around swimming baths for assembling and sunbaking, provision for sprays, cascades, and water chutes, a greasy pole, beamlights and under-water lights for night carnivals, grassy slopes with ornamental pathways, tennis courts and terraced banks, bowling and croquet greens.

It is estimated that the grandstands would accommodate 30,000 people sitting and another 5,000 standing.

The cross measurements of the athletic oval are 474 feet and 327 feet, the distance around it being about 440 yards [402.33 metres]. Four tennis courts are provided for, and the proposed bowling green is to be 120 ft x 120 ft [36.57 x 36.57 metres]. Bus stations are provided at main entrance and exits, also two sheds for picnic parties, and one or two near the beach for children.¹³⁴

Perhaps inevitably given the onset of the Depression, this grand scheme did not proceed. However, what distinguished it from other beach proposals was the extensive range of sporting facilities that were proposed, which were not necessarily dependent on a locality adjacent to the beach. However, modest improvements were officially opened in November 1936, at which time the Mayor of Randwick announced that council would finance improvements to the bathing area and promenades on either side of the bay.¹³⁵

¹³⁴ "Marine Drive. Clovelly Beautification Scheme", *Sydney Morning Herald*, 31 July 1930, p.8.

¹³⁵ "The Suburbs", *Sydney Morning Herald*, 10 November 1936, p.6.

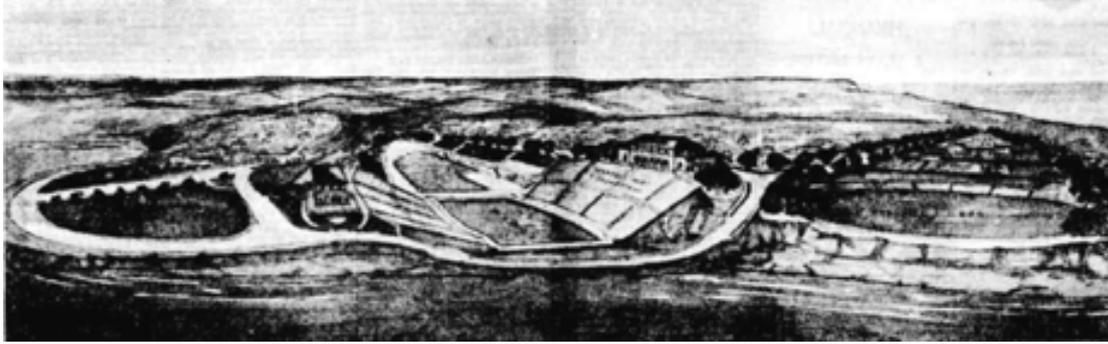


Figure 60 The first place-getting scheme for the beautification of Clovelly Beach, 1930.
Source: *Sydney Morning Herald*, 31 July 1930, p.12.



Figure 61 Clovelly Beach in 1943. The scale of development is substantially less than what was proposed in 1930.
Source: Spatial Information Exchange.

Manly, like Clovelly, was intended as the site of ambitious improvement and beautification works that foundered in the early 1930s. There was a reasonable amount of discussion concerning Manly's beautification during the first half of the 1920s and it was suggested Manly's ratepayers were becoming impatient with inaction on the part of the local council, especially in light of what Waverley Council was intending for Bondi.¹³⁶ A competition was finally staged towards the end of 1929, "inspired by the beach improvements at Bondi, Coogee and Balmoral."¹³⁷ It was won by L M Graham, Manly's municipal engineer. His ambitious scheme proposed removing the existing North Steyne and South Steyne bathing sheds from the beach and relocating them above it, the formation of a spacious promenade extending the full length of the beach with a special area for a bandstand projecting out onto the beach. An audience of up to 3,000 would be protected from the effects of offshore winds by a raised wall. New surf pavilions with a shark lookout tower would be constructed at North and South Steyne. There would be lawns and gardens, seating, tables and drinking fountains, a building to house sideshows, upgrading of the "hot salt" bath,

¹³⁶ "Town Planning", *Construction and Local Government Journal*, 9 June 1926, p.6.

¹³⁷ "Manly Launches Out", *Sydney Morning Herald*, 21 December 1929, p.19.

shelter pavilions and a kiosk amongst the other improvements.¹³⁸ What was ultimately achieved fell well short of these high aspirations. A Beautification Committee was formed in May 1933, but its main objectives were focussed on street improvements, notably tree planting and preservation.¹³⁹



Figure 62 Ambitious proposal for the beautification and development of the beach at Manly.
Source: Freestone, p.225, extracted from *Building*, January 1930.

Mosman, Randwick and Manly were not the only councils contemplating beachfront improvements during the interwar years. At the beginning of 1925 Rockdale Council decided to consult with the architects who prepared the Bondi Beach plans regarding intended beautification of the beach at Brighton-Le Sands.¹⁴⁰ The suburb developed rapidly during the 1920s and this may well have provided some impetus as more people started visiting the beach. Initially a comprehensive scheme incorporating a promenade and bandstand, a dance hall, restaurant, “dressing boxes” accompanied by showers and lockers, an open piazza and ten shops was presented to the council for consideration.¹⁴¹ However, the estimated cost of £50,000 proved daunting and not long after the council was considering two schemes, one estimated at £5,000, the other £2,000.¹⁴² A sea wall, baths and a dressing shed were officially opened on 15 September 1928.¹⁴³

Parts of regional New South Wales also initiated beach improvements. Of particular note was the town of Forster. During the 1930s Stroud Shire Engineer F G D Stone oversaw the preparation of a planning scheme for the town, which proposed promenades, a lake drive and branch roads, and indicated the locations of a shopping centre, public buildings and reserves. Beachside amenity was an integral component of the town plan - the first stage to be executed was the construction of Forster Ocean Baths. The complex included an Olympic-sized swimming pool and pavilion containing dressing rooms, club rooms and a café. It was opened to the public at the end of 1935. A year later the recreational amenity of

¹³⁸ “Manly Launches Out.”; “Engineer Graham Plans Big Improvement Scheme for Famous Manly Beach”, *Highways*, 14 January 1930, p.15.

¹³⁹ “Manly Beautification”, *Sydney Morning Herald*, 27 May 1933, p.8.

¹⁴⁰ “Opportunities”, *Construction and Local Government Journal*, 21 January 1925, p.19

¹⁴¹ *Construction and Local Government Journal*, 18 March 1925, p.18.

¹⁴² *Construction and Local Government Journal*, 1 April 1925, p.7.

¹⁴³ “ ‘Satisfactory Job.’ Brighton Beach Work”, *Evening News*, 31 August 1928, p.14.

visitors to this resort town was augmented and enhanced by the opening of a casino (dance hall) immediately adjacent to the Ocean Baths.¹⁴⁴

3.3 The architecture of the beach

As demonstrated in the preceding section, the construction of beach-side buildings and improvements could be part of a greater civic project. However, this was not always the case and many buildings were constructed solely as a means of enhancing the amenity and convenience of beach-goers.

The interwar period witnessed the construction of architecturally considered surfing and bathing pavilions at numerous beaches along the coast of New South Wales. Although dressing sheds were constructed on many beaches prior to World War I, few achieved the architectural quality of the 1911 dressing sheds and pavilion at Bondi. They were a new building type, reaching a definitive form by the end of the 1920s, and provided a high level of convenience and amenity. Whilst the buildings erected during the 1920s were funded through loans raised by councils and by the fundraising efforts of surf life savings clubs, during the 1930s their construction provided much-needed work for the unemployed, and many were financed by the State Government's Unemployment Relief Council.

Their widespread construction reflected the important place that beaches occupied for many people throughout the interwar years:

Surfing and sunbaking . . . Were almost obligatory for young people on the coast . . . Bondi was a national symbol; in Perth Cottesloe proclaimed itself 'the Bondi of the West'. On weekends and public holidays people flocked to the beaches to anoint their bodies and be immersed, the newspapers duly estimating the size of the crowds attending each resort¹⁴⁵

Generally bathing pavilions were functional structures, designed and built to relatively tight budgets. Interiors needed to be hard-wearing, with little embellishment to relieve concrete floors and brick or cement render-lined walls. However, this situation was offset by the building's exteriors, for which architects managed to inject some character by invoking any one of several fashionable styles of the period. During the 1920s the influence of the Inter War Mediterranean or Spanish Mission Styles was prevalent, giving way to the Modernist-inspired Inter War Functionalist style during the second half of the 1930s.

¹⁴⁴ "Stroud Tourist Resorts", *The Northern Champion*, 30 September 1936, p.1.

¹⁴⁵ John Rickard, "For God's Sake Keep Us Entertained!" in Bill Gammage and Peter Spearritt (editors) *Australians 1938*, p.348.

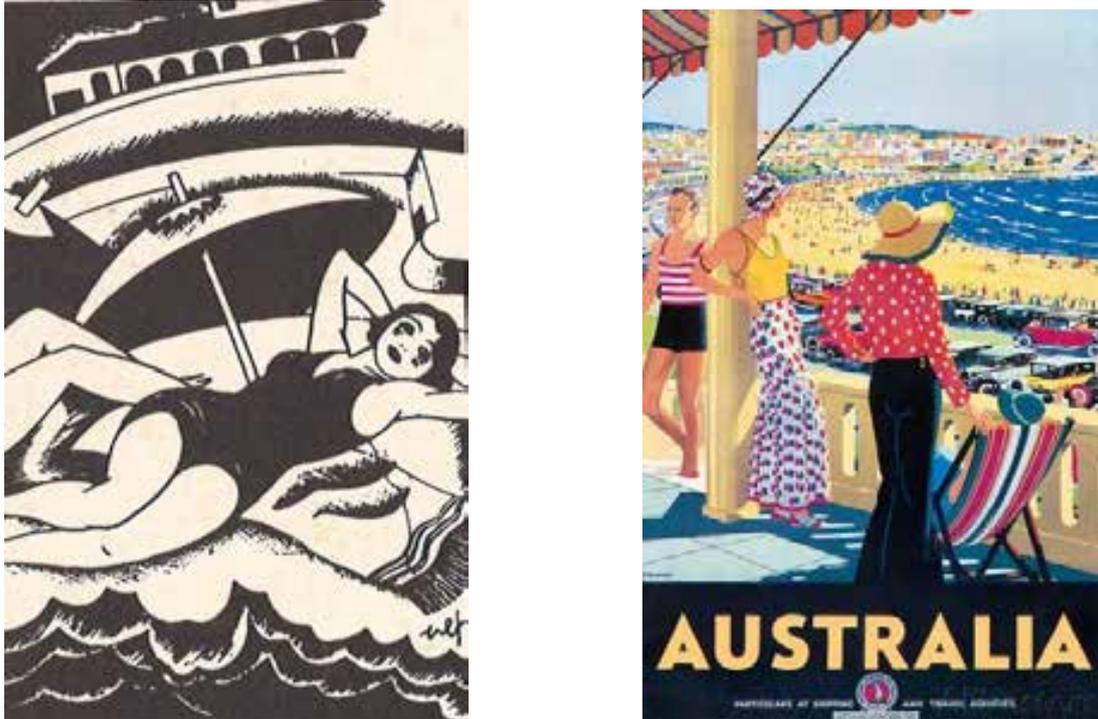


Figure 63 The illustration from the 1933 publication *Rhymes of Sydney* (left) and the famous travel poster of circa 1930 by Percy Trompf featuring Bondi Beach indicate the important background role that beach pavilions occupied during the interwar period.

Sources: reproduced in Peter Spearritt, *Sydney Since the Twenties*;

<http://www.ebay.com/itm/Australian-travel-poster-Bondi-beach-1929-reproduction-print-2-sizes-vintage-/281123263089>.

Balmoral Beach

There were several architectural elements associated with Balmoral Beach. A domestically scaled two storey Beach Club House was opened by Premier Bavin in December 1928. It was intended to serve the members of the Balmoral Beach Club, the life saving club associated with the beach.

The bathing pavilion at Balmoral Beach was officially opened in February 1929 by Mayor Alexander Buckle before a large gathering of local citizens and visitors. It was a large two storey building which included men's and women's dressing areas on either side of the building, along with caretaker's quarters, an ambulance room and an attendant's room. The building was leased to a private operator, who in turn hired out bathing costumes, bathing caps and towels as well as lockers and changing cubicles to people visiting the beach. This was a common practice at the time. The exterior of the bathing pavilion, unlike many of its contemporaries, was designed in the Inter War Stripped Classical style, with a combination of arched and square-headed windows and doors, and openings protected by simple geometric grilles. The band rotunda and bridge linking the promenade to Rocky Point, completed the following year, were also designed in a spare classical idiom.

Use of the bathing pavilion rapidly declined during the 1960s, if not earlier. Mosman Council entered into a leasing agreement that allowed it to be used as a restaurant in 1967. The changing facilities were to be maintained by the lessee. Misha's Seafood restaurant occupied the building from 1969 to 1988. The lease was transferred that year and alterations to the building proposed. These met with local opposition. The end result was that the building was protected by a Permanent Conservation Order in August 1993 and finally reopened, as a restaurant, in June 1999.



Figure 64 Balmoral's bathing pavilion, photographed during 1947.
Source: Mosman Library.

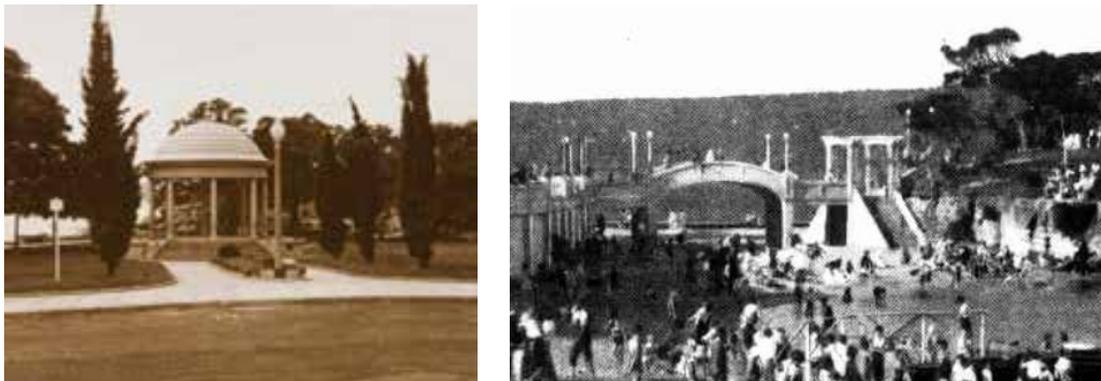


Figure 65 Band rotunda (left) and the bridge linking the Balmoral Beach promenade to Rocky Point.
Source: Mosman Library; *Sydney Mail*, 14 January 1931.

Coogee Beach

Two of the more unusual beach projects took place at Coogee Beach. In December 1914 new dressing sheds and a promenade were opened to the public. The promenade was on the roof of a long reinforced concrete structure designed by architects Buchanan & McKay. A central octagon, accessed from the promenade contained a refreshment room and kitchen. Below this were male and female change rooms (with a paying and a free section), complete with shower and plunge baths, cubicles and lockers that could accommodate more than 1,300 people. Provision was also made for a casualty and reel from for the surf life saving club.¹⁴⁶

Initial discussion about a pier at the beach is understood to have taken place in the first half of 1922. A scheme published in January 1923 included an open piazza with an elaborate pavilion or band rotunda, a pier, bathing sheds and shark netting across the bay. Construction of another version of the pier eventually commenced in the middle of 1926 and the completed section was finally opened to the public on 10

¹⁴⁶ "Buildings and Works", *Sydney Morning Herald*, 22 December 1914, p.7.

November 1928. The pier operated during afternoons and evenings. It offered an ocean promenade, “wonderful” music, dancing, games and many “novelties.”¹⁴⁷ The pier was never completed in its entirety and in its first year of operation the Coogee Ocean Pier Company operated it at a loss. A small golf course was opened on the pier in November 1930 in an effort to cash in on the craze for miniature golf that emerged in 1927 and peaked in 1930. It proved less popular than anticipated, although the Depression may have affected patronage, and the pier became the property of the State government towards the end of 1932 and handed over to Randwick Council. Randwick Council decided to demolish it in October 1933 and work was well underway by the end of the year. However, the amenity of bathers was enhanced by the construction of new dressing sheds, which are understood to have been rebuilt during the second half of the 1930s

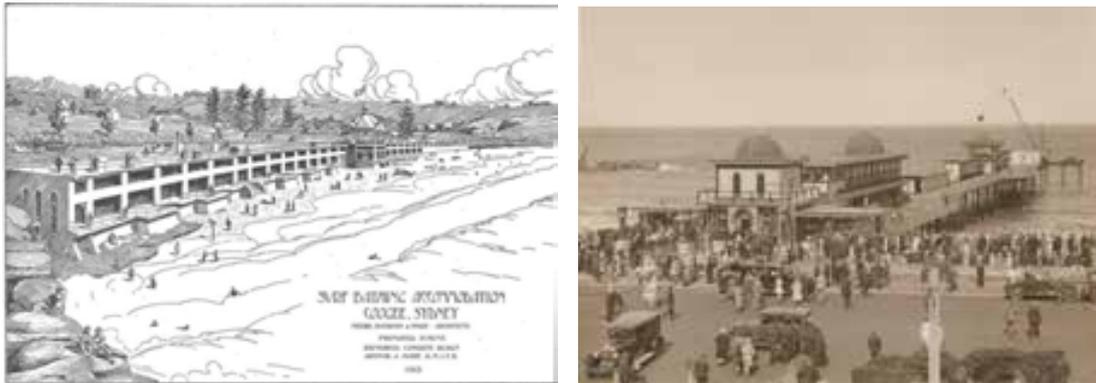


Figure 66 Coogee Beach: rendering of the promenade and dressing sheds (left) and the pier (right). Sources: The Salon, October 1913, p.226; SLNSW, Sam Hood photograph, digital order no. a215010h.

Manly Beach

Even though Manly’s beautification works did not proceed, North and South Steyne Beaches were graced with new bathing pavilions during the 1930s. North Steyne, completed in August 1934, was designed by architect Clifton Leake and was a typical example of the building type: quarters for the surf club were located in a central pavilion flanked on either side by male and female dressing accommodation, which was open to the sky. A service area controlled public entry. Here locker and cubicle keys were available, along with bathing costumes and towels for hire. The exterior of the building was described as “freely treated Colonial Georgian with cream-coloured walls and variegated tile roof.”¹⁴⁸ This was certainly the case on the land side of the building; the beach side was rather more severe in appearance.

The South Steyne bathing pavilion, officially opened in December 1938, was arguably the finest bathing pavilion of the interwar period in terms of architectural design. It was the result of a competition that was won by young architects Eric Andrew and Winsome Hall at the end of 1936. The building was the height of functional modernism, inspired by the work of significant European architects such as Willem Marinus Dudok. The building, with its boomerang-like plan, housed quarters for the South Steyne surf club and male and female dressing areas segregated by a central entry. The dressing areas were partially open to the sky and partly enclosed by sun bathing decks. A slender tower at one end of the building provided a lookout for sharks. The building won the Sulman Medal for 1939, partly for its harmonious relationship with its setting. It has since been demolished.

¹⁴⁷ Advertisement, *Sunday Times*, 18 November 1928, p.25. Although many sources suggest the pier was opened in July 1928, the works were not sufficiently complete until November that year.

¹⁴⁸ “Surf Pavilion Completed at North Steyne”, *Sydney Morning Herald*, 28 August 1934, p.3.

A few months after South Steyne surf pavilion opened Manly Council was considering a beautification scheme in its vicinity. Designed by L M Graham, it was a far cry from what he had come up with in 1930. It was confined to remodelling of the sea wall, new seating, upgraded lighting, areas of grass and flower beds.¹⁴⁹



Figure 67 The 1934 North Steyne surf pavilion.

Source: State Library of NSW, Sam Hood photographs, digital order no's hood_00960 and hood_00962.

Manly was also home to a third pavilion, located on the shores of Manly Cove. To encourage greater patronage the Port Jackson and Manly Steamship Company constructed a large shark-proofed pool enclosed by a boardwalk, which was constructed in 1931. About two years later an elegant Mediterranean style building was completed that contained dressing areas to accommodate about 4,000 visitors, dining rooms and a dance hall.



Figure 68 The architecturally advanced South Steyne Bathing Pavilion and lookout tower (left) was in marked contrast to the earlier Mediterranean style bathing pavilion in Manly Cove.

Sources: SLNSW, Sam Hood photograph, digital order no. hood_09614; dailytelegraph.com.au.

Few interwar pavilions remain on Sydney's northern beaches. There is an Interwar Mediterranean style pavilion containing dressing and surf club accommodation at Newport Beach. It was officially opened in September 1933. The 1935 pavilion at Freshwater Beach is also a Mediterranean style building. It was designed by a club member, architect Lindsay Scott, who held the positions of vice president and honorary architect to the Surf Life Saving Association during the 1930s and also designed surf pavilions for Palm Beach, South Curl Curl and Harbord beaches. The Palm Beach pavilion is a fine Inter War

¹⁴⁹ "Beautifying Manly. South Steyne Proposals", *Sydney Morning Herald*, 3 April 1939, p.10.

Functionalist style building that was officially opened in December 1936. The pavilion contains a central circulation space with changing spaces on either side. It is unusual because its exterior is constructed in dichromatic face brickwork

A series of bathing and surf pavilions were constructed in the Cronulla area during the second half of the 1930s. Perhaps the most notable was the pair of buildings constructed at Cronulla Beach and completed in 1940. Both were designed by architect Arthur Polin. The Cronulla Beach surf pavilion is a restrained Inter War Stripped Classical style building where men's and women's dressing areas were separated by a central two storey section:

In the men's section there is cubicle accommodation encircling a large area, while the centre is taken up by blocks of lockers under hoods of curved corrugated asbestos cement roofing. The floor here is of the orthodox batten type . . . In the ladies' section accommodation is on similar lines with more cubicles. These are arranged in two tiers, the upper ones being approached from the sun-baking area on the upper level.¹⁵⁰

The adjacent three storey Inter War Functionalist style surf clubhouse, with its prominent slender lookout tower, was completed at the same time.



Figure 69 Palm Beach surf pavilion (left) and the low surf pavilion and tall surf clubhouse at Cronulla. A lookout tower was incorporated into the massing of the clubhouse (right).
Sources: Roy Lumby photograph; NLA, Frank Hurley photograph, nla.pic-an23135528-v.

A harbourside dressing pavilion was constructed near Shark Beach at Nielsen Park. The Inter War Mediterranean style building was designed in the Government Architect's office and was sited to protect trees along the beach front. Its construction was funded by the Unemployment Relief Work scheme and completed in October 1932. The Main Dressing Pavilion was the sole point of entry to the shark-netted section of the beach. The central section of the beach was fenced off by the Nielsen Park Trust. Those who wished to swim at Shark Beach, entered through the Pavilion, and after paying an entry fee arrived at the beach via a tunnel.

Outside metropolitan Sydney

Several bathing pavilions and other beachside structures were constructed in the City of Wollongong during the interwar period. Although a number have been demolished, amongst those that survive is the outstanding group of buildings at North Beach. The complex consists of a surf life savings club, bathing pavilion and kiosk but it was preceded by earlier structures. A timber men's dressing shed, built by Wollongong Council in collaboration with the recently formed surf life saving club, was completed towards

¹⁵⁰ "Surf Clubhouse and Pavilion: beach buildings at Cronulla, NSW", *Decoration and Glass*, November 1940

the end of 1909. About a year later a women's dressing shed and a kiosk, located between the two dressing sheds, were completed. Both dressing sheds were extended in 1912 to accommodate children. A room for the surf club was completed by the end of 1917. An upgrade was proposed during the 1920s but nothing happened until 1935. The first stage of the complex, the North Beach Surf Clubhouse, was completed in 1936. The surf club pushed for new beach amenities and plans for a new dressing pavilion and a kiosk prepared by Council's Health Inspector, Harvey Gale, were approved in January 1938. The new Inter War Functionalist style dressing pavilion, designed to accommodate the needs of 2,000 persons, and the nearby refreshment kiosk were opened on 12 November 1938 by the Minister for Works and Local Government, E S Spooner:

The modern design of the new buildings adds a distinct beauty to the beach and the composite picture is one that would be hard to equal in Australia.

The dressing pavilion is 250 feet [76.2 metres] in length, and 34 feet [10.36 metres] wide. It is set at the base of a grass covered cliff amongst terraced lawns. The bricks are a warm red on a cream facing, and the design is unique. Sweeping lines enhanced by a cloister effect along the front elevation of the building are the outstanding features. Fibro cement screens surmounting the walls of the building give an extremely modernistic tone. The rear of the building has a different treatment and is equally simple and effective.

Designed to give the maximum of light and sunshine, the interior of the building is attractive. Both the men and women's sections are spacious and open. The women's section has 34 cubicles in addition to the usual facilities. In both places mirrors and washbasins are provided. A block of four showers in each section has an unusual feature. The flooring in each shower block has been built of bricks which have a non-slippery surface and are porous. A great deal of attention has been paid to the drainage, which is carried well away from the beach. There are ten modern tiled lavatories in the building.¹⁵¹



Figure 70 Complex of buildings at North Beach, Wollongong, constructed between 1935 and the end of 1938. As with the Bondi Pavilion, changing facilities were contained within open courts. Source: Wollongong City Library image number P14/P14424

¹⁵¹ "Dressing Pavilion Opened at North Wollongong by Minister for Works", *Illawarra Mercury*, 18 November 1938 p.7.

Wollongong's South Beach Pavilion, which was opened on 9 October 1936 (understood to have been demolished), consisted of a central two storey pavilion flanked on either side by attached wings housing men's and women's dressing areas. The central pavilion included a kiosk, ladies' club room, residence for the kiosk lessee and an assembly hall for the surf club. Further north, the pavilion at Thirroul Beach, like North Beach, has survived. It was officially opened by E S Spooner on 20 January 1940. It consists of a central single storey Art Deco style building containing a kiosk and residence, which are flanked on each side by attached male and female dressing pavilions. The surf clubhouse is a separate building located to the immediate north of the complex. An Olympic-sized swimming pool was built as part of the complex.

Some fine surf pavilions were erected in Newcastle. Nobby's Beach Surf Pavilion was designed by the City Architect F.A. Scorer and opened on 1 December 1934. It was designed as a central pavilion with attached flanking dressing sheds in the Interwar Mediterranean style. Bar Beach Surf Pavilion was designed by architects AJ Brown and SF Coleman in association with Newcastle architects F G and A C Castleden. It was completed in 1933. The pavilion was considered to have no equals in the district and to be comparable to any in Sydney. It contained facilities for the surf club, a refreshment kiosk, an office, lavatories, the caretaker's residence, sunbathing accommodation, and changing areas - 500 lockers and 50 cubicles were provided for men and 100 lockers and 250 cubicles for women. The exterior of the building was designed in an idiom that combined the Interwar Spanish Mission and Art Deco styles. Another fine example was the Merewether Surf Pavilion, completed in 1937. It was designed by the architectural firm of Pitt & Merewether in a restrained Art Deco idiom and consisted of a central two storey pavilion containing a caretaker's flat and surf club room on the first floor, flanked on either side by attached dressing pavilions. The building has since been demolished.



Figure 71 The pavilion at Nobby's Beach, Newcastle.
Source: Cultural Collections, University of Newcastle

Distinctive pavilions were erected in other parts of the state. For instance, an elegant Spanish Mission style building consisting of a high central section flanked by lower attached pavilions was erected at Forster as an adjunct to the Olympic-sized swimming pool, which opened in January 1936. The Casino that was built next to it and opened to the public in December 1936 was essentially a fibro shed with a steeply pitched roof, but was graced with an impressive brick Functionalist style facade. Both buildings have been demolished.

At The Entrance, a Mediterranean style surf life saving clubhouse was completed towards the middle of 1940 to the design of Loyal Figgis and designed to accommodate public changing rooms as well as the surf club rooms.¹⁵² The building remains in use, although it is now devoted to surf club uses.



Figure 72 The Forster Ocean Baths pavilion and casino (left) and The Entrance surf life saving clubhouse and changing rooms (right).

Sources: Great Lakes Library; *Gosford Times*, 20 April 1940.

3.4 Interwar Campbell Parade

The Municipality of Waverley enjoyed a period of substantial growth during the interwar period. This was facilitated by improvements in public transport and services, along with the subdivision of land that consolidated earlier subdivisions and provided new building lots in the vicinity of the beach. For instance, Mackenzie's Ocean Estate, lots of which were progressively sold from 1919 through the 1920s, offered both residential and business lots, the Cliff House Estate featured allotments bounded by Francis Street, Bondi Road and Sir Thomas Mitchell Road in 1921 and six "business sites" on Campbell Parade opposite the Bondi Pavilion were offered for sale at the end of January 1929. The southern end of Campbell Parade was developed at an earlier date than the northern end.

The consolidation of Bondi in the 1920s was accompanied by the construction of flats, mostly occupied by tenants. The development of Campbell Parade largely consisted of flats interspersed with retailing and a limited number of commercial buildings.

The recreational opportunities offered by Bondi Beach and consolidated by the construction of the Bondi Pavilion and Bondi Park were not all that was available to the public. Two substantial hotels were constructed during the 1920s. The Hotel Bondi opened in 1922, at which time it was claimed there was none better in Australia.¹⁵³ The Hotel International (the Astra) opened in 1928. Its "Spanish-colonial" design included a palm court, 200 seat dining room, a roof garden where afternoon teas and suppers were served, and a ballroom. It also provided plunge and shower baths and lockers for surfers. These two establishments, located in the largest and grandest buildings on Campbell Parade, were augmented by a number of private hotels

A skating rink had been operating at Bondi Beach before World War I. However, a Casino, which was a dance hall likened by contemporary observers to a "Continental cafe", opened in December 1923 next door to the Hotel Bondi to accommodate dancing crowds. The Casino was badly damaged by fire in 1929 and was rebuilt as the Rex Palais Dance Hall. Local movie goers had to wait until November 1937 for their

¹⁵² "New Surf Sheds Near Completion", *Gosford Times*, 30 April 1940, p.6.

¹⁵³ "The Magnificent Hotel Bondi", *Sunday Times*, 5 February 1922, p.10.

own cinema, when the transformed Rex Palais opened as a Kings Theatre,¹⁵⁴ although the Bondi Beach Auditorium, in front of the Pavilion, was leased for summer movie screenings during the second half of the 1930s, much to the aggravation of theatre managers in nearby localities.¹⁵⁵



Figure 73 Panoramic view including Campbell Parade and the Bondi Pavilion, December 1929. The majority of buildings in the photograph were built during the 1920s. The presence of heavy vehicular traffic at this time is notable. The tall building with the projecting cornice to the left of the image was built for the Government Savings Bank of NSW around 1927.
Source: SLNSW digital order no. a1391007h.



Figure 74 The Casino, with the Hotel Bondi beyond (left) and the Hotel International (right). The scale of both hotels is similar.
Sources: WL file 001/001454; SLNSW digital order no. hall_34779r.

3.5 Conclusions

When the Bondi Pavilion and its surroundings are compared to other beach beautification schemes and buildings constructed for the use of bathers and life saving clubs during the 1920s it is clear that all share a number of common features:

- Symmetrical planning with segregated changing facilities organised around a central entry pavilion where locker, towel and bathing costume hire was situated;
- Changing areas open to the sky;
- An open sunbathing court within the confines of the building;
- Provision for musical entertainments. However, in other locations this was facilitated by a separate band rotunda;

¹⁵⁴ Ross Thorne and Kevin Cork, *For All The Kings Men*, pp68-72.

¹⁵⁵ "Pictures on the Beach. Protest by Hoyts Theatres", *Sydney Morning Herald*, 8 February 1936, p.21.

- The inclusion of refreshment rooms in several buildings;
- Integration of the beach pavilion with a promenade and a marine drive. Several other beachside developments, such as Balmoral, included landscape works.

However, the Bondi Pavilion differs from other beachside schemes in a number of significant ways:

- The Bondi Pavilion is exceptional in its scale and extent of amenities and attractions that it offered. Schemes such as those proposed for Manly and Brighton-Le-Sands were similarly ambitious but not realised;
- It was recognised as a benchmark for other local councils with ambitions to provide attractive and comprehensive beach-side resorts;
- Unlike other pavilions, formal dining rooms, a ballroom and an auditorium were incorporated into the scheme;
- Integration of car parking and pedestrian access (bridges) in the planning of the overall scheme;
- Integration of retailing areas into the scheme;
- Enclosed changing cubicles within the courtyards (since removed).

building), balconies and multi-paned windows.¹⁵⁶ Decorative detailing, such as the Corinthian columns and round plaques found on the exterior of the Pavilion, was also based on classical precedent. The style was well-suited to informal situations and relaxed in character. According to one source, "buildings in the Inter - War Mediterranean style are often pleasant and useful elements in the built environment, and they seem to have relatively little trouble surviving the passing parade of architectural fashion."¹⁵⁷ The principal facade of the building is oriented towards Bondi Beach and is the most architecturally considered part of the building's exterior. It is defined by the arcades associated with the loggia that extends almost the full width of the building, the balcony associated with the first floor level of the two storey pavilion and the hipped roofs.



Figure 76 The distinctive symmetrical one and two storey form of the Bondi Pavilion is an impressive backdrop to Bondi Beach and an important contribution to the character and identity of the locality.

Whilst the overall form of the Bondi Pavilion and a substantial amount of the building exterior is intact and reflects the architect's original design intent, parts of the building have been modified as a result of changing needs or maintenance issues. Modifications include (but are not necessarily limited to):

- Replacement of original cordova pattern roof tiles. Presently the roofs are covered with grey cement tiles;
- What appears to be extensive rebuilding of the western end of the two storey pavilion, apparently undertaken when the theatre was constructed;
- Modification of a number of openings on the southern side of the Pavilion associated with the former Turkish bath by the introduction of arched openings with glazed doors and highlights. These works were undertaken as part of the internal alterations for community offices;
- Escape stairs on the northern side of the two storey Pavilion;
- Removal of the balconette on the east elevation of the two storey pavilion;

¹⁵⁶ Richard Apperly, Robert Irving and Peter Reynolds, *A Pictorial Guide to Identifying Australian Architecture*, pp.172-175.

¹⁵⁷ Apperly, Irving and Reynolds, p.172.

- Enclosure of the pair of loggias at the east end of the building;
- Installation of new windows and alterations to existing window openings associated with modifications in the eastern single storey wing;
- Solar panels installed on various roof planes;
- Construction of new recreational facilities and a verandah in the west courtyard;
- Construction of service spaces associated with the Bucket List restaurant on the southern side of the east courtyard;
- The semi-circular addition at the south eastern corner of the building.

The exterior of the building is described in the following photographs.



Figure 77 Principal elevation of the Bondi Pavilion in March 2015. Modifications include ramps, arched openings in the western section of the elevation, addition of signage above first floor windows, ramps and the handrail above the balcony balustrade wall coping. Signage mounted on wall surfaces is also relatively recent.



Figure 78 This 1980 photograph shows the configuration of original fenestration associated with the Turkish Bath on the western side of the principal facade and the door openings associated with retail tenancies on its eastern side. The recent arched openings in the western section of the elevation have been undertaken in a sympathetic manner, echoing the openings associated with the eastern retail spaces that already existed.
Source: WL Picnumb 616.



Figure 79 The terrace at the eastern end of the Pavilion has become a popular outdoor dining area associated with the restaurant and cafe tenancies in this section of the building (left); the semi circular addition at the eastern corner of the building dates to 2004.



Figure 80 The western end of the building facing the beach is less intensely used, although Lush on Bondi occupies the corner of the building. The classically detailed balustrade in front of the Pavilion is original.



Figure 81 Circa 1930 photograph looking north along the principal facade of the Pavilion, showing the low balustrade that defined the entry to spaces then occupied by women's showers. The door opening has been modified and the blind arched panel formed into a door opening. Source: reproduced in *The Home*, April 1930.



Figure 82 Looking north along the western facade. The balustrade has been modified to provide access to the tenancy space that now occupies the shower room (left). The western facade incorporates a secluded loggia (right).



Figure 83 The central two storey pavilion on the northern side of the building is dominated by the large arch that formed the proscenium for the stage of the outdoor auditorium. The single storey wings on either side of the pavilion have retained original arcaded loggias (right).



Figure 84 Looking east along the western side of the Pavilion complex to the central pavilion (left); the spaces between the two storey pavilion and the single storey wings flanking it are enclosed by decoratively detailed walls with piers topped by ball finials and timber gates.



Figure 85 The western side of the Pavilion complex has been subjected to a relatively high level of change, including the enclosure of the pair of loggias and modifications to original window openings. Those on the beach side of the building have been blocked up or covered over).



Figure 86 Views along the southern loggia (left) and western loggia with 1930s tables and benches (right). Early photographs show the floor of the southern loggia was originally concrete. The original margin beneath the columns has been retained. Loggias generally have retained timber soffit linings.



Figure 87 Northern facade of the central pavilion. The external stairs were added during the 1970s (left). The stage pavilion viewed from one of the escape stairs. The semi circular terraces were constructed during the 1970s.



Figure 88 Western end of the two storey pavilion. The external fabric of this section of the building was replaced, probably when the theatre was installed during the 1970s. This resulted in the loss of important original detail and fabric.



Figure 89 Part of a 1930s postcard, which clearly shows the original appearance of the western section of the two storey pavilion and the absence of a verandah attached to the single storey wing that housed the Turkish Bath. The verandah was subsequently constructed prior to the 1990s.

Source: SLNSW digital image no. a1470142h.



Figure 90 1990s additions in the west court that contain a community hall and music rehearsal rooms. The view at right is looking towards the stage pavilion.



Figure 91 Verandah constructed during the 1990s on the southern side of the west court (left); looking west from the east court towards the west court (right).



Figure 92 East court – entry adjacent to the stage pavilion from Bondi Park (left); view to the east showing recent additions serving the tenancy presently occupied by a restaurant.



Figure 93 Evidence of a removed balconette. The absence of a sill moulding at the base of the three windows above the remnant balconette suggests that these may once have been door openings. The archival photograph indicates the presence of the balconette during the 1930s.

Source: State Records image id 12932_a012_a012X2449000004

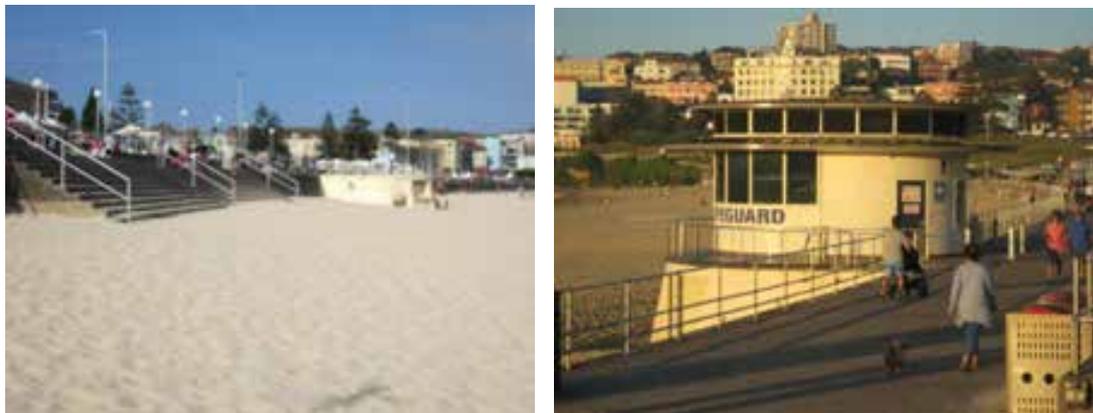


Figure 94 Remnant of groyne at the eastern end of the Pavilion (left); early twenty first century lifeguards' lookout tower constructed on the remnant of the western groyne (right).

As might be expected, the interior of the Bondi Pavilion has been subjected to a higher level of modification and adaptation to new uses than the exterior of the building. These reflect changes over time in the way that the building has been used and the needs and expectations of visitors have changed. However, there are a number of spaces within the building that have maintained a relatively high level of integrity and provide insights into the original design intent and functions. These spaces include the following:

- The ground floor foyer (G22). Finely detailed stairs with terrazzo treads, wrought metal balustrades and marble newel posts on either side of the foyer are original. The 1928 foundation stone has been relocated to the foyer from outside the building and on its reverse bears inscriptions commemorating the opening of the Bondi Pavilion Community centre;
- The art gallery, which was originally used as a family changing room (G26);
- The retail tenancy occupied by Between the Flags (G11);
- The suite of spaces on the first floor consisting of the Seagull Room, Dolphin Room, Ocean Room and Theatre bar area (F1 to F6; F9). The Seagull Room was originally the Esplanade Dining Room, the Dolphin Room was known as the lessee's room, presumably an office for the lessee, and the Ocean Room was a private dining room

Many other spaces no longer fulfil their original function or have adapted or removed:

- The former Esplanade Ballroom underwent substantial change in the 1970s and is now the Bondi Pavilion Theatre (F12). The ancillary spaces associated with the ballroom, along with the large kitchen attached to the Esplanade Dining Room, have been modified and their layouts changed to accommodate spaces that are ancillary to the Theatre (F13 to F21);
- The area associated with the Turkish Baths, which contained a suite of spaces and a boiler room, underwent several changes before being modified to accommodate the Cultural Services Office, lifeguard facilities and a tenancy space that until recently was occupied by the Marine Discovery Centre and is now occupied by a surfing school (G28 and G29). Sections of wall tiling from the Turkish bath still remain on some walls;
- The spaces devoted to women's showers and the beach entry to the western courtyard have been converted to a cafe and associated kitchen (G30);
- The original laundry has become the principal access from the central court into the main section of the Bondi Pavilion and has been embellished with Aboriginal mosaics (G21). The adjacent atrium occupies space formerly used for the rental of bathing costumes, towels and lockers; above it the original light well has been roofed over with translucent material and a mezzanine walkway constructed around it. A brick planter occupies a large portion of the atrium floor.
- The men's showers and beach entrance to change areas at the eastern corner of the Pavilion have been incorporated into the restaurant tenancy (G6 and G7);
- Men's toilets and two colonnades on the eastern side of the building have been adapted for use as to become craft studios (G4 and G5). Early timber ceiling linings remain in place;
- The large locker room at the rear of the two storey pavilion has been reconfigured to include male and female toilets and change rooms, and service spaces (G13-G19);
- A lift has been installed adjacent to the atrium (G20).

The Bondi Pavilion's interiors are described in the following plans and photographs.

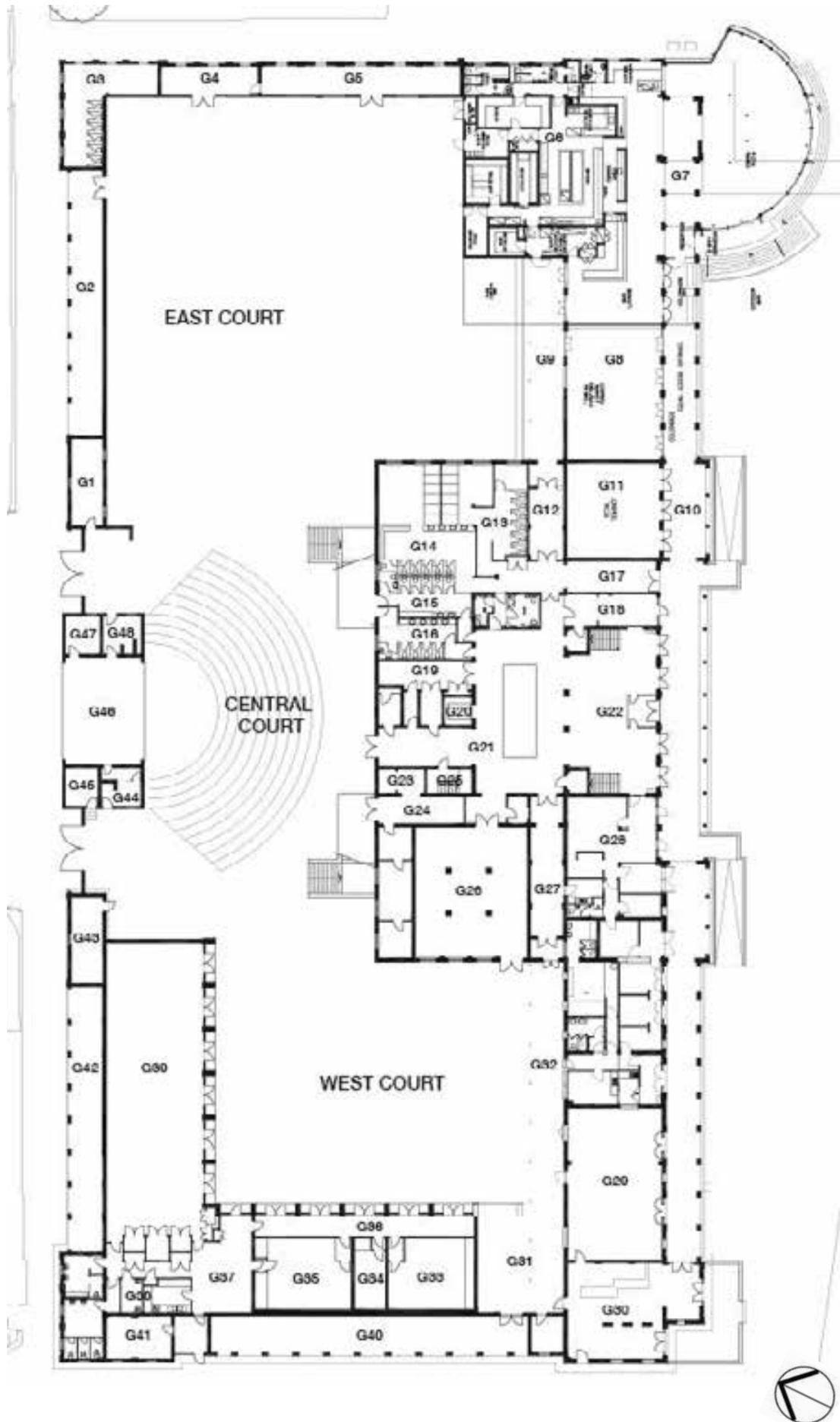


Figure 95 Ground floor plan (not to scale).



Figure 96 First Floor Plan (not to scale).

Ground floor interiors



Figure 97 Foyer of the Bondi Pavilion (G22), looking to the east (left) and north, towards the Atrium (right).



Figure 98 The original stairs leading to the first floor have marble newel posts, terrazzo stair treads and risers, wrought metal balustrades and timber handrails (left). The passage between the internal courtyards and the Bondi Pavilion's foyer, by contrast, is a modification of the original laundry (G21). It is a location of community notice boards and is enhanced by the mosaic floor featuring Aboriginal art (right).



Figure 99 The former bathing costume/towel hire area and light well have been modified and opened up on its eastern side to become an atrium. The well-intentioned brick planter is an inappropriate element within the space. Interpretive photographs have been mounted around the space. Quarry tiles covering the floor are not original.



Figure 100 Art Gallery on the southern side of the Bondi Pavilion foyer (G26). This area originally contained family changing cubicles, reflected in the spartan and utilitarian finishes.



Figure 101 Passage leading to the male and female changing rooms (left) and vestibule at the entry to the changing rooms (right) (G17).



Figure 102 The male changing room (G14) is a functional space, with durable surfaces and detailing.



Figure 103 Retailing tenancy presently occupied by Bucket List bar and restaurant (G7), which also extends into the semi-circular addition on the eastern corner of the Pavilion and into the east court.



Figure 104 Although the spaces occupied by the craft studios (G4 and G5) are located in former lavatories and loggias, original fabric including timber ceiling linings, has been retained.



Figure 105 Spaces within the 1990s additions in the west court include a spacious hall left; (G39) and music rehearsal rooms (right; G33 and G35).



Figure 106 Foyer (G37), corridor adjacent to the music rehearsal rooms (left; G36) and lavatories associated with the 1990s additions, part of which are located in spaces originally occupied by women's lavatories (right; G38).



Figure 107 The fitout associated with the Marine Discovery Centre (G29) included a theatre (left) and fibreglass mouldings (centre). Wall tiles from the Turkish Bath still remain in place, though in some places concealed by later wall linings (right).

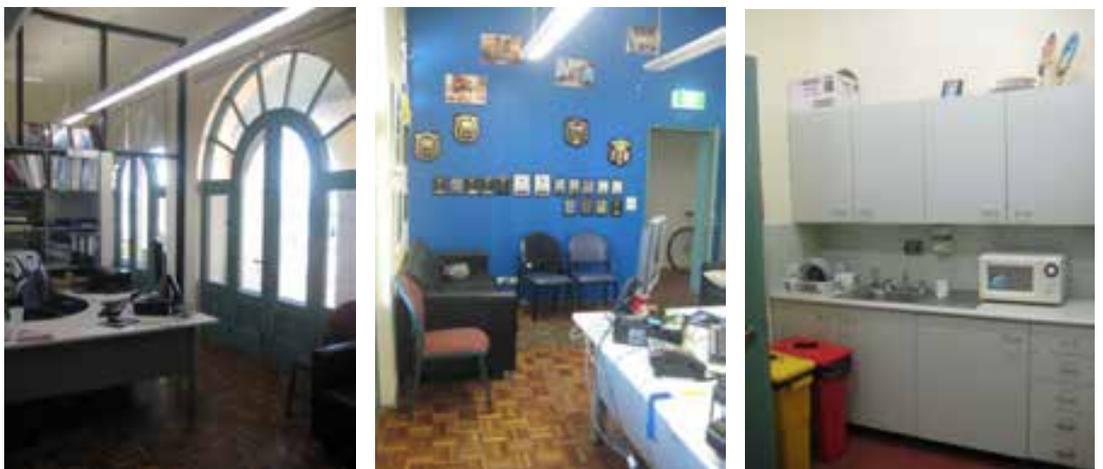


Figure 108 Fabric and finishes associated with the fitout for community and life saving offices in the south eastern section of the Pavilion, formerly occupied by the Turkish Bath (G28).

First floor



Figure 109 Upper level of the Atrium (F10), originally a light court and modified by the construction of a perimeter mezzanine and enclosed by translucent vaults.



Figure 110 Two views of the Theatre bar (F9), which has retained original stair balustrades and its ceiling treatment.



Figure 111 The Seagull Room (F1) was originally the Esplanade Dining Room. The space is intact, although the ceiling has been modified.



Figure 112 The Dolphin Room (left; F2) and the Ocean Room (right; F3).



Figure 113 Intact early fabric in the eastern end of the first floor includes the safe mounted in one of the walls of the Ocean Room (left) and timber ceiling linings over the female lavatory (F7), located in spaces originally occupied by a lavatory and a storeroom. There are also early ceramic wall tiles in part of the female lavatory.

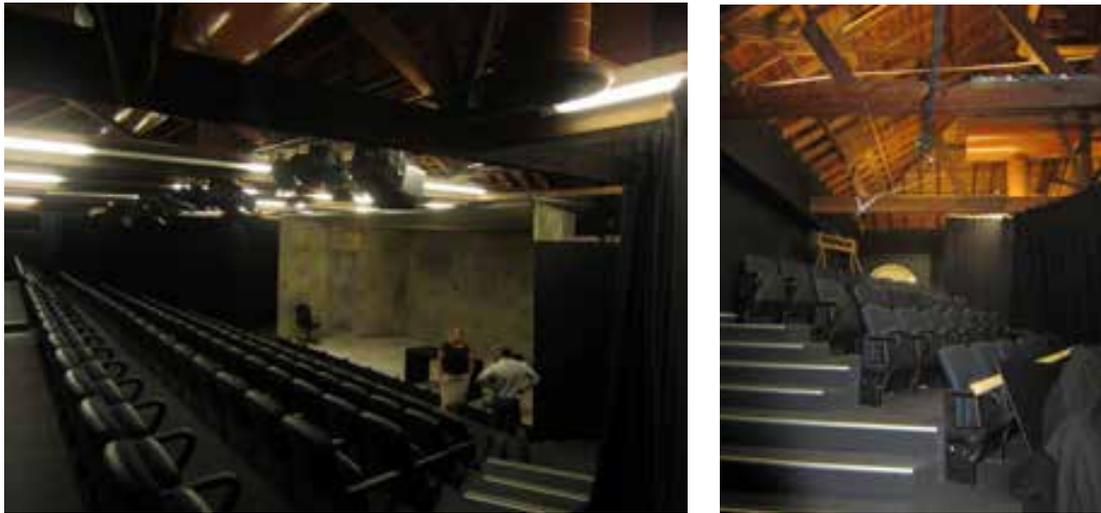


Figure 114 The Bondi Pavilion Theatre (F12), located in the original ballroom space. The Ballroom's ceiling linings were removed and the timber roof structure exposed during the conversion of the space to theatrical uses.



Figure 115 Escape stair (F16) and ancillary rooms associated with the Theatre, located in the space originally occupied by the dining room kitchen (F19-F21). The ceilings, as with many other spaces within the Bondi Pavilion, are lined with timber boards.

Groyne



Figure 116 Tunnel associated with the southern groyne. It is presently used for storage purposes by the surf life saving club. The access to the tunnels, in this case near the southern side of the Pavilion, is still in place, but blocked off (right).



Figure 117 The groyne tunnels are used for the storage of lifesaving equipment; some sections of the tunnel roof require additional support.

Auditorium



Figure 118 Stage area within the early 1930s Auditorium pavilion. The former caretaker's residence above, now used for office purposes, only extends over part of this space and has a reinforced concrete floor slab supported off a deep reinforced concrete beam.



Figure 119 Ground floor vestibule associated with the stair to the former caretaker's flat (left, G45). The first floor spaces largely have timber board lined ceilings (right), although some have battened sheet linings, possibly of fibrous plaster.



Figure 120 The first floor of the Auditorium pavilion has retained a substantial amount of original fabric including its stair (left; F28), doors, a cupboard, skirting boards and picture rails (centre; F27). However, the bathroom has been refurbished (right; F24).

4.2 Artworks, ephemeral and moveable items associated with the Bondi Pavilion and its surroundings

There are a number of artworks, ephemeral items and moveable items associated with the Bondi Pavilion and its surroundings that commemorate important events and individuals and are associated with community endeavours. Original items include (but are not necessarily limited to):

- The foundation stone and commemorative stone, which have been relocated from their original location outside the Bondi Pavilion and are now at the southern end of the main foyer (G22). Commemorative inscriptions on the reverse face of the foundation stone relate to the opening of the Bondi Pavilion Community Centre in 1978;
- Remains of murals associated with the former Ballroom, which have been left in place in the Theatre (F12). A series of murals was installed in the Bondi Surf Bathers' Life saving Clubhouse during the 1930s, the work of D H Souter. It is possible the same artist created these works;
- The "Do not spit" painted sign on one of the walls of a former male toilet (G5)

Commemorative and interpretive items include photographs and a plaque associated with the opening of the Theatre in 1974 (F9) and enlarged interpretive photographs around the Atrium (G21).

Artworks within the Bondi Pavilion and in the vicinity of the building include:

- The ceramic tile murals by Patsy Hely and Helen Leitch installed in the Atrium (G21);
- The mosaic commemorating the original Aboriginal inhabitants of Bondi and by Lloyd Kelemen, Justin Robson and Terry Yumbulul, in the passage leading from the courtyards to the foyer (G21);
- Bronze sculptures of a lifesaver and a dolphin as bicentennial projects by sculptor Diana Webber and situated to the west of the Pavilion;
- Commemorative artworks by Droogie, the Chloé Memorial Mural and the Anzac Mural, which are adjacent to each other on the Sea Wall.

There are also a number of commemorative plaques in the pedestrian precinct in front of the Pavilion:

- The plaques associated with the Lions Club and the 1975 lookout tower, mounted on the face of the sea wall;
- The plaque commemorating the 1954 Royal visit, mounted on a pedestal near the lookout tower;
- A plaque commemorating Wendy Jamieson, who worked for the Waverley community, and established the Lighthouse Community, in the paving of the promenade;
- A plaque commemorating Stan McDonald, the first Chief Beach Inspector at Bondi, in the paving of the promenade.



Figure 121 Obverse and reverse faces of the foundation stone in the foyer of the Bondi Pavilion.



Figure 122 Remnants of the murals that adorned the walls of the Ballroom.



Figure 123 “Do not spit” sign in G5 (left); commemorative items associated with the opening of the Theatre (right).



Figure 124 Ceramic tile murals on either side of the Atrium (G21).

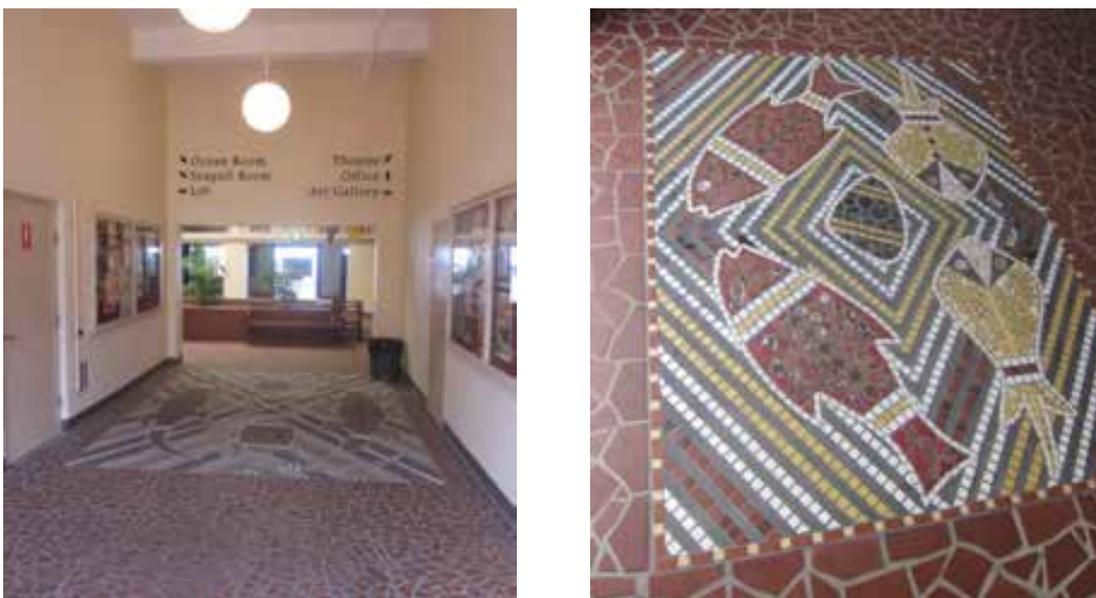


Figure 125 Aboriginal mosaic flooring in the passage from the courtyard to the Foyer (G21).



Figure 126 Diana Webber's bronze Dolphin and Lifesaver to the west of the Pavilion



Figure 127 The Chloé Memorial Mural (left) and Anzac Mural (right), located on the Sea Wall.



Figure 128 Plaques associated with the 1975 lookout tower and the involvement of the Lions Club in its construction.



Figure 129 Plaques commemorating the 1954 Royal Visit (left) and Wendy Jamieson (right).
Photographs courtesy Lenore Kulakauskas

4.3 Bondi Surf Bathers Life Saving Clubhouse

This section of the report is confined to the exterior of the Clubhouse and its contribution to the setting of the Bondi Pavilion.

The clubhouse of the Bondi Surf Life Saving Club has been part of the setting of the Bondi Pavilion and Bondi Park from the beginning, although the original section of the existing building was only constructed in the first half of the 1930s. The original ground floor section of the building was a simple rectangular building organised around a central court. It has since been incorporated into a series of later additions. The original sections of the building's exterior, like the Bondi Pavilion, demonstrate the characteristics of the Inter War Mediterranean style, most particularly in the loggia of the principal facade and the recessed arched bays on either side of the structure. The first floor addition echoes this aspect of the original design with its arched fenestration. The ground floor level of the building has cement rendered walls; all wall surfaces are painted to provide an overall consistency. The roof of the building is hipped and covered with grey concrete tiles. Solar panels have been installed on two roof planes.

The rear of the building is utilitarian in appearance and includes a large single flat roofed storey garage. The following photographs describe the building and its context.



Figure 130 These aerial photographs show the original footprint and roof configuration of the Clubhouse (left) and the configuration of the building in 2015 (right).
Source: Spatial Information Exchange.



Figure 131 The Clubhouse is an integral component of the setting of the Bondi Pavilion and contributes to the definition of the beachfront. The buildings share harmonious scale and detailing.



Figure 132 Principal facade of the Clubhouse (left); additions at the rear of the building (right).



Figure 133 Rear elevation of the Clubhouse viewed from Bondi Park (left); the Clubhouse and Bondi Pavilion at right are separated by a pedestrian path. The setting of both is deleteriously affected by a Council works depot (right).



Figure 134 The Clubhouse contributes to the setting of Bondi Park and is enhanced by its areas of lawn and trees (left). When viewed from the east the building forms part of the backdrop to the playground at the edge of the Park (right).

4.4 Bondi Park and surroundings

This section of the report is confined to the section of Bondi Park included in the study area, roadways and other elements such as the bridges and retaining walls. The Park layout is essentially unchanged since 1929, having retained its overall layout but not planting. Modifications to parts of the Park include the children's playground, to the east of the Surf Clubhouse, and the semi-circular paved area and pergola, to the west of the Bondi Pavilion. The roadways that bound the Park are very much as originally conceived, as are the retaining walls that accommodate changes in level and the pedestrian bridges that link the Park to Campbell Parade.

The Park and other elements are described in the following photographs.



Figure 135 Original low balustrade wall along the edge of the Campbell Parade footpath, which is characteristic of 1920s civic design (left); view from Campbell Parade across the roadway on the northern side of the Park (right).



Figure 136 Relationship of the pedestrian bridges with Campbell Parade and the northern roadway (left); dense mature planting screens the Bondi pavilion from the roadway (right).



Figure 137 The form of the pedestrian bridges is typical of this period when compared to similar structures such as the bridge at Balmoral Beach. The reinforced concrete fabric of the bridges is in good condition.



Figure 138 Paths and planting in the northeastern section of Bondi Park, which forms part of the immediate setting of the Bondi Pavilion.



Figure 139 The principal address of the Bondi Pavilion to Campbell Parade is a roadway leading to the early 1930s Auditorium pavilion. The semi circular space in front of it was used for audience seating originally. There is the opportunity to improve the visual quality of this section of the Park (left). The setting of the north western side of the Pavilion is characterised by simple paving and expanses of lawn punctuated by trees and shrubs. The setting is intruded upon by utility structures.



Figure 140 Landscaping works at the western end of the Bondi Pavilion.



Figure 141 Pergola and formal layout at the western end of the Bondi Pavilion (left); children's playground to the east of the Bondi Surf Bathers Life saving Clubhouse (right).



Figure 142 The landscape of the eastern section of Bondi Park is characterised by areas of lawn studded with trees, shrubs and small areas of mass planted beds.

4.5 Context

The context of the Bondi Pavilion is remarkable, taking in Bondi Bay, Mackenzie's Point Ben Buckler Campbell Parade and the suburbs of Bondi and North Bondi as it rises to the north and west. The Bondi Pavilion is a key element within this significant townscape.



Figure 143 Early morning photograph of Bondi Beach from Hunter Park. The Bondi Pavilion is a prominent feature.



Figure 144 The Bondi Pavilion as a component of the townscape of Campbell Parade.



Figure 145 The Bondi Pavilion in its setting of Campbell Parade, Bondi Park and Bondi Beach.



Figure 146 South west view along Queen Elizabeth Drive.



Figure 147 Southern view from the Bondi Pavilion towards Mackenzie's Point



Figure 148 View from Bondi Beach towards the Pavilion and development on Campbell Parade.



Figure 149 Views of individual buildings on Campbell Parade are available from parts of the Pavilion.



Figure 150 Bondi Pavilion and its setting from Ben Buckler.

5 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 Introduction

The concept of 'cultural significance' embraces the values of places or items to the community, which cannot be expressed in financial terms alone. Assessment of cultural significance endeavours to establish why a place or item is considered important and valued by the community. Significance, therefore, is embodied in the fabric of the place, including the setting, the records associated with the place and the response that the place evokes in the community.

5.2 Previous Assessments

5.2.1 State Heritage Register

The following statement of significance is included in the State Heritage Register database entry for the Bondi Beach Cultural Landscape:

Bondi Beach, Bondi Park, Bondi Surf Pavilion, and the Bondi Surf Bathers Life Saving Club building form a cultural landscape of State significance as an iconic representation of the Australian beach experience. The place is historically significant as the site of many 'firsts' and other significant events in surf lifesaving, and as the largest beach improvement scheme to be carried out in the interwar years. The place demonstrates the rapid increase in popularity of beach-going once restrictions on surf bathing were eased in the early 20th century.

The place is of social and aesthetic significance as a landmark, recognised internationally as a symbol of Australia's popular beach culture. While the Bondi Surf Pavilion has been modified over time, the relationship of the building to the promenade and beach, as well as the park and its intact features (including two concrete pedestrian bridges with standard lamps, the promenade, and numerous pathways in original locations), retains its integrity to the 1928 beach improvement design.

5.2.2 State Heritage Inventory

The following statement of significance is included in the State Heritage Inventory database entry for the Bondi Surf Pavilion:

Outstanding early twentieth century building. Its construction marked the establishment of the Australian beach and leisure culture. Prize winning example of the work of Robertson & Marks, architects. A fine example of the Inter-War Mediterranean style. Introduced to Australia by Leslie Wilkinson. Famous landmark. Attractively sited in the landscape, serving to understate its large scale. State significance.

5.3 Assessment of significance

The following assessment of the heritage significance of the Bondi Pavilion and surroundings has been extracted from the 1997 Conservation Analysis by Clive Lucas, Stapleton & Partners. The assessment has been reviewed and updated to reflect historical events and changes to the place that have occurred since the It uses the framework for the assessment of significance advocated by the NSW Heritage Office in the guidelines included in the NSW Heritage Manual. In this framework places are assessed in accordance with the defined criteria set out below.

Criterion A An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

- The Bondi Beach landscape and the Aboriginal objects found within the subject area represent a significant cultural landscape which demonstrates the history of Aboriginal occupation, lifestyle and land use. The artefacts found at Bondi Beach and now housed in the Australian Museum demonstrate the history of Aboriginal stone tool manufacture and the economic life and subsistence activities of Aboriginal people. These tangible objects also bear witness to intangible values of place and to the spiritual and creative life of pre-contact Aboriginal society. The artefacts are of cultural significance and an important educational tool in demonstrating Aboriginal history.
- The Bondi Pavilion is the central piece of the Bondi Beach and Park. The beach and foreshore land at Bondi were initially in private land tenure being part of the Bondi-O'Brien estates. It was only relatively late into the nineteenth century that the subject land returned to State Government control. From the mid-nineteenth century the beach at Bondi began to attract people as a destination for picnics and other festivities. This popularity has continued almost unabated to the present day.
- While the beach at Bondi is one of many surfing beaches along the coastline of metropolitan Sydney, Bondi was a particularly popular destination. In 1928 the number of visitors carried by tram and omnibus to Bondi was estimated at 14 million. On some summer days 50,000 persons would use the beach.¹⁵⁸ Bondi Beach remains a major destination for visitors to Sydney from other parts of Australia and from overseas.
- As popular interest grew in surf bathing, facilities for visitors at Bondi gradually improved under the direction of Waverley Council, the local municipal authority. There have been capital improvements such as the sea walls to control the problem of sand drift and the construction of baths and surf sheds.
- The standard of the accommodation provided at Bondi has generally always been superior to that found elsewhere in Sydney's beaches. The sheds completed in 1911, for example, were described thus: "Bondi claims to have the finest bathing accommodation of any of the ocean beaches."¹⁵⁹ The pavilion is a continuation of this improvement program on a much larger and more comprehensive scale.
- The Bondi Beach Improvement Scheme initiated in 1924 is one of the first attempts in Sydney to undertake and complete a beach beautification scheme. Although improvements were undertaken at Coogee prior to this, they were more loosely allied to improvements in the amenity of beach-goers. The motivation for council to undertake improvement works at Bondi could be considered a combination of financial astuteness and promotional activities by a number of former mayors, such as Alderman C.W. Kavenagh who is credited with conceiving the idea of beautifying the beach and its surroundings in 1919. Kavenagh was the mayor of Waverley between 1920 and 1925.¹⁶⁰
- The provision of surf accommodation before World War II made sound economic sense. In the years 1911 to 1927 the surf sheds which the pavilion replaced earned Council a profit of £18,000 from admission fees and services.¹⁶¹ Providing surfing facilities however was an expensive undertaking for a local authority. The 1911 sheds cost £3,000, and the total completed cost of the Bondi Beach Improvement Scheme of which the present pavilion was part, has been put at £162,000.¹⁶² In comparison, the South Steyne sheds which opened in 1912 cost £6,500 and the North Steyne sheds

¹⁵⁸ Dowd and Foster, p.132; "Progressive Bondi. Improvement Scheme", *Sydney Morning Herald*, 13 July 1928, p.8.

¹⁵⁹ "Rooms for surfers opened at Bondi", *Sydney Morning Herald*, 20 November 1911, p.5.

¹⁶⁰ "Municipal Enterprise at the seaside. The Bondi Beach Improvement Competition", *Building*, 12 April 1924, pp.51-58; "Progressive Bondi. Improvement Scheme", *Sydney Morning Herald*, 13 July 1928, p.8.

¹⁶¹ "Financing Beach Improvement", *Building*, 12 January 1927.

¹⁶² Dowd and Foster, p.137.

cost £3,000.¹⁶³ The Balmoral Pavilion which was opened in February 1929 cost £12,000,¹⁶⁴ and Coogee's improvements cost £75,000.¹⁶⁵ Other grand schemes such as the Manly pavilion completed in 1939 at a cost of £30,000,¹⁶⁶ and a beautification scheme for St Kilda in Melbourne by architects Stephenson, Meldrum and Turner was estimated at £50,000.¹⁶⁷

- Dressing sheds, which was the pavilion's principal function, are essentially a pre-World War II concept when people used public transport (trams) to go to the beach, needed to change into predominantly woollen bathing suits in private, and then had to change from the wet bathing suit because of the time required to dry it. The original interior planning of the pavilion was based around the need to provide the locker rooms, bathing suit hire area, laundry to clean the bathing suits, male and female changing sheds, and separate secluded tunnels from the changing areas to the beach through the now demolished groynes. The pavilion at Bondi was the largest example of its type in Sydney to exhibit these features, although much of the evidence of these former uses has been removed.
- The upper floor of the pavilion was operated as a separate entertainment area providing dining and supper dances. This part of the pavilion was initially advertised in the popular press as a cabaret. These advertisements make it clear (*Spacious Verandahs commanding unrivalled panorama of the Ocean and Beach*) that the location was a prime asset. With the attraction of the big bands of the day, the pavilion was a popular entertainment and social venue. The pavilion was unique in Sydney for the time with the combination of entertainment facilities and fine location.
- The capital works undertaken by Waverley Council have increased property values and the desirability of real estate in the Bondi Beach area. The first land sale on the foreshore of Bondi was made in October 1910 when the maximum price obtained was £5 a foot. It was estimated in 1928 that the same land could not be purchased for £50 a foot.¹⁶⁸
- By the early 1970s the future of Sydney's surf pavilions was a growing concern to local councils and interested residents. The trend was either demolition or adaptive reuse of these old buildings. Mosman Council sought to open a seafood restaurant at the Balmoral Beach Pavilion and Manly Council also considered a similar use for the South Steyne surf sheds.¹⁶⁹ The approach at Bondi was adaptation to a community arts centre and theatre space. This was a novel project in the early 1970s for a local council to advocate, whose main responsibilities had been the provision of garbage collection, roads and municipal services. The project developed principally through the efforts of Aldermen Doug Morey and Ernie Page, and Council supported it by allowing use of part of the pavilion and providing labour. Nevertheless, impetus came from the local community whose voluntary efforts largely ensured the completion of the theatre. The theatre later became professional and attracted government funding; it is a relatively rare early example of a community-based theatre in suburban Sydney.
- The Bondi Surf Life Saving Club is one of the earliest surf clubs established in Sydney's eastern suburbs. The club has been active in its voluntary service to the public for the past ninety years. It won the inaugural championship rescue and resuscitation competition held by the Royal Life Saving Association in c.1915 and has continued to play a dominant role in competitive events.¹⁷⁰

¹⁶³ "Financing Beach Improvement."

¹⁶⁴ *Sydney Morning Herald*, 21 February 1929, p.12.

¹⁶⁵ "Financing Beach Improvement."

¹⁶⁶ *Building*, 24 January 1939.

¹⁶⁷ "Municipal Enterprise at the Seaside. The Bondi Beach Improvement Competition", *Building*, 12 April 1924, pp.51-58.

¹⁶⁸ "Progressive Bondi. Improvement Scheme."

¹⁶⁹ "New look for surf pavilions", *Sydney Morning Herald*, 21 October 1973, p.27.

¹⁷⁰ Dowd and Foster, p.141.

- The park as part of the improvement scheme of 1929 is arguably a landmark in the history of urban design in New South Wales because of its ambitious scale, date of construction and relative isolation at the time of construction. In view of its integrity it is also an exemplar of a trend in landscape design typical of the inter-war era.¹⁷¹

Criterion B An item has strong or special association with the life or works of a person, or group of persons, of importance to NSW's cultural or natural history (or the cultural or natural history of the local area).

- The study area has a strong and special association with the history of Aboriginal people. The landscape and sites contained within the study area provide a continuing cultural and spiritual link to the Aboriginal past and provide tangible links with the lifestyle and values of their ancestors.
- The Pavilion and the layout of Bondi Park is the work of architects Robertson & Marks, a well-known architectural practice in Sydney in the early twentieth century. A large number of notable buildings in Sydney, such as the Trust Building on Castlereagh Street, are the work of this firm. The association of this practice with Waverley Council, in particular with work at Bondi Beach, can be traced back to the 1910s. Although no drawings of any of the Bondi Pavilion schemes submitted to Council by this firm are available, contemporary evidence in the form of media reports suggests that the design of the Pavilion was gradually resolved between 1924 to 1929. In the design as built the architect working for Robertson & Marks, Leith McCredie, chose the fashionable Inter War Mediterranean style. It is possible that McCredie was responsible for the comparably styled Oceanic Hotel at Coogee (now demolished), and Sydney Boys' High School at Moore Park (1927), both designed in the office of Robertson & Marks.¹⁷²
- Architects Ross and Rowe designed the club house for Bondi Surf Life Saving Club's club house is associated with the prominent architectural firm of H E Ross & Rowe, which designed several prominent buildings during the first third of the twentieth century.

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

- The cultural landscape of Bondi Beach demonstrates a high degree of aesthetic values in its setting and outlook. The Aboriginal artefacts found at Bondi Beach demonstrate a high degree of technical creativity in their design, manufacture and use.
- The use of the Inter War Mediterranean style with the repeated symmetry of arcades, its low-lying form, use of terracotta Cordova-style tiles and white-cream walls at a beach front setting was an ideal aesthetic choice for the exterior of the Bondi Pavilion and the original section of the Bondi Surf Bathers' Life Saving Clubhouse. It has become associated with the lifestyle of the inter-war period to generations past and present in Sydney.
- Among other pavilions erected at this time, such as those at Balmoral and Cronulla, the Bondi Pavilion is unique as the largest and most resolved example of a beach pavilion erected in Sydney.
- The Bondi Pavilion's planning was modified to incorporate an amphitheatre at the rear, using the extant stage and caretaker's building, shortly after the complex was completed. It was used for musical performances and may have been also used for movie screenings. Other beachside facilities

¹⁷¹ Refer to "The Bar Beach Competition – Newcastle of the Future", *Building*, 12 October 1931.

¹⁷² *The Home*, April 1930

of the period also provided structures to cater for musical entertainment. The example at Bondi was more sophisticated than others, which consisted of band rotundas located within open areas.

- The extant townscape of Campbell Parade with its succession of medium-rise flats, food outlets and hotels generally in the styles of the inter-war period, is an important part of the setting of the Bondi Pavilion and its surroundings. While the former Astra Hotel (1920) and the Hotel Bondi (1920) are prominent among these building, the pavilion is the key element in this substantial townscape. With the sweeping curve of the beach front, this townscape is not seen elsewhere in Sydney.
- The use of pedestrian bridges and tunnels over and under Campbell Parade and Marine Drive was an imaginative engineering solution to the introduction of the grand traffic thoroughfares. Marine Drive was part of a large Council scheme of road building only partially implemented. The plan was to provide a sweeping marine parade from the southern boundary of the Council's jurisdiction at Bronte to South Head. These works provide evidence of the importance of the private motor car during the 1920s. Pedestrian promenading was also an important activity that was integrated into the works.
- While unstated, the scheme would have complemented work that Woollahra Council had done for New South Head Road and other roads in that municipality. All these roads completed or projected, were constructed in concrete. The sea wall at Rose Bay is contemporary with the works at Bondi Beach. The Rose Bay scheme utilised similar design elements such as promenades, walls, lamp posts and roadways all in concrete with adjoining wide footpaths. The long sweeping curve of the road complementing the cove of the bay was also implemented at Rose Bay.¹⁷³

Criterion D An item has strong or special associations with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

- The local and broader Aboriginal community have a deep and abiding spiritual connection to the cultural landscape of Bondi Beach. It represents their past and their future. The site which once contained a large concentration of artefacts as well as burials, confirms Bondi Beach to have been a place of exceptional cultural significance prior to colonisation and therefore a site of continuing social significance to the descendants of the Cadi and broader Aboriginal community.
- Advertising literature of the 1930s occasionally referred to Bondi Beach as the "Playground of the Pacific". The iconography centred on female bathers and the Bondi Pavilion. This image of the Bondi Pavilion and its location at Bondi Beach has come to represent at a national level a significant aspect of the Australian lifestyle, where the beach and the Pavilion are closely associated. There are a number of interpretations of the place. For instance, to journalist Gavin Souter, Sydney's beaches, in particular Bondi Beach, "is something that most of us in Sydney have known longer than we can remember. It has always been there in front of our eyes or at the back of our minds a golden lure along the rim of the city, a promise of cool exertion and drowsy forgetfulness. In a way, it is our lotus."¹⁷⁴ Actor Jack Thompson considered it the Ayers Rock of urban Australia because of its low lying form. At the time of the 1972 redevelopment debate, to the Urban Design Association the beach and pavilion epitomised the "Australian way of life ... (it) is not as Sydney's beach in the way the Harbour Bridge or Opera House are recognised as part of Sydney, but as Australia's beach. It is of national significance - a part of our national heritage."¹⁷⁵
- Recasting the Bondi Pavilion's function in the 1970s as a community cultural centre with its wide range of services such as craft and educational facilities, art gallery, theatre, festivals, etc., has drawn

¹⁷³ "Simple Narrative of Wonderful Municipal Progress", *Highways*, 14 May 1928, p.20.

¹⁷⁴ "A golden lure along the rim of the city", *Sydney Morning Herald*, 17 December 1960, p.2.

¹⁷⁵ Quoted in Game.

a new generation of visitors to the place. Although no survey has been undertaken, it is understood that the local community highly values the Pavilion's present function. In the absence of a town hall in the Waverley municipality, the Pavilion also provides a community meeting centre.

- Local ethnic communities such as Russians and other eastern Europeans regularly visit the pavilion to play cards and chess, and to meet friends. It is therefore probable that these and other groups hold the Pavilion in high esteem.
- Individual items within the Pavilion such as the commemorative plaques (Gough Whitlam 1975 and Neville Wran 1978), Aboriginal inspired floor mosaics, ceramic tile wall murals and plaques and murals on and in the vicinity of the Sea Wall may have variable historic and aesthetic significances. Members of local and other communities may esteem these items for their associational values.
- The surf club functions today in the same way as has done for this century, providing a premier voluntary social/sporting venue. It is likely that the club house, with its attendant memorabilia, is held in very high regard by past and present members of the club.
- Bondi Park provides an extensive, secure and well maintained open space for all those who wish to visit it, and is likely to be held in high regard in view of this.

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

- The Bondi Pavilion and its landscape setting have the potential to yield further information that will contribute to an understanding of Aboriginal occupation and land use.
- Despite the almost entire absence of contextual records, the artefacts recovered from Bondi Beach now in the Australian Museum have, through archaeological study, contribute and continue to contribute invaluable data in respect of Aboriginal stone tool manufacture and use. The term 'Bondi Point' which derives from the collection of stone objects found at Bondi Beach, refers to backed edge stone artefacts found throughout Australia.
- Despite the almost entire absence of contextual records, the artefacts recovered from Bondi Beach now in the Australian Museum have, through archaeological study, contribute and continue to contribute invaluable data in respect of Aboriginal stone tools manufacture and use. The term 'Bondi Point' which derives from the collection of stone objects found at Bondi Beach, refers to backed edge stone artefacts found throughout Australia.
- The Bondi Pavilion and its surroundings do not otherwise have scientific significance within the guidelines of the *Draft Manual for the Use of Historical Themes and Evaluation Criteria*. It is not likely to yield worthwhile archaeological information (except for details about former finishes) for it is known that the building was constructed using fill over sand.

Criterion F *An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).*

- Bondi Beach is a rare example of a significant Aboriginal cultural landscape which contains fresh and salt water resources and is a major occupation site which once contained hundreds of artefacts.
- The large number of Aboriginal artefacts found at Bondi Beach provide a rare collection of extensive and technically significant artefacts collected from one site.

- The Bondi Pavilion is a rare example of a comprehensive seaside recreational centre designed and constructed during the 1920s that was integrated into a major beautification scheme. Although several councils staged competitions for ambitious and grandiose schemes at various beaches (such as Manly and Clovelly Beaches), the winning schemes did not eventuate. Other scheme that were realised, such as at Balmoral Beach, are much more modest in scope.

Criterion G 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.

- Bondi Beach is a good representative example of a significant Aboriginal cultural landscape which represents the history and spiritual life of the Cadi and the tangible and intangible Aboriginal values.
- The Bondi Pavilion is representative architecturally of the beachside architecture associated with surfing and sea bathing during the inter war period, particularly the 1920s. It is, however, distinguished by its size and range of amenities that were offered.
- Bondi Park and the associated pedestrian and road works associated with the Bondi Pavilion are representative of civic beautification and road improvement schemes undertaken by local councils in NSW during the interwar period. However, Bondi Park is distinguished by the scope and scale of the works.

5.4 Statement of cultural significance

The Australia ICOMOS Burra Charter defines cultural significance as: "...aesthetic, historic, scientific or social value for past, present or future generations."

The following statement of heritage significance is based on the statement in Sections 5.2 and 5.3 of the 1997 Conservation Analysis

Primary heritage significance

The Bondi Pavilion and land its surroundings are of outstanding cultural significance because:

- the Bondi Beach landscape and the Aboriginal objects found within the subject area represent a significant cultural landscape which demonstrates the history of Aboriginal occupation, lifestyle and land use. The tangible objects bear witness to intangible values of place and to the spiritual and creative life of pre-contact Aboriginal society.
- the artefacts found at Bondi Beach and now housed in the Australian Museum demonstrate the history of Aboriginal stone tool manufacture and the economic life and subsistence activities of Aboriginal people. The artefacts are of cultural significance and an important educational tool in demonstrating Aboriginal history. Despite the almost entire absence of contextual records, the artefacts recovered from Bondi Beach now in the Australian Museum have, through archaeological study, contribute and continue to contribute invaluable data in respect of Aboriginal stone tool manufacture and use. The term 'Bondi Point' which derives from the collection of stone artefacts found at Bondi Beach, is now used to describe backed edge stone implements found throughout Australia.
- it is a rare example of a significant Aboriginal cultural landscape which contains fresh and salt water resources and is a major occupation site which once contained hundreds of artefacts. The large

number of Aboriginal artefacts found at Bondi Beach provide a rare collection of extensive and technically significant artefacts collected from one site.

- the study area has a strong and special association with the local and broader Aboriginal community who have a deep and abiding spiritual connection to the cultural landscape of Bondi Beach. The landscape and sites contained within the study area provide a continuing cultural and spiritual link to the Aboriginal past and provide tangible links with the lifestyle and values of their ancestors. It represents their past and their future. The site which once contained a large concentration of artefacts as well as burials, confirms Bondi Beach to have been a place of exceptional cultural significance prior to colonisation and therefore a site of continuing social significance to the descendants of the Cadi and broader Aboriginal community.
- in its original function and location at Bondi Beach, the Bondi Pavilion has come to represent at a national level the culture of ocean bathing which has dominated past and present popular images of the Australian outdoors lifestyle. In this context it is an icon that has been regularly used in works of art and promotional material;
- the Bondi Pavilion is representative of 1920s Mediterranean architectural style and its setting is representative of 1920s town planning, which in a beach front setting on the scale at Bondi is now unique in Sydney. It was the largest and most resolved example of a beach pavilion forming part of a comprehensively designed urban precinct in Sydney when it was constructed, and continues to be so to this day;
- the Bondi Pavilion and its surroundings are key townscape elements at Bondi Beach, which provide a major contribution to the townscape and character of the locality;
- the conversion of use of the Bondi Pavilion to a community cultural centre in 1974-1978 may be considered an innovative response to adaptive reuse for a local government instrumentality at the time. Waverley Council has since actively sought to develop the pavilion as an attractive cultural centre incorporating an art gallery, theatre, crafts workshops, community spaces and regular festivals, encouraging visitation by members of the local, state, interstate and overseas populations.

Secondary heritage significance

The Bondi Pavilion is significant because:

- it is associated with Leith McCredie, who was associated with the historically prominent Sydney architectural practice of Robertson & Marks;
- it retains several original spaces such as the ballroom (adapted for use as a theatre), foyers, dining room, loggias and retail tenancies. These spaces are associated with former uses that are representative of recreation for a large part of the twentieth century. The building provides tangible evidence of a form of surf bathing popularised and practiced in the pre-war years;
- it is likely to be held in high esteem by a wide ethnic spectrum of Sydney's population as a place of social intercourse and recreation;
- the theatre is likely to be considered as a place of high social and historical significance in its community-based function and location at the beach, and association with former artistic directors, performers and performances;

The Bondi Pavilion in association with Bondi Park is significant because:

- since its resumption in 1880 for the purpose of public recreation Bondi Beach Park boundaries and function remain unaltered, and it is a focus for local identity;
- it is the culmination of efforts which commenced late last century by Waverley Municipal Council to improve the foreshore of Bondi Beach as a public amenity.
- it is the work of Robertson & Marks, which was one of the most prominent architectural practices in Sydney from c.1900 to World War II. It is possibly the only example of the firm's town planning on the scale seen at Bondi.
- the park retains notable and unique site features such as
 - the expanse of brick and concrete paved parking area, concrete retaining walls and pedestrian bridges, integral elements of the 1929 Beach Park Improvement Scheme;
 - the sea wall and promenade, integral elements of the 1911 and 1929 Beach and Park Improvement schemes;
 - the Bondi Surf Life Saving Club established in 1906 and currently housed in the 1934 building designed by Ross and Rowe, which has subsequently been enlarged.

However, not all of the existing public domain elements are original components of the place because of changes that have taken place since the Bondi Pavilion was completed;

- at the time of its construction in 1929 the beach improvements could be considered, in their scale and cost, exceptional as a local council-inspired project;
- it contains an open air auditorium and stage, which is one of relatively few surviving examples in Sydney;
- It is the key element in a substantial townscape, which largely retains its early twentieth century beach esplanade character. This townscape also epitomises the rapid growth and popularity of Bondi before World War II.

The Bondi Surf Life Saving Clubhouse is significant because:

- it has considerable social value and historical significance as the home of the Bondi Surf Life Saving Association founded in 1906, which as one of Sydney's earliest Surf Life Saving clubs, has continuously occupied a location at Bondi Beach. The building contains the accumulated historical artefacts of the club.
- it is associated with a number of notable events in the surfing history of Sydney, such as the 1954 "Royal Command" Surf Carnival.
- it is representative of the work of architects Ross and Rowe, a prominent commercially oriented architectural practice of the interwar period.
- it is a representative example of 1930s beachside architecture in Sydney, although it has been modified by the construction of the first floor level and other works.

Basis of Individual Assessments

The key elements of a place may make a different relative contribution to its heritage significance. Loss of integrity or poor condition may diminish relative significance. Understanding the importance that the contribution of key elements makes to the heritage significance of a place assists in the determination of appropriate future actions.

The NSW Heritage Office has formulated gradings of significance to facilitate this process. The following table sets out these gradings, which have been adjusted to suit the Bondi Pavilion and its surroundings.

Grading of Significance	Justification for Grading
Exceptional	<p>Element that makes a direct and irreplaceable contribution to the overall heritage significance of the Bondi Pavilion and its surroundings. It will exhibit a high degree of integrity with any alterations of a minor nature and generally reversible.</p> <p>Demolition/removal or inappropriate alteration would substantially diminish the heritage significance of the Bondi Pavilion and its surroundings.</p>
High	<p>Element that makes a substantial contribution to the overall heritage significance of the Bondi Pavilion and its surroundings. It has alterations that do not detract from its significance.</p> <p>Demolition/removal or inappropriate alteration would diminish the heritage significance of the Bondi Pavilion and its surroundings.</p>
Moderate	<p>Element that makes a moderate contribution to the overall heritage significance of the Bondi Pavilion and its surroundings. It has undergone alteration that detracts from its heritage significance but still contributes to the overall significance of the place.</p> <p>Demolition/removal or inappropriate alteration may diminish the heritage significance of the Bondi Pavilion and its surroundings.</p>
Little	<p>Element that makes only a minor contribution to the overall heritage significance of the Bondi Pavilion and its surroundings. It has undergone substantial and irreversible alteration and is difficult to interpret.</p> <p>Demolition/removal would not diminish the heritage significance of the Bondi Pavilion and its surroundings.</p>
Neutral	<p>An element that could remain or be removed with little impact on the Bondi Pavilion and its surroundings.</p>
Intrusive	<p>Element (or component of an element) that adversely impacts on the overall heritage significance of the Bondi Pavilion and its surroundings.</p> <p>Demolition/removal would enhance the heritage significance of the Bondi Pavilion and its surroundings.</p>

Exceptional significance

The following items and elements, and their significant associations and relationships, contribute to the overall Exceptional heritage significance of the place:

- The overall form of the Bondi Pavilion including courtyards, the two storey stage pavilion and the space formerly occupied by the outdoor auditorium;
- Original window and door openings in the exterior of the building;
- The important physical relationship between the Pavilion and its surroundings to Bondi Beach and to Campbell Parade;
- The western roadway, concrete balustrade along the Campbell Parade footpath and the two bridges connecting Campbell Parade and Bondi Park, which were an integral component of the scheme;
- The sea wall and Queen Elizabeth Drive;
- The open space and layout of surviving original paths in Bondi Park;
- The remnant original single storey form of the Bondi Surf Bathers Life Saving Clubhouse.

The following spaces in the Bondi Pavilion have Exceptional significance:

- The northern, western and southern loggias (G2, G10, G40 and G42 - refer to Figure 150 at the end of this section);
- The first floor balconies on the eastern and western sides of the building (Balconies 1 and 2 - refer to Figure 151 at the end of this section).

The following fabric associated with the Bondi Pavilion has Exceptional significance because of its contribution to an understanding of the place as a whole:

- All original external walls, windows and doors;
- The balustrade at the south eastern corner of the Pavilion, which formerly defined the external entry to the female showers.
- The decorative walls, piers and openings on either side of the two storey stage pavilion on the western side of the building;
- Benches and tables in the western and southern colonnades.
- Margins on the eastern loggia floor;
- Foundation stones
- Stair fabric in the foyer.
- Remnant murals associated with the former Ballroom.
- Remnant wall tiling associated with the Turkish bath, which is the only evidence of this early function remaining in the building.
- The commemorative stone in the ground floor foyer.

High significance

The following spaces have High significance. Although modified, they have retained their original form and provide an understanding of the original planning and functions of the Pavilion and the place as a whole:

- The Seagull, Dolphin and Ocean Rooms (F1, F2 and F3 – refer to Figure 151 at the end of this section);
- The foyer space on the first floor (F6 – refer to Figure 151 at the end of this section);
- The Art Gallery (G27 – refer to Figure 150 at the end of this section);
- The shop space at the north eastern corner of the ground floor of the two storey section of the Pavilion, presently occupied by Between the Flags (G11 – refer to Figure 150 at the end of this section);
- The stage area in the two storey Auditorium structure (G46 – refer to Figure 150 at the end of this section);
- The stair to the former caretaker's flat (G45/F28– refer to Figures 150 and 151 at the end of this section);
- The internal courtyards;
- The remnant groyne tunnels.

The following fabric has High significance:

- All extant timber ceiling linings;
- Original internal walls, timber skirting boards and door joinery;
- The plaque commemorating the 1954 Royal Visit;
- The “Do not spit” wall signage, which provides evidence of early uses and is rare surviving original signage;
- Remnant original ceramic wall tiles in the first floor female toilet (F7 – refer to Figure 151 at the end of this section);
- Remnant wall tiles associated with the Turkish bath (G29). This is the only remaining internal physical evidence of this early function.

Moderate significance

The following spaces have Moderate significance:

- The Theatre (F12 – refer to Figure 151 at the end of this section);
- The small foyer to the Theatre (F11 – refer to Figure 151 at the end of this section);
- The Atrium (G21/F10 – refer to Figures 150 and 151 at the end of this section). Although this is located in an original light court, changes have obscured the space;
- Three surviving former shower and ablutions areas at the corners of the Pavilion complex (G3, G30, G41 – refer to Figure 150 at the end of this section);
- First floor spaces in the Stage structure associated with the former caretaker's flat (F22 to F26 – refer to Figure 151 at the end of this section).

The following fabric has Moderate significance:

- The ceramic tile murals in the foyer and the Aboriginal mosaic floor (G21). These works were especially commissioned for the Pavilion and are evidence of Council's upgrading initiatives in the 1980s.
- The Chloe Memorial Mural and the Anzac Mural on the sea wall;
- Photographs and posters associated with the Theatre;
- Commemorative plaques associated with the 1975 lookout tower;
- The dolphin and life saver statues on the southern side of the Pavilion.

Note: the assessment of heritage significance relating to artworks is not related to their intrinsic and historic merits as works of art but their heritage significance relative to the Bondi Pavilion and its surroundings.

Little significance

The following spaces have Low significance:

- The hall and music rehearsal rooms constructed in the south court during the second half of the 1990s (G33 to G39 – refer to Figure 150 at the end of this section);
- Ground floor change rooms, toilets and connecting passage to Bondi Beach G13 to G17 – refer to Figure 150 at the end of this section);
- Restaurant and retail spaces and kitchens (G7 and G8 – refer to Figure 150 at the end of this section);
- Spaces associated with the Cultural Services office and former Marine Discovery Centre (G28 and G29 – refer to Figure 150 at the end of this section);
- Art workshop spaces along the northern side of the north courtyard (G4 and G5– refer to Figure 150 at the end of this section).

The following fabric has Low significance:

- The pergola and associated paving on the southern side of the Pavilion
- Brick paving on the floor of the southern loggia;
- Glazed external doors and highlights associated with the refurbishment of the Turkish baths area (G28 and G29 – refer to Figure 150 at the end of this section);
- First floor walkway around the atrium;
- Translucent vaulting above the atrium;
- The children's playground adjacent to the Surf Clubhouse;
- Applied signage on external and internal walls of the Pavilion.

Neutral significance

The following items have Neutral significance:

- Fitouts associated with the Marine Discovery Centre (G29 – refer to Figure 150 at the end of this section);

- The ramps giving access to the southern loggia;
- The external escape stairs on the northern side of the two storey section of the Bondi Pavilion;
- External wall fabric and fenestration fabric at the western end of the two storey section, associated with Theatre construction;
- The internal lift;
- Planting in those sections of Bondi Park falling within the study area.

Intrusive elements

The following elements are identified as intrusive:

- External equipment and fencing at the north western corner of the two storey pavilion;
- 2004 restaurant addition on the northeastern corner of the Bondi Pavilion (part of G7 - refer to Figure 150 at the end of this section),
- Council works area and temporary structures behind the Surf Clubhouse;
- The planter in the Pavilion atrium (G21 – refer to Figure 150 at the end of this section);
- Concrete water tank on the western side of the Pavilion in Bondi Park

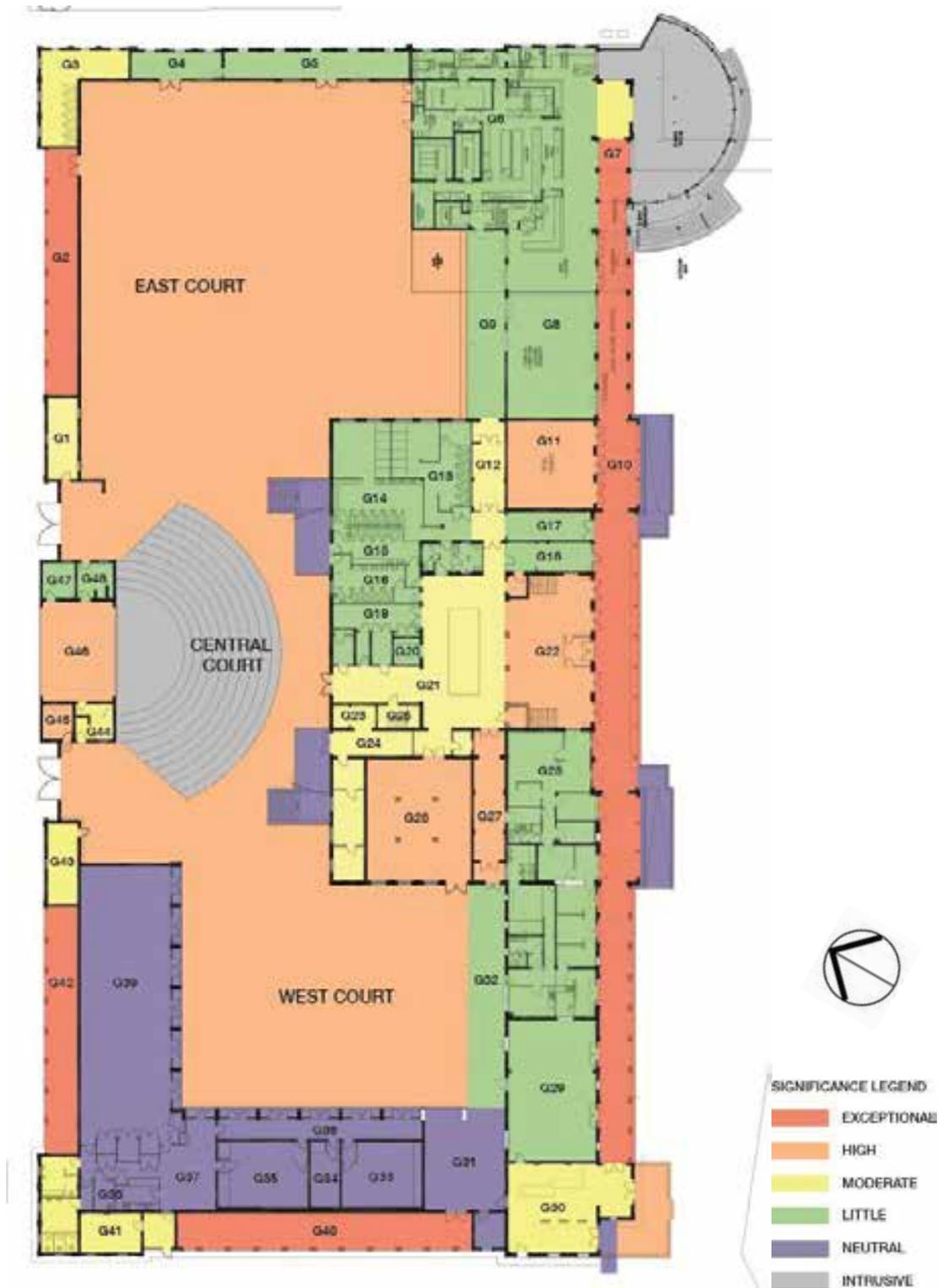


Figure 151 Relative levels of heritage significance of spaces in the ground floor of the Bondi Pavilion. Source: TKD Architects.



Figure 152 Relative levels of heritage significance in the first floor of the Bondi Pavilion. Source: TKD Architects.

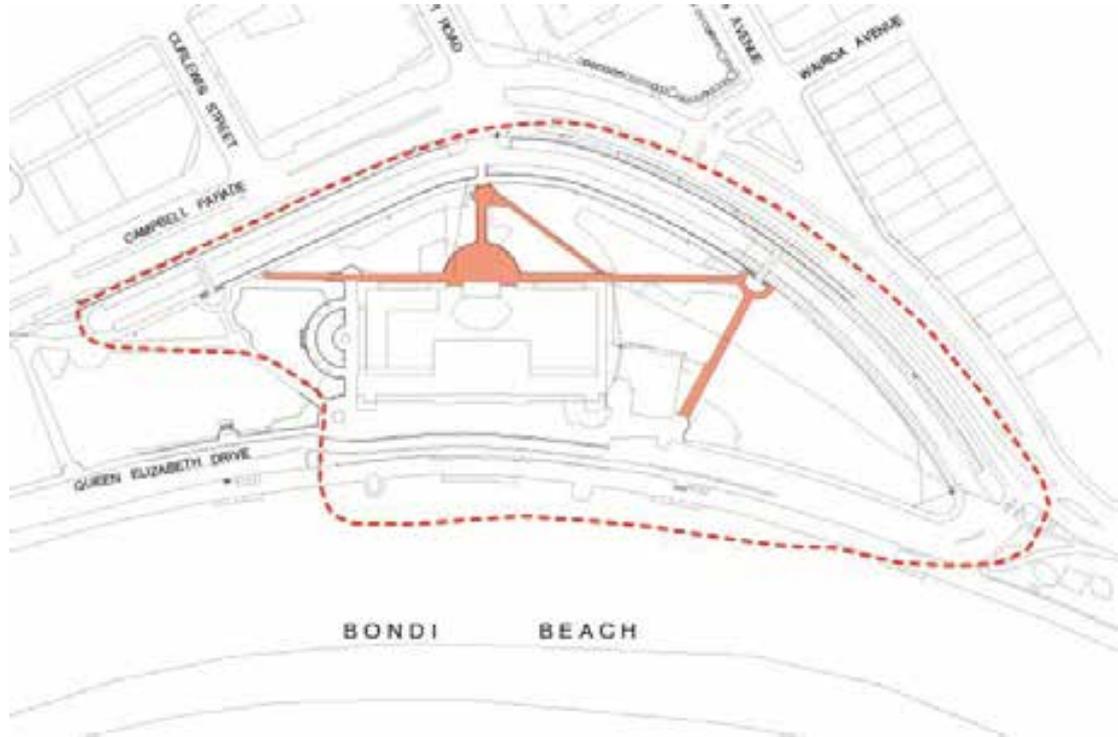


Figure 153 Location of surviving original path locations in Bondi Park and the outdoor auditorium in front of the Bondi Pavilion (not to scale).
Source: TKD Architects.

5.5 Heritage curtilage

5.5.1 Definitions

Heritage curtilage is defined in the NSW Heritage Office publication *Heritage Curtilages* as:

The area of land (including land covered by water) surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance.

It can apply to either:

- land which is integral to the heritage significance of items of the built heritage; or
- a precinct which includes buildings, works, relics, trees or places and their setting.

The term “heritage curtilage” is also used by the Heritage Council of NSW to describe the area listed on the State Heritage Register (SHR) or on a local environmental plan.

The heritage curtilage should contain all elements contributing to the heritage significance, conservation and interpretation of a place including (but not limited to):

- historic site boundaries;
- buildings and structures and their settings;

- functional and visual relationships between buildings and structures;
- important views to and from the place;
- any identified archaeological resources;
- historic and visual spatial relationships between buildings, structures and grounds.

The NSW Heritage Office guidelines describe four different types of heritage curtilages:

- Lot Boundary Heritage Curtilage, where the lot would adequately contain the heritage significance of the place, including buildings, gardens and other significant features such as walls, fences and driveways that contribute to the heritage significance of the place;
- Reduced Heritage Curtilage, where the significance of the place does not necessarily relate to the total lot area but to a lesser area of land;
- Expanded Heritage Curtilage, where an area larger than the lot boundary is required to retain the heritage significance of the place, including its landscape setting or visual catchment; and
- Composite Heritage Curtilage, which applies to conservation areas.

5.5.2 Heritage curtilage for the Bondi Pavilion and surroundings

The heritage curtilage should endeavour to satisfy the following principles:

- An understanding of the original relationship of the Bondi Pavilion and its site should be maintained;
- An adequate setting should be provided for the Bondi Pavilion and associated items that enables heritage significance to be maintained;
- Adequate visual catchments or corridors should be provided to the Bondi Pavilion and its surroundings from major viewing points and from the Bondi Pavilion to outside elements with which it has important visual or historical relationships.

Although the study area described in this CMP is an appropriate curtilage for the Bondi Pavilion and its surroundings, it does not include its context and visual connections. Therefore an Expanded Heritage Curtilage has also been considered. The setting of the Pavilion is an important component of its heritage significance and includes buildings and trees outside the boundaries of the site. The heritage curtilage for the Pavilion should incorporate not only the immediate boundary of the site as described in this report but its visual relationships with Bondi Beach, Ben Buckler and Hunter Park, as well as its associations with Campbell Parade..

The recommended curtilage, which is defined by the boundary of the study area, is described in the following diagram. It describes a primary curtilage for the Bondi Pavilion and its surroundings. An expanded curtilage to take into account significant views, vistas and relationships is described in a separate diagram.



Figure 154 Recommended curtilage for the Bondi Pavilion and its surroundings, indicated by the broken line.
Source: Spatial Information Exchange with TKDA overlay.





Figure 155 Expanded curtilage for the Bondi Pavilion and its surroundings. The arrows indicate significant views to the Bondi Pavilion.
Source: Spatial Information Exchange with TKDA overlay.



6 INFORMATION FOR CONSERVATION POLICY

6.1 Introduction

Conservation policies and recommendations for their implementation develop from an understanding of:

- the nature and level of significance of the building and of its contextual relationship with its surroundings;
- structural adequacy and the general condition of the fabric;
- the owner's requirements;
- uses which are both feasible and compatible with the retention of major aspects of significance;
- development constraints and opportunities in relation to the retention of the significance of the place: and
- statutory and other obligations.

Each of these parameters (constraints and opportunities) is discussed in the following sections.

6.2 Heritage significance

The Bondi Pavilion and its surroundings are of National and state heritage significance requiring management in accordance with accepted best-practice conservation principles. A detailed examination of the place indicates that there is the opportunity to:

- Find new uses that are consistent and compatible with the heritage significance of the place and ensure that it is appropriately maintained into the future;
- Interpret its history and heritage significance to visitors and the general community;
- Enhance its amenities and in doing so increase its visitation and use, as well as reinforce its importance as a valuable community venue.

The following opportunities arise from the heritage significance of the place:

- Retaining, conserving and enhancing the heritage significance of the place in accordance with accepted conservation principles and practices, including spaces, building fabric and cultural landscape;
- Regaining and interpreting aspects of the place that once contributed to the heritage significance of the place;
- Building conservation should be accompanied by adaptive reuse, which should conserve cultural significance and not detract from it;
- Introduction of new uses and enhancement of existing uses so that the place remains an important community focus and facility.

The heritage significance of the Bondi Pavilion does not preclude changes to the place that enhance its uses and viability as a community venue. The ongoing use of the place is the best way to ensure its conservation into the future. Because of the iconic status of the building in its setting external modification of its principal facades needs to be carefully considered and should be limited in scope so that the building's significance is maintained. There is more scope for change to the place internally and within the

courtyards, as these parts of the building have all been modified to greater or lesser extent since the building was completed. The assessment of the relative heritage significance of the spaces and the policies contained in Section 7 of the CMP provide recommendations for the amount of change that each space can sustain. There is also the opportunity to enhance connectivity between the Bondi Pavilion and Campbell Parade.

6.3 Physical condition

Generally the Bondi Pavilion and its surroundings are in good condition. However, there is some deterioration of external building fabric associated with the Pavilion, which is to be expected given its foundation material and exposed position. This is most evident in cracked cement render in the arcade of the western loggia, above first floor openings in the southern elevation and corrosion of steel components associated with the 1990s additions in the southern courtyard. Concrete is also deteriorating in the groyne tunnels, exposing reinforcement. The cracking above first floor openings, groyne concrete and corroding steel elements should be repaired as a matter of urgency.

Deteriorating building fabric should be monitored and rectified (recognising the heritage significance of the place) as part of a regular maintenance plan, in accordance with the conservation policies in Section 7 of this report.



Figure 156 Cracking in rendered wall surface above a first floor door opening on the southern side of the Pavilion (left) and exposed reinforcement in the soffit of a groyne tunnel (right).

6.4 Owner's objectives

Bondi Park consists of Crown Land controlled by the State of NSW and dedicated to Waverley Council. Bondi Park is governed by the Bondi Park Reserve Trust under section 92 of the Crown Lands Act 1989. Waverley Council manages the affairs of the Trust and is responsible for the care, control and management of the Park. Bondi Park is dedicated for "Public Recreation," appointed on 12 April 1996 to Waverley Council as the Reserve Trust Manager.¹⁷⁶

The Crown Lands Act requires a Plan of Management to be written for Bondi Beach and Park. A Plan of Management was written in 1995. It has since been reviewed and updated. The Bondi Park, Beach and Pavilion Plan of Management was adopted by Waverley Council in November 2014.

The Plan of Management includes a Bondi Pavilion Purpose Statement, which identifies the purpose of the building and how it should be achieved:

¹⁷⁶ Bondi Park, Beach and Pavilion Plan of Management, p.20.

Located in a unique setting, Bondi Pavilion overlooks spectacular Bondi Beach and is a much loved, heritage building. It has an important purpose:

- As a landmark building, contributing to the unique heritage character of Bondi;
- As the centre of community life, accommodating a vibrant mix of cultural, community and commercial use; and
- Providing a grand entrance from the street to Bondi Beach.

This purpose should be achieved by making sure the Pavilion is sensitively looked after and well used. As the centrepiece it should be:

- Attractive and inviting with welcoming entrances front and rear, good internal signage and tourism information that is accessible;
- A lively, active hub with beautiful courtyards for shade and shelter, spaces for performances, a well designed and engaging foyer with activities throughout that entertain;
- Delivering a vibrant cultural and community life including interesting theatre, cultural happenings, great cafes and appropriately located programs.
- Well maintained, clean and functional with improved spaces for hire and good amenities to service people visiting the building, Park or Beach;
- Environmentally efficient, as much as possible;
- Financially sustainable so that it can meet community expectations, providing a good balance of community and commercial activities.

The basis for management of the place is embodied in seven key ideas, which were formulated in consultation with the community. The key ideas aim to:

- 1 Reinforce Bondi's unique character
- 2 Increase green space and improve parking
- 3 Restore the connection from street to sand
- 4 Restore the Pavilion as gateway to the beach
- 5 Create new facilities and shade
- 6 Provide places for play and respite
- 7 Respect Bondi's heritage

6.5 Stakeholder Consultation

The Bondi Pavilion and its surrounding have a number of key stakeholders, whose views need to be taken into account in the management of the place. They include:

- Members of the local Aboriginal community;
- Residents and community of the Municipality of Waverley;
- Bondi Surf Bathing Life Saving Club;
- The Bondi Beach Precinct.

6.6 Development Opportunities and Constraints

New uses for the Bondi Pavilion that are compatible with its heritage significance would provide opportunities to retain and conserve the place and assist with ensuring that it is appropriately maintained into the future. Constraints on development across the site are included in the zoning provisions in the Waverley Local Environmental Plan.

The Bondi Pavilion is a relatively intact building that has been subjected to cycles of change. It nevertheless has retained the ability to be interpreted as a significant component of the cultural heritage of the Municipality of Waverley that is appreciated by residents and visitors to the site. However, the building would certainly benefit by appropriate modifications and improving the scope of potential uses, provided its significance and intactness is acknowledged. Care will need to be exercised throughout any adaptation works to ensure that significant spaces, elements and fabric are retained and conserved and not obscured or damaged. There is also the opportunity to remove intrusive elements that detract from the appearance of the place.

There is the opportunity to improve and enhance visitor access and amenity, along with the opportunity to enhance the potential of the place as a cultural and recreational facility. There is also the opportunity to improve and enhance links and connections to the surroundings of Bondi Park. This is likely to encourage greater use, appreciation of and awareness of the place.

6.7 Statutory context - Commonwealth

Australian Heritage Council

The national heritage system is regulated by the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*. It is the Australian Government's central piece of environmental legislation. Its main features include:

- a National Heritage List of places of national heritage significance;
- a Commonwealth Heritage List of heritage places owned or managed by the Commonwealth;
- the Australian Heritage Council, which is an independent expert body to advise the Minister on the listing and protection of heritage places that was established by the *Australian Heritage Council Act 2003*;
- ongoing management of the Register of the National Estate.

The National Heritage List records the natural, indigenous and historic places with outstanding heritage value to our nation. These places have values or characteristics that have special meaning for all Australians. They show important aspects of the history of the continent on which we live, and reflect the diverse experience of its human occupation.

Section 391A of the EPBC Act retains the Register of the National Estate as an indicator of heritage values for the purposes of the operations of the EPBC Act. Under s391A the Minister must have regard to information on the RNE in making any decision under the EPBC Act. The Register continues as an evolving record of Australia's natural, cultural and Indigenous heritage places that are worth keeping for the future. It maintains information about places on the Register in a publicly-accessible database intended to be used for public education and to promote heritage conservation in general.

Bondi Beach was entered onto the National Heritage List in January 2008. Places on the list are protected under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act), which requires that

approval be obtained before any action takes place that could have a significant impact on the national heritage values of a listed place. The boundaries of the listing include the Bondi Pavilion and its surroundings.



Figure 157 Boundaries of the listing of Bondi Beach in the National Heritage List.

6.8 Statutory context - State

6.8.1 Crown Lands Act 1989 No 6

The Bondi Pavilion and its surrounding come within the provisions of the Crown Lands Act 1989. The key object of this Act is to ensure that Crown land is managed for the benefit of the people of New South Wales. The Bondi Park and Pavilion Plan of Management is prepared in accordance with the Crown Lands Act 1989 (CLA) and the Crown Lands Regulation 2006. The Park is governed by the Bondi Park Reserve Trust under section 92 of the Crown Lands Act. Waverley Council manages the affairs of the Trust and is responsible for the care, control and management of the Park.

In addition to the Crown Lands Act 1989, Bondi Park is regulated by several other state and regional planning instruments and policies, which include:

- Environmental Planning and Assessment Act, NSW, 1979; The objects of this Act include (but are not limited to):
 - encouraging: the proper management, development and conservation of natural and artificial resources for the purpose of promoting the social and economic welfare of the community and a better environment,
 - the provision of land for public purposes,
 - the provision and co-ordination of community services and facilities
 - the protection of the environment, and
 - ecologically sustainable development.
- NSW Metropolitan Strategy 2036, which is intended to establish the framework for Sydney's growth and economic well being into the 2030s;
- State Environmental Planning Policy No 71 Coastal Protection, which is intended to protect and preserve Aboriginal cultural heritage, and Aboriginal places, values, customs, beliefs and traditional knowledge, and to protect and manage the natural, cultural, recreational and economic attributes of the New South Wales.

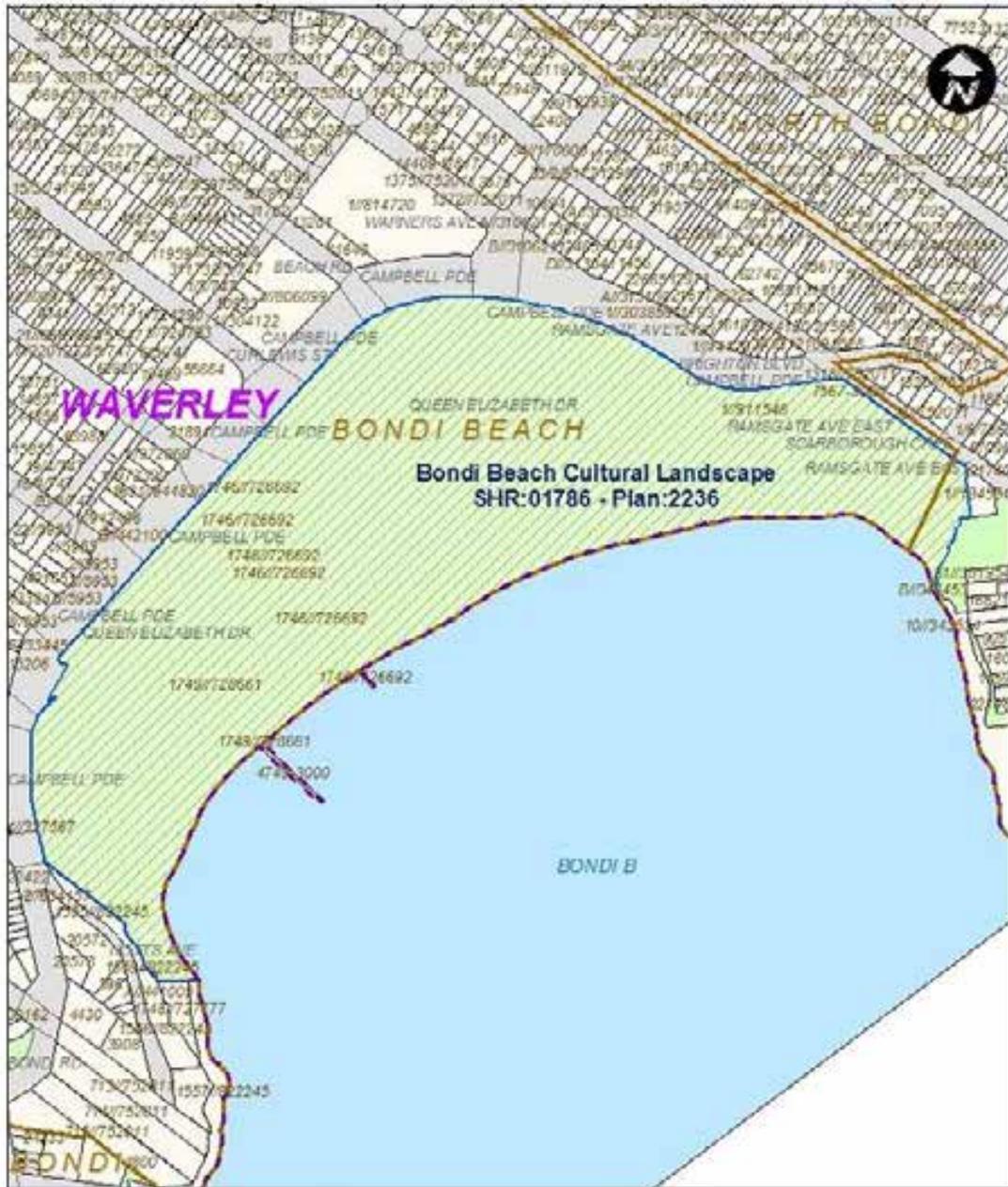
6.8.2 Heritage Act 1977

The Heritage Act 1977 (NSW) aims to conserve the environmental heritage of New South Wales. Environmental heritage is broadly defined under Section 4 of the Act as consisting of "those places, buildings, works, relics, moveable objects, and precincts, of State or local heritage significance."

The Act established the State Heritage Register (SHR) to protect places with particular importance to the people of New South Wales. The Bondi Pavilion and surroundings is included on the SHR, within the listing for the Bondi Beach Cultural Landscape (Item 1786), gazetted 23 May 2008). Under Section 57(1) of the Act, Heritage Council of New South Wales approval is required to undertake any works to a place included on the SHR. To gain approval for any works, an application must be made to the Heritage Council under Section 60 of the Act. A s60 Application requires completion of a standard form that is submitted with appropriate substantiating documentation that may include drawings and an assessment of heritage impact. A fee is charged by the Heritage Council for processing the application.

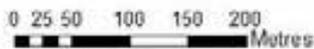
Standard exemptions and site specific exemptions from consent apply to the site, as described below.

Heritage Council of New South Wales
 Plan under the Heritage Act, 1977



State Heritage Register

Gazettal Date: 23 May 2008



Scale: 1:5,000

Produced by: Stewart Watters

Legend

- SHR Curtilage
- Water
- LGAs
- Land Parcels
- Suburbs
- Roads
- Railways
- NSW Reserves

Figure 158 Boundaries of the State Heritage Register listing for the Bondi Beach Cultural Landscape.

Management of Archaeology under the Heritage Act

Whilst it is not anticipated that archaeological remains associated with European activity will survive on the site of the Bondi Pavilion and its surroundings because of the disturbance that was necessary to construct them, there is the possibility that some remains have survived, and may be uncovered in the future.

The Heritage Act includes provisions to protect historical archaeological relics. The Act defines a 'relic' as any deposit, artefact, object or material evidence that:

- a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- b) is of State or local heritage significance.

Under the provisions of the Act, Heritage Council of NSW approval is required to excavate or disturb land included on the SHR and where there is reasonable knowledge or likelihood of relics being disturbed. To gain approval, an application must be made to the Heritage Council under Section 60 of the Act. Excavation Permits are issued in accordance with Heritage Council policies which ensure that disturbance of sites and *relics* occur in accordance with appropriate professional assessment, standards and procedures. If it is determined that excavation will not adversely affect potential archaeological relics, then an application for Exemption from the s60 process can be made under s57(3) of the Act.

Standard and Site-Specific Exemptions

Under the Heritage Act, the Minister may make exemptions from approval otherwise required under the Act for works to SHR places. There are two types of exemptions:

- Standard exemptions for all SHR places. Typical activities exempted include building maintenance, minor repairs, alterations to certain interiors or areas or change of use; and
- Site specific exemptions for a particular SHR place that can be approved by the Minister on the recommendation of the Heritage Council.

The Heritage Council has prepared guidelines to inform owners and managers of SHR places about the standard exemptions. Additional details of the standard exemptions can be obtained from the Heritage Division, NSW Office of Environment and Heritage.

Site specific exemptions relate to the particular requirements of an individual SHR place, and can only be for works which would not materially affect the significance of the place. Site specific exemptions are only applicable if the works are identified as exempt development in a CMP endorsed by the Heritage Council of NSW.

The SHR listing for the Bondi Beach Cultural Landscape includes site specific exemptions, which were put in place in May 2008. Whilst many of these apply to Bondi Park as a whole, several relate to the Bondi Pavilion and its surroundings, and include exemptions for:

- Various works relating to planting;
- Minor works to improve public access, provide disabled access and to eliminate risks to public safety;
- Upgrading of services, with certain provisos;
- Maintenance and repair of any building, structure, monument or work within the parkland,
- Maintenance of services and utilities;

- Management of lawns, recreation areas and plantings;
- Management of interpretive, information and directional signage;
- Management of artworks, statues and monuments;
- Management of temporary events;
- Alterations of roads, pathways and fences;
- Alterations to buildings and/or works, including minor alterations to buildings and/or works, subject to certain constraints; and
- Change of Use.

Recommendations for new site specific exemptions are included in Section 7.3.1 of this CMP.

Conservation Management Plans

The Heritage Act provides for endorsement of a CMP prepared for a State Heritage Register-listed place. Endorsement of a CMP by the Heritage Council of NSW facilitates assessments of development proposals and their approval. They also allow for site-specific exemptions to be put in place for certain works that are consistent with the Management Plan.

It is the intention of Waverley Council to submit this CMP to the Heritage Council for endorsement.

Minimum Standards of Maintenance and Repair

The Heritage Act provides for minimum standards for maintenance and repair of all SHR places. These standards apply to weatherproofing, fire protection, security measures and essential maintenance and repair. Under the Act, inspection to ensure compliance with the minimum standards must be conducted at least once a year (or at least once every three years for essential maintenance and repair).

6.8.3 Building Code of Australia

The *Building Code of Australia* (BCA) establishes nationally consistent, minimum necessary standards of relevant, health, safety (including structural safety and safety from fire), amenity and sustainability objectives efficiently. The BCA contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, services and equipment, and energy efficiency as well as certain aspects of health and amenity.

Upgrading of the Bondi Pavilion to comply with BCA standards will need to be undertaken in such a way as to avoid, minimise or mitigate any potential adverse impact on the heritage significance of the place. For example, in relation to fire safety, a fire engineering approach should be taken in the development of a fire safety strategy to avoid damage to significant spaces, elements and fabric while still ensuring occupant evacuation can be achieved.

6.8.4 Disability Discrimination Act

The *Disability Discrimination Act 1992* provides protection to members of the community with a limited ability/disability and ensures that reasonable access is provided to both public and private buildings and places. As a compliance-based Act it has the ability to require the construction of additional access arrangements to buildings and may therefore impact the fabric and setting of the Bondi Pavilion and its surroundings. Alternate solutions may apply.

6.9 Statutory Context - Local

The *Environmental Planning and Assessment Act 1979* (NSW) (the EP&A Act) provides for the preparation of planning instruments to guide land use management at state, regional and local levels. Of particular relevance to heritage matters are the heritage conservation provisions in planning instruments and the assessment of development proposals. The Bondi Surf Pavilion and Bondi Beach and Park are listed as heritage items in Schedule 5 of Waverley Local Environmental Plan 2012.

In addition to the Plan of Management there are a number of Waverley Council planning instruments and policies that may apply to the study area:

- Waverley Local Environmental Plan 2012. Appendix A of the LEP has planning controls for Bondi Park;
- Waverley Development Control Plan 2012;
- Strategic Asset Management Plan 4 (SAMP 4);
- Community Safety Plan 2005-2012;
- Disability Access Policy and Action Plan 2002;
- Recreation Needs Study 2008;
- Environmental Action Plan 3, 2012;
- Tree Management Plan 2006;
- Coastal Risk Management Policy 2012;
- Bondi Basin Master Plan 2007;
- Events Policy 2013;
- Heritage Policy 2007;
- Environmentally Sustainable events Policy 2011;
- Arts Plus Plan 2013-2017;
- Waverley Transportation Policy 2002;
- Sustainable Transport Action Plan 2007;
- Waverley Transport Plan December 2011;
- Waverley Bike Plan 1999.

6.9.1 Hazardous Materials and the Waverley Council Asbestos Policy

The Bondi Pavilion and Bondi Surf Bathers' Life Saving Clubhouse are likely to contain asbestos containing materials (ACMs) in its building fabric. These were commonly used in building construction during the inter war and post war eras. Examples of ACMs that are commonly found in buildings include fragments of corrugated asbestos cement roof sheeting in roof spaces; asbestos cement sheet wall and ceiling linings; electrical backing boards; lagging around pipes; vinyl floor tiles and compressed asbestos cement floor sheeting; and debris behind partition walls and under floor cavities.

The *Draft Waverley Council Asbestos Policy* aims to protect the health and safety of the community and site workers when carrying out demolition and buildings works involving asbestos products as well as to prevent contamination of land and costly remediation works. The policy applies to developments and renovations involving asbestos via implementation of conditions of development consent and/or through Council's regulatory processes. The policy includes safe work procedures. It also sets out the standard

conditions and requirements generally included in development consents where asbestos is known to be present.

The removal of any ACMs from the Bondi Pavilion and Bondi Surf Bathers' Life Saving Clubhouse will therefore need to be consistent with the RCC Asbestos Policy and any conditions and requirements included in development consent for the work. As removal of ACMs has the potential to adversely impact significant fabric and spaces it will therefore need to incorporate measures to avoid, minimise or mitigate any impacts.

6.10 Statutory context - Aboriginal heritage

The *National Parks & Wildlife Act 1974* (NPW Act) provides statutory protection to all Aboriginal sites within New South Wales. The Office of Environment and Heritage (OEH) is the State Government agency responsible for the implementation and management of this Act.

Part 6 of the NPW Act provides provision for protection of all "Aboriginal objects" which are defined as "any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains".

In particular Part 6 of the Act states that it is an offence to harm or desecrate an Aboriginal object or Aboriginal place, without an Aboriginal Heritage Impact Permit. Any surviving objects within subject property are protected by the provisions of Part 6 of the NPW Act.

An Aboriginal Place is defined in the NPW Act as a place that "is or was of special significance with respect to Aboriginal culture". Section 84 provides the protection of an Aboriginal place.

The Aboriginal Place provisions give protection to the intangible, social and spiritual heritage of Aboriginal people in NSW. Places that do not contain archaeological remains, but are culturally and socially important to Aboriginal people

Both sections of the Act are important to the study area. Aboriginal "objects" have previously been discovered at Bondi Beach and there are most likely further objects buried within the study area. Bondi Beach contains exceptional Aboriginal spiritual, cultural and social values to be considered an Aboriginal Place, if so desired.

The NSW Heritage Act 1977 protects the state's most outstanding natural and cultural heritage, including Aboriginal heritage, through the establishment of a State Heritage Register. Aboriginal places or objects of important to the State of NSW (called heritage items) may be listed on the Register. Currently there are over 25 heritage items listed on the Register specifically because of their Aboriginal heritage importance. These places include the Wooleybah Sawmill and Settlement, Ulgundahi Island, and Bomaderry Aboriginal Children's Home. Any changes to items listed on the Register must be approved by the NSW Heritage Council.

"The Bondi Beach Cultural Landscape" is listed on the State Heritage Register as detailed below. The listing does not include reference to its significant Aboriginal values:

Bondi Beach, Bondi Park, Bondi Surf Pavilion, and the Bondi Surf Bathers Life Saving Club building form a cultural landscape of State significance as an iconic representation of the Australian beach experience. The place is historically significant as the site of many 'firsts' and other significant events in surf lifesaving, and as the largest beach improvement scheme to be carried out in the interwar years. The place demonstrates the rapid increase in popularity of beach-going once restrictions on surf bathing were eased in the early 20th century.

The listing should be reviewed so that Aboriginal heritage values are appropriately acknowledged.

6.11 Non-statutory heritage considerations

6.11.1 The Burra Charter

The significance assessment in this CMP confirms that the Bondi Pavilion and its surroundings is a place of national heritage significance.

The following considerations arise from the various aspects of its heritage significance:

- The Bondi Pavilion has been a key public building for Waverley Municipality for 85 years. It has been an important social and recreational venue for residents and an important destination for tourists. The Bondi Pavilion should ideally continue and enhance these functions into the future.
- is of considerable importance to the people of Bondi and the wider community
- The Bondi Pavilion and surroundings makes a significant contribution to the townscape not only as an individual building within an open landscape setting and as an item visually associated with the Surf Clubhouse, but also as part of a group of inter war era buildings on Campbell Parade.

The heritage significance of the Bondi Pavilion and its surroundings requires that they be managed in accordance with accepted best-practice heritage conservation principles, including the Australia ICOMOS Burra Charter 1999 (*The Burra Charter*). The Burra Charter is widely acknowledged as the principal guiding document for managing places of cultural significance—it defines the basic principles and procedures that should be followed in the conservation of places of heritage significance. The Burra Charter has been adopted as the standard for best practice conservation of heritage places in Australia.

6.11.2 National Trust of Australia

Bondi Pavilion and Park are classified in the Register of the National Trust of Australia (NSW). The Register lists those buildings, sites, items and areas which, in the Trust's opinion, fall within the following definition:

Those places which are components of the natural or the cultural environment of Australia, that have aesthetic, historical, architectural, archaeological, scientific, or social significance, or other special value for future generations, as well as for the present community

The reason for listing is:

One of the best known features of Sydney's beach improvement schemes. Although considerably neglected in the past, its present varied uses and its general condition and appearance would suggest that it should be preserved. Within the context of the Bondi townscape the structure is an important and significant element.

Inclusion of a place in the Register does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

The purpose of the Register is to alert responsible authorities, property owners and the public so that those concerned may adopt measures to preserve the special qualities which prompted the listing.

When the significance of a place is under threat, the Trust will take whatever action is deemed appropriate to ensure its protection, including giving advice to the property owner and seeking the use of state heritage legislation or the planning powers of the local government authority. For the purposes of such action, the Trust makes no differentiation between classified and recorded listings in its Register.

6.11.3 AIA Register

The Register of Significant Architecture in NSW is prepared by the Heritage Committee of the Australian Institute of Architects - New South Wales Chapter.

A place is included in this List where it is an example which is representative of architectural excellence during the twentieth century, and may include:

- the most significant examples of the work of leading architects;
- those buildings which are recognised as important landmarks in the development of architecture, and
- those buildings which, because of their quality and siting, make a significant contribution to the environment.

Inclusion of a place in the List does not have any legal effect, but it is widely recognised as an authoritative statement on the significance of the place.

The Bondi Surf Pavilion is included in the Register of Significant Architecture in NSW.

6.11.4 Register of the National Estate

The Register of the National Estate (RNE) was established under the *Australian Heritage Commission Act 1975* (now repealed). The RNE was closed in 2007. Today it is maintained on a non-statutory basis as a publicly available archive and educational resource. The Bondi Pavilion and surroundings are included on the RNE—see listing at Appendix A. While the RNE does not provide for direct legal protection or management requirements it is still referred to by members of the community as an indication of the heritage values of the places included on the RNE.

7 CONSERVATION POLICY

This section states general conservation philosophy and principles and provides general and specific policies for the retention, conservation and management of significance.

7.1 Introduction to conservation policies

The conservation management policies provide an overall guiding framework for the conservation and retention of the cultural significance of the Bondi Pavilion and its surroundings and its relationship to its surroundings. The policies provide for courses of action in the consideration of future incremental change, increased public uses, appropriate development and maintenance management activities for the site.

The policies are based on the relevant Articles of *The Burra Charter* and the sections of this Conservation Management Plan which fundamentally underlie each policy. The policies are presented as Primary Conservation Management Policies, which provide over-arching guidance for the overall management of the place – the attitudes, processes and advisory resources necessary for the proper and efficient management of change – and Operational Conservation Management Policies, which provide specific guidance for the natural and cultural landscape, built items and uses of the place. The Operational Conservation Management Policies are structured under various management categories that are seen to be of critical importance for the future conservation of the site's cultural significance. Each Operational Management Policy section identifies the principle, which is the intent underlying the policy, the management policy or policies relating to the management category and guidelines explaining the intent and general implementation of the policy or policies.

Operational conservation policies are organised under the following headings:

- Statutory considerations;
- Buildings and infrastructure;
- Bondi Pavilion;
- Bondi Surf Bathers Life Saving Clubhouse;
- Aboriginal archaeological heritage;
- Historical archaeological heritage;
- Moveable heritage;
- Access and connectivity;
- Visitor use and management; and
- Maintenance management.

7.2 Primary conservation management policies

Principle

As stated above, these policies provide the necessary general guidance for the proper and efficient management of change at the Bondi Pavilion and its surroundings.

Policies

- Policy 1 This Conservation Management Plan should be formally adopted by Waverley Council as the basis for the future management of the Bondi Pavilion and its surroundings, as defining in the CMP. The CMP should be submitted to the Heritage Council of NSW for endorsement. The conservation policies should be reviewed every five years or when circumstances relating to the place change.*
- Policy 2 Ensure the CMP is referenced in future revisions of the Bondi Park, Beach and Pavilion Plan of Management (2014).*
- Policy 3 The Statement of Cultural Significance and schedule of items detailed in Section 5 should be accepted as one of the bases for future planning and conservation works to the Bondi Pavilion and its surroundings. Areas assessed to be of exceptional and high significance should be allocated uses which do not compromise the character and significance of those areas.*
- Policy 4 The future conservation and development of the place should be carried out in accordance with the principles of The Australia ICOMOS Burra Charter. The approach and options recommended for the conservation of specific fabric, spaces and qualities of the place should be endorsed by relevant stakeholders as a guide to future work, the recommendations having been related to the principles of The Burra Charter.*
- Policy 5 The focus of conservation management for the Bondi Pavilion and its surroundings should aim to achieve the objectives of the Bondi Pavilion Purpose Statement and the key ideas that form the basis of management included in the Bondi Park, Beach and Pavilion Plan of Management (2014).*
- Policy 6 Conserve the diverse natural and cultural values of the site by minimising impacts and ongoing deterioration of buildings, landscape, infrastructure and moveable heritage such that reuse options and opportunities are available into the future.*
- Policy 7 All works should be undertaken in compliance with the NSW Heritage Council's General Exemptions and Site Specific Exemptions as well as additional Site Specific Exemptions conferred on the place after endorsement of the CMP.*

Guidelines

The responsibility for continued management for the Bondi Pavilion and its surroundings will continue to remain with Waverley Council.

Reviews of the CMP should be based on *The Burra Charter* and other guidelines prepared by the NSW Heritage Division. Reviews should also take into account any other relevant legislation, planning frameworks, appropriate literature and widely recognised conservation practices and procedures. Reviews should be undertaken by experienced conservation practitioners in conjunction with relevant ownership and management representatives.

Irrespective of the requirement to review the document every five years, the CMP should remain as a valid basis for ongoing heritage management until such reviews are completed.

Referencing the endorsed CMP in the Bondi Park, Beach and Pavilion Plan of Management will allow the document to be a principal informant of the management of the built historical elements and the landscape of the Bondi Pavilion and its surroundings.

This CMP should be used to inform the management of the Bondi Pavilion and its surroundings. The Statement of Cultural Significance, assessments of the significance of the contributory elements, spaces, and fabric within the site, together with policies recommended and options discussed throughout this report will guide future planning and work.

The following heritage conservation practices and processes should be initiated:

- Apply to have this CMP endorsed by the NSW Heritage Council. Confirm with the NSW Heritage Division that the precinct can be managed in accordance with this CMP, without any further reference. Endorsement of this Conservation Management Plan by the owner of the place and the statutory authorities will give the Plan the necessary influence over matters affecting its significance.
- Undertake all works in line with the policies, recommendations and guidelines contained in this CMP;
- Conservation work to built items and moveable heritage should be undertaken in conjunction with or under the direction of recognised conservation practitioners with relevant expertise;
- All conservation work should follow *The Burra Charter* principle of a cautious approach of changing as much as necessary but as little as possible.
- Physical modifications to buildings or changes of use to buildings and new buildings will need to comply with the legal requirements of the EP&A Act, as defined in Section 6.9;
- Any other part of the site that does not have a general or site-specific exemption will need to comply with the legal requirements of the EP&A Act;
- Statements of heritage impact will conform to the requirements of the NSW Heritage Division publication *Statements of Heritage Impact* as a minimum standard.
- The CMP should be made available to, and read by all relevant Council staff. In addition it is essential that all staff are made aware of the processes which are to be followed when proposing maintenance, or other work which involves the modification of significant fabric. Waverley Council should ensure that copies of *The Burra Charter* and the Heritage Council guidelines are readily available to all staff and managers of the site. A person shall be delegated to be responsible for ensuring compliance with the CMP policies and guidelines and reporting on CMP implementation on an annual basis.
- The CMP should be a publicly accessible document. Ensure copies are lodged at all Waverley Council libraries.

7.3 Operational conservation management policies

7.3.1 Statutory considerations

Principle

Future works to the Bondi Pavilion will need to take the requirements of various statutory planning instruments and regulations into account. A balance between statutory requirements and the heritage significance of the place is essential so that the important heritage attributes of the place are not compromised or deleteriously impacted.

Policies

- Policy 8 Development consent for works relating to the Bondi Pavilion and its surroundings should be sought in accordance with relevant statutory planning instruments.*
- Policy 9 Endorse additional site specific exemptions to be applied under Standard Exemption 6 for minor alteration works to the Bondi Pavilion under Section 57(2) of the Heritage Act.*
- Policy 10 Upgrading the place to comply with the requirements of the BCA and the aims of the Disability Discrimination Act should be undertaken in a way that does not damage the cultural significance of the place.*
- Policy 11 A fire engineering approach should be taken in the development of a fire safety strategy. Upgrading for fire safety should be done in a manner which recognises the cultural significance of the buildings.*
- Policy 12 Any seismic strengthening which is carried out should take into account the heritage nature of the buildings and should aim at doing a minimum amount of damage to their fabric.*
- Policy 13 Access to the Bondi Pavilion should, subject to disability access requirements, be maintained in its existing configuration so as to minimise any additional impact on significant building fabric.*

Guidelines

Development consent should be sought from Waverley Council and the Heritage Council of the NSW Department of Environment and Heritage, in accordance with the relevant statutory planning instruments. Consent may also be required from the Australian Heritage Council.

The main provisions of the BCA concern structural requirements, fire resistance, access and egress (including provisions for people with disabilities), services and equipment and health and amenities. Generally, it sets minimum standards that are required to be reached in new building works.

The Bondi Pavilion and its surroundings are included on the State Heritage Register (SHR) listing for the Bondi Beach Cultural Landscape and are also listed as a heritage item on the Waverley Council LEP. The site is therefore subject to the provisions of the Heritage Act 1977 (NSW) and heritage provisions in the Waverley Local Environmental Plan. It will therefore be necessary to submit an Integrated Development Application (IDA) to Waverley Council for any proposal which alters the place—Waverley Council must include the Heritage Council of NSW in the approval process.

The SHR listing for the Bondi Beach Cultural Landscape includes site-specific exemptions, a number of which are applicable to the Bondi Pavilion and its surroundings. It is proposed that the following works be considered as additional site-specific exemptions, to be applied under Standard Exemption 6 once this CMP is endorsed by the Heritage Council of NSW:

- Internal modifications to spaces identified as having Moderate or less heritage significance in this CMP provided they do not involve the removal of significant fabric;
- Alterations to recent kitchen and ancillary spaces associated with the restaurant identified as G7;
- Alterations to spaces G33, G34, G35, G36, G37, G38 and G39;
- Alterations to the suite of spaces associated with the Cultural Services Office and lifeguard amenity and offices (G28);

- Alterations to change and lavatory areas G13, G14, G15 and G16;
- Alterations to spaces F17, F18, F19 F20 and F21;
- Proposed changes to any of the spaces to be undertaken with the consent of Waverley Council;
- Proposed works to be consistent with the policies and guidelines of this CMP;
- Proposed works to be consistent with the Bondi Park, Beach and Pavilion Plan of Management 2014.

The compliance of the buildings to the requirements of the Building Code of Australia in terms of fire safety is currently being examined. The Heritage Council's Fire Services and Access Advisory Panel can provide valuable guidance on means of compliance with the Building Code of Australia while preserving the historic fabric of the significant buildings.

7.3.2 Buildings and infrastructure

Principle

The buildings and infrastructure at the Bondi Pavilion and its surroundings are the tangible evidence of the history and development of the site as a highly significant place associated with social and recreational history of New South Wales. The following policies provide general guidance for the conservation of buildings and infrastructure. The best means of conserving these items is to maintain ongoing and appropriate use, which does not preclude considered and sympathetic change.

Policies

Policy 14 Conservation of buildings and infrastructure should aim to retain components consistent with their assessed level of heritage significance and in accordance with the guidelines included in this CMP. Building and infrastructure assets will also be conserved and adapted in accordance with the Australia ICOMOS Burra Charter (refer to Appendix C) and to the minimum standards of maintenance and repair required by the regulations contained in section 118 of the NSW Heritage Act.

Policy 15 Retain and conserve all buildings and other items evaluated as having exceptional or high levels of heritage significance. Conserve the historical and visual relationships of buildings and other items identified as having exceptional and high heritage significance.

Policy 16 Considered modifications to buildings and items having exceptional or high levels of significance may be considered if these modifications enhance their significance and assist the conservation of the place.

Policy 17 Adaptive reuse of existing built form is preferable to constructing new buildings. Compliance with the Building Code of Australia and the aims of the Disability Discrimination Act should be undertaken in a manner that does not damage the cultural significance of the building, the historical and visual relationships of items and landscape setting.

Policy 18 Any works to, or adaptive reuses of, the Bondi Pavilion and the Bondi Surf Bathing Life Saving Clubhouse will need to be consistent with the Bondi Park, Beach and Pavilion Plan of Management.

- Policy 19 *Building and open space uses will comply with the requirements of Waverley Council and include such conditions to appropriately manage the protection of the environmental, heritage and cultural values of the place.*
- Policy 20 *Consider public/private partnerships to facilitate community facilities provision and the potential revenue generation to provide funding assistance for conservation management of the site.*
- Policy 21 *Appropriate conservation skills and experience should be employed for documentation and supervision with project teams to deal with any programs of conservation and upgrading of building components.*
- Policy 22 *The design of new development should acknowledge the scale, design and materials of the Bondi Pavilion and the Bondi Surf Bathers Life Saving Clubhouse. The siting of new development must recognise the heritage significance and values associated with these buildings and should not intrude on important views and vistas to and from the site.*
- Policy 23 *All works, including changes to building fabric and landscape features, particularly unavoidable changes to significant elements, spaces or fabric, should be recorded in a manner that is consistent with the following guidelines published by the Heritage Branch of the Office of Environment and Heritage:*
- *Photographic Recording of Heritage Items Using Digital Film Capture;*
 - *How to Prepare Archival Recordings of Heritage Items; and*
 - *Maintenance series 1.2: Documenting Maintenance and Repair.*
- Policy 24 *Materials such as face brick, stone, terra cotta, slate and off-form concrete that were originally not painted will remain unpainted. Materials such as timber or metal that were originally painted and rely on an effective paint system for their preservation will remain painted.*
- Policy 25 *The internal spaces of the Bondi Pavilion having high heritage significance will be retained and conserved.*
- Policy 26 *Deteriorating building fabric will wherever possible be repaired rather than replaced. Where replacement is unavoidable, new work will be based on existing or historical evidence. Conservation works will not reconstruct faulty building detailing or poor repairs.*
- Policy 27 *Retain and conserve original internal wall, ceiling and floor finishes where possible. Damaged or removed sections of finishes will be replaced to match the existing.*
- Policy 28 *Detailing of buildings and other features or items that demonstrates their operational uses (for example, signage, fittings and fixtures, remnant artworks) will be conserved in situ.*
- Policy 29 *The extension or alteration of existing services in the Bondi Pavilion is acceptable in the context of reuse, but should not have a detrimental impact to the significance of buildings as a whole.*
- Policy 30 *All tenants of the Bondi Pavilion are to be made aware of the heritage significance of the place. Tenancies should only be selected and approved by Waverley Council on the basis that the proposed or future uses are compatible with the significance of the item and the sensitive fabric and spaces, and that the required changes to the item can be installed and removed without impact. Tenants will undertake induction and be made aware of existing building operation protocols.*

General implementation guidelines

The Bondi Pavilion and its surroundings should continue to be conserved and used for purposes compatible with their significance. Future conservation, adaptation and maintenance of the Bondi Pavilion and its surroundings should continue to be approached with the general principle of changing “as much as necessary but as little as possible.”

Make use of all available expertise and knowledge and adopt an evidence-based approach to materials conservation.

A clear process for engaging suitably qualified consultants, building contractors, project managers and trades people that have experience with working on historic sites having cultural and heritage significance and buildings should be established.

In the case of items with exceptional and high heritage significance, ensure that the authenticity of original elements and fabric is maintained.

In the event that asbestos is discovered in the Bondi Pavilion, Waverley Council should commission a building remediation specialist and conservation architect to assess the costs and feasibility of a staged program of asbestos materials removal and replacement.

Aim to retain significant components, elements, spaces and fabric of the place consistent with their assessed levels of significance in Section 5 and in accordance with specific actions identified in this CMP. Table 7.1, which is based on NSW Heritage Branch guidelines, summarises appropriate conservation actions. The table should be read in conjunction with Figures 157 and 158, which identify the relative heritage significance of spaces within the Bondi Pavilion, and the conservation policies in this section of the CMP. Figure 75 in Section 4 shows the location of surviving original path locations.

Table 7.1 Recommended Management for Buildings and Infrastructure based on Assessed Levels of Heritage Significance

Level of Significance	Recommendations for Management
Exceptional	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidance provided in this CMP.
High	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with Burra Charter principles and with the specific guidelines provided in this CMP. There is generally more scope for change than for components of exceptional significance.
Moderate	Retain, adapt and maintain. Demolition/removal is acceptable provided that there is no adverse impact on the significance of the place. Retention in some cases may depend on factors other than assessed values, including physical condition and functionality.
Little	Retain, alter or demolish/remove as required provided that there are no adverse impact on the heritage significance of the place. Sensitive alteration or demolition/removal may assist with enhancing the heritage significance of components of greater heritage significance.
Neutral	Retain, alter or demolish/remove as required.
Intrusive	Demolish/remove when the opportunity arises while ensuring there are no adverse impacts on the significance of other more significant components. Components that are actively contributing to the physical deterioration of components of higher significance should be removed as a matter of priority.



Figure 159 Relative significance of spaces within the ground floor of the Bondi Pavilion.

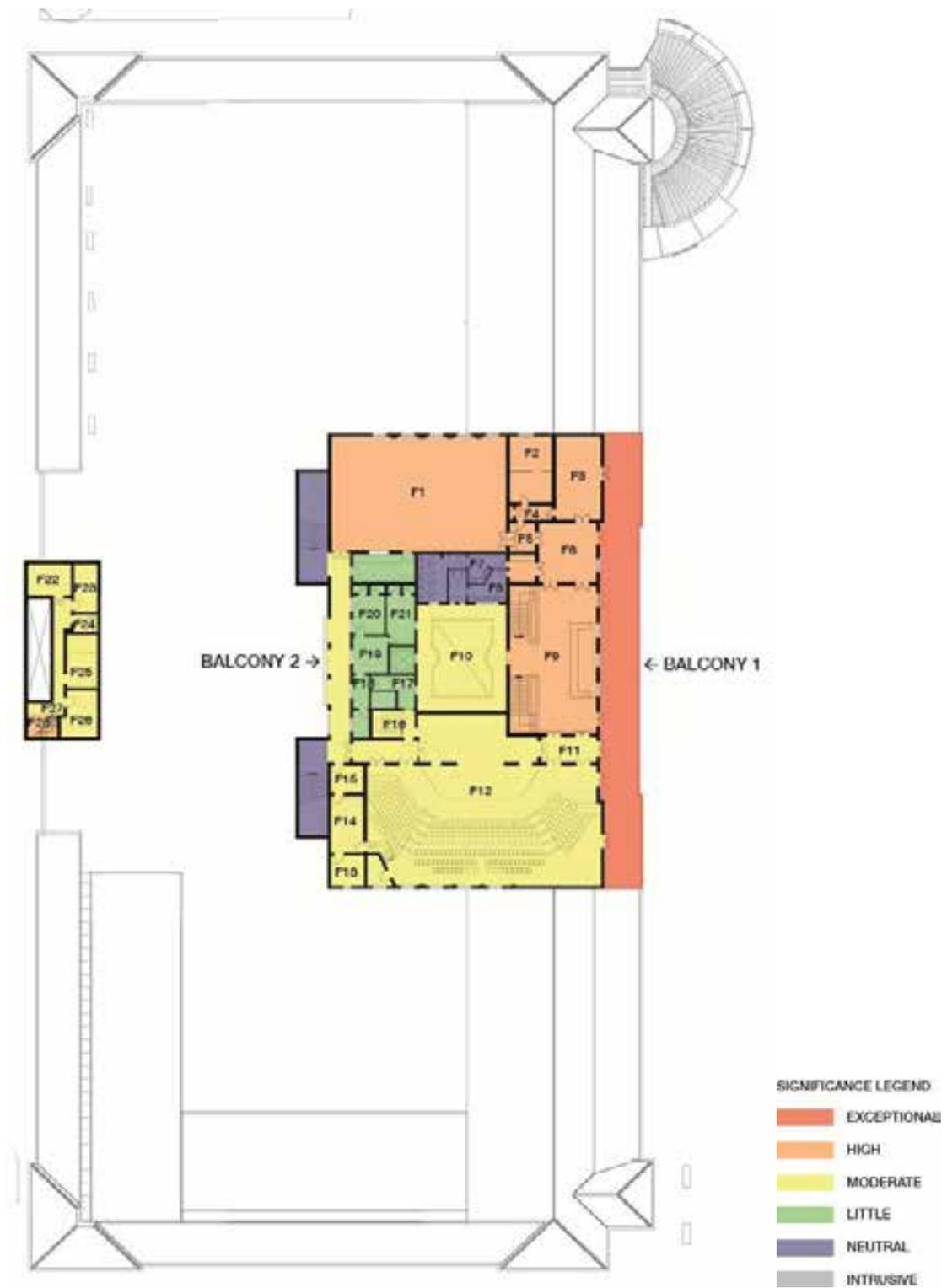


Figure 160 Relative significance of spaces within the first floor of the Bondi Pavilion.

Guidelines for solar panels

Although solar panels make an important contribution towards achieving a sustainable environment, unless their placement is carefully considered they can cause detrimental impacts to heritage buildings. The Bondi Pavilion is visible from many vantage points that occur over a wide range of elevations above sea level.

- Solar panels should not be installed on the roof of the two storey section of the Bondi Pavilion, the roof of the building constructed for the stage and caretaker's residence, or the external roof planes of single storey sections of the Pavilion;
- The placement of solar panels on single storey roofs facing the internal courtyards of the Bondi Pavilion is acceptable. Consider placement of solar panels on any future new buildings in the courtyards ;
- Solar panels should be installed on rear additions attached to the Bondi Surf Bathers Life Saving Clubhouse rather than the roof of the two storey section. While this roof is not original it is visible from a number of locations;
- Solar panels are to be installed so that their impact on views to the Bondi Pavilion and the Bondi Surf Bathers Life saving Club is minimised;
- Development consent is to be obtained for future installation of solar panels, to ensure that their installation minimises impacts on views to the Bondi Pavilion and the Surf Clubhouse;
- Should it be necessary to install panels on original sections of buildings significant building fabric should not be damaged and the installation of panels is to be reversible;
- Investigate the potential for a freestanding structure within the courtyards. It would be necessary to install underground cabling to other parts of the Pavilion.

7.3.3 Bondi Pavilion

Policy 31 The Bondi Pavilion retains the ability to demonstrate its designed purpose and use as a focus of Sydney's recreational life since the 1930s. The long-term management of the place, including any works to enhance its uses, should continue to be undertaken with a full appreciation of the significance of the place as a heritage item of State and National significance.

Policy 32 Extant significant building elements, spaces and fabric, both internally and externally should be retained and conserved, in accordance with the levels of significance identified in Section 5.0 Assessment of Cultural Significance and in accordance with particular actions specified in the specific policies of this Conservation Management Plan.

Policy 33 Retain, conserve and enhance the significant external envelope and elements of the Bondi Pavilion.

Policy 34 Retain, conserve and enhance the spatial character and significant fabric of the Bondi Pavilion.

Policy 35 Extant significant building elements, spaces and fabric, both internally and externally should be should be maintained to the minimum standard required under the Heritage Act.

Policy 36 Additions to the Bondi Pavilion are permissible to support the ongoing recreational and cultural role of the site. However, they must be carefully planned and placed so that the important heritage character of the place is not diminished.

Policy 37 Unless dangerous to visitors and occupants, significant fabric that has been worn through use should be retained, with any associated risks reduced by compatible means.

Policy 38 Future uses for the Bondi Pavilion should ensure that:

- the heritage significance of the building and its extant original interior spaces and detail are not compromised;*
- the integral relationship between the Pavilion's setting and the building is not compromised or obscured but enhanced and conserved;*
- they are sympathetic to the original use and do not detract from that use or the cultural significance of the building and its setting;*
- significant fabric and spaces are not damaged, destroyed or inappropriately altered;*
- the nature of the new use would not result in an unacceptable level of wear and tear on significant fabric;*
- parking and vehicular access associated with the use can be managed discretely on the site;*
- modern services required (for example, fire safety provisions, lift, air conditioning, toilets, etc) would not damage, destroy or compromise the buildings or any interior spaces of significance; and*
- fixtures or fittings required as part of the new use would not damage or compromise significant spaces, fabric or elements.*

Guidelines

One of the key objectives of contemporary conservation practice is that as much of the significant original fabric of a building should be retained and conserved in order to preserve the essential integrity of the heritage resource for future generations. While any conservation activity will affect the building in some way, the aim, consistent with responsible re-use or management aims, should be to minimise the work necessary. In this way the authenticity of the item will be retained as far as possible within a process of evolutionary change and good maintenance practice. Article 3 of The Burra Charter indicates that conservation is based on a respect for the existing fabric of a place and should therefore involve the least possible physical intervention in order not to distort the evidence provided by the fabric.

The Bondi Pavilion should continue to be conserved and used for purposes that are compatible with its significance.

- External and internal elements, spaces and fabric, which have been identified as of Exceptional or High significance should be retained and conserved. Conservation of the elements and spaces does not preclude sensitive modifications.
- No conservation or new work should negatively impact on the elements of the external façades or internal fabric and spaces that have been identified as elements of Exceptional or High significance.
- The adaptive re-use of all building components and spaces in the Bondi Pavilion is acceptable, with compatible new uses selected that utilise the original character or permit a creative and responsible re-use of the fundamental architectural, functional and spatial characteristics.
- There should be no major external alterations to the Bondi Pavilion. However, some changes of a minor nature may be permitted to meet approved access requirements, provided these are subservient to the primary architectural features.

- Structural alteration to the building components of the Bondi Pavilion that impact on the integrity or significance of the building should be avoided.
- Changes to internal building fabric that is of low or neutral heritage significance or intrusive, and is not a structural component of the building, can be modified without the need for Heritage Council approval. However, the proponent must obtain the consent of Waverley Council before proceeding.
- Aged building fabric that is not likely to be causing on-going deterioration should not be repaired for visual reasons if by doing so the patina of age and ability to successfully interpret various stages of use is degraded. Significant fabric worn by a process of use over time provides evidence of the building's history, which can contribute to our understanding of it. Stairs that have had their nosings replaced are examples of worn fabric that would have posed a danger to users of the building.
- Where repairs or alterations are required, new material should closely match original or adjacent materials. However, evidence of change should be identifiable on close inspection.
- All structural elements should be retained as existing, with appropriate maintenance. Proposals to remove original structural elements should be limited to rectification works of structural deficiency or failure that will endanger occupant life safety or the integrity of the building. Advice from a structural engineer with appropriate heritage experience is required to inform any such demolition or rectification works. Original structural members may also be removed to facilitate re-instatement of significant architectural elements. All original doors, windows, floors, ceilings, balustrades, staircases and associated landings, lifts, vaults, industrial artefacts and interpretative signage should be retained, with appropriate maintenance.
- Where it is clear that original or significant fabric has been removed, it is considered appropriate to adaptively reconstruct missing elements based on documentary evidence.
- Redundant equipment, fittings and fixtures of Exceptional or High significance are to be retained on site, preferably in their existing location. Where such retention conflicts with the ongoing conservation or adaptive reuse of the building, the redundant items should be managed in accordance with the CMP Policies on Moveable Heritage.
- Intervention into any building fabric, element or space should respect the integrity of the extant material, be carefully controlled, and be limited to that required by the proposed works.
- The conservation of particular materials requires due consideration and the expertise of appropriately experienced personnel. Publications providing general advice as to the cause, treatment and remediation of various traditional building materials can be sourced from the Heritage Council of the Department of Environment and Heritage.
- The external form of the Bondi Pavilion should be retained – there will be no additions outside the periphery of the building, as these will impact on Bondi Park and the form of the Pavilion.
- Any new openings in external walls should respect the symmetrical design of openings in the original design and should be carefully located to reflect this. Future use provides the opportunity to reinstate early openings that have been blocked off, for example, the loggia openings on the eastern side of the building;
- Investigate the opportunity to reconstruct missing elements such as balustrades and openings that have been blocked up.
- Investigate the opportunity to reconstruct or at least interpret the original appearance of the southern elevation of the two storey section of the Pavilion.

Guidelines: future use

- The use and adaptation of the Bondi Pavilion's interiors to enhance and improve its recreational and cultural roles should have the utmost regard to the conservation of the building's significant fabric.
- Future uses should be compatible with the nature and significance of the place and should enable it to remain as a place of recreation, cultural focus and community activity. Ongoing commercial use is permissible – the original planning of the building included shops facing Bondi Beach.
- Any new uses selected for the Bondi Pavilion should adopt the principle of "loose fit", where the new use is adjusted as necessary to work within the available spatial and architectural configuration. Future adaptation of the building's interiors should ensure that original fabric or significant architectural and spatial features are retained and interpreted.
- The detailed requirements of future new uses should not generate undue changes to the place that cannot be reversed in the long term, or which do not respect and work within the existing planning and architectural framework.
- Maintain and retain opportunities for natural light and ventilation.
- Maintain and retain the logical circulation pattern and the symmetry of planning in any future use. Investigate the possibility of enhancing the approach and entry to the building from its western side and enhancing the visual connection between the western entry and Bondi Beach. There is the potential to sympathetically adapt the two storey stage structure as a portal to the Pavilion.
- The provision of new external ground floor level openings for public access into the Bondi Pavilion should be located in early openings that have been modified, for instance, the former colonnades and arcades on the northern side of the building. A limited number of carefully placed and symmetrically planned openings could also be considered for the colonnade on the southern side of the building.
- Internal alterations and renovations to the Bondi Pavilion are acceptable within the context of compatible new uses. However they should not impact on the significance of the internal original fabric and spatial qualities of the building, or its external presentation. It is permissible to remove non-significant walls and openings to accommodate new uses, provided these uses are compatible with the significance of the place and its history of past usage.
- The installation of new partitions, walls and bi-folding doors in spaces of High significance is permissible. Care must be taken that the installation can be easily reversed and will cause minimal damage to significance building fabric;
- The introduction of new services and associated fittings as part of approved re-use programs in the Bondi Pavilion should be carried out with the minimum of disruption to the fabric and spaces. Future works will be cognisant of environmental sustainable design to reduce greenhouse gas emissions, decrease mains water demands, maximise waste recycling and improve waste management procedures.
- Future uses that require an unacceptable degree of intervention for upgrading to ordinance compliance are to be avoided.
- Additions to the building are feasible within the courtyards, especially the eastern courtyard. These spaces were not originally unencumbered but contained tight rows of changing cubicles. Additions have already been constructed in the western courtyard, which provides a model for future permanent additions if they are proposed. Additions have the potential to enhance the amenity of the place and expand the range of activities within it, thus attracting more visitors.



Figure 161 Recommended location of potential permanent additions within the courtyards of the Bondi Pavilion.

Source: Spatial Information Exchange with TKDA overlay.



- Although the courtyards are presently open spaces, originally they were filled with lightweight changing sheds. The flexibility of the courtyards can be enhanced through the installation of demountable or shade/waterproof structures. The detailing and installation of such structures is not to cause damage to significant building fabric.

7.3.4 Bondi Surf Bathers Life Saving Clubhouse

Principle

The Bondi Surf Bathers Life Saving Club is an integral element in the history and heritage significance of Bondi Beach. Its clubhouse, although it has been subjected to alterations and additions, is a significant element in its own right and still retains the original 1934 building. The historical and architectural significance of the building, along with its associations with the Surf Life Saving Club, warrant the preparation of a separate conservation management document.

Policy

Policy 39 Prepare a heritage management strategy or conservation management plan for the Bondi Surf Life Saving Clubhouse to guide the conservation and future development of the building.

7.3.5 Cultural landscape

Principle

Bondi Beach is an internationally renowned cultural landscape. The Bondi Pavilion and Bondi Park are integral to the place. The cultural landscape of Bondi Park is an important component of the original design

and setting of the Bondi Pavilion. Although original plantings have long since gone, recent plantings enhance the visual quality of the Pavilion, Surf Clubhouse, Bondi Beach and Campbell Parade.

Policy 40 The significant Aboriginal cultural landscape values are acknowledge and will be protected, through ongoing consultation with the Aboriginal community and appropriate landscape treatments.

Policy 41 The traditional setting of the Bondi Pavilion, which includes Bondi Park, the Surf Life Saving Clubhouse and Bondi Beach, should be retained and enhanced.

Policy 42 Respect and enhance the Bondi Pavilion's contribution to and relationship with Bondi Park, the Surf Life Saving Clubhouse and Bondi Beach.

Policy 43 Remove those elements considered to be intrusive to the Bondi Pavilion's contribution to the place.

Policy 44 The cultivated open landscape character of that section of Bondi Park forming the surroundings of the Bondi Pavilion is to be retained and conserved. Future management and works need to be consistent with the Bondi Park, Beach and Pavilion Plan of Management.

Policy 45 The seawall, Queen Elizabeth Drive, the roadway aligned with Campbell Parade and the retaining wall and balustrade bounding it, original paths within Bondi Park and the pedestrian bridges should all be retained. Original items such as the bridges and the balustrade to Campbell Parade should be conserved.

Policy 46 The continued use of the cultural landscape of the Bondi Pavilion and its surroundings will be managed to balance the use, heritage and environmental objectives for these areas in accordance with the Bondi Park, Beach and Pavilion Plan of Management and the guidelines contained in this CMP.

Policy 47 Future use of the site should not compromise the intrinsic visual and physical qualities that exist throughout the area defined in this CMP.

Policy 48 Maintain existing cultural planting patterns and species diversity rather than creating new planting typologies and introducing new species.

Guidelines

The Bondi Park, Beach and Pavilion Plan of Management is the guiding document for works in Bondi Park.

None of the original planting in Bondi Park has survived. Archival photographic evidence shows that planting in the Park and around the Bondi Pavilion has been undertaken from the 1980s onwards.

The location and character of future planting should reflect the planting that was established in the 1930s after the Bondi Pavilion was constructed. The combination of sweeping areas of lawn and trees/mass planting should be maintained.

Maintain the species selection used in existing planting.

Views from the south in Bondi Park towards Bondi Beach and the Bondi Pavilion will be retained.

The introduction of recreational structures and facilities in Bondi Park should be limited and their placement carefully considered so that they do not impinge on views across the parkland, to Bondi Beach and to the Bondi Pavilion.

Continue the use of brick paving along the pedestrian forecourt on Queen Victoria Drive. Historic photographs show that this part of the site has always been paved in brick. When bricks are due to be replaced a brick that is compatible with the inter war architectural design of the Bondi Pavilion should be selected.

7.3.6 Aboriginal Archaeological Heritage

Principle

The following policies guide planning for the conservation of Aboriginal values within the study area including the ongoing management of tangible and intangible values.

The policies and conservation strategies have been developed to be consistent with the principles and practices contained in the following documents:

- *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 1999.*
- *Ask First: A guide to respecting Indigenous heritage places and values.* Australian Heritage Commission 2002.
- *Aboriginal Cultural Heritage consultation requirements for proponents 2010.* Office of Environment & Heritage. (OEH) 2010.
- *Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales.* OEH 2010.
- *Guide to investigating, assessing and reporting on Aboriginal cultural heritage in NSW.* Office of Environment & Heritage 2011

The planning and implementation of conservation strategies should be conducted in consultation with the Aboriginal community. The interpretation of objects or sites should be respectful of the cultural knowledge imparted during that consultation and should also be responsive to the expressed wishes of that community. Those wishes may apply to the location for safe storage, display or loan arrangements and may include the retention of objects *in situ*, in displays integrated within the new buildings/structures, the Australian Museum or in other Aboriginal 'keeping places'.

The conservation policies cover both tangible and intangible heritage – that is, the physical objects/sites as well as the cultural significance and information that is represented by the site as a whole. The interpretation of both the tangible and intangible heritage should not be limited to standard signage or simple display cases but should be of a high quality, both visually and in the presentation of appropriate cultural information.

Policies

Policy 49 As previous studies within the study area and within other parts of Bondi indicate a high potential for physical evidence of Aboriginal occupation such evidence will be managed in accordance with the provisions of the National Parks and Wildlife (NPW) Act 1974 and the codes and guidelines listed above.

Policy 50 As a result of Policy 1, prior to disturbance of the study area an Aboriginal archaeological investigation and assessment shall be conducted in accordance with the Office of Environment & Heritage's Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales.

Policy 51 The proposed management of the Bondi Pavilion should protect any Aboriginal objects recovered in a secure location and utilise information arising from those objects to enhance our understanding of Aboriginal cultural values.

Policy 52 The interpretation of the Aboriginal Heritage significance will be integrated into the planning for the use of the site's open spaces and/or within introduced structures.

Policy 53 Once the Aboriginal significance of the site has been determined through Aboriginal community consultation, an Interpretive Strategy will be prepared for the site and used to inform development design – for example, incorporated within architectural elements, graphic art and innovative display of objects.

Policy 54 The SHR inventory sheet for the Bondi Beach Cultural Landscape should be amended to include reference to the Aboriginal significance of the area.

Guidelines

The Aboriginal heritage of the Bondi Pavilion and surrounds is considered to be of primary heritage significance. The whole of the landscape is imbued with intangible heritage values and the landscape has the potential to contain the tangible in the form of Aboriginal stone tools or possibly burials.

Future additions are likely to require excavation for construction of new structures, site infrastructure and landscaping. To manage such an impact it is important that before any additions are constructed that an Aboriginal archaeological and cultural heritage assessment is undertaken. The aim being to assess the impact of the proposed additions on the Aboriginal tangible and intangible cultural heritage values and objects and to provide management recommendations. Such an assessment should be undertaken in accordance with the following guidelines development by the Office of Environment & Heritage:

- *Due Diligence Code of Practice for the Protection of Aboriginal Objects in New South Wales.*
- *Code of Practice for Archaeological Investigation of Aboriginal Objects in New South Wales.*

The assessment should be undertaken in association with the La Perouse Local Aboriginal Land Council. If the assessment recommends that an Aboriginal Heritage Impact Permit (AHIP) is required then consultation should be undertaken in accordance with OEH's *Aboriginal cultural heritage consultation requirements for proponents 2010*. Please note these requirements do not need to be implemented for the initial archaeological and cultural heritage assessment. They should only be implemented if an AHIP is being applied for.

7.3.7 Historical Archaeological Heritage

Principle

Although the site has not been identified generally as a major archaeological resource, it has been associated in various ways with European settlement and development since the nineteenth century. The survival of early relics is likely to have been affected by the actions of the sea on Bondi Beach and by the

disturbance caused by human activity on the beach, the processes of development associated with Bondi Beach as a destination and by the disturbances caused by the construction of the Bondi Pavilion and its surroundings. However, there is still a possibility that historical archaeological remains will be uncovered at the Bondi Pavilion and its surroundings in the future and this possibility needs to be incorporated into the management of the place.

Policies

Policy 55 Undertake an archaeological assessment of the historical (European) archaeological potential of the Bondi Pavilion and its surroundings. The assessment should be undertaken by a qualified archaeologist and be consistent with Heritage Council of NSW guidelines.

Policy 56 Where possible, proposed excavation or ground disturbance at the Bondi Pavilion and within its surroundings should be kept to a minimum. If uncovered, historical archaeological relics should be retained in-situ wherever possible.

Policy 57 All archaeological investigation, recording, artefact cataloguing and reporting should be undertaken by a qualified archaeologist and in accordance with best-practice principles and consistent with relevant Heritage Council of NSW policies and guidelines.

Policy 58 Any artefacts found during excavation, ground disturbance or archaeological excavation should be appropriately cleaned, bagged, labelled, catalogued and stored in archive boxes. The artefacts should be provided to Waverley Council, which will need to provide an appropriate repository once reporting has been finalised.

Policy 59 Artefacts should be stored in a secure and weathertight location at the Bondi Pavilion in a manner that is consistent with best-practice principles.

Policy 60 Where previously unidentified substantially intact archaeological relics of state or local significance are uncovered during excavation, work in the vicinity must cease immediately and the Heritage Council of NSW notified. Work should not proceed until approval to do so has been provided by the Heritage Council of NSW or its delegate.

Guidelines

The potential historical archaeological resource of the Bondi Pavilion and surroundings is considered to be minor as so much of the site has been scraped, excavated or reworked.

Future additions at the site are likely to require excavation for construction of new structures, site infrastructure and landscaping. Such works have potential to impact remnant historical archaeological resources and should therefore be managed to avoid, minimise or mitigate impacts as much as possible. Where excavation or ground disturbance is unavoidable then it should be undertaken in such a way as to improve the understanding of the history and heritage of the site.

All archaeological finds should be assembled, catalogued and safely housed in the one place. Finds should be offered to Waverley Council for long term storage and display. Individual items might be removed to repositories elsewhere should particular research or interpretive reasons arise. The findings of any archaeological assessments and/or the results of archaeological investigations should be incorporated into site interpretation

7.3.8 Moveable Heritage

Principle

The Bondi Pavilion is the repository of a number of moveable items that contribute to the heritage significance of the place. These range from commemorative plaques to specially commissioned artworks and ephemeral items relating to various building uses. These items are valuable resources for interpreting the place, adding an additional depth of meaning to built fabric and the cultural landscape. The heritage significance of moveable items needs to be evaluated and significant items conserved and safeguarded against damage or potential loss.

Policies

Policy 61 Develop and maintain an inventory of moveable heritage items and establish security protocols for the protection of these items.

Policy 62 Undertake research and documentation to establish provenance, function, history and associations of the moveable heritage collection for its future use and interpretation within the site.

Guidelines

A comprehensive survey of the Bondi Pavilion should be undertaken to identify movable items of potential heritage significance. Identified items of moveable heritage significance should be retained in situ or in a weathertight and secure location at the site.

Any moveable item should be assessed for its potential heritage value before it is altered or disposed of. If the heritage value of a moveable item is not known, a precautionary approach should be adopted and it should be considered significant until an assessment is undertaken. To determine the significance of a moveable heritage item, a suitably qualified expert professional should be engaged to assess the significance of moveable heritage items and catalogue the items.

Management of moveable heritage items should be based on the guidelines provided by the document *Moveable Heritage Principles* (2000), jointly written by the NSW Heritage Office and the NSW Ministry of the Arts. If a moveable heritage item is to be disposed of, then it should be done in accordance with appropriate guidelines. If there are none in place, Waverley Council should consider formulating guidelines for future use.

Generally, it is preferable to leave any moveable item of heritage value *in-situ* or within the boundaries of the site. If this is not feasible or not an acceptable means of storing and protecting the item, then it may need to be relocated to an appropriate storage facility.

Potential salvaged items associated with modifications to the building may become available in the future and their significance should be identified prior to disposal. Consideration should be given to including these items for interpretive purposes in the new works.

7.3.9 Access and Connectivity

Principle

Public access to the Bondi Pavilion is available from the east along Queen Elizabeth Drive and from Campbell Parade. There is the need to improve and enhance access to the building to encourage public

use and enjoyment of the place. At the same time, consideration needs to be given to the control of vehicular access. The Pavilion and Park are encircled by roadways, which although historically significant carry greater volumes of vehicular traffic than when the Pavilion was completed. There is conflict between vehicular movements and parking, and pedestrian amenity. While the original design of the Bondi Pavilion and its surroundings took cars into consideration, pedestrian promenades and paths were also an important component of the place.

Policies

Policy 63 Continue to manage and enhance the area to the east of the Bondi Pavilion as a principal public point of entry to the place. Reinforce and enhance its sense of entry. Maintain and enhance the connections that it provides between Pavilion and Bondi Beach.

Policy 64 Upgrade and enhance entry to the Bondi Pavilion from the west.

Policy 65 Confine vehicular entry onto the Pavilion site to existing entrances.

Policy 66 Restrict all car parking on the Pavilion site to essential parking for deliveries and people with disabilities. General public visitor vehicle parking will generally be prohibited or authorised in the case of limited areas associated with events and programs.

Policy 67 Consider alternative ways of controlling traffic movement and vehicular parking so that the significance and setting of the place is enhanced.

Guidelines

Investigate the potential to upgrade and enhance entry to the Bondi Pavilion from the west and to provide visual connections between the western entry and Bondi Beach.

Investigate ways of improving parking at the Bondi Pavilion and minimising its impacts on the setting of the place.

Carefully upgrade and enhance the pedestrian amenity of the place and reinforce its historic role as a place for promenading beside Bondi Beach. The works will respect the heritage significance the place. It is permissible to adapt existing roadways to pedestrian use.

New footpaths in Bondi Park should only be considered after a thorough evaluation of the capacity of existing roads and paths and priorities for improving shared pedestrian and bicycle connections to and around Bondi Park. Any new footpaths should be installed if supported by, and in conformity with guidelines in, the Bondi Park, Beach and Pavilion Plan of Management.

The roadway aligned with Campbell Parade is an item of High heritage significance, although sections of it have been altered. It was designed as an integral component of the Bondi Pavilion Development and was constructed at the same time. Should the decision be made to remove sections of this road in the future, provision should be made to interpret the road as part of an interpretation strategy for the place.

Personal visitor movement within the Bondi Pavilion will be restricted to pedestrians only.

Any lighting on paths should be carefully designed and placed so as not to detract from significant views and vistas. Archival photographs show that lighting was a component of Bondi Park and the environs of the Bondi Pavilion from the beginning.

Temporary car parking is permissible to provide access for disabled persons, deliveries and for authorised visitors associated with special events or programs and activities.

Undertake investigation into the materials used for the original surface of early roads prior to undertaking any conservation and reconstruction works. The results of investigation should form the basis of the works.

7.3.10 Visitor Use and Management

Principle

There is the potential to further enhance visitation to the Bondi Pavilion by means of an attractive range of programs, activities, and events, but this will increase pressures on the cultural and natural significance of the place. Visitor use needs to be carefully managed so that these heritage values are retained and enhanced, at the same time allowing a rich and enjoyable experience for those using the place and its facilities.

Policies

Policy 68 Future use of the site should not compromise the intrinsic visual, physical and heritage qualities that contribute to the significance and experience of the Bondi Pavilion and its surroundings. Ensure that increased and diverse use is sustainable and the potential cumulative use impacts on the heritage significance are monitored and managed.

Policy 69 The Bondi Pavilion will be managed to achieve optimal public use through a diverse range of programs, events and activities in an appropriate and highly controlled way.

Policy 70 Manage temporary events and functions so that their potential impacts on the Bondi Pavilion and its surroundings are minimised.

Policy 71 Visitor-related infrastructure supporting increased amenity and new uses is not to be located in open areas across the site.

Policy 72 All new and temporary signage should be designed and located in accordance with a purpose-written signage strategy for the place.

Policy 73 Retain and conserve any original building signage as a means of enhancing interpretation.

Policy 74 Develop interpretation of the place to enhance visitor appreciation and understanding of its diverse levels of heritage significance. Interpretation of the heritage significance of the Bondi Pavilion and its surroundings should be undertaken in accordance with a detailed interpretation plan prepared for the place.

Guidelines

The design of new visitor-related infrastructure such as litter bins, seats, shelters and bicycle racks that are supporting new uses and increased amenity should be site specific and have a distinctive character.

Commission a purpose-written signage strategy for the Bondi Pavilion so that a consistent and high quality standard of signage is maintained for the building. Ensure the signage strategy establishes a high standard of graphics and design for all signage.

Carefully consider any future signage and its placement within the site so as it does not intrude on the open character of the parkland or on the significant architectural contribution of the Bondi Pavilion and the Surf Live Saving Clubhouse.

The provision of public and staff toilet accommodation on site will be confined, where possible, to the reuse and upgrading of existing toilet facilities. However, there is also the potential to relocate facilities to spaces of low heritage significance or to the careful introduction of new amenities into carefully designed and placed new buildings within the northern courtyard. Internal spaces of minor heritage significance could also be considered.

As appropriate, the provision of additional facilities and amenities to support temporary cultural events and activities on the site will be based on the principle of temporary supply and complete removal at the conclusion of the event or activity.

Rationalise and co-ordinate community notices and temporary items to minimise clutter and un-co-ordinated displays and information outlets within the Pavilion.

Guidelines – interpretation

The interpretation plan should be based on sound and up-to-date knowledge of the heritage significance of the place. It should be reviewed and evaluated whenever the CMP is updated.

Measures to enhance interpretation of the heritage significance of the Bondi Pavilion and its surroundings should be incorporated into proposals for change at the site based on the concepts and strategies contained within an interpretation plan. These concepts and strategies should also form part of any decision about future uses for the place and potential redevelopment.

Interpretation should seek to communicate with a wide variety of people through a range of communication methods, responsive to the needs of potential audiences within the local and wider community. In communicating to the visitor, it must be kept in mind that not all visitors are alike and each visitor brings a different level of understanding, needs and interests to the site. For instance, not all visitors are able to read English easily or at all, some visitors will have disabilities, large numbers of visitors will be children and some visitors will not be Australian so will not necessarily understand or agree with our national histories. Interpretation should therefore be designed to take diverse visitor circumstances into account.

The location, general layout and significant fabric of the pavilion, surf club and their surrounds provide the best evidence of interpretation of heritage values. Nevertheless, the loss of past bathing functions in the pavilion (such as change cubicles, towel hire, laundry, tunnel and shower connections, Turkish baths) makes it difficult to fully understand those uses. Opportunities exist to interpret such functions by exposing and utilising significant fabric in any conservation works, as well as through promotional and information brochures, photographs and public tours.

Guidelines – temporary events

The Bondi Pavilion and its surroundings are included in a Site specific exemption that applies to the Bondi Beach Cultural Landscape:

(G) Management of temporary events:

(i) Temporary use of sections of the Bondi Beach area, including Bondi Surf Pavilion, Bondi Surf Bathers Life Saving Club, North Bondi Surf Life Saving Club and Bondi Park, temporary road closures and the installation of temporary buildings, structures, fencing, facilities, exhibitions, artworks, crowd control barriers, stages, lighting, sound and public address equipment and signage for a period not exceeding 6 months where Waverley Council is satisfied that the activity will not affect critical views to and from Bondi Beach or materially affect the heritage significance of the listed area as a whole or the area in which the temporary events are to be undertaken.

Manage all temporary events in accordance with the site specific exemption.

Community and other events at the Bondi Pavilion and Bondi Park may require temporary buildings and structures. Temporary structures may include marquees, kiosks, stages, barriers and seating, large format screens, services and plant/machinery, temporary toilets (port-a-loos) and containers, sculpture and art installations, large inflatable structures such as jumping castles. They may also include ticketing booths, construction compounds and children's play equipment. In addition to the structures themselves there are associated impacts of car parking, pedestrian traffic, deliveries, servicing, security, signs and connections to services such as electricity and water. Despite their temporary nature, care must be taken to avoid adversely impacting significant fabric and the setting of the Bondi Pavilion and its surroundings. It should be noted that the cumulative impact of temporary structures as a result of multiple or repeated events can be much greater than structures for one-off events.

Careful planning and project management is necessary to prevent impacts on the heritage significance of the Bondi Pavilion and its surroundings. Manage wear and tear as a result of temporary events including erosion of grassed areas, damage to trees, soil compaction and general degradation to the landscape.

Temporary events should be staged in compliance with Waverley Council's relevant events guidelines and policies.

7.3.11 Maintenance Management

Principle

The nature of any built or landscape item is that its fabric or components will deteriorate due to the effects of age, weathering and use. Ongoing routine maintenance and repair are required to offset these effects. This is best achieved by preparing and implementing a program of planned maintenance, that is, inspection, condition assessment, routine and scheduled maintenance, and having a strategy for planned maintenance and repairs..

As a place of State heritage significance, the Bondi Pavilion and its surroundings are also subject to the statutory requirements under the *Heritage Act 1977* (NSW) to meet specified minimum standards of maintenance and repair.

Policies

Policy 75 The approach to maintenance management of the various buildings, site infrastructure, services and landscapes will be the general Burra Charter principle to do as little as possible but all that is necessary to retain and stabilise fabric or items and avoid the need for extensive capital replacement funds.

Policy 76 Prepare and implement a maintenance plan for the Bondi Pavilion.

Policy 77 All works including changes to building fabric and landscape features, particularly unavoidable changes to significant elements spaces or fabric should be recorded consistent with the heritage guidelines published by the Heritage Office.

*Policy 78 Maintenance of the building and infrastructure fabric should be undertaken on a planned cyclical basis. It should be based on a regular program of condition-based auditing taking into account base condition, level of current and future use potential and level of significance. Maintenance should be carried out in accordance with the NSW Heritage Office publication *The Maintenance of Heritage Assets: A practical guide*.*

Policy 79 Ensure the appropriate qualified team of consultants, tradespersons and supervisory staff is established to plan and carry out maintenance, conservation and capital works.

Guidelines

The minimum standard of maintenance to be undertaken is to prevent deterioration of building fabric, ensure weather tightness and keep vermin out of structures. Standards that must be met to ensure compliance with the provisions for minimum standards of repair and maintenance in the Heritage Amendment Regulation 1999 under the Heritage Act are Inspection, Essential Maintenance and Repair, Weather Protection, Fire Protection and Security.

- Establish a maintenance plan for the Bondi Pavilion. The maintenance plan will reference publications such as the NSW Heritage Branch document Minimum Standards of Maintenance and Repair.
- In addition to regular maintenance activities, prompt preventative action and repair should be taken as necessary and is a cost-effective way to achieve conservation. Prevention of continuing deterioration should take priority over widespread repair or reconstruction.
- Inspection and maintenance works should only be conducted by those with professional knowledge and demonstrated experience with buildings and materials of this nature.
- Aged fabric, which is not likely to be causing ongoing deterioration, should not be repaired for visual reasons if by doing so the patina of age and ability to successfully interpret various stages of use is degraded.
- Where repairs are required, new material should closely match original or adjacent materials. However, evidence of change should be identifiable on close inspection.
- Fabric, which is of exceptional or high significance but is hazardous, should be replaced with a suitable modern material to match existing profiles.
- Routine maintenance and renewal of existing landscaping, including garden beds and general landscaping, is a site specific exemption under the Heritage Act.

7.4 Conclusions

Application of the conservation policies for the Bondi Pavilion and its surroundings should be undertaken to retain and conserve the exceptional heritage significance of the place which has national, state and local significance, facilitate ongoing adaptive and sustainable reuse of the place to ensure ongoing conservation and enhancement of its recreational and cultural roles, and allow for sensitive and appropriate new development that will not impact adversely on the heritage significance of the place.

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APPENDIX A HERITAGE LISTINGS



List	National Heritage List
Class	Historic
Legal Status	Lands Act (25/01/2008)
Place ID	106009
Place File No	1/12/038/0010

Summary Statement of Significance

Bondi Beach is an urban beach cultural landscape of waters and sands, where the natural features have been altered by development associated with beach use and consisting of promenades, parks, sea baths, the surf pavilion and pedestrian bridges. The predominant feature of the beach is the vastness of the open space within an urban setting.

Bondi Beach is significant in the course of Australia's cultural history as the site of the foundation of Australia's first recognised surf lifesaving club in 1907. From Bondi the surf lifesaving movement spread initially to NSW, then to the rest of Australia and to the world. Along with the 'digger' and the 'bushman', the lifesaver has achieved an iconic place in Australia's cultural imagery. The lifesaver grew to become an accepted feature of the beach and, as beach guardian and symbol of what was seen to be good about being Australian, became woven into Australia's popular culture. As it was at the beginning, the SLSA has remained a voluntary organisation and a significant contributor to a well-established tradition of volunteering in Australia. SLSA is now Australia's largest volunteer water safety organisation, with a national membership in 2006 of 120,000 members representing 305 clubs. Surf lifesavers have rescued more than 320,000 people in the 80 years since records have been kept, with the number of rescues each season fluctuating between 8,000 and 12,000.

Bondi Beach is one of the world's most famous beaches and is of important social value to both the Australian community and to visitors. Bondi Beach is significant because of its special associations for Australians as a central place in the development of beach culture in Australia. It embodies a powerful sense of place and way of life. It is where Australians meet nature's challenge in the surf and is strongly associated with the bronzed Aussie myth of easygoing hedonism and endeavour balanced with relaxation. A place full of Australian spirit, synonymous with Australian beach culture, it is recognised internationally.

At the end of the 19th century, the beach emerged as an alternative cultural landscape to the mythology of the interior. The interior represented notions of toil and hardship against an often unforgiving landscape, while the coast evoked images of health and leisure in the equally unforgiving environment of the sea. During the Depression the Australian notion of beaches as egalitarian playgrounds took root and Bondi, with its strongly working-class constituency, became the epitome of that idea. The developing beach culture reinforced an already strong myth of Australian egalitarianism, of a nation where 'a fair go' was available to all. The constructed features, such as the sea baths and the surf pavilion demonstrate the development of the natural features of the beach to accord with daylight swimming, recreational beach culture, surf life saving, and associated beach sports. The Bondi Surf Pavilion building within its developed parkland setting is an important element of the site. Built in 'Inter War Mediterranean style', the Pavilion is outstanding for its place in the development of beach and leisure culture and is a famous landmark at Bondi Beach. The pool complex is significant for its strong associations with the famous 'Bondi Icebergs' winter swimming club as well as other swimming groups. The pool and clubhouse enjoy a strong nexus not usually enjoyed by other seaside pools. The site has been used continuously for organized swimming since before 1900 and has a strong social importance as a meeting place as well as a sporting and recreational facility. The Bondi Icebergs contributed strongly to this development. To many in Sydney they were seen as inheritors of the Anzac spirit – fun-loving larrikins not taking themselves too seriously, while still displaying the essential 'Anzacs' characteristics of a fair-go, generosity, and mateship.

Egalitarian in nature, the beach and surfing had a profound effect in changing our way of life, and developing our sense of national identity. The central role of beaches, and Bondi Beach in particular, in Australia's self image is reflected in the use of the beach by painters, filmmakers, poets and writers in exploring this new self image and reflecting it back to Australian society. Bondi has played a central role in this process, and has come to be viewed both within Australia and internationally as the quintessential Australian beach.

Official Values

Criterion A Events, Processes

Bondi Beach is significant in the course of Australia's cultural history as the site of the foundation of Australia's first recognised surf lifesaving club in 1907. From Bondi the surf lifesaving movement spread initially through NSW, subsequently to the rest of Australia, and then to the world. Along with the 'digger' and the 'bushman', the lifesaver has achieved an iconic place in Australia's cultural imagery. The lifesaver grew to become an accepted feature of the beach and a symbol of what was seen to be good about being Australian.

From its inception, Surf Life Saving Australia (SLSA) has remained a voluntary organisation and a significant contributor to a well-established tradition of volunteering in Australia. Today SLSA is Australia's largest volunteer water safety organisation, with a national membership in 2006 of 120,000 members representing 305 clubs (SLSA 2007). Surf lifesavers have rescued more than 520,000 people in the 80 years since records have been kept, with the number of rescues each season in recent years fluctuating between 8,000 and 19,000.

Criterion G Social value

Bondi Beach is significant because of its special associations for Australians, having a central place in the development of beach culture in Australia. Bondi Beach is one of the world's most famous beaches. With its golden sands, parks, and blue waters framed within rocky headlands, it has come to be seen both nationally and internationally as part of the Australian way of life and leisure. It is where Australians meet nature's challenge in the surf and is strongly associated with the Bronzed Aussie myth of enjoying hedonism and endeavour balanced with relaxation.

The beach and the surf lifesaving movement established at Bondi Beach facilitated a movement away from the restrictive attitudes of 19th century morality and the beach became the source of acceptable healthy pleasure. During the Depression the Australian notion of beaches as egalitarian playgrounds took root and Bondi, with its strongly working-class constituency, became the epitome of that idea.

The developing beach culture reinforced an already strong myth of Australian egalitarianism, of a nation where 'a fair go' was available to all. The Bondi Icebergs contributed strongly to this development. To many in Sydney they were seen as inheritors of the Anzac spirit – fun-loving larrikins not taking themselves too seriously, while still displaying the essential 'Aussie' characteristics of a fair-go, generosity, and mateship. Egalitarian in nature, the beach and surfing had a profound effect in changing our way of life, and developing our sense of national identity.

The central role of beaches, and Bondi Beach in particular, in Australia's self image is reflected in the use of the beach by painters, filmmakers, poets and writers in exploring this new self image and reflecting it back to Australian society. Bondi has played a central role in this process, and has come to be viewed both within Australia and internationally as the quintessential Australian beach.

Bondi Beach, Bondi Park and the headland reserves, the Bondi Surf Pavilion, the Bondi Surf Bathing Life Saving Club and North Bondi Surf Lifesaving clubhouse, and the Bondi Pool area and Icebergs building, together constitute an iconic place that is emblematic of the Australian beach experience.

Description

Bondi Beach is approximately 1.5km long and over 100m wide, the semi-circular arc of the beach is set in a flat basin flanked by elevated ridges extending to sandstone cliffs and headlands at the north and south ends, and enclosed by commercial and residential buildings. The gentle slope of the sand has resulted in a safe swimming beach for all age groups. Public access reserves contain the beach, the Pavilion, the club houses and bathing pools, and extend up onto the headlands at either end of the beach – Ben Buckler at the north and Mackenzies Point at the south.

History

19th century to 1920:

The attractions of sea bathing in Australia are almost as old as the colony itself. By 1803 Governor King had issued an edict forbidding convicts from bathing in Sydney Harbour because of 'the dangers of sharks and stingrays, and for reasons of decorum' (National Museum of Australia 2007: p.49). By 1834 the *Sydney Gazette* was reporting that bathing is 'the favourite recreation in Sydney', so much so that in 1838 bathing at Sydney's harbour and surf beaches was banned between 9.00am and 8.00pm on pain of fine (NMA 2006: p.49). The first drowning in the Australian surf was also recorded in the *Sydney Gazette* on 18 July 1818 at Bondi Beach (National Museum of Australia 2007: p.49).

During the middle of the nineteenth century the Bondi Beach area started to become popular for picnics and other recreational activities. This popularity has continued, with the exception of the war years, unabated to this day.

A grant of 200 acres (81 hectares) of land around the beach was first made in 1810 to William Roberts, and remained in the Roberts family until subdivided in 1852 by another family member, Francis O'Brien. In 1855, O'Brien made the beach and adjacent land available to the public as picnic grounds and a pleasure resort. He closed it in 1877, due to lack of control over people's rowdy behaviour. Although the land was freehold, calls were made for the beach to become a reserve. The Municipal Council of Waverley was proclaimed in 1879, and from that time efforts were made to establish the beach as a public reserve. Eventually in November 1881 an area at Bondi Beach was surveyed by the NSW Government, and in June 1882 an area of 25 acres 2 roods 16 perches (approx. 10.3 hectares) was resumed and dedicated as a public reserve. In 1885 the Council of the Municipality of Waverley was appointed Trustees of 'Bondi Park'. In November 1915 the area of the reserve was again increased to 32 acres 2 roods (approx. 13 hectares) (Clive Lucas et al 1997: p.68).

Until the twentieth century, sea bathing was restricted by legislation and was officially prohibited between 9.00 am and 8.00 pm by Section 77 of the *Police Offences Act (1901)*(NSW). This situation began to ease by the beginning of the twentieth century and the law never seems to have been vigorously pursued by the authorities (Clive Lucas et al 1997: p.108)

While the beach at Bondi is one of many surfing beaches along the coastline of metropolitan Sydney, Bondi was a particularly popular destination. The first tramway reached the southern end of the beach in 1884 and a regular tram service from Circular Quay to Bondi was begun in 1902. In 1911 these tramways were extended along the beachfront. The fast pace with which the early steam trams thundered down the final hill to Bondi Beach gave rise to the vernacular saying 'to shoot through like a Bondi tram' – to leave in a hurry.

Waverley Council erected the first shelter or surf bathing sheds in about 1903 and as a result of increased interest in surf bathing, a number of changes occurred including the building of bathing sheds (1911), the construction of a sea wall (1911 extended in 1915), construction of a marine drive (with tramway turning circle in the middle), tree reserves, and new club houses at Bondi and Bondi North Life Saving Clubs.

The world's first surfing newspaper, *The Surf* (later known as *The Surf and Suburban News*) was established in December 1917 by a group of Bondi surf bathers. As part of its mandate, the newspaper covered the activities of individual surf clubs along the coast. Details of rescue work during the period were also provided. During WWI club members on active service were sent copies of *The Surf* to keep them informed of events on their beach, and some regularly wrote letters to the Editor as a way of keeping in touch (Brawley 2007: pp.90-1)

In December 1883 residents petitioned Council for baths at the southern end of the beach, and in 1884 baths were built over a natural rock pool. In 1892 the Bondi Amateur Swimming Club (BASC) was formed. The baths were also used by the Bondi Ladies Amateur Swimming Club which was initially formed in 1907 (reformed in 1920), and which was for a time before World War II the largest such club in Australia. Several women champions came from the club including Pam Singleton who competed at the Melbourne Olympics in 1956. The two swimming clubs amalgamated in 1969. The popularity of the BASC contributed to Council's work on the pool. In 1898 the Baths were extended; and in 1911 they were remodelled. The pool was lengthened to 50 yards in 1915 and then 50m in 1930. In 1931 the baths were repaired although they were in need of rebuilding. The entire pool was repoured in 1978 but using the existing framework.

1920s and 1930s:

During the 1920s improvements to the beach, park and baths were adopted including a kiosk, surf shed, laboratories, band stand and increased pedestrian and vehicular traffic capacity. By the end of 1933 Waverley Council was reported to have spent approximately £162,000 on the improvement works (Clive Lucas et al 1997: p.72). The pavilion, and other works forming the rest of the scheme, were opened on 21 December 1929. The crowd of onlookers was estimated at 160,000 to 200,000. By 1928 the number of visitors carried by tram and bus to Bondi was estimated at 14 million, and by 1929 an average of 60,000 people were visiting the beach on a summer weekend day (Clive Lucas et al 1997: p.73).

The pavilion served several purposes, including offering changing facilities for swimmers, food outlets and entertainment venues. There were Turkish baths and a ballroom and entertainment areas on the upper floor that took advantage of the excellent location. Tunnels provided bathers with access from the change rooms to the beach under Marine Drive, from which bathers exited via the concrete groynes which also served to mitigate sand drift problems.

The use of the 'Mediterranean-Georgian Revival' style with the repeated symmetry of arched arcades, its low-lying form, use of terracotta Cordova-style tiles and white-cream walls proved to be an ideal style for a beach front setting. It has come to represent the lifestyle of the inter-war period for generations in Sydney. The pavilion at Bondi was the largest example of its type in Sydney. In addition to the change facilities provided on the lower floor, the upper floor of the pavilion was operated as a separate entertainment area providing dining and supper dances. It became a popular entertainment and social venue, most notable for Roy Starfield's Supper Dances. The pavilion was unique in Sydney for the time with a combination of entertainment facilities and fine location. The pavilion's planning originally also incorporated an amphitheatre at the rear, a relatively common feature at the time but the example at Bondi, however, was more sophisticated than others.

The park as part of the improvement scheme is arguably a landmark in the history of urban design in NSW because of its ambitious scale, date of construction and relative isolation at the time of construction. In view of its integrity it is also an exemplar of a trend in landscape design typical of the inter-war era (Clive Lucas et al 1997: p.110). In the park the use of pedestrian bridges and tunnels over and under Campbell Parade and Marine Drive was an imaginative engineering solution to the introduction of grand traffic thoroughfares (Clive Lucas et al 1997: p. 111).

The 1930s were a popular time at the beach and Bondi drew not only Sydneysiders but also people from elsewhere in Australia and overseas visitors. Advertising literature of the 1930s referred to Bondi Beach as the "Playground of the Pacific". The iconography centred on female bathers and the pavilion. This image of the pavilion and location at Bondi Beach came to represent at a national level an aspect of the Australian lifestyle, and the beach and the pavilion are integrally linked in this association.

1940s to the present:

The period of the early 1940s was dominated by World War II. After the outbreak of war with Japan, the Army took control of the beach and facilities including the Bondi Pavilion. In preparing the beach for defence against enemy landing the groynes of the pavilion (which projected onto the beach for access and stabilising sand drift) were demolished, and the beach front generally fenced off (Clive Lucas et al 1997: p.77). Despite these emergency measures the first floor of the pavilion at least continued in its pre-war mode with Roy Starfield's supper dances.

The war years of the 1940s produced far-reaching changes in the social and economic climate of Australia. Bathing patterns had changed, and the post-War popularity of the new nylon bathing costumes meant there was less reliance on changing sheds. The post-war era also saw increased use of cars which facilitated greater choice in the number of beaches that bathers could visit. The reliance on public transport began to fade. These developments affected the future of the pavilion, which Waverley Council (faced with the financial burden of maintaining the building) was ready to recognise (Clive Lucas et al 1997: p.77). An improvement scheme for Bondi Park and Beach was submitted to Waverley Council in January 1952 but never acted upon.

An indication of Bondi's significance at the time is that in February 1954 a "Royal Command" Surf

Carnival was held at Bondi Beach in the presence of Her Majesty Queen Elizabeth and His Royal Highness the Duke of Edinburgh. Bondi Beach had the distinction of being specifically chosen for the event. As a result of the event, Her Majesty gave permission for the Marine Parade to be renamed 'Queen Elizabeth Drive' (Clive Lucas et al 1997: p.77).

Although the beach was popular, Waverley Council was losing money on the pavilion. By 1959 the pavilion was unlicensed and the fabric of the building was declining. By the 1960s one third of the men's changing area was closed and the auditorium was rarely used (Clive Lucas et al 1997: pp.79-80). The pavilion generally declined during the 1960s, although an occasional plan was mooted about its future.

By the early 1970s the pavilion was seen as a white elephant. It was at this time that a reprieve and a new direction arrived, with the Bondi Theatre Group gaining approval to convert the ballroom into a theatre (Clive Lucas et al 1997: p.81). The theatre was opened by Prime Minister Gough Whitlam in 1975, and the pavilion became the centre of Waverley Council's cultural program in 1977 (Clive Lucas et al 1997: p.81). This saw the demolition of the change rooms, lockers, the former Turkish baths. The courtyard was replaced by a grassed amphitheatre, netball court, craft workshops, art gallery, child care centre, gymnasium and a restaurant, and the building was licensed again. The Bondi Pavilion Community Centre was opened by NSW Premier Neville Wran in 1978. In 1980 Council sponsored a mural in the courtyard, and in 1987 a new forecourt was constructed. Substantial repairs were carried out in the mid 1990s and by the late 1990s the pavilion was the centre for various community and cultural events (Clive Lucas et al 1997: p.82).

In 2000 the beach took on a new guise as the venue for the Sydney Olympic Games beach volley ball competition. Recent changes from 2007 to 2005 to the Bondi Surf Pavilion included construction of new forecourt community facilities by Tanner Architects; a glazed semi-circular addition to northern end of pavilion to house a seafood restaurant; restoration of the fenestration to northern end of the east facade; and relocation of the Foundation stone. In September 2007 female government leaders and spouses in Sydney for the APEC meeting were invited to lunch at the 'Icebergs' restaurant at Bondi Beach by the wife of the Australian Prime Minister, Mrs Janette Howard.

The Bondi 'Icebergs'

The well known Bondi Icebergs (regarded as 'cranks' at the time) were formed in 1929. The Icebergs grew out of a group of swimming enthusiasts who enjoyed swimming in winter. To be a member of the club, swimmers have to take the plunge into the icy waters of Bondi Baths on at least three out of every four Sundays during winter months, for a period of five years. The Icebergs did not have a clubhouse for the first three years of their existence. In 1932, a year after the baths had been extended, the Bondi Ladies Swimming club moved to a new clubhouse nearby and the Waverley Municipal Council offered their old premises adjacent to the pool to the Icebergs. The Icebergs would eventually take out a long lease on the clubhouse at an initial annual rental of one £1 (Andrews 2004: p.75). Additionally, on 14 June 1932 the Waverley Council Assistant Engineer submitted plans and specifications for the erection of a weatherboard club room for the Icebergs Club, at a cost of £150. These premises were to be their home for more than a quarter of a century, but by the mid-1950s it became obvious that a new clubhouse would have to be built. They had seen this coming and for several years had been putting aside money to help pay for the rebuilding. The 'Bergs' referred to this nest egg as the club's 'Frozen Assets'. Once again negotiations with Waverley Council got underway. The Council decided to build a new clubhouse on the condition that the Icebergs contribute the money they had been saving. The 'Bergs' cash contributed to around a third of the construction costs (Andrews 2004: p.75).

Of the rules under which the Bondi Icebergs operated, Rule 15B was regarded as the most important. Under Rule 15B members were required to complete three swims a month during winter months for five years, and if:

"A member fails to complete three swims in one calendar month during the winter season, he or she is then required to submit a written explanation to the Swimming Committee prior to the first Tuesday after the last Sunday of each month, giving their explanation for failing to complete the compulsory swims." The rule was rigidly enforced. Failure to offer an explanation, or where that explanation was rejected by the Committee, meant that the member was barred from the club for twelve months, and not even permitted to come to the club as a visitor (Andrews 2004: p.25).

The idea of grown men willingly swimming in the icy Bondi winter waters was the subject of long standing

jibes, both private and public. The Sydney press often reported on the winter antics of the 'Bergrs' and they were a source of inspiration for some of Australia's finest press cartoonists including Brodie Mack and Emile Mercier (Andrews 2004: p.55).

On 5 September 1971 members of the Icebergs club were involved in the dramatic rescue of a 27 year old woman parachutist from Cremorne, Mrs Pattie King. The desperate struggle to save the young woman was watched by more than 10,000 people who had gathered at Bondi beach to watch the finish of the first 'City to Surf' race (Andrews 2004: p.109). Mrs King was one of ten Australian Parachute Federation members who were to make a display jump from 10,000 ft and land on the beach. A sudden drop in the wind caused three of them to fall into the sea. Mrs King hit the water only five yards from MacKenzie Point beside the South Bondi baths, where 12ft waves were breaking onto the rocks. The Bondi Icebergs were lined up ready to start a race in the baths and two members immediately dived in to help (Andrews 2004: p.109). The two Icebergs reached Mrs King, but could not keep her head above the water, and with each wave she became more entangled with the parachute lines. The power rescue boat from the beach got to within 10 yards of the drowning woman and her supporters, and a crewman dived in with a line and tied it to the chute hoping to tow her away from the rocks but the boat itself was smashed on the rocks (Icebergs 2007). Fifteen Icebergs fought desperately to keep Mrs King up, but her parachute and sudden equipment were too heavy. She was underwater for about 20 minutes because she kept snagging on the rocky bottom (Icebergs 2007). Three doctors who had taken part in the City to Surf race tried desperately to resuscitate Mrs King, but she was to die four days later in hospital (Andrews 2004: p.110).

Because of their attempts to save her, the Bondi Icebergs became the first Club ever to receive the Certificate of Merit for Bravery of the Royal Humane Society of NSW (Andrews 2004: p.110).

In 1993 tests on the Icebergs clubhouse revealed that it was riddled with concrete cancer, and a massive upgrade was required (Andrews 2004: pp.137-8). Waverley Council was reluctant to bear the cost and recommended demolition and the disbandment of the club. The Labor dominated Council was also of the opinion that a 'men only' club was politically incorrect and had outlasted its usefulness (Andrews 2004: p.137). Members of the 'bergs' commenced a successful community campaign to save the club based on the slogan "Remember the Titanic" with 'SS Waverley Council' foundering on a Bondi Iceberg (Andrews 2004: p.138). During 1993 the Council rejected proposal after proposal, but the tide of public opinion was turning against it. The NSW Government under Premier John Fahey, weighed into the fight suggesting that the Icebergs clubhouse was an Australian icon. The Federal Opposition Leader, John Hewson, stated bluntly that the clubhouse would be demolished "over my bloody dead body" (Andrews 2004: pp.139-40).

Eventually the advertising and media tycoon, John Singleton, was to come to the club's rescue and secured financial support for the demolition of the old club building and the construction of new modern facilities. Singleton saw the Icebergs as iconic and something that all Australians held close to their hearts - larrikins who still had the discipline to complete their five years of swimming almost every winter Sunday (Andrews 2004: p.142). In October 1998 a \$10 million development application was lodged with Council for a four story building on the space of the old clubhouse. One of the Council's persistent objections to the Iceberg's club was removed when the club admitted women members as from May 1995 (Andrews 2004: p.147). The ground floor of the new club building, opened in 2002 and contains public facilities, with the first floor becoming the headquarters of Surf Lifesaving Australia, the heirs of the surf lifesaving organisation that had been born on Bondi Beach over ninety years earlier. The top two floors contain the Iceberg's clubhouse, and a restaurant to a design by Lazzarini and Pickering Architetti in conjunction with Tanner Architects completed in 2004.

The commencement of the Australian surf life saving movement at Bondi

Through the nineteenth century the rise in the popularity of swimming in Europe raised issues about the proper training of swimmers. The British Royal Humane Society educated people on resuscitation techniques and acknowledged the bravery of swimmers in rescues, but provided no instruction on how to actually effect a rescue and secure a patient. Impressed by the active approach to educating the public advocated by the Melbourne-based Royal Humane Society of Australasia, English swimmer William Henry and his friend Archibald Sinclair approached the English Royal Humane Society stressing the need for greater public education by the organisation, including practical instruction on securing and saving a drowning person (Rawley 2007: p.12). The two men and a number of supporters formed the 'Life Saving Society' in 1891. As the society's membership grew a handbook of practical lifesaving techniques was

formalised which borrowed heavily from the squad drill section of the 1892 British Infantry Drill Book and the Manual of the Medical Staff Corps (Brawley 2007: p. 12).

The late 1880s also saw swimming pools and swimming clubs appear throughout the Sydney metropolitan area. In part, public interest in swimming was fuelled by the efforts of a group of commissioned and senior non-commissioned officers of the NSW Army Medical Corps, who were stationed at Victoria Barracks at Paddington in Sydney. Aware of the benefits of exercise for health, the group saw swimming as an especially restorative pastime and many of the early swimming clubs that emerged at this time were formed as a direct consequence of the initiatives set in motion by these men (Brawley 2007: p. 12).

The increasing popularity of bathing in Sydney raised a number of issues concerning the prevention of drowning. Given Henry and Sinclair's assertion that a lifesaving instructor should be familiar with the Infantry Drill Book, John Bond of the NSW Army Medical Corps took on the mantle of instructor of a life saving class (Brawley 2007: p.14). He moved to Waverley in 1892, became interested in the activities of the Waverley Amateur Swimming Club and spent time coaching other club members in life saving techniques. With the success of Bond's early classes, the Waverley branch of the Life Saving Society sought to expand its activities to the nearby Bondi Baths by affiliating with the Bondi Amateur Swimming Club. A demonstration by Bond and his students in lifesaving techniques was held at the Bondi Baths on Commemoration Day 1895 (Brawley 2007: p.12). For his achievements in the introduction of early lifesaving techniques and training Bond was elected a life member of the Bondi Beach Surf Lifesavers Club in March 1909, and inducted into the SILSA Hall of Fame on 18 March 2005 (SILSA 2007).

There has always been a debate in surf lifesaving circles about whether the first surf lifesaving club was at Bondi or Bronte Beach. In late 1906 a local man nearly drowned at Bronte. Responding to this incident, a group of his friends began to meet irregularly on Sunday afternoons to train in the use of the lifeline positioned on the beach by Waverley Council. In February 1907 a rescue at Bronte nearly had fatal results when the lifeline was not immediately available because the group were training with it, and as a result Waverley Council ordered the group to cease their activities (Jaggard 2006: p.34). Because of the Council's chastisement of the Bronte irregulars, bathers at Bondi resolved to place their attempts to protect the public on a more formal footing. In consequence of the drowning of 16 year old Reginald Bourne at Bondi on 10 February 1907 (Brawley 2007: p.31), what is now regarded as the world's first formally documented surf life saving club, the Bondi Surf Bathers' Life Saving Club (HBSBLISC 1956: p. 10), was formed at the Royal Hotel, Bondi Junction, on 21 February 1907 (NMA 2006: P.3).

As the city's beachside councils accepted their control of the beaches in the wake of the passage of the *NSW Local Government Act (1906)*, they looked beyond issues of protecting surf bathers and decided that issues of public decency related to surf bathing would also be their responsibility. At the beginning of the surfing season of 1907/08, Manly, Waverley and Randwick councils issued ordinances concerning acceptable dress for surf bathers. Many bathers regarded the new costume code as draconian. Further, the costume itself was seen to be impracticable and dangerous for bathers and surf lifesavers. The Bondi Surf Bathers Life Saving, Manly Surf Club, and a private social swimming club on North Steyne Beach launched a campaign against the new costume ordinance. It was as a result of this that the clubs decided that an umbrella organisation representing all the emerging surf clubs on Sydney's beaches would be desirable. The meeting to form this umbrella body took place at the Sydney Sports Club on 18 October 1907, and resulted in the creation of the New South Wales Surf Bathing Association. This was the parent body of today's organisation, Surf Lifesaving Australia, and it is from this date that the surf lifesaving movement in Australia marks its birth (NMA 2007: P.3).

The aims and objectives of the Bondi club were to train members on how to rescue a drowning person, the correct procedure in resuscitation, to provide efficient life-saving apparatus, to regulate surf bathing, and to promote surf bathing as a sport and recreation. Many of the key features of surf rescue were laid down in these early years, and several were Australian inventions. The custom of surf patrol members wearing red and yellow quartered caps to identify themselves as lifesavers commenced at Bondi during the summer of 1907-08 (Brawley 2007: p.61). The surfboat developed from small open boats such as those used by the Sly brothers of Manly from 1903 to rescue distressed bathers from the surf. The first surf ski was made in 1913 and adapted for lifesaving by the 1930s. Resuscitation methods, which were on the whole imported from overseas, also changed markedly over time (NMA 2006: p.5). From 1922, Association-patrolled beaches gradually began to have manned lookout towers or vantage points with

shark alarm bells, and even shark harpoons in surfboats. To recognise the valour of surf lifesavers and the very great demands made on them in the course of rescues, the Surf Bathing Association introduced the Meritorious Awards system in 1919 (NMA 2006: p.5).

Along with the lifesaver's cap, flag and surfboat, the surf-reel is one of the most identifiable of surf lifesaving's objects. A model reel was developed by members of the Bondi Club, Lyster Ormsby, John Bond, and Percy Flynn, using a cotton reel and hair pins, and the first prototype was manufactured by a Sydney firm of coachbuilders, Olding and Parker (HBSBLS: p.8). This reel was first used at Bondi in a display on 23 December 1906 (My Beach 2007). The reel, line and belt were used in lifesaving rescues for seven decades, and events centred on the reel became a regular element of surf lifesaving carnivals. Since the introduction of the inflatable rescue boat (IRB), the rescue board and the rescue tube in the 1970s and 1980s, the reel has gradually been relegated to competition use only (NMA 2006: p.7). But it remains an important symbol for surf clubs around the country, and even today in the March-past at Australian surf carnivals each club squad consists of a standard bearer and a 'rescue and resuscitation' party carrying a reel emblazoned with the club's name and crest.

The Bronze Medallion was introduced in 1910 by the Surf Bathing Association as its measure of proficiency, and is still the basic qualification required to perform surf rescues today. The Association's Bronze Medallion proficiency test included use of the reel, and it was adopted widely in New South Wales and interstate, and remained largely unchanged for decades (NMA 2006: p.7). The first Bronze Medallion squad was examined at Bondi Beach on 2 January 1910, and the Bondi Surf Bathing Life Saving Club's Sid Fullward was the first man to gain a Bronze Medallion (HBSBLS: p.10).

The first woman to gain her Bronze Medallion was Edie Kieft of Greenmount in northern NSW. Kieft was 15 years old when she qualified for her Bronze Medallion in January 1923, and was 84 when she finally received the award, since women were not allowed to become full members until 1981. Because Kieft had registered using only her initial and surname, the Surf Bathing Association of New South Wales didn't realise she was a woman. When they discovered that 'E' stood for Edith, they withheld the award. Kieft (by now Mrs Rowe and a grandmother) was finally awarded her bronze medallion in 1991 (NMA 2006: p.9). Women now comprise 40 per cent of club membership. The first woman surf club captain was selected in 1987, although it was not until 1998 that a woman became a member of SLSA's governing National Council (NMA 2006: p.24).

Sunday 6 February 1938 - [Black Sunday](#) - brought home to the Australian public the value of the volunteer surf life savers who manned Sydney's beaches. An estimated 35,000 people were on Bondi beach, and a large group of lifesavers were about to commence a surf race when three freak waves hit the beach and hundreds of people were swept out to sea (Brawley 2007: p.133). Eighty lifesavers went to their aid and many of these lifesavers had to be saved themselves, as desperate swimmers grabbed onto rescue lines and dragged them underwater. Due to the dedication of the lifesavers 300 people were eventually rescued (Australian Culture and Recreation Portal 2007), 60 immersion cases required treatment, while 35 were unconscious and required resuscitation (Jaggard 2006: p.28). As more and more people were rescued the Bondi clubhouse began to resemble a hospital emergency ward. Four people did not respond to resuscitation, and the body of a fifth was recovered some days later (Jaggard 2006: p.28). Bondi's 'Black Sunday' remains the largest mass surf rescue recorded in Australia's history.

The events of 'Black Sunday' 1938 had taken place against the backdrop of Europe's descent into war and chaos. At this time the Australian surf lifesaver offered an alternative vision to the ideals of masculinity promulgated by Nazism and Fascism. Writing of the achievements of Bondi's lifesavers during the events of Black Sunday, English writer Paul McGuire informed Britain that: 'Australian Surf and Life Saving Clubs are volunteer services, regiments with an heroic tradition earned in the saving, not the slaughter of life'. (quoted in Brawley 2007: p.144)

Within 18 months of the events of Black Sunday, Australians would again be at war and as they had 25 years before, Bondi's lifesavers would answer the call in numbers that rivalled and surpassed the enlistment rates of any other Australian community organisation (Brawley 2007: p.144). Records show that 210 club members enlisted in the armed services, of which 14 were to die on active service (HBSBLS: p.22).

The familiar red and gold flags that have become to hold an enduring place on Australian beaches were introduced at Bondi during the war, when reduced club membership made it difficult to patrol the whole beach. The flags would be positioned along the safest stretch of water, and bathers advised to 'swim between the flags'.

The Bondi march-past pennant became part of Australian military folklore. In February 1940 the club had paid £6 to have a replacement standard made. When the club's pre-war standard bearer in march-past competitions enlisted in mid-1940, he took the old standard to the Middle East with him. On meeting other lifesavers he asked them to donate their unit colour patch or other insignia, which was then sewn onto the pennant. The pennant travelled through the Middle East and the Pacific before advancing into the Philippines with MacArthur's headquarters, collecting patches as it went. It was returned to the club in November 1945, and remains on display in the clubhouse (Brawley 2007: p.161).

Many Bondi lifesavers took their interest in surf lifesaving with them to war. During their time in Palestine, the 2AIF found a number of beaches at which its men and women could relax. In the wake of several unfortunate drownings, Australian military authorities began to seconde former surf lifesavers to patrol beaches such as Tel Aviv and Neuserat. As well as beach patrols, the 2AIF also held a number of surf carnivals as a means of rest and recreation (Brawley 2007: p.161). At a carnival at Tel Aviv beach in September 1941, watched by General Sir Thomas Blamey, a nine event program included a march-past, rescue and resuscitation, and a surf race. A carnival at the same beach in October 1941 attracted 160 entrants for the surf race, 24 teams for the rescue and resuscitation competition, and 28 teams for the beach relay (Jaggard 2006: p.194).

In the Pacific campaign surf lifesavers also found themselves back on beaches doing patrols to protect their brothers and sisters-in-arms. In 1944 Australian units were sent to the island of Bougainville in the Solomon Islands to replace American units needed for the invasion of the Philippines. Torokina Beach was out of bounds to the then resident American forces after a number of drownings. The Bondi men joined with a number of other surf lifesavers from New South Wales and Western Australia to form the Solomon Islands Surf Life Saving Club at Torokina. The Solomon Islands Club patrolled the beach, and held carnivals. More than 5,000 spectators watched the 1945 carnival (Jaggard 2006: p.194). By mid-1945 the club had 286 members including over 100 Bronze Medallion holders (Jaggard 2006: p.194). By the time the club disbanded at the end of the war, they had trained and examined 300 members of the military for the Bronze Medallion (Brawley 2007: pp.161-3).

Following the War, the internationalisation of the surf lifesaving movement gained pace. On the evening of 2 November 1953 at the London Coliseum, a Royal Command Performance took place before the newly crowned Queen Elizabeth II. The performance concluded with an 'Australian Tableau' which included cricketers, servicemen, and Indigenous peoples. At the rear of the tableau, dominated by a large flag, were six lifesavers dressed in Bondi march-past costumes and caps and the flag was Bondi's march-past standard. The Queen subsequently issued a royal command to the Surf Life Saving Association of Australia to hold a 'Royal Surf Carnival' at Bondi Beach during her tour of Australia in 1954. It was held on 6 February, 16 years to the day after the momentous events of 'Black Sunday' (Brawley 2007: pp.202-3). Both royal events were widely reported in the Australian and international press and stimulated interest in the surf lifesaving movement.

At the 1956 Olympic Games in Melbourne, the opportunity was taken to hold an international surf carnival at Torquay beach outside Melbourne. Teams from California and Hawaii in the USA, as well as from New Zealand, South Africa, the United Kingdom, and Ceylon took part in front of crowds of athletes and visitors that had come to take part in the Olympic Games (Walding 2003: p.22). Many of these teams and athletes were to take Australian life saving techniques back to their homelands. Another more significant outcome from the carnival was the formation by the representatives of the participating nations of the International Council of Surf Lifesaving.

Another major evolution in the development of post-war surf lifesaving in Australia was the encouragement of pre-adolescent members, or 'Nippers', during the 1960s. The Nippers program was introduced to arrest falling membership and to attract young people aged from eight years to young teens to surf lifesaving. While there had been junior clubs in the 1920s and 1930s they were essentially in name only, whereas Nipper members had the opportunity to learn and participate. The first Nippers group

started in the Illawarra club, NSW, in the mid-1960s and the concept soon spread interstate. The first interstate carnival specifically for Nippers alone was held in January 1972 at Palm Beach in Queensland. Within two years, teams from New South Wales, Queensland, Tasmania and Western Australia were competing, and other states followed (NMA 2006: p.24).

In 1991 the Surf Life Saving Association of Australia changed again to ' [Surf Life Saving Australia](#) ' (SLSA), its present name. Today SLSA is Australia's largest volunteer water safety organisation. By 2006 there was a national membership of 120,000 members representing 305 clubs (SLSA 2007). Forty percent of these active members are female (Jaggard 2006: p.223). Surf lifesavers have rescued more than 520,000 people in the 80 years since records have been kept, with the number of rescues each season in recent years fluctuating between 8,000 and 12,000. An [independent economic study](#) conducted for SLSA in 2005 concluded that if not for the presence of volunteer surf lifesavers, 485 people would drown each year and 313 would be permanently incapacitated as a result of accidents in the surf (Australian Culture and Recreation Portal 2007). The study found that the economic and social value of surf lifesaving services provided by volunteer lifesavers is worth more than \$1.4 billion per year (SLSA 2007). Today in NSW, over 58,000 members spend in excess of 270,000 voluntary hours patrolling 129 clubs to protect 1,590 kilometres of coastline from Fingal Beach in the north to Pambula Beach in the south (SLSNSW 2007). During the 2006-07 season they performed 6,319 rescues, 188,824 preventative actions and treated 30,940 first aid cases.

Condition and Integrity

The condition of the place is good. In recent years considerable efforts have been made to clean the beach water of pollutants by lengthening the Bondi sewerage outfall. Portions of the weathered sandstone dykes were previously used by Waverley Shire Council as a garbage dump is now discontinued. The major potential danger is from vandalism and abrasion from increasing pedestrian tourist traffic. The pavilion has been repaired and refurbished on several occasions; substantial works were undertaken in the 1970s and the 1990s. An external visual inspection made by Clive Lucas Stapleton & Partners in 2007 for Waverley Council found the condition of the Bondi Surf Pavilion and the Bondi Surf Bathing Life Saving Club Building to be generally satisfactory, and that routine maintenance is carried out. There are no aspects of the physical condition of the building which affect the significance of the pavilion. The landscaped area of Bondi Park, including the picnic shelters and footpaths, were the subject of an upgrade in late 2003 and are generally in fair condition. There is signage over the facade and various alterations have been made. In 1994, the Icebergs' clubhouse and pool area at the southern end of the beach was in a poor state of repair including waterproofing problems and concrete cancer. In 2002, a new Iceberg's clubhouse was opened.

Location

About 65ha of land and water, comprising generally the beach, surf life saving clubs, pavilion, parks, promenades, cliffs and ocean waters between Ben Buckler and Mackenzies Point; being the areas enclosed by a line commencing at the southern end of Notts Avenue then proceeding north-westerly along the easterly edge of Notts Avenue to Campbell Parade, then northerly and easterly via the seaward edge of Campbell Parade to its intersection with Ramsgate Avenue then easterly and southerly following the southern and western edge of Ramsgate Avenue to the northern boundary of 77 Ramsgate Avenue, then westerly and southerly along that boundary and the western boundaries of 77 to 111 Ramsgate Avenue to the southern boundary of 111 Ramsgate Avenue, then via that boundary to Ramsgate Avenue, then southerly via the western side and alignment of Ramsgate to the cliff top at Ben Buckler, then easterly via that cliff top to the eastern alignment of Ramsgate Avenue, then northerly via that alignment to the southern end of the road reserve on the south side of 168 Ramsgate Avenue, then easterly via the southern side of that reserve to the eastern alignment of Brighton Boulevard, then via that alignment directly to low water mark at Ben Buckler, then via low water to the most southerly point of Ben Buckler, then south westerly directly to the most easterly point at low water on Mackenzies Point, then westerly via low water mark on the southern side of Marks Park to the alignment of the eastern boundary of 25 Kenneth Street, then northerly via that alignment to the southern edge of Kenneth Street, then easterly via the southern edge of Kenneth Street to the eastern edge of Marks Lane, then north via the alignment of the eastern edge of Marks Lane to the northern side of Fletcher Street, then east via the northern edge of that road to the cliff top to the south west boundary of Lot 1/715 DP752011, then easterly and northerly via the boundaries of Lots 1/715, 714 and 713 DP752011, so that they are excluded, to the southern end of Notts Avenue.

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State Heritage Register: Bondi Beach Cultural Landscape



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Bondi Beach Cultural Landscape

Item details

Name of item: Bondi Beach Cultural Landscape
Other name/s: Bondi Beach, Bondi Surf Pavilion and Bondi Park, Bondi Surf and the North Bondi Surf Club.
Type of item: Landscape
Group/Collection: Landscape - Cultural
Category: Other - Landscape - Cultural
Location: Lat: -33.8909722343 Long: 151.2767372210
Primary address: Queen Elizabeth Drive, Bondi Beach, NSW 2026
Parish: Alexandria
County: Cumberland
Local govt. area: Waverley

Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number
CROWN LAND				500040
PART LOT	1746		DP	726692
PART LOT	1749		DP	726661
LOT	1		DP	911546

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
Queen Elizabeth Drive	Bondi Beach	Waverley	Alexandria	Cumberland	Primary Address

Statement of significance:

Bondi Beach, Bondi Park, Bondi Surf Pavilion, and the Bondi Surf Bathers Life Saving Club building form a cultural landscape of State significance as an iconic representation of the Australian beach experience. The place is historically significant as the site of many 'firsts' and other significant events in surf lifesaving, and as the largest beach improvement scheme to be carried out in the interwar years. The place demonstrates the rapid increase in popularity of beach-going once restrictions on surf bathing were eased in the early 20th century.

The place is of social and aesthetic significance as a landmark, recognised internationally as a symbol of Australia's popular beach culture. While the Bondi Surf Pavilion has been modified over time, the relationship of the building to the promenade and beach, as well as the park and its intact features (including two concrete pedestrian bridges with standard lamps, the promenade, and numerous pathways in original locations), retains its integrity to the 1928 beach improvement design.

Date significance updated: 23 Sep 05

Note: There are incomplete details for a number of items listed in NSW. The Heritage Branch intends to develop or upgrade statements of significance and other information for these items as resources become available.

Description

Designer/Maker: Pavilion - Robertson and Marks (Leith C. McCredie, architect), Bondi SLSC - c.1934 Ross & Rowe.

Builder/Maker: Bondi Pavilion: John Howie & Sons.

Physical description: Bondi Beach is located between Ben Buckler Head and McKenzie Point, and is approximately one kilometre long and ranges in width from 50m at the north end to 100m at the south end.

Bondi Park is bounded by Campbell Parade to the west and Queen Elizabeth Drive and Bondi Beach to the east. The park is largely grassed, with a number of picnic shelters, walkways, and tree plantings. Situated within the park, the Bondi Surf Pavilion is the dominant architectural feature in the immediate vicinity of Bondi Beach.

The Bondi Surf Pavilion is constructed in the Mediterranean/Georgian revival style and consists of a central double storey structure fronted by a single storey arched colonnade and flanked by single storey wings at either end with colonnaded walls surrounding two internal courtyards. The walls are cement rendered masonry, the floors are reinforced concrete and timber, the roof is timber framed with concrete roof tiles, and the windows and doors are timber framed and glazed. The joinery at the northeastern end of the building is original. The Bondi Surf Pavilion currently includes a theatre, a gallery, an amphitheatre, a basketball court, several meeting rooms, a restaurant, change rooms and toilets.

Also located within Bondi Park are the Bondi Surf Bathers Life Saving Club and the North Bondi Surf Club buildings.

Physical condition and/or Archaeological potential: 2007 - The preliminary matters of concern arising from detailed condition report commissioned by Waverley Council include the presence of lead paint, the noncompliance with the Building Code of Australia (BCA) of the theatre in terms of egress and fire control, and the rusting of a number of major structural beams.

An external visual inspection made by Clive Lucas Stapleton & Partners for the purposes of this nomination found the condition of the Bondi Surf Pavilion and the Bondi Surf Bathers Life Saving Club Building to be generally satisfactory, and that routine maintenance is carried out. There are no aspects of the physical condition of the building which affect the significance of the pavilion.

The landscaped area of Bondi Park, including the picnic shelters and footpaths, were the subject of an upgrade in late 2003 and are generally in fair condition.

The archaeological potential of the study area has not been assessed in detail. There is some scope for archaeological remains to provide information on earlier structures, such as the early bathing sheds, located in the area of Bondi Park.

Modifications and dates: **Date condition updated:** 20 Jul 07
Changes to the Bondi Surf Pavilion building included the following:
- 1931 Erection of outdoor auditorium which incorporated the caretaker's quarters in the first floor;
- c 1942 Groynes demolished as part of wartime preparation of Bondi Beach for defence against enemy landings;
- 1940 Two additional exits and stairways, emergency exit lights, additional lavatory accommodation, fire

fighting equipment, and ventilation to the ballroom in order to obtain a licence under the Theatre and Public Halls Act)

- 1955 Tenders called for operation of the Bondi Surf Pavilion. Description in tender documents stated that the pavilion had been recently renovated and was in a good state of repair. Further details are not known;
- 1968 Reconstruction of walls of the Bondi Surf Pavilion for structural reasons;
- 1972-75 Former ballroom converted to theatre;
- 1977-78 Change rooms, lockers, Turkish baths, courtyard demolished and replaced by large grassed area, amphitheatre, netball court, workshops for craft classes, art gallery, child care centre, two gymnasiums, restaurant as part of conversion of pavilion to a community centre;
- Unknown date (probably in the 1970s) Reversal of auditorium (audience seating moved from west of pavilion to inside pavilion courtyard);
- 1980 Courtyard walls painted with murals along the theme of 'Bondi the Beautiful' based on 1920s images of Bondi;
- 1985 Ceramic murals installed in foyer of the Bondi Surf Pavilion; and
- 1980s Semi-circular pergola constructed to south of the Bondi Surf Pavilion.

Recent changes from 2002 to 2005 to the Bondi Surf Pavilion included the following:

- Repainting of the pavilion and construction of new forecourt;
- Glazed semi circular addition to northern end of pavilion to house seafood restaurant;
- Building constructed in south courtyard;
- Fenestration to northern end of east facade restored;
- Stormwater pipes fixed;
- Alterations for gelato bar at southern end of east side; and
- Foundation stone relocated.

Changes to the Bondi Surf Bathers Life Saving Club building included the following:

- 1951 Additions to provide a gear room;
- 1970s/1980s Additional rooms constructed to south west of original building; mezzanine level added, first floor extended to east; and
- 2003 New boat shed. Changes to the North Bondi Surf Life Saving Club included the following:
- 1950 Observation Room completed;
- 1978 Demolition of top floor of building, to be replaced by a 'VIP room'; and
- 2006 Development Approval granted for works which will substantially alter the external appearance of the building. (Works not yet commenced - January 2007).

Changes to the Bondi Park included the following:

- 1970s Pipe handrails along Queen Elizabeth Drive replaced; pathway paving rehabilitated;
- 1980s Pavilion forecourt area reconstructed; and
- 2003 Moulded concrete skate park (in place of earlier skate ramp in southern section of park); also landscape works including new pathways.

10/2013 Marine Discovery Centre at Bondi Pavilion closed. Waverley Council call for expressions of interest for the space.

Further information:

Other harbour and ocean beaches in NSW where interwar beautification and/or improvement schemes were carried out by local authorities include Balmoral, Cronulla, Manly, Nobbys and Bar beaches (Newcastle), North and South beaches (Wollongong), Thirroul, The Entrance and Foster.

Extant pavilions of significance dating to the interwar period include the following:

- Manly Cove Pavilion - Mediterranean style, two storey, tiled roof, with colonnade and tile inlay decorations; located on the harbour side of Manly;
- Balmoral Bathers Pavilion - Mediterranean style, two

storey, located on popular harbour beach in landscaped setting with associated rotunda;

- Cronulla Beach Surf Pavilion - Interwar Stripped Classical style, adjacent surf club house constructed at the same time (1940);
- Bar Beach Surf Pavilion - accommodated 600 visitors, contained surf club and kiosk, Spanish Mission and Art Deco styles, completed in 1943;
- North Beach Bathing Pavilion - Interwar Functionalist style, completed in 1930, single storey central pavilion with open-roofed dressing areas on either side;
- Newport and Freshwater Beaches - Mediterranean style pavilions with shared dressing and surf life savers' accommodation; and
- At The Entrance, a Mediterranean style surf life saving clubhouse was built in 1936 and designed as a pavilion to accommodate public changing rooms.

Current use: Pavilion - Cultural Centre, theatre, gallery, amphitheatre (open air cinema).

Former use: Pavilion[dressing cubicles/Turkish baths/dining rooms/ballroom/shops/sunbaking]

History

Historical notes:

Waverley:
Waverley took its name from the title of a book by the famous Scottish author and poet, Sir Walter Scott. Its connection with the suburb of Waverley comes through Barnet Levey (or Levy, 1790-1837) who came to Sydney in the 1820s to visit his brother. When he saw how prosperous the city was becoming, Levey decided to settle here and set up a business as a general merchant. In 1831 he was granted 60 acres in the area bounded by the present Old South Head Road, Birrell Street, Paul Street and Hollywood Avenue. He must have occupied the land before the official grant because he built himself a substantial two story home on Old South Head Road in 1827, naming it Waverley House after the book by his favourite author. As time passed the house became a distinctive landmark and gave its name to the surrounding district, which was simply called Waverley. Levey established Sydney's first permanent theatre behind his shop in George Street. His projects consumed all his money, and when he died in 1837 he left a widow and four children in poverty. In 1837 the house was taken over for a Catholic school or orphanage, but it was demolished early in the 20th century.

Waverley municipality was proclaimed in 1859. By the 1880s trams were running to the beaches in the Eastern Suburbs and Waverley became a popular picnic spot. Waverley Park had a splendid oval, used by the established Waverley District Cricket Club.

Waverley Cemetery was established in 1877 on the site of the old tram terminus, on a beautiful site near the ocean. It houses many historically notable people.

The 1866 NSW Gazetteer described Waverley as having Clough's Windmill, Allan's Soap Works, Dickson's Soap and Candle Works and Scott's Blacking and Fireworks Factory. There were also four quarries producing excellent freestone. Today however, it is an attractive residential suburb, just west of Tamarama Beach (Pollan & Healy, 1988, 266-7)

Bondi Beach:
Bondi Beach and Bondi Park were part of the Bondi Estate originally granted to William Roberts in 1810. Although the area was in private ownership, the use of the beach by the public was made permissible by the owners from 1855, and the foreshore lands became popular as a picnicking and pleasure resort.

In 1882, an area of 25 acres at Bondi Beach was dedicated as a public reserve. Early improvements following the dedication included baths opened c1889, bathing sheds

were erected in 1903, and a weatherboard shed for the Bondi Surf Bathers Life Saving Club was built in 1907. The Bondi Surf Bathers Life Saving Club and the North Bondi Surf Club were founded in 1906, and are two of the oldest surf clubs in Australia. The present clubhouse of the Bondi Surf Bathers Life Saving Club was constructed in 1934, and the present club house of the North Bondi Surf Club was opened in 1933.

A number of improvements ensued. In 1911, bathing sheds accommodating 750 men and 250 women were opened, described as the "finest bathing accommodation of any of the ocean beaches" (*Sydney Morning Herald* 14 February 1911, p. 9). A shed for the North Bondi Surf Life Saving Club was provided in the same year. Between 1911 and 1920, the sea wall at Bondi Beach was constructed. Funded by the State Government, the work was carried out by the Public Works Department. The wall was an early attempt to control the drifting sand problem experienced at Bondi, but only met with partial success. In 1924 the sand dunes at the north of the beach caused the sea wall to fail.

In 1923, Waverley Council implemented a Bondi Beach and Park Improvement Scheme. An open competition called on designers to provide a kiosk and surf sheds, three lavatory blocks with separate accommodation for males and females, a band stand, layout of the park surrounding the buildings, increased pedestrian and vehicular traffic capacity and elimination of cross traffic over the Marine Drive and Promenade. The architectural firm of Robertson and Marks won the competition with a design which was semicircular in plan, with a circular core, and a Classical style elevation to the beach. This design, as well as improvements to the park and ancillary structures, including car parks, radiating paths, and bridges, was estimated to cost (Pounds)100,000. Encountering difficulties in funding the project, in 1926 Waverley Council instructed Robertson and Marks to revise their scheme to include fund raising elements, such as baths. The plans for the park, sea wall, and traffic provisions were further amended on the basis of recommendations from the Commission of Inquiry into the scheme held by the Department of Local Government. The Inquiry accepted the revised scheme in 1927, and Waverley Council secured a loan of (Pounds)120,000 from the Commonwealth Bank for the construction of the scheme. A further (Pounds)40,000 was borrowed in 1930 in order to complete the scheme. By the standards of the time, the scale and cost of the Bondi Beach Improvement Schemes was a unprecedented undertaking for a local Council in NSW. The foundation stone marking the commencement of construction of the improvement scheme was laid on 26th May 1928 by the Mayor of Waverley, Alderman David Hunter. The Bondi Surf Pavilion was sufficiently complete by December 1928 to allow the public to use the accommodation. Six months later, Turkish baths and hot water baths were opened. The official opening of the Bondi Beach Improvement Scheme was held on 21st December 1929 before 160,000 to 200,000 onlookers. In addition to the erection of the pavilion building, the scheme included the layout of a Marine Drive (now Queen Elizabeth Drive), bridges, carparking, promenade, and park plantings.

The implementation of the improvement scheme required the relocation of the Bondi Surf Bathers Life Saving Club house to a point 100 yards north to where the present building is situated. Subsequently, a new club house, designed by Ross & Rowe, architects, was opened in 1934. The building was extended in the 1970s and 1980s. The Bondi Surf Pavilion offered, in addition to surf sheds and dressing accommodation, Turkish and hot water baths, retail premises, entertainment in the ballroom, cabaret theatre, and auditorium and dining. Bathing costumes, towels, lockers, and dressing cubicles were available for hire. The ground floor of the building originally held two courtyards, one for men and one for women, with individual changing booths constructed in rows in each. Tunnels leading from each courtyard led underneath Marine Parade to a pair of concrete groynes opening onto the beach. Owing to the outbreak of war in the Pacific, the two concrete

groyne leading from the pavilion onto the beach were demolished in 1942, and the park area was secured by barbed wire.

In the post-World War II era, the Bondi Surf Pavilion experienced a decline as changes in bathing costumes (from heavy woollen costumes to nylon) eliminated the need for changing sheds. The rise in popularity of the motor car meant that individuals could visit any number of beaches; whereas in the pre-war years the Bondi tram ensured that Bondi Beach was a popular beach destination for the public. Although Bondi Surf Pavilion itself began to decline in its commercial prospects (Council reported an operating loss of (Pounds)17,000 for the year 1955), Bondi Beach itself was cemented in the national identity as the quintessential Australian beach, as evidenced by its selection as the location for the 1954 'Royal Command' Surf Carnival, held in the presence of Her Majesty the Queen and His Royal Highness the Duke of Edinburgh. In the 1950s and 1960s, the ground floor refreshment rooms were operated by lessees, while the main hall and auditorium were rarely used. In the 1970s, steps were taken to increase the community use of the pavilion. The theatre on the upper floor was officially opened by Gough Whitlam in 1975.

Demolition of the change rooms, lockers, former Turkish baths, and courtyard took place in 1977 to 1978 in order to create a netball court, an art gallery, gymnasiums, an amphitheatre and other facilities as part of Waverley Council's cultural program. The building was officially opened as the Bondi Surf Pavilion Community Centre in 1978 by the Premier of NSW, Neville Wran. Bondi Surf Pavilion still continues to be a community cultural centre, housing a theatre, a gallery, rehearsal, meeting and function rooms. The external arcades, change rooms and toilets continue to be used by visitors to the beach. Many arts, cultural, and film festivals take place at the pavilion throughout the year.

The Norfolk Island pine trees (*Araucaria heterophylla*) in Bondi Park began to die off in the late 1960s, and a Select (Parliamentary) Committee of Enquiry reviewed the problem in 1971, concluding that the death of the trees was the result of deleterious effects of off-shore pollutants introduced via the North Bondi sewerage outfall. The concrete lookout tower on the butt of the southern groyne was constructed in 1975, after the foundations of groynes were exposed during severe storms in late 1974. During the 1980s, \$4 million was allocated for improvements in Bondi Park, including the erection of picnic shelters, reconstruction of the pavilion forecourt area and entrance to carparking at Queen Elizabeth Drive, and construction of a skateboard track. The sea wall and promenade were stabilised between 1987 and 1992. Further work was done in constructing new pathways and planting trees in Bondi Park in 1992.

Bondi Park is a Crown reserve that was dedicated for Public Recreation on 28th January 1938. Waverley Council was appointed trustee for the care control and management of the reserve, on behalf of the Minister for Lands, on that date. Subsequently, the Bondi Park (13.5000348) Reserve Trust was established for the management of Bondi Park, with Waverley Council appointed to manage this trust on 12 April 1996. (Information from Department of Lands, 9.1.2007).

The Marine Discovery Centre at Bondi Pavilion (which opened there in 2008) closed in October 2013, being unable financially to continue. Waverley Council have called for expressions of interest for the space, citing a tourist information centre as one of several options being considered (McDonald, 2013).

Historic themes

	New South Wales theme	Local theme
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Australian theme (abbrev)		
2. Peopling- Peopling the continent	Ethnic influences-Activities associated with common cultural traditions and peoples of shared descent, and with exchanges between such traditions and peoples.	Multi-national contacts with local communities-
3. Economy- Developing local, regional and national economies	Environment - cultural landscape-Activities associated with the interactions between humans, human societies and the shaping of their physical surroundings.	Landscapes of urban amenity-
3. Economy- Developing local, regional and national economies	Events-Activities and processes that mark the consequences of natural and cultural occurrences	Developing local landmarks-
3. Economy- Developing local, regional and national economies	Events-Activities and processes that mark the consequences of natural and cultural occurrences	Providing a venue for significant events-
4. Settlement- Building settlements, towns and cities	Towns, suburbs and villages-Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages	Urban landscapes inspiring creative responses-
4. Settlement- Building settlements, towns and cities	Towns, suburbs and villages-Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages	Beautifying towns and villages-
4. Settlement- Building settlements, towns and cities	Towns, suburbs and villages-Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages	Developing civic infrastructure and amenity
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	Creating an icon-
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	Landscaping - 20th century interwar-
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	Building in response to natural landscape features.-
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	Building in response to climate - verandahs-
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression of cultural phenomena; and/or environments that have inspired such creative activities.	Creating works of art-
8. Culture- Developing cultural institutions and ways of life	Creative endeavour-Activities associated with the production and performance of literary, artistic, architectural and other imaginative, interpretive or inventive works; and/or associated with the production and expression	Architectural styles and periods Interwar Spanish Mission-

	of cultural phenomena; and/or environments that have inspired such creative activities.	
8. Culture-Developing cultural institutions and ways of life	Domestic life-Activities associated with creating, maintaining, living in and working around houses and institutions.	Holidaying near the sea
9. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	Gathering at landmark places to socialise-
8. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	Enjoying public parks and gardens-
8. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	Going swimming-
0. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	Visiting lookouts and places of natural beauty-
8. Culture-Developing cultural institutions and ways of life	Social institutions-Activities and organisational arrangements for the provision of social activities	Developing local clubs and meeting places-
8. Culture-Developing cultural institutions and ways of life	Social institutions-Activities and organisational arrangements for the provision of social activities	Places of informal community gatherings-

Assessment of significance

SHR Criteria a)
(Historical significance)

Bondi Beach is of State significance for its place in the history of beach swimming, surfing, and surf life saving in Australia in the 19th and 20th centuries. As attitudes toward surf bathing changed from a restricted and dangerous activity to that of a national pastime, Bondi Beach and the area of Bondi Park were the scene of numerous events in the history of beach-going in Australia which contributed greatly to the development of Australian beach culture, including:

- Use as picnic grounds and pleasure resort from 1855;
- Establishment of two of Australia's oldest surf life saving clubs: the Bondi Surf Bathers Life Saving Club and the North Bondi Surf Club in 1906;
- First use of the surf reel in life saving, by the Bondi Surf Bathers Life Saving Club, 1907;
- Location of the first Surf Life Saving Association titles competition in 1915;
- 'Black Sunday', 6 February 1938, when five people drowned at Bondi Beach and hundreds were rescued after a series of waves crashed into the beach - the largest ever rescue on one day. This is remembered as "one of the most significant and tragic days in the history of Australian life saving." Surf Life Saving Australia history fact sheet #7)

The Bondi Surf Bathers Life Saving Club as a whole was given a Special Meritorious Award by the Surf Life Saving Association of Australia for its bravery in the rescue work; and

- 'Royal Carnival' - a national surf carnival was held at Bondi in the presence of Queen Elizabeth II and the Duke of Edinburgh.

Other more recent events are also historic milestones, namely:

- Demonstrating the worldwide esteem held for Bondi Beach, it was chosen as the site of the 2000 Olympics Beach Volleyball competition;
- Bondi Beach was the location of the launch of the 'Year of the Surf Life Saver' (2007) as 5,000 red and yellow flags were set out on the beach in commemoration of the centenary of surf life saving and 500,000 lives saved by rescuers; and
- Bondi Beach is also the destination of the annually 'City to Surf' fun run competition.

The Bondi Surf Pavilion and Bondi Park are components in Waverley Council's (Pounds) 160,000 Bondi Beach Improvement Scheme, brought about by the immense popularity of the beach for recreation in the 1920s. The improvement scheme was an unprecedented undertaking for a local government authority at the time, and historically representative of the importance placed on bathing and the beach as a recreational amenity for the population of the state, not only the local area. The improvement scheme is a landmark in the history of urban design in NSW because of its ambitious scale.

SHR Criteria c)
[Aesthetic significance]

Bondi Beach is of State significance for its considerable aesthetic appeal for its width, the gentle slope of the sand, its crescent shape, and the headlands which define its northern and southern points. The scale of the beach and its relationship with the foreshore development, including Bondi Park, Bondi Surf Pavilion, Bondi Surf Bathing Life Saving Club building and the North Bondi Surf Club, form a cultural landscape which is a landmark of not only the Sydney region, but an iconic image of Australia, recognised internationally as a symbol of Australia and the attractions of the country. Within the context of Bondi Beach, the Bondi Surf Pavilion is of State significance as the largest and most resolved example of a beach pavilion in NSW, and continues to be so to this day.

SHR Criteria d)
[Social significance]

The Bondi beach Cultural landscape is of State significance because Bondi Beach, together with the Bondi Surf Pavilion, Bondi Park, the Bondi Surf Bathing Life Saving Club and the North Bondi Surf Club buildings, represents at a national level the culture of beach bathing which has dominated past and present the popular image of the Australian outdoors lifestyle. In this context it is an icon regularly seen in works of art and promotional material, such as the widely-known Max Dupain photographs, *Sunbaker* (1937) and *Form at Bondi* (1939).

Bondi Beach and its associated attractions are of outstanding significance to the state as one of the most popular destinations for international and domestic visitors to Sydney. Particularly amongst travellers from the UK and Ireland, Bondi Beach has attained a mythic status as the traditional place for international visitors to spend Christmas Day, when usually up to 40,000 people visit the beach (cultureandrecreation.gov.au/articles/beach). A 2005 survey of 15,000 British holiday-makers conducted by the travel company Trailfinders showed that Bondi Beach was the "favourite beach in the Pacific" (Tourism Australia, "Australia 'Favourite Country' in UK Survey"). A study carried out for Tourism NSW showed that in 1999, 34% of visitors to Sydney went to Bondi Beach, making it the most highly visited Sydney attraction outside of the CBD. ('The Sydney Day Tours Market: a sector overview', by The Stafford Group, June 2001.) Bondi Beach is held in very high esteem by the

SHR Criteria f) (Rarity)

people of NSW as a place to visit and as a symbol of the Australian way of life.

The Bondi Beach Cultural Landscape demonstrates rarity at the State level as The Bondi Surf Pavilion is the largest surf beach pavilion to be constructed in Sydney, exemplifying the enormous growth in popularity of surf bathing of the 1920s and 1930s, a period during which many beachside beautification and improvement schemes were carried out by local and State authorities. The use of Bondi Beach in depictions of the quintessential Australian beach lifestyle in popular culture and works of art is unparalleled by any other beach in Australia.

SHR Criteria g) (Representativeness)

The association of Bondi Beach with two of the earliest surf life saving clubs in Australia, and the important role played by the clubs in the development of the Australian surf life saving movement, is a rare attribute, matched only by Manly Beach.

The Bondi Beach Cultural Landscape is State significant for its ability to represent all of the elements which are typical of the Australian beach: a pavilion for public changing rooms, surf life saving club(s), wide expanse of sand, grassy park for picnicking, a promenade/marine drive, and the availability of ocean swimming.

Bondi Beach, Bondi Park, and the Bondi Surf Pavilion form an excellent representation of Australian popular beach culture. The Bondi Surf Pavilion is representative of a class of buildings found frequently along the coast of NSW, and is of State significance as the largest, most resolved example of the type.

Integrity/Intactness: Bondi Beach: Highly intact

Bondi Park: Although pathways have been resurfaced, the layout of Bondi Park is substantially intact.

Bondi Surf Pavilion: Although modified substantially in the 1970s and the subject of recent modern additions to the east facade, the building retains its external form and, to an extent, the internal courtyards. The modifications made to the planning and use of the internal spaces detract somewhat from the significance of this component; however, the architectural scale and resolution of the exterior of the building are of sufficient strength to enable the building's aesthetic character to be understood.

Bondi Surf Bathers Life Saving Club Building: Although added to in the 1970s and 1980s, the building substantially retains its original external appearance.

Assessment criteria: Items are assessed against the [State Heritage Register \(SHR\) Criteria](#) to determine the level of significance. Refer to the Listings below for the level of statutory protection.

Recommended management:

Recommendations

Management Category	Description	Date Updated
Recommended Management	Review a Conservation Management Plan (CMP)	
Recommended Management	Prepare a maintenance schedule or guidelines	

Recommended Management	Carry out interpretation, promotion and/or education
------------------------	--

Procedures / Exemptions

Section of act	Description	Title	Comments	Action date
57(2)	Exemption to allow work	Heritage Act - Site Specific Exemptions	<p>(A) General maintenance and repair</p> <p>(i) Pruning of 20 to 30% of the canopy of trees within a 2 year period as recommended by a qualified arborist and approved by Council's Tree Management Officer for the tree's health or public safety reasons.</p> <p>(ii) Minor works to improve public access, provide disabled access and to eliminate or reduce risks to public safety.</p> <p>(iii) Repair of damage caused by erosion and implementation of erosion control measures.</p> <p>(iv) Maintenance, repair and resurfacing of existing roads, paths, fences and gates.</p> <p>(v) Maintenance and repair of any building, structure, monument or work within the parkland, including temporary relocation for conservation or protection.</p> <p>(vi) Upgrade of services where Waverley Council is satisfied that the activity will not materially affect the heritage significance of the listed area as a whole or the area in which they are to be undertaken.</p> <p>(B) Maintenance of services and utilities:</p> <p>(i) Maintenance and repair of existing services and public utilities including communications, gas, electricity, water supply, waste disposal, sewerage, irrigation and drainage.</p> <p>(ii) Upgrade of services and public utilities where the Waverley Council is satisfied that the activity will not materially affect the heritage significance of the listed area as a whole or the area in which they are to be undertaken.</p> <p>(iii) Installation, maintenance and removal of waste bins to implement Waverley Council's waste management policies.</p> <p>(C) Management of lawns, recreation areas and plantings.</p> <p>(i) Removal and replacement of existing plantings other than trees.</p> <p>(ii) Removal of dead or dying trees.</p> <p>(iii) Removal, construction or alteration of garden beds, hard landscaping and plantings where the activity will not materially affect the heritage significance of the Bondi Beach area as a whole or the area in which they are to be undertaken.</p> <p>(iv) Routine horticultural maintenance, including lawn mowing, cultivation and pruning.</p>	May 23 2008

(D) Management of interpretive, information and directional signage:
 (i) Installation, removal and alteration of interpretive, information and directional signage and labels in accordance with signage policies adopted by Waverley Council and/or Waverley Traffic Committee and/or the Roads and Traffic Authority of NSW

(E) Management of artworks, statues and monuments:
 (i) Temporary installation of artworks, statues and monuments for temporary exhibitions or events.
 (ii) Installation, relocation and removal of artworks, statues and monuments to implement Council's policies.

(F) Activities undertaken in accordance with the Bondi Park and Pavilion Plan of Management adopted under the provisions of section 114 of the Crown Lands Act 1989, by the Honourable Kim Yealton MP, on 24 November, 1995.

(G) Management of temporary events:
 (i) Temporary use of sections of the Bondi Beach area, including Bondi Surf Pavilion, Bondi Surf Hathers Lido Sailing Club, North Bondi Surf Life Saving Club and Bondi Park, temporary road closures and the installation of temporary buildings, structures, fencing, facilities, exhibitions, artworks, crowd control barriers, stages, lighting, sound and public address equipment and signage for a period not exceeding 6 months where Waverley Council is satisfied that the activity will not affect critical views to and from Bondi Beach or materially affect the heritage significance of the listed area as a whole or the area in which the temporary events are to be undertaken.

(H) Alterations of roads, pathways and fences:
 (i) Parking management measures to implement Waverley Council's Transportation policies and/or the requirements of the Roads and Traffic Authority and/or Waverley Traffic Committee that will not materially affect the heritage significance of the listed area as a whole or the area in which they are to be undertaken.

(I) Alterations to buildings and/or works:
 (i) Minor alterations to buildings and/or works (including alterations to provide disabled access) which do not increase the area of a building and will not materially affect the heritage significance of the listed area as a whole or the area in which they are to be undertaken
 (ii) Installation, relocation,

removal and maintenance of park furniture in accordance with Council's policies and Public Domain Improvement Plans.

(J) Existing approved development:

All works and activities in accordance with a current and valid development consent from Waverley Council or the Land and Environment Court in force at the date of gazettal for listing on the State Heritage Register.

(i) Bondi Pavilion:

DA-1717/2000; DA-1887/2000; DA-720/2000, DA-850/2000, DA-850/2000A; DA-850/2000B; DA-8113/2004; DA-1727/2004; DA-464/2000, DA-477/2000, and DA-465/2000.

(ii) Bondi Surf Bathers Life Saving Club:

DA-630/2000 and DA-630/2000A.

(iii) North Bondi Surf Bathers Life Saving Club:

DA-100/2000

(iv) Bondi Park:

DA-000/2000 and DA-326/2000.

(K) Alterations to existing recent development:

All works and activities for minor alterations and additions to a current and valid development consent in force at the date of gazettal for listing on the State Heritage Register for the Bondi Beach area, including Bondi Surf Pavilion, Bondi Surf Bathers Life Saving Club, North Bondi Surf Life Saving Club and Bondi Park where the Executive Director of the Heritage Office, Department of Planning, is satisfied that:

(i) The proposed works are substantially the same as the development for which consent was originally granted, before any modifications to that consent, for the purpose of this exemption only, and

(ii) The proposed works will not incrementally or materially increase the impact of the original development consent on significant elements or characteristics of the Bondi Beach area, including Bondi Surf Pavilion, Bondi Surf Bathers Life Saving Club, North Bondi Surf Life Saving Club and Bondi Park, such as (but not limited to) its setting, tree canopy, curtilage, subdivision and ownership patterns, remnant significant fabric, relics, landscape and natural features, current and historic access routes to significant elements, views to and from the item and its significant features, and the capacity for interpretation of its significance; and

(iii) The Executive Director of the Heritage Office has been notified in writing of the works proposed to be undertaken under this exemption prior to commencement of works, including details of the works and their location in the subject Precinct, and the Executive

			<p>Director has provided written confirmation that the works are exempt.</p> <p>(1) Change of Use The change of use of an item located in the Bondi Beach area where Waverley Council is satisfied that the use will not materially affect the heritage significance of the listed area as a whole or the area.</p>	
57(2)	Exemption to allow work	Standard Exemptions	<p>SCHEDULE OF STANDARD EXEMPTIONS HERITAGE ACT 1977 Notice of Order Under Section 57 (2) of the Heritage Act 1977</p> <p>I, the Minister for Planning, pursuant to subsection 57(2) of the Heritage Act 1977, on the recommendation of the Heritage Council of New South Wales, do by this Order:</p> <p>1. revoke the Schedule of Exemptions to subsection 57(1) of the Heritage Act made under subsection 57(2) and published in the Government Gazette on 22 February 2008; and</p> <p>2. grant standard exemptions from subsection 57(1) of the Heritage Act 1977, described in the Schedule attached.</p> <p>FRANK SARTOR Minister for Planning Sydney, 11 July 2008</p> <p>To view the schedule click on the Standard Exemptions for Works Requiring Heritage Council Approval link below.</p>	Sep 5 2008

 [Standard exemptions for works requiring Heritage Council approval](#)

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Heritage Act - State Heritage Register		01786	23 May 08	56	3998
Local Environmental Plan	Bondi Surf Pavilion	3/1 - 0240	06 Dec 96		
Heritage study	Bondi Surf Pavilion	3/1 - 0240			
National Trust of Australia register		10053			
Register of the National Estate	Nom.01/07/1979	002473	28 Sep 82	AHC	
National Heritage List	Bondi Beach		25 Jan 08	S18	1-3

Study details

Title	Year	Number	Author	Inspected by	Guidelines used

Waverley Heritage Study	1990 3/1 - 0/40	Perumal Murphy P/L	No
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References, internet links & images

Type	Author	Year	Title	Internet Links
Tourism	Attraction homepage	2009	Bondi Beach	View detail
Written	Clive Lucas, Stapleton & Partners	1997	Bondi Pavilion Surf Club & Surrounds, conservation analysis & conservation guidelines	
Written	Conybeare Morrison Plus	2006	Campbell Parade East Upgrade, stage 3, Urban & Landscape Design heritage impact statement	
Tourism	Heritage NSW Tourism site		Bondi Surf Pavilion and landscape	View detail
Written	Lawrence, Joan	1993	Eastern Suburbs Walks - Exploring the Suburbs	
Written	Mayne Wilson & Associates	2013	A History of Bondi Park & Pavilion	
Written	Mayne-Wilson & Associates	2012	Bondi Park and Pavilion - Heritage Review	
Written	McDonald, Shae	2013	'Site Set to Guide Tourists - Underwater World Closes'	
Written	National Trust of Australia (NSW)	1905	Bondi beach Urban Conservation Area Listing Card	
Written	National Trust of Australia (NSW)	1977	Bondi Surf Pavilion Listing Card	
Written	NSW Heritage Office	2005	North Beach Precinct State Heritage Register Listing	
Written	NSW Heritage Register	2000	.	
Written	Pollen, Frances & Healy, Gerald (ed.s. and contributors)	1990	'Waverley' entry in The Book of Sydney Suburbs	
Written	Spearnitt, Peter	1970	Sydney Since the Twenties	
Written	Surf Life Saving Australia	2007	History Fact Sheets	
Written	Various		Reports for Tourism NSW and Tourism Australia	

Note: internet links may be to web pages, documents or images.



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Data source

The information for this entry comes from the following source:

Name: Heritage Office
Database number: 5055526

File number: HQ//00065, 09/00590

State Heritage Inventory: Bondi Surf Pavilion



Home > Heritage sites > Searches and directories > NSW heritage search

Bondi Surf Pavilion

Item details

Name of item: Bondi Surf Pavilion
Type of item: Built
Group/Collection: Recreation and Entertainment
Category: Other - Recreation & Entertainment
Primary address: Queen Elizabeth Drive, Bondi Beach, NSW 2026
Parish: Alexandria
County: Cumberland
Local govt. area: Waverley

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
Queen Elizabeth Drive	Bondi Beach	Waverley	Alexandria	Cumberland	Primary Address

Statement of significance:

Outstanding early twentieth century building. Its construction marked the establishment of the Australian beach and leisure culture. Prize winning example of the work of Robertson and Marks, architects. A fine example of the Inter-War Mediterranean style. Introduced to Australia by Leslie Wilkinson. Famous landmark. Attractively sited in the landscape, serving to understate its large scale. State significance.

Date significance updated: 06 Nov 99

Note: There are incomplete details for a number of items listed in NSW. The Heritage Branch intends to develop or upgrade statements of significance and other information for these items as resources become available.

Description

Construction years: 1915-1945

Physical description: A very large, masonry constructed 1920's seaside pavilion. Core building is two storeys with single storey wings encircling a large central courtyard. Characterised by its colonnaded facades, featured on all four elevations. Inter-War Mediterranean style, reminiscent of the Italianate (of former Coogee Palace Aquarium and Coogee Bay Hotel). Tuscan columns to central loggia. Parapet above provides balustrade to large balcony area. Good use of mouldings on this central structure. Ornamentation otherwise restrained. Short span, hipped roof now in concrete tiles. Most openings either arched or topped by arched, rendered bands. Interior extensively remodelled with large courtyard areas retained. Well sited in the beach park landscape. Strong horizontal emphasis and partly sunken siting reduce the potential impact on the former dune landscape. Park area around is boomerang shaped, and siting creates special visual interest when viewed from high vantage points. Pivotal contribution in the surrounding townscape.

Current use: Pavilion

Former use: Pavilion

History

Historical notes: Foundation stone laid by Waverley Mayor in 1928. Part of a major beach and park improvement scheme. Replaced an earlier structure. Prize winning design by Robertson and Marks, architects. Clearly influenced by the work of Leslie Wilkinson. Lengthy delays in construction. Originally provided extensive changing facilities, shops, Turkish baths, gymnasium, ballroom, dining rooms and auditorium. Still used for dressing rooms and shops, in part, together with theatres, club rooms, community centre and art gallery. Built at a time when surf bathing became a mass leisure pursuit. Although trams arrived many years earlier, it was not until the 1920's that visitors flocked to Bondi. Earlier seaside palaces, like the Coogee Aquarium, were attractions in themselves, and modelled on those in Victorian England. Here the primary emphasis is on meeting the needs of bathers. The departure from the English tradition is marked by both the styling and the use.

Historic themes

Australian theme (abbrev)	New South Wales theme	Local theme
5. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	(none)

Assessment of significance

SHR Criteria a) [Historical significance] This item is of historical and cultural significance.
SHR Criteria c) [Aesthetic significance] This item is of architectural, aesthetic, landmark and streetscape/landscape value.
SHR Criteria d) [Social significance] This item is of social significance.
SHR Criteria f) [Rarity] This item is of rarity value significance.
Integrity/Intactness: Substantially intact.
Assessment criteria: Items are assessed against the [NSW State Heritage Register \(SHR\) Criteria](#) to determine the level of significance. Refer to the Listings below for the level of statutory protection.

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan			06 Dec 96		
Heritage study					

Study details

Title	Year	Number	Author	Inspected by	Guidelines used
Waverley Heritage Study	1990	3/1 - 0240	Perumas Murphy Pty Limited		N/A

References, internet links & images

None

Note: internet links may be to web pages, documents or images



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Data source

The information for this entry comes from the following source:

Name: Local Government
Database number: 2630255

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State Heritage Inventory: Bondi Beach and Park



[Home](#) > [Heritage sites](#) > [Searches and directories](#) > NSW heritage search

Bondi Beach & Park

Item details

Name of item: Bondi Beach & Park
Type of item: Landscape
Group/Collection: Parks, Gardens and Trees
Category: Other - Parks, Gardens & Trees
Primary address: Campbell Parade, Bondi Beach, NSW 2026
Parish: Alexandria
County: Cumberland
Local govt. area: Waverley

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
Campbell Parade	Bondi Beach	Waverley	Alexandria	Cumberland	Primary Address

Statement of significance

Bondi Beach is synonymous with Australian beach culture, surfing, and the surf life saving movement. The elegant semi-circular beach, with its golden sand and safety record, is a mecca for swimmers and tourists. The pavilion and ancillary works are a rare example of urban design from the 1920-30 period. A site of State significance.

Date significance updated: 07 Feb 00

Note: There are incomplete details for a number of items listed in NSW. The Heritage Branch intends to develop or upgrade statements of significance and other information for these items as resources become available.

Description

Construction years: 1891-1920

Physical description: Wide semi-circular beach, approximately 1.5km long and over 100m wide. Protected by sandstone headlands to north and south and enclosed by commercial and residential buildings. The gentle slope of the sand has resulted in a safe swimming beach for all age groups. The main surf pavilion dates from 1929. Extensive concrete promenade, with viewing bays and kiosks, and roadworks. Pedestrian bridges constructed of exposed formwork. Moulded pattern concrete. Impressive period details, like the bridge lighting. Single Norfolk Island pine survives in poor condition at the south west end of the reserve. The new deep ocean sewerage outfall may permit successful replanting of the reserve, much of which has a stark, open quality of somewhat forbidding scale. The general planting behind the pavilion (protected from the sea winds) is successful.

Current use: Beach and Park

Former use: Beach and Park

History

Historical notes: Beachfront reserved for public recreation in 1850's. Had to be purchased from O'Brien's estate at considerable expense. Pool dates from 1881. Surf bathing not permitted until early this century. The main surf pavilion dates from 1928. The tall Norfolk Island pines, which were once an intrinsic part of the beach's character, had to be removed c.1980. Most were dead or dying from environmental pollution.

Historic themes

Australian theme (abbrev)	New South Wales theme	Local theme
0. Culture-Developing cultural institutions and ways of life	Leisure-Activities associated with recreation and relaxation	(none)

Assessment of significance

SHR Criteria a) [historical significance] This item is of historical and cultural significance
SHR Criteria c) [aesthetic significance] This item is of architectural, natural, landmark and streetscape/landscape significance
SHR Criteria f) [Rarity] This item is of rarity value significance
Integrity/Intactness: Substantially intact
Assessment criteria: Items are assessed against the [State Heritage Register \(SHR\) Criteria](#) to determine the level of significance. Refer to the Listings below for the level of statutory protection.

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Local Environmental Plan Heritage study			06 Dec 96		

Study details

Title	Year	Number	Author	Inspected by	Guidelines used
Waverley Heritage Study	1990	L6/2005	Perumal Murphy Pty Limited		No

References, internet links & images

None

Note: internet links may be to web pages, documents or images.



(Click on thumbnail for full size image and image details)

Data source

The information for this entry comes from the following source:

Name: Local Government
Database number: 2620398

APPENDIX B ARCHITECTS

The following biographical summaries have been extracted from entries in Philip Goad and Julie Willis (editors), *The Encyclopedia of Australian Architecture* (Cambridge University Press, 2012).

Robertson & Marks

The Sydney-based partnership of Robertson & Marks was established in 1892 and continues today as Robertson & Marks Pty Ltd. The original partners were George Birrell Robertson (1858-1913) and Theodore John Marks (1865-1941). Struan Robertson inherited both partners' shares upon their deaths in 1913 and 1941. John Trevor Guy joined the practice in 1940.

George Birrell Robertson was born in Scotland and educated in Edinburgh before being articled to John W Buchanan from 1874 to 1878, then working for William Venn Gough in 1879 in Bristol. Robertson migrated to NSW in 1880. In Sydney he worked for the Mansfield brothers from 1880 to 1892 before going into partnership with Theodore Marks. Robertson was heavily involved in the affairs of the Institute of Architects of NSW, being on the council and serving as vice-president (1907-10). In 1910 he was elected president but did not take up the position, instead returning to Scotland for health reasons. Robertson returned to Sydney in 1913 and died at his home in Ashfield, Sydney. His shares in the firm were bequeathed to the elder of his two sons, Struan, who had been with the practice since at least 1910.

Theodore John Marks was born at Jamberoo, south of Sydney. Marks took his articles with George Allen Mansfield, working in his office from 1885 to 1890. In 1892 he went into partnership with George Robertson. Marks was a director of a number of prominent companies including Carroll, Musgrove Theatres Ltd, the Mercantile Mutual Insurance Co Ltd, the Australian General Insurance Co Ltd, City Freeholds Ltd and W H Paling & Co Ltd, and chairman of Timberlands Woodpulp Ltd and of the Australian Board of Whakatane Paper Mills Ltd, which for the firm meant strong commercial connections. Marks died a childless widower. He bequeathed his shares in the practice to Struan Robertson.

Much of the practice's work was connected with racing. Marks was a member of the Australian Jockey Club (AJC) from 1893, an original shareholder in the Victoria Park Racing and Recreational Grounds Co Ltd for pony-racing, and chairman of the Rosehill Racing Club in 1919-41. He designed many of the buildings and alterations at Randwick and Warwick Farm Racecourses for the AJC in 1922 and the Leger Stand (demolished) at Rosehill (1920). In 1922 he was commissioned by the Western India Turf Club to design three stands and improvements (estimated to cost over £500,000) to its courses at Bombay (Mumbai) and Poona (Pune). He was also responsible for Canterbury Park Race Course and stands at Moorefield and Victoria park, as well as at the Moonee Valley and Flemington racecourses in Melbourne.

In addition to the racecourse projects, the major commercial projects of Robertson & Marks (from 1892 to 1941) included the Edwards Dunlop & Dunlop Warehouses, Kent Street (1901), the Briscoe & Co Ltd bulk store, Ultimo (1901), the W Horace Friend Warehouse, Clarence Street (1906), the Oswald Sealy Building, Clarence Street (1906), the Richardson & Co Emporium, Armidale (1908), the original Challis House, Martin Place (1908), the Perpetual Trustee Co, Hunter Street (1917), the Daily Telegraph Building, King Street (1912-16 and 1934, with Samuel Lipson), Prouds Ltd, Pitt Street (1920), the Hotel Australia Rowe Street wing (1923), the Warwick Farm Racecourse grandstand (1925), the Bank of NSW head office, George Street (1927-32), the Mercantile Mutual Building, Pitt Street (1929), Asbestos House, York Street (1930-35, with John Reid & Sons), and the AWA Building, York Street (1937-39, Robertson, Marks & McCredie with Morrow & Gordon).

In its earlier days, the practice designed numerous houses for the well-to do in Sydney.

The firm's architectural style changed both with time and the building type being constructed. Their major commercial buildings in the early years of the twentieth century were bold Federation warehouses with

Romanesque arches at either ground or top floor level. The arches gave way to a simple rectilinear trabeated façade treatment in later warehouses and offices and in the interwar period the firm's large Sydney buildings were of the Interwar Commercial Palazzo style (Farmer & Co department store, Market Street, 1920, and Gowings Bros Building, Market Street, 1912-29, with C H Mackellar), Interwar Functionalist (S H Hoffnung & Co building, 1939, with Samuel Lipson) and the restrained Interwar Mediterranean style (Bondi Surf Pavilion, Bondi Beach, 1930 with L M McCredie).

The early death of G B Robertson and the hectic social life of 'Sydney identity' Theodore Marks suggests that the bulk of the work of the firm was carried out by others and it is perhaps Struan Robertson who provided the stable continuity and management, together with a large number of talented employees who produced the greater part of the firm's output.

Leith McCredie (1886-1961) was the son of architect Arthur McCredie, who was a partner in the firm of A L & G McCredie. Leith is likely to have undertaken apprenticeship in his father's firm. He undertook further study in the United States in 1912. McCredie served in World War I and after it ended worked for some time in London before returning to Australia. He worked with architect William Ronald Richardson and the Commonwealth Works and Railways before joining Robertson & Marks in 1924, where he became a partner in 1928. McCredie was elected president of the Royal Australian Institute of Architects in 1936¹⁷⁷ and established his own practice in 1937, mostly designing houses.

H E Ross & Rowe

The prominent firm of Ross & Rowe was formed in 1911 by Herbert Ernest Ross (1868-1937) and Harry Ruskin Rowe (1884-1956). Ross was born in Inverell, NSW, completing his secondary education in Sydney before studying (probably engineering) at the University of Edinburgh in Scotland, where his father was born. He returned to Australia, working in Queensland in mining and railway construction before continuing his studies at the University of Sydney. In 1902 he was in practice as an architect, designing the red-brick Romanesque Revival Shelbourne Hotel, Sussex Street, Sydney (1902), followed by the Elder Smith & Co building, Wattle Street, Ultimo (c.1905).

Rowe was the son of the prominent NSW architect Lt-Col Thomas Rowe in whose firm, Rowe & Spain, Rowe Jnr served articles from 1902 to 1907, concurrently studying at the Sydney Technical College and graduating with honours in 1907. Between 1907 and 1910, Rowe worked with the NSW Government Architect's Branch and then joined Ross in practice. During 1914-18 he served in the Field Engineers with the Australian Imperial Force at the rank of captain.

One of the first projects for the new firm was the Government Savings Bank, Oxford Street, Paddington (1912). The client proved to be a key one for the firm, as they subsequently completed more than 150 projects for them, including the State Savings Bank (then Commonwealth Bank), Martin Place, Sydney (1928), rendered in the grand classical Beaux Arts style in the commercial palazzo mode. While the firm had significant amounts of residential work, they were best known for their commercial work, including the Georgian Revival Royal Automobile Club building, Macquarie Street, Sydney (1926-28). They also undertook works for Toohey's Brewery, including the Wallacia Hotel, Mulgoa Road, Wallacia, NSW (1937) and Freemason's Hotel, Burwood, NSW (1937), as well as industrial projects, such as the Moderne Peek Frean's Building, Parramatta Road, Ashfield, NSW (1935, tower added).

Rowe moved to western NSW in 1936 to run a rural property, leaving the practice and architecture. Ross continued the practice, but his death in 1937 caused a crisis in the firm; his son, Herbert Kenneth Ross (c1915-71), an architect, was at the time working with Stephenson, Meldrum & Turner and Ross & Rowe

¹⁷⁷ "Mr Leith C McCredie", *Sydney Morning Herald*, 29 September 1936, p.5.

was temporarily subsumed by Stephenson & Turner between 1937 and 1947, until H K Ross left the firm. It then continued under his direction, and later his own name, until his death. Rowe later returned to practice, resuming in 1945 and forming a new partnership with Robert John Christopher Elmes in 1953, until his death in 1956.

Reviewing Ross & Rowe's work in 1931, *Building* commented that "with such a number of buildings to their credit, Ross and Rowe have undoubtedly left their impress on Australian architecture and, moreover, some of their buildings should stand for generations ahead to study the work which is typical of our time".¹⁷⁸

¹⁷⁸ "H E Ross and Rowe", *Building*, 12 September 1931.

APPENDIX C THE BURRA CHARTER

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2-13
- Conservation Processes Articles 14-25
- Conservation Practices Articles 26-34
- The Burra Charter Process flow chart

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practices sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of

The Burra Charter, 2013

the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: australia.icomos.org

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See australia.icomos.org.

Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

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Articles

Article 1. Definitions

For the purposes of this Charter

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

- 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
 Cultural significance is embodied in the place itself, its fabric, setting, use, associations, memories, records, related places and related objects.
 Places may have a range of values for different individuals or groups.
- 1.3 *Fabric* means all the physical material of the place including elements, fixtures, contents and objects.

- 1.4 *Conservation* means all the processes of looking after a place so as to retain its cultural significance.
- 1.5 *Maintenance* means the continuous protective care of a place, and its setting.
 Maintenance is to be distinguished from repair which involves restoration or reconstruction.

- 1.6 *Preservation* means maintaining a place in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.
- 1.9 *Adaptation* means changing a place to suit the existing use or a proposed use.
- 1.10 *Use* means the functions of a place, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

Explanatory Notes

Place has a broad scope and includes natural and cultural features. Place can be large or small for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a store arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance – regular inspection and clearing of a place, e.g. mowing and pruning in a garden;
- repair involving restoration – returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction – replacing decayed fabric with new fabric.

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

Articles

- 1.11 *Compatible use* means a use which respects the *cultural significance* of a place. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the immediate and extended environment of a place that is part of or contributes to its *cultural significance* and distinctive character.
- 1.13 *Related place* means a place that contributes to the *cultural significance* of another place.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a place but is not at the place.
- 1.15 *Associations* mean the connections that exist between people and a place.
- 1.16 *Meanings* denote what a place signifies, indicates, evokes or expresses to people.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a place.

Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Conservation Principles

Article 2. Conservation and management

- 2.1 Places of *cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a place.
- 2.3 *Conservation* is an integral part of good management of places of *cultural significance*.
- 2.4 Places of *cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article 3. Cautious approach

- 3.1 *Conservation* is based on a respect for the existing *fabric*, use, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a place should not distort the physical or other evidence it provides, nor be based on conjecture.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the place.

Articles

4.2 Traditional techniques and materials are preferred for the conservation of significant fabric. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

Article 5. Values

5.1 Conservation of a place should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

5.2 Relative degrees of cultural significance may lead to different conservation actions at a place.

Article 6. Burra Charter Process

6.1 The cultural significance of a place and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.

6.2 Policy for managing a place must be based on an understanding of its cultural significance.

6.3 Policy development should also include consideration of other factors affecting the future of a place such as the owner's needs, resources, external constraints and its physical condition.

6.4 In developing an effective policy, different ways to retain cultural significance and address other factors may need to be explored.

6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

Article 7. Use

7.1 Where the use of a place is of cultural significance it should be retained.

7.2 A place should have a compatible use.

Explanatory Notes

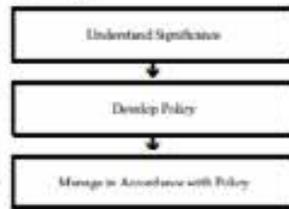
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geo-diversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retains the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

Articles

Article 8. Setting

Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Article 9. Location

9.1 The physical location of a place is part of its cultural significance. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other elements of places were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.

9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate use. Such action should not be to the detriment of any place of cultural significance.

Article 10. Contents

Contents, fixtures and objects which contribute to the cultural significance of a place should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and preservation; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article 11. Related places and objects

The contribution which related places and related objects make to the cultural significance of the place should be retained.

Article 12. Participation

Conservation, interpretation and management of a place should provide for the participation of people for whom the place has significant associations and meanings, or who have social, spiritual or other cultural responsibilities for the place.

Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

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Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 23 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

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Articles

Conservation Processes

Article 14. Conservation processes

Conservation may, according to circumstance, include the processes of retention or reintroduction of a use; retention of associations and meanings; maintenance, preservation, restoration, reconstruction, adaptation and interpretation; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that related places and related objects make to the cultural significance of a place.

Article 15. Change

15.1 Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation

15.2 Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant fabric of a place is generally not acceptable. However, in some cases minor demolition may be appropriate as part of conservation. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article 16. Maintenance

Maintenance is fundamental to conservation. Maintenance should be undertaken where fabric is of cultural significance and its maintenance is necessary to retain that cultural significance

Article 17. Preservation

Preservation is appropriate where the existing fabric or its condition constitutes evidence of cultural significance, or where insufficient evidence is available to allow other conservation processes to be carried out.

Explanatory Notes

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered, or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

The Buria Charter, 2013

Articles	Explanatory Notes
<p>Article 18. Restoration and reconstruction</p>	
<p><i>Restoration and reconstruction should reveal culturally significant aspects of the place.</i></p>	
<p>Article 19. Restoration</p>	
<p><i>Restoration is appropriate only if there is sufficient evidence of an earlier state of the fabric.</i></p>	
<p>Article 20. Reconstruction</p>	
<p>20.1 <i>Reconstruction is appropriate only where a place is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the fabric. In some cases, reconstruction may also be appropriate as part of a use or practice that retains the cultural significance of the place.</i></p>	<p>Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.</p>
<p>20.2 <i>Reconstruction should be identifiable on close inspection or through additional interpretation.</i></p>	
<p>Article 21. Adaptation</p>	
<p>21.1 <i>Adaptation is acceptable only where the adaptation has minimal impact on the cultural significance of the place.</i></p>	<p>Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.</p>
<p>21.2 <i>Adaptation should involve minimal change to significant fabric, achieved only after considering alternatives.</i></p>	
<p>Article 22. New work</p>	
<p>22.1 <i>New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation.</i></p>	<p>New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.</p>
<p>22.2 <i>New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place.</i></p>	<p>New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.</p>
<p>Article 23. Retaining or reintroducing use</p>	
<p><i>Retaining, modifying or reintroducing a significant use may be appropriate and preferred forms of conservation.</i></p>	<p>These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.</p>
<p>Article 24. Retaining associations and meanings</p>	
<p>24.1 <i>Significant associations between people and a place should be respected, retained and not obscured. Opportunities for the interpretation, commemoration and celebration of these associations should be investigated and implemented.</i></p>	<p>For many places associations will be linked to aspects of use, including activities and practices.</p>
<p>24.2 <i>Significant meanings, including spiritual values, of a place should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.</i></p>	<p>Some associations and meanings may not be apparent and will require research.</p>

Articles

Article 25. Interpretation

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

Conservation Practice

Article 26. Applying the Burra Charter Process

26.1 Work on a place should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

26.2 Written statements of *cultural significance* and policy for the place should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

26.3 Groups and individuals with *associations* with the place as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the place should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a place should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the place.

Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a place by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Explanatory Notes

In some circumstances any form of interpretation may be culturally inappropriate.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

Monitor actions taken in case there are also unintended consequences.

Articles

28.2 Investigation of a place which requires disturbance of the fabric, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a place. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

Article 32. Records

32.1 The records associated with the conservation of a place should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a place should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article 33. Removed fabric

Significant fabric which has been removed from a place including contents, fixtures and objects, should be catalogued, and protected in accordance with its cultural significance.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article 34. Resources

Adequate resources should be provided for conservation.

Words in italics are defined in Article 1.

Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

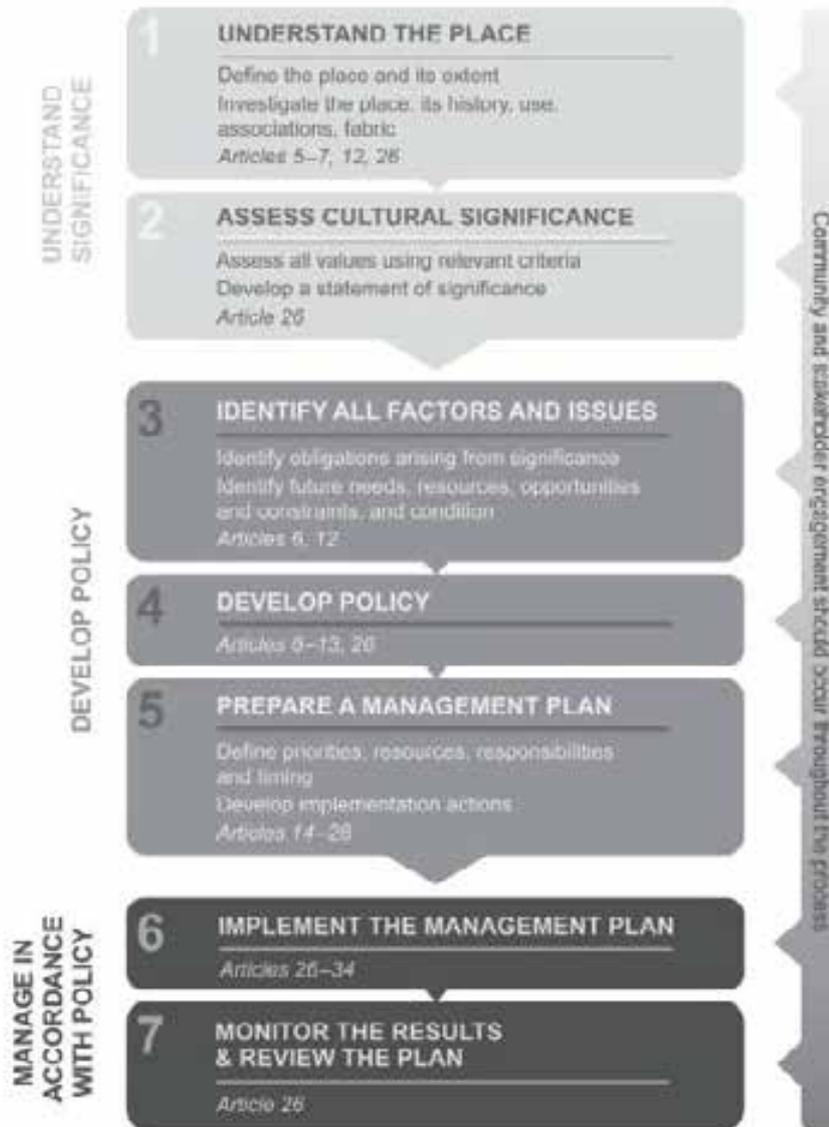
The best conservation often involves the least work and can be inexpensive.

The Burra Charter Process

Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.



**Report
No. CM/7.8/15.05**

Subject: Campbell Parade Design Review
Trim File No.: A14/0512
Author: George Bramis, Executive Manager, Shaping Waverley
Sam George, Urban Designer, Shaping Waverley
Director: Peter Monks, Waverley Futures

Recommendation:

That Council:

1. Notes the Campbell Parade Design Review project scope and process will be undertaken in two stages:
 - a) Implementation of a Pilot Project adjacent to the Pacific Bondi development at 180-186 Campbell Parade.
 - b) Design options for the remainder of Campbell Parade.
2. Endorses the use of a 3 year Pilot Project as a means to trial new footpath seating and shade structure design and engage with the community and stakeholders.
3. Delegates authority to the General Manager to determine the Pilot Project which involves variations from the DCP.
4. Delegates authority to the General Manager to finalise commercial negotiations with the applicant in regards to the Pilot Project.
5. Notes that a report will be presented to Council prior to the opening of the Pilot Project with proposed concept plans and policies for the remainder of Campbell Parade and a community engagement plan for the public exhibition period.

1. Executive Summary

Council is currently undertaking a design review of Campbell Parade with the goal of enhancing this important streetscape. The review includes pedestrian amenity, public and private seating, and landscaping on both sides of Campbell Parade along the full length.

The opportunity has arisen to partner with a developer to trial a new design of shade structure, footpath seating and landscaping on one block. A three year pilot project is proposed in order to trial this design and engage with the community and businesses to determine whether it could potentially be used elsewhere along Campbell Parade.

The purpose of this report is to:

- Outline the scope, process and timing of the Campbell Parade Design Review;
- Provide details of the proposed pilot project as a trial and engagement tool;
- Obtain Council approval to move forward with the project.

2. Introduction/Background

Campbell Parade is the gateway to Bondi Beach, the key connection from town to beach and an inseparable part of the Bondi experience for both residents and visitors. For such an important street there are a range of qualities that should be delivered:

- a. As the gateway to the world famous Bondi Beach, Campbell Parade should welcome people with a high quality public realm, generous footpaths and seating, a high level of landscape amenity and safe and convenient access for all modes and users;
- b. Campbell Parade should connect the town and the beach seamlessly with a distinctly coastal character (materials, built form, art and landscape), strong visual connection to the beach, convenient and safe crossing points across the street, and a range of amenities to complement the beach experience;
- c. Campbell Parade should be considered an iconic, world-class street, a memorable part of the Bondi experience and a destination in its own right. Unique qualities such as the inter-war architecture, landscape, views and art should be enhanced to strengthen the 'Bondi' identity.

In this context the street lacks a place-specific design strategy, quality control and consistency to the level expected of a world-class street. There are infrastructure quality issues along the street, some areas cannot cope with the current pedestrian demands, attention needs to be given to public and private seating and shade structures, and the overall appearance of the public realm could be greatly enhanced.

There are currently a number of significant projects which affect Campbell Parade:

- Bondi Beach Plan of Management: changes to the pedestrian access, parking, landscape and furniture of the beachfront;
- Pacific Bondi: major development currently underway occupying an entire block spanning 120m along the middle of Campbell Parade;
- Bondi Beach Inter-War Study: A strategic effort to retain and enhance the architectural qualities on Campbell Parade;

With significant changes occurring in Bondi, and greater attention to streetscape and public realm improvement throughout the LGA, now is an appropriate time to review the streetscape design of Campbell Parade to integrate strategic projects and develop a plan to realise the potential for an iconic, world-class street.

2.1 Relevant Council Resolutions

Council or Committee Meeting & Date	Minute No.	Decision
16 September 2014 Council Meeting	MM.15/14	That Council: 1. Officers conduct a workshop with Councillors to consider: a) A brief for the engagement of consultants to review the footpath seating provisions in the DCP relating to Campbell Parade. The brief might address: i. Allowances for inviting interest and/or a competitive process for architects to be involved in the design of the areas; ii. A review of shopfronts usage of outdoor seating;

		<p>iii. A review of existing public art installations and opportunities for renewed and/or additional public art;</p> <p>iv. A review of the designated areas;</p> <p>v. Recommendations for amendments to clauses of the DCP, if required; and</p> <p>vi. A community engagement strategy.</p> <p>b) An analysis of the existing income generated by the lease arrangements associated with the existing footpath seating areas and projected future income from adjusted footpath seating areas. The analysis is to include the change of land usage along Campbell Parade.</p>
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3. Discussion

3.1 Scope of Project

The purpose of the Campbell Parade Design Review is to develop concept plans and policy measures to enhance the streetscape. The review will include:

- pedestrian accessibility and footpath condition;
- pedestrian and seating study;
- public seating and public art assessment;
- footpath seating design, management, and financial assessment;
- landscaping and street furniture;
- policy implications; and
- recommendations and implementation plan.

The study area comprises both sides of Campbell Parade the full length from Sandridge St to Hastings Parade as identified in Figure 1.



Figure 1. Study Area

3.2 Project Process/ Timeframes

September 2014:

Mayoral Minute 15/14 at 16 September Council Meeting was the catalyst for the project with a mandate to review a range of aspects relating to footpath seating on Campbell Parade.

November 2014:

A Councillor Workshop was held to discuss key issues with Campbell Parade, the scope of this project and review draft plans that had been submitted by Pacific Bondi. It was agreed that Council staff would work collaboratively with the applicant's architect to design a best practice pilot project for footpath seating.

December – April 2015

Council staff reviewed the urban design qualities of Campbell Parade in more detail. As part of this a pedestrian and seating study was commissioned to quantify the use of the footpath and public and private seating. A curatorial assessment and condition report was also commissioned for the public art (mosaic seats) that exist along Campbell Parade.

January – April 2015

Council staff have been collaborating with PTW Architects, the designers of Pacific Bondi, to design a footpath seating Pilot Project for the section of Campbell Parade between Curlewis St and Beach Road. The design includes public and private seating, shade structures, public art and landscaping.

May 2015

Council requested to endorse footpath seating Pilot Project. Development Consent to be determined under delegation with appropriate conditions including a Plan of Management and Footpath Seating Deed, enabling construction to proceed.

June – August 2015

Council staff develop concept plans and draft policy for the full length of Campbell Parade, and finalise community engagement strategy.

September 2015

Report to Council for approval to exhibit draft concepts and engagement strategy.

October - November 2015

Opening of Pacific Bondi and the footpath seating Pilot Project. Commencement of public exhibition and community engagement.

February 2016

Review of submissions and finalise concept plans, propose new or amended policies, and outline the implementation plan (ie. next steps).

3.3 Implications with existing planning controls

3.3.1 Development Control Plan 2012 (DCP)

Designated footpath seating areas for Campbell Parade are identified in the DCP. These are based on available footpath space after considering priority elements such as bus stops, pedestrian crossings, poles, bins, public art, public seating and landscaping.

This project will critically review the existing street to determine if there is a more efficient, uncluttered layout and any potential changes to the designated footpath seating areas.

3.3.2 Fees

Under Council's Operational Plan 2014-15 Pricing Policy, Fees and Charges a fee of \$850/sqm/year is charged to businesses for the exclusive use of a designated footpath seating area. As part of this project the footpath seating charges will be reviewed, taking into account capital works expenditure that may be proposed.

3.3.3 Approval process

The current approval process for footpath seating is formalised with:

- Approval under S125 of the Roads Act which outlines designated seating areas, operating hours and statutory conditions of use;
- Plan of Management detailing how the business will manage the space during service hours and a cleaning/ maintenance schedule;
- Footpath Seating Deed between Council and the business whereby the business agrees to pay the relevant fees and maintain the necessary insurance as stipulated in the approval.

While this project will review current policies for the purposes of amendments, it will also aim to identify any opportunities for efficiencies in streamlining the approval process. This will be done in consultation with an established Council officer working group "New Initiatives – Footpath Activity".

3.4 Footpath seating pilot project

3.4.1 Purpose

The purpose of the pilot project is to partner with a major developer to trial a new footpath seating, shade structure and landscape design for the community and businesses to experience and provide feedback on. This provides a low cost and low risk way for Council to gain clear insights and make informed decisions on design concepts and policies to be applied elsewhere on Campbell Parade. The Pilot Project is proposed for a 3 year period.

3.4.2 Design principles

The guiding design principles for footpath seating were developed at the Councillor Workshop in November 2014 and were used by Council officers in determining the preferred design. The principles are outlined below:

- Unique to Bondi
- Complements the local character
- Open, light and maintains views to the beach
- Provides protection from the wind, rain and sun while recognising this is an outdoor space
- Avoids enclosure or obstruction of the footpath
- Provides a mix of public and private seating
- Provides soft landscaping (greenery)
- Is durable and high quality
- Integrates the public art mosaic seating
- Is adaptable to being used in various locations on Campbell Parade

3.4.3 Proposed Design

The proposed design is shown in Attachment 1 and the key features are described below. The design has developed from a productive collaboration between PTW Architects and relevant Council staff over the last 3 months.

(i) Shade Structures

The proposal is for two free-standing shade structures with slender central columns branching into a cantilevered roof frame. The design references the conventional beach umbrella structure in a modern context and the resulting curved roof form reflects the ocean swells.

Each shade structure measures 30m x 4.5m, which includes a minimum 0.6m overhang beyond seating areas on all four sides. The structures are constructed using white steel tubing with translucent white nylon roof material. The structures integrate electric radiant heaters and adjustable LED up-lighting of the roof to create an ambient effect. Electricity supply will be provided underground and via the central columns.

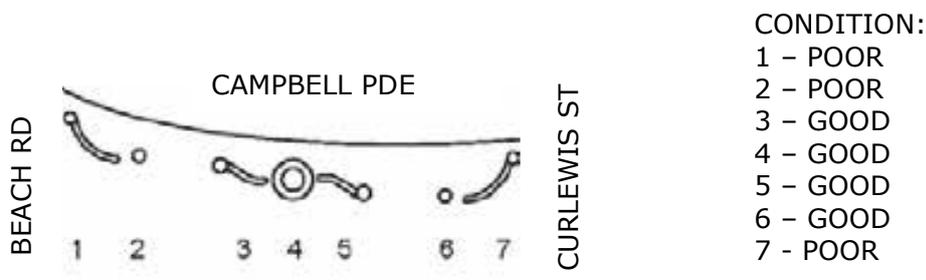
A 1.5m tall frameless glass balustrade with stainless steel brackets is proposed along the street edge set back 0.9m from the kerb. The balustrade has a 2.2m opening in the middle of the long edge, which aligns with a 2m gap in the seating area in order to provide pedestrian access to street parking. Signage and advertising on the glass balustrade and the shade structure would not be supported.

Overall the design provides a total of 169sqm of useable space within the confines of the shade structure. Use of the space within the confines of the shade structures can be for private or public purposes. It is proposed that a section of the undercover space be allocated for Council to use as an exhibition space where plans and information could be displayed. For the area used for restaurant seating, freestanding glass panels approximately 1.5m tall x 0.4m wide would be fixed into the ground near the entry to identify the business to which each seating area belongs.

The layout retains a minimum footpath width or the length of the block. The pedestrian survey undertaken in March 2015 found that while Roscoe Street Mall is the busiest section of Campbell Parade (peak of 1560 ped/hr), the subject area of Campbell Parade was still very high (976 ped/hr) despite being a construction area with no active land uses. It is likely that once Pacific Bondi opens this section of Campbell Parade may become the busiest section of the street.

(ii) Mosaic Public Art Seating

Seven pieces of mosaic public art seating exist along this section of Campbell Parade, which were installed in 1998. These comprise one long bench and small table top at each end of the block and two long benches and circular seating/planter in the centre. The condition report undertaken in March 2015 concluded the items on the ends of the block are in poor condition and the items in the centre are in good condition.



The seating survey undertaken in March 2015 found that throughout the day on a Saturday and Monday, the public seating between Lamrock venue and Curlewis Street is used at only 20% capacity. The seating in the Pilot Project area were not accessible due to construction, however it is reasonable to assume that the public seating usage in this block would be consistent with the other blocks surveyed.

During design development a number of variations for shade structures were proposed (refer item (vi) for detail). As part of this, various options were considered for the existing seating including retaining all seats, retaining only the items on the ends of the block and retaining only the central items. After considering the condition of the seats, the likelihood that restaurants will be located at the ends of the blocks and the need to activate the corners, it was generally agreed that relocation or

removal of the public seating on the ends of the block was preferable, with the central items retained.

The central seating is proposed to be enhanced with new feature paving to be commissioned in collaboration with the artist Helen Bodycombe who designed and built the mosaic seats. Ms Bodycombe has been consulted and at this initial stage is supportive of the proposed approach. Additional public seating and planting will also be provided in the central area to enhance the public amenity.

(iii) Footpath Paving

At this stage Council has not determined a uniform footpath paving design for the full length of Campbell Parade. The current proposal for other streets in Bondi, and other village centres throughout the LGA, is for dark grey concrete pavers as has been used in Hall Street. Within the Bondi Beach Park new paths are being constructed with a small brown brick paver as part of the POM implementation. As part of this project a paving standard will be proposed for Campbell Parade. For the purpose of the Pilot Project, however, the existing footpath is proposed to be returned to original condition.

(iv) Landscape and Street Furniture

Low planter boxes with shrubs are proposed at each end of the block to demark the restaurant seating and provide greenery at the ends of the block. In the centre of the block 2 new circular seats with *Pandanus spiralis* palm trees are proposed. Tree pits are proposed between on-street car parking incorporating water sensitive urban design principles by capturing stormwater runoff. Tall date palms are proposed in the parking lane, matching the palms in the central median and enhancing the coastal boulevard-style streetscape. Locating trees in the parking lane also helps to create the perception of a narrower street, which has a natural effect of slowing vehicles through this busy pedestrian area. The design also incorporates 6 bike racks at each end of the block plus relocated bins and parking meters.

(v) Street Parking

Currently there are 7 on-street parking bays plus a hotel bus parking area. The proposed design shows 9 on-street bays and no hotel bus parking.

(vi) Alternative designs

Through the development of the proposed design a number of alternative design options were investigated. However it was considered that none of the options contributed to the public amenity, were unique to Bondi nor were as elegant as the proposed design. The alternative options included:

- Demountable umbrellas and furniture that can be packed away outside business hours in compliance with the DCP. This is considered a sub-standard outcome for such an important streetscape and wouldn't provide a uniquely Bondi solution.
- Permanent umbrellas as used elsewhere on Campbell Parade. These were considered too generic and outdated, and inevitably result in plastic blinds being rolled down during windy or rainy weather which detract from the streetscape, block views to the beach and weather poorly.
- A more conventional structure with corner posts, gutters and downpipes. This approach was not considered as attractive or elegant, did not integrate as well into the public outdoor domain, and would likely still result in business operators attaching plastic blinds in winter months.
- A more substantial steel and glass structure which provided full weather protection year round. This appeared too intrusive and did not integrate well with the building form, it would create a significant barrier between public and private space, block views to the beach, and effectively enclose the footpath into a corridor.

- A similar design to the current proposal but as four separate structures instead of the two currently proposed. These were spaced evenly along the block with public space between each structure. It was considered that the larger central public space in the current proposal could become more of a feature and would be more useable. However the use of smaller structures may be more appropriate elsewhere on Campbell Parade.

3.4.4 Summary of outcomes

Proceeding with the Pilot Project will result in a number of outcomes for Council such as:

- High quality footpath seating and shade structures and improved streetscape;
- Increased activity on Campbell Parade;
- Space under the shade structure for use by Council as exhibition space;
- Loss of some existing public art and seating (replaced with new public art and seating);
- Overall reduction in public space on footpath.

The applicant benefits from this proposal with increased amenity, increased rental values associated with additional footpath seating and greater street activity, and approval prior to DCP amendments. These benefits are tempered against the applicant bearing additional costs of construction and accepting the risks associated with the Pilot Project ie. that the shade structures and design may change in the future.

3.4.5 Commercial arrangements

Council staff have discussed commercial arrangements with the applicant for the Pilot Project and these negotiations are continuing. The commercial negotiations include:

- Intellectual property rights
- Ownership
- Maintenance
- Costs of construction
- Removal/ reinstatement costs
- Footpath lease fees

It is recommended Council delegate authority to the General Manager to continue negotiations and to finalise the commercial arrangements which may vary from the Operational Plan 2014-15 Pricing Policy, Fees and Charges. The agreed commercial terms will form part of the conditions of approval.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The project is multidisciplinary and relates to a number of aspects of the Waverley Together 3 and Delivery Program 2013-17 including:

- Direction:
- L3 – Waverley’s public places and spaces look and feel good.
 - L6 – Streets are safe and vibrant places which facilitate movement and interaction.
 - L4 – The unique physical qualities and strong sense of identity of Waverley’s villages is respected and celebrated.
- Strategy:
- L6d – Create place-based centres which prioritise the pedestrian experience.
 - C6b – Encourage the arts in public places and public art in private developments.

5. Financial impact statement/ Timeframe/ Consultation

5.1 Financial impact

The majority of the project has and will continue to be undertaken in-house by Shaping Waverley officers. To date the following amounts have been expended on external consultants:

- \$26,200 for the pedestrian and seating study;
- \$9,850 for the public art curatorial assessment and condition report.

All costs of the project are being accommodated within the existing Shaping Waverley budget.

5.2 *Timeframe*

The key milestones are:

May 2015	Council approval for pilot project
September 2015	Report to Council with draft concept plans and policies for Campbell Parade and community engagement strategy
October 2015	Opening of pilot project and commencement of community engagement
March 2016 (approx.)	Report to Council for adoption of concept plans, policies and implementation plan for Campbell Parade

5.3 *Consultation*

To date the following consultation has been undertaken:

- Two Councillor workshops;
- Project Control Group meetings with Council staff from urban design, planning, approvals, engineering, public art, landscaping, sustainability, leasing and communications; and
- Regular meeting with the architects and developers of Pacific Bondi regarding pilot project design.

Moving forward, a community engagement plan is being prepared and will be presented to Council along with the concept plan and policy proposals later this year. The pilot project subject of this report forms a key part of the engagement process by providing the opportunity to trial and experience a new design approach from which insights and feedback can be provided.

6. **Conclusion**

In summary, the Campbell Parade Design Review seeks to enhance the quality and appeal of this important gateway to Bondi, strengthen the connection between town and beach, and improve the experience for all users.

Council staff have collaborated closely with the architects of Pacific Bondi to reach a design that both parties are supportive of. It is recommended Council takes advantage of the opportunity to partner with a major developer to progress the Pilot Project and trial a new high quality footpath seating design.

With this trial in place Council can more effectively engage with the community and businesses to gain feedback and ideas regarding concept plans for the entire length of Campbell Parade, and achieve the goal of creating a world-class street.

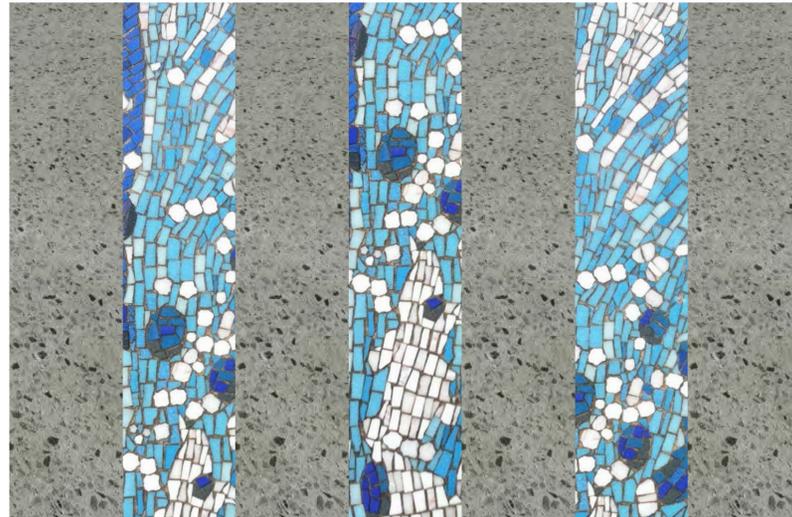
7. **Attachment/s:**

1. Concept Plans for Footpath Seating Pilot Project.

LANDSCAPE CONCEPT OPTION 3



MATERIALS PALETTE



Curved Timber Seat



Crinum pedunculatum



Gazania tomentosa



Indian hawthorne



Bike Racks



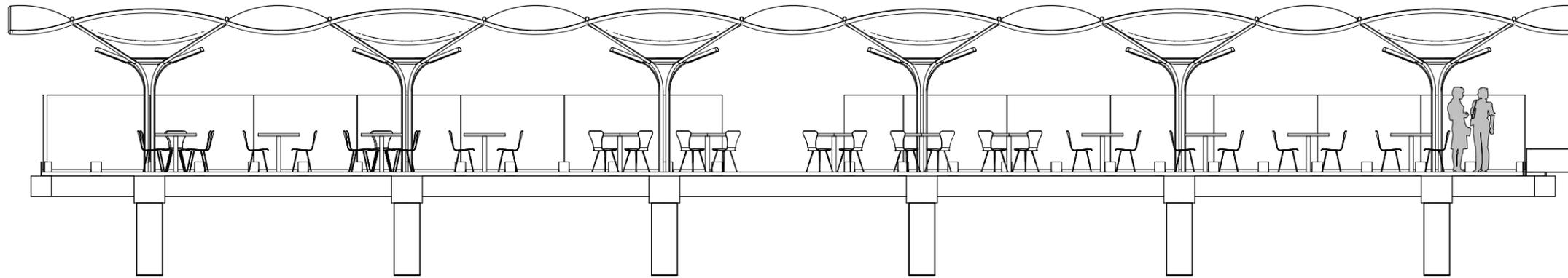
Westringia fruticosa



Pandanus tectorius

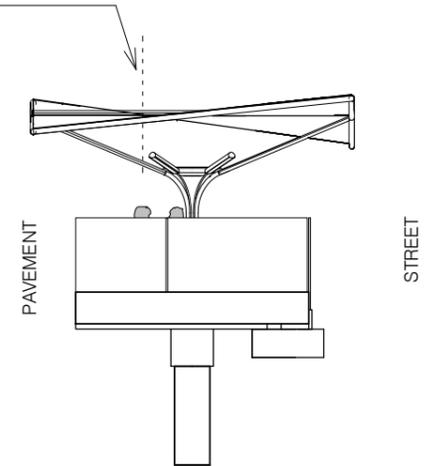


Livistona australis

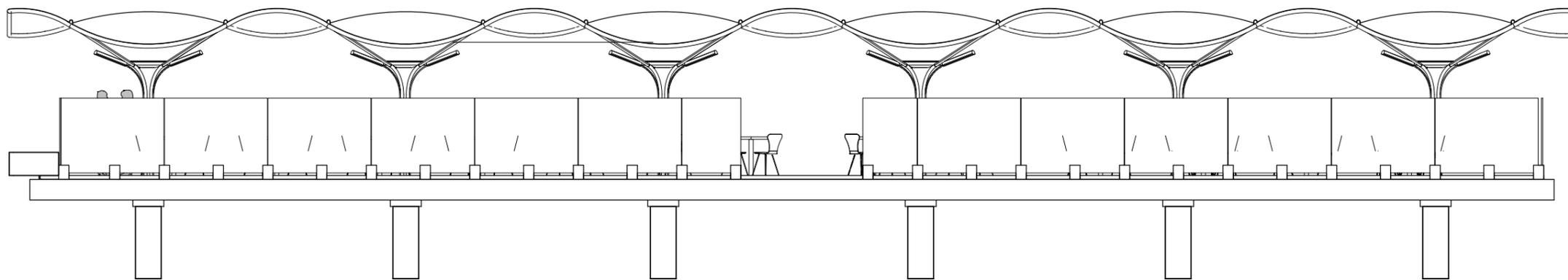


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CENTRE LINE OF ASYMMETRICAL CANOPY SO MAJORITY OF WATER DRAINS TO STREET

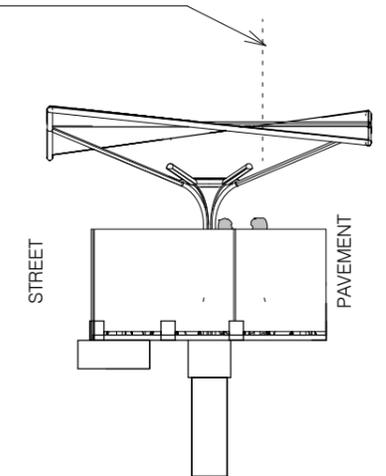


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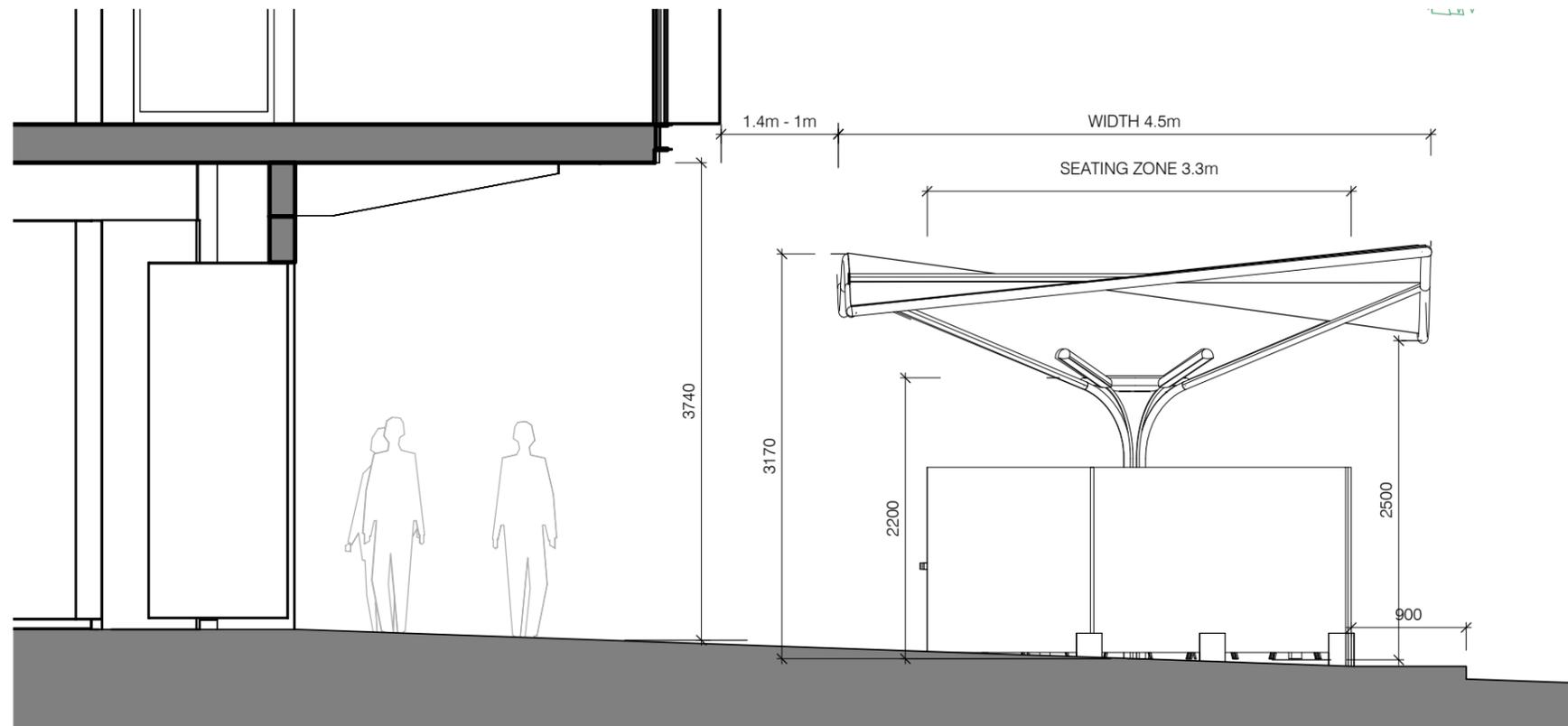


3 100 South
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CENTRE LINE OF ASYMMETRICAL CANOPY SO MAJORITY OF WATER DRAINS TO STREET



4 100 East
1 : 100



News
Cafe





**Report
No. CM/7.9/15.05**

Subject: Annual Review of the Waverley Development Assessment Panel (WDAP)
Trim File No.: A13/0229
Author: Lee Kosnetter, Manager, Development Assessment
Director: Peter Monks, Waverley Futures

Recommendation:

That Council:

1. Endorses the changes recommended to the Waverley Development Assessment Panel (WDAP) Charter, Guidelines, Code of Conduct and MOU as indicated in Attachment 1.
2. Endorses changes to officer delegations in accordance with the WDAP Charter, as amended, as indicated in Attachment 1.
3. Endorses the continued membership of the WDAP without change.
4. Endorses the investigation of opportunities to further utilise the expertise of the Panel to enhance the built environment in Waverley.
5. Endorses the investigation of having the Waverley Panel replace the JRPP for relevant development matters be investigated and discussed with the NSW State Government.
6. Endorses that where Council projects and Council events have received Council endorsement via resolution of the Council, any subsequent development application may be determined by the Director Waverley Futures or delegate.
7. Continues the operation of the WDAP for an additional 4 years.

1. Executive Summary

The Waverley Development Assessment Panel (WDAP) has been in operation for 22 months, determining 202 complex/controversial applications over 24 meetings.

The WDAP meets monthly, however, on four occasions (2 each year) a second monthly meeting has been required given the number of applications that fall outside staff delegations and therefore require WDAP determination.

The WDAP has been successful in reducing DA timeframes, informing in-house interpretation of controls, reducing the number of Land and Environment Court appeals and providing independent expert assessment of development applications. It has also provided Councillors with greater opportunities to direct attention to strategic policy formulation that guides the development assessment process in Waverley.

Given the successful operation of the trial, there is a strong case for the longer term implementation of the WDAP.

2. Introduction/Background

Following the endorsement by Council at their meeting on 18 June 2013, controversial and complex Development Applications have been determined by the Waverley Development Assessment Panel (WDAP or 'Panel'). The Panel membership includes 15 experts in planning, architecture, urban design, environmental law, and other related fields, and includes local community representatives. The Panel meets monthly and consists of 5 members from the membership pool. Members are selected by the Director of Waverley Futures on the basis of matching professional qualifications with the contentious or complex issues raised in the applications as well as ensuring appropriate rotation of members.

The WDAP Charter outlines an evaluation program that provides for regular reporting and annual review. This Report for is the second annual review as required at the end of the two year trial.

2.1 Relevant Council Resolutions

Council Meeting & Date	Minute No.	Decision
18 June 2013	1306.12.7	1. The Council approve the establishment of the Waverley Development Assessment Panel (WDAP) in accordance with this report. 2... 3. The Panel operates for a trial period of 2 years, with a report furnished to Council after 18 months of operation to assess the outcomes of the trial period. 4 - 9...

3. Discussion

Member selection

Member selection has been based on connecting the relevant professional expertise with the applications being determined at each meeting as well as an equitable rotation of Panellists. As expected, the more specific specialists (disability, environmental diversity, aboriginal heritage and coastal risk) have been used infrequently. All members of the Panel pool have attended at least one meeting.

	Attendance
Chairperson	
Hon Paul Stein AM QC	20
Hon Angus Talbot (Alternate)	4
Professional Experts	
Michael Harrison	7
Jan McCredie	12
Stuart McDonald	12
Gabrielle Morrish	8
Jan Murrell	11
Ian Stapleton	11

Community Reps	
Peter Brennan	9
George Newhouse	7
Allyson Wolff	8
Specialists	
Aboriginal Archaeology/Heritage - Mark Maund	2
Disability & Access - Audrey Thomas	1
Coastal Risk & Water Mgmt - Boyd Sargeant	3
Enviro Flora/Fauna Diversity - Susan Hobley	3

Panel Pool and Appointment period

The existing Panel pool encompasses a wide range of experience and expert qualification. It is not considered that this requires expansion or change. To ensure an appropriate rotation of Panel members, it is considered that each Panellist should serve for 4 years and half of the Panel pool should be freshly advertised and appointed every 4 years.

Recommendation: That the maximum Panel membership remains as 4 years and half of the Panel pool be changed every 4 years. In the first iteration of this rotation, half of the members will sit for 6 years.

Administration of Panel

Currently, Waverley Futures undertake all administrative functions for the Panel. This process has proven satisfactory and should continue. Decision making relating to the general operations that may not be covered within existing operating procedures (e.g. wet weather postponement) should be determined by the Director Waverley Futures or Executive Manager Building Waverley.

Web information

The Waverley website currently provides wide ranging information on the Panel and decisions are usually available within 2 days of a Panel meeting. The amount of information is constantly reviewed and improved to provide quality customer service.

Registered speakers and inspections

There is typically a high take up of applicants and objectors requesting to speak at the meeting and to have an inspection carried out on site from their property. All requests are fulfilled by the Panel.

Statistics for Speakers and Inspection – 2013-2014

	Jul	Aug	Sep	Oct	Nov	Dec	Feb	Mar	Apr	May	June	Total
Applications	3	5	6	9	9	7	14*	8	13	9	15*	98
Speakers (Objectors)	7	19	12	6	15	8	13	9	6	12	14	121
Speakers (Applicants)	6	5	6	5	8	5	8	13	4	9	10	79
Inspections	7	8	10	5	12	6	11	9	1	11	11	91

*two meetings were held in these months

Statistics for Speakers and Inspection – 2014-2015

	Jul	Aug	Sep	Oct	Nov	Dec	Feb	Mar	Apr	May	Jun	Total
Applications	15*	10	12	10	11	14*	11	12	10			103 [#]
Registers Speakers (Objectors)	13	8	14	12	6	4	7	10	7			81
Registers Speakers (Applicants)	11	8	9	7	7	10	5	7	6			70
Inspections	11	8	15	8	10	8	9	14	15			98

*two meetings were held in these months

1 application was deferred

Decisions

The Panel has been generally aligned with the assessment report recommendations – in 34% of cases the recommendation was endorsed without change; however, in 62% of cases the Panel has not fully agreed with the recommendation and has either imposed additional conditions or changed the recommendation outright (e.g. approval to refusal).

- On 3 occasions the Panel has refused a matter recommended for approval.
- On no occasion has the Panel approved a matter recommended for refusal.

Outcomes	FIRST YEAR (July 2013 - June 2014)	SECOND YEAR (July 2014 - April 2015)	TOTAL
Approvals in accordance with DBU Report - no changes made.	24 (24%)	21 (20%)	45 (22%)
Approvals with amendments and additional conditions added to DBU Report (which recommended Approval)	56 (57%)	52 (50%)	108 (53%)
Refusals in accordance with DBU Report - no changes made.	12 (12%)	15 (14%)	27 (13%)
Refusals with amendments and additional comments added to DBU Report (which recommended Refusal)	5 (5%)	14 (14%)	19 (9%)
Refusal where DBU recommended Approval.	1 (1%)	2 (2%)	3 (1%)
Deferred where DBU recommended Refusal		1	
Total Determinations	98	104	202

Outcomes	DCC 2012-2013	WDAP 2013-2014	WDAP 2014-2015
Approved	80	80	73
Refused	24	18	31
Average turnaround time (Stop the clock)	138	98	101
Total	104	98	104

Current Delegations – matters referred to the Panel

The main reason proposals are referred to the Panel for determination has been the number of submissions, which was lowered to 3 submissions for dwellings compared to the previous 6 when under the Development Control Committee (DCC) delegations. The next main reason for escalation was where applications challenged previous conditions of consent.

In the past 22 months the Panel determined 202 applications. A further 1328* were determined under delegated authority. This means the Panel determined around 15% of applications during this period. This is comparable to the DCC in previous years.

Overall Applications Determined	2012-2013	2013-2014	2014-2015
Total number of applications (DAs, s96, s82a)	885	849	682
Determined under delegation*	780 (88%)	750 (88%)	578 (84%)

*some (few) applications were determined only by other bodies such as the LEC/JRPP

Currently matters are automatically referred to the Panel where:

Development Applications:

a) Class 1 and 10 applications where:

- i. there are unresolved* objections from three (3) or more separate properties AND
- ii. there is a variation to a development or merit based control that may have unacceptable impacts and the objections related to this variation. This will be determined by the Director of Planning or their delegate.

b) Classes 2 to 9 buildings with a construction cost of \$3 million or more OR where there are unresolved* objections from six (6) or more properties, but with the exception of:

- i. land or strata subdivision of an existing or an already approved development;
- ii. change of use or fit out of a property/tenancy;
- iii. extension of hours of operation; and
- iv. signage.

*Unresolved objections" is an objection that is considered by the Director of Planning or delegate to have planning merit, relevance, substance, reasonableness and validity, and which has not been addressed by the imposition of conditions of consent.

c) Where the applicant or owner is Waverley Council, a Councillor or member of staff;

d) Which involve an application to vary a development standard pursuant to clause 4.6 of the Waverley Local Environmental Plan 2012, or pursuant to SEPP 1 for any other environmental planning instrument, when there is a significant impact associated with the proposed variation as determined by the Director of Planning or delegate.

e) Where the applicant has proposed to enter into a Voluntary Planning Agreement and it is considered by the Director of Planning & Environmental Services that the Panel should provide comment in relation to the variation of a development standard.

Section 82a Reviews:

a) Applications for review of determination pursuant to Section 82A of the Environmental Planning and Assessment Act 1979 provided the meeting of the Panel determining any such application for review will consist of at least three (3) members who did not make the determination the subject of the application for review. This must include an alternate Chairperson.

Section 96 Modifications

- a) Applications to modify development consents under Section 96 (2) and 96AA(1) only, and where the terms of 4.1 above apply.
- b) Applications that seek to delete or modify a condition specifically imposed by the Panel will return to the Panel.
- c) Applications that seek to delete or modify a condition specifically imposed by the Development Control Committee will be determined by the Panel.
- d) Applications that seek to directly remove or contravene a condition specifically imposed upon the consent, i.e. an application essentially seeking a 'review' of a particular component of the approval.

Any application or matter which the General Manager or Director of Planning & Environmental Services considers should be brought before the Panel.

Of the 6 NSW Councils with similar Panels, Waverley has the most criteria for automatic referral to its Panel. This has seen more matters referred than anticipated and the necessity to hold 4 additional Panel meetings due to the volume of matters.

One of the primary purposes of the Panel is to assess complex and/or contentious applications. During the trial, there were a large number of applications that were required to be referred to the Panel that clearly fell outside the scope of this purpose. The most common type was smaller scale residential development with 3 objections.

The use of an expert Panel to assess a minor application that complies or generally complies with relevant development controls simply because it received 3 objections is not considered consistent with the purpose of an independent expert Panel and does not represent value for money.

It is considered more appropriate to target developments that have both unresolved objections and significant variations from development standards (eg height, FSR). At Waverley, these are the matters that generate most community concern, particularly where a significant variation to a development standard might be supported due to individual circumstances.

For example at Mosman Council, these types of matters (significant objection and variation of development standards) constitute nearly 50% of applications determined by their Panel.

Feedback from the Chair of the Panel as well as a number of Panel members is that relatively minor matters that comply or generally comply with development standards that are being referred to the Panel would be better dealt with by staff (eg the DBU). Relevantly before the Panel, the DBU had delegation to determine applications with up to 5 objections. This number is considered to better represent what would be considered a 'significant' number of objections.

The definition of 'unresolved objections' is also considered to require further clarification. Recent changes to the EP&A Act (see extract of S79c below) make it clear that where a development accords with a development standard such as height or FSR, the application may not be refused on this basis – even in light of an objection.

Section 79c(2)

Compliance with non-discretionary development standards-development other than complying development

If an environmental planning instrument or a regulation contains non-discretionary development standards and development, not being complying development, the subject of a development application complies with those standards, the consent authority:

- (a) is not entitled to take those standards into further consideration in determining the development application, and*
- (b) must not refuse the application on the ground that the development does not comply with those standards, and*
- (c) must not impose a condition of consent that has the same, or substantially the same, effect as those standards but is more onerous than those standards,*

It is recommended that the matters required to be referred to the Panel be altered as follows:

1. *Development Applications for Class 1 and 10 buildings that receive more than 4 unresolved objections.*
2. *Development applications for Class 2 – 9 buildings that :*
 - a) have a value of greater than \$3m, or*
 - b) have received more than 6 unresolved objections,*
3. *Applications for review of a decision or modification of a condition (S96 application) made by the Development and Building Unit (DBU) where the DBU does not support the application.*
4. *Applications for review of decisions made by the Panel*
5. *Development applications where the owner, applicant or objector is a staff member or Councillor of Waverley Council and any unresolved objections have been received.*
6. *Development Applications that, in the opinion of the General Manager or Director Waverley Futures or delegate should be determined by the Panel for public interest reasons.*

**Unresolved Objections - For the purposes of referral to the WDAP, an unresolved objection means: An objection that directly relates to an impact caused by, or as a result of, non compliance with a development standard and is considered by the Director of Waverley Futures or delegate to have planning merit, relevance, substance, reasonableness and validity, and which has not been addressed by the imposition of conditions of consent.*

Council projects and events

Currently any projects under \$5 million where Waverley council is the owner/proponent is referred to the Panel for determination (Council projects above \$5 million are referred to the JRPP). Whilst this process ensures a greater level of independent scrutiny, it can also result in unnecessary delays for more minor proposals such as events and pop-ups. It is considered that where these projects have already been approved via a Council resolution, any subsequent legislative approval should be able to be determined under delegation of senior officers.

Feedback

There has been limited written feedback on the Panel operations, however Council Officers are continually hearing from applicants and objectors that the process is inclusive and informed on the basis of three key elements:

- All written objections are read in full and considered by all members of the Panel;
- All members of the Panel visit all sites and all objectors' sites who request them to do so; and
- The Panel receives full scale colour plans and all documentation upon request.

The individual expertise of the members and the professional respect they command from applicants and other professionals involved in the DA process is also a significant asset.

Councillor involvement in the DA process

One of the main purposes of the Panel was to remove the practice of persons 'lobbying' Councillors in relation to specific development applications as this was seen to potentially influence the legislative role of Councillors as independent 'decision makers' for development applications.

Councillors retain an important role in the assessment of Development Applications via the strategic planning process (e.g. policy formulation, DCP, LEP). This process directly effects how development is assessed and delegating the individual DA assessment process to another body has provided greater scope for Councillors to provide valuable input to this area.

The operation of the Panel has not entirely removed the role of Councillors in the DA process. Councillors may still make representations on behalf of any person on a DA and this is taken into consideration in the assessment process. This is seen as acceptable as the Councillor has no direct involvement in the final decision making. Whilst there has not been a large uptake of this opportunity, it does facilitate the role of a Councillor as a representative of the local community.

Future Panel Involvement in Other Areas

There is capacity to further utilise the expertise of the Panel in other areas including:

- Pre-DA advice for major developments
- Design excellence advice for major developments
- DCP and LEP amendments advice/feedback
- Land & Environment Court appeals

Waverley has already used a number of Panel members in legal appeals and this has proven to be a positive step with excellent outcomes.

The Waverley Panel is arguably one of the most respected in terms of the qualifications and experience of its members and has now operated successfully for two years. This presents an opportunity to approach the NSW State Government and discuss the feasibility of the Waverley Panel replacing the JRPP as the decision making body for Waverley matters that would normally be referred to the JRPP. If successful, Waverley would be one of only two NSW Councils to be afforded this legislative exemption behind Sydney City Council.

Changes to Guidelines, Code of Conduct and Charter

Changes are proposed to the Guidelines, Code of Conduct and Charter to refine the operation of the Panel. Attached to this report is a marked up copy with all changes shown to each document. A summary is provided below:

Waverley Development Assessment Panel Charter

Change	Ref	Comment
Correction to public announcement timing of the Panel members, from 'the day <u>prior to</u> the meeting', to 'to day <u>of</u> the meeting'	Section 2.3	To align with current practice and ensure members are not lobbied
Insert new wording to allow technical staff to attend and inform the Panel during deliberations.	Section 2.12 (h)	To align with current practice and allow for technical input as required at the discretion of the Director or Executive Management
Change to the matters to be referred to the Panel	Section 4	As per the body of this report, changes are proposed to ensure efficient and proper utility of the professional members of the Panel.
Change to the evaluation reporting given the conclusion of the two year trial	Section 5	The reporting continues the practice of DBU agenda, online agendas and minuting of the WDAP meetings and annual reviews to Council.
Change Staff titles	Various	Director of Planning and Environmental Services under the previous structure is now 'Director Waverley Futures'

Waverley Development Assessment Panel Code of Conduct

Change	Ref	Comment
<p>Insert the following:</p> <p>Legal Appeals It is a requirement under this Code of Conduct and therefore upon membership of this Panel that members are not to professionally represent clients for applications against Waverley Council in the Land and Environment Court.</p>	Under "Resources" on page 3	<p>The membership offers an exclusive insight into the Council's interpretation of development controls, internal procedures, and a variety of other often confidential information. It is not appropriate for members who, having gained exposure of this level, to act against Council in legal proceedings.</p> <p>There has been only one case in the first two years of operation of the Panel where a member represented an applicant in an appeal involving Council. In that appeal, by chance, another member of the Panel represented the Council as well. It is deemed appropriate that Panel members are able to act <i>for</i> the Council, but should be exempt from representing applicants in Waverley appeals for the period of their tenure.</p> <p>This exclusion is not dissimilar to that imposed upon Council's Planning Staff and/or Council's legal representatives.</p>
Change Staff titles	Various	Director of Planning and Environmental Services under the previous structure is now 'Director Waverley Futures'

Waverley Development Assessment Panel MOU:

Change	Ref	Comment
Insert a new acknowledgment reflecting the exclusion of acting against Council in the Land and Environment Court	New Point 6	To ensure members are aware of the change and commit to excluding themselves from acting against Council in the Land and Environment Court

Waverley Development Assessment Panel Guidelines:

Change	Ref	Comment
Remove the possibility for late written submissions from non-objectors prior to the meeting	Point 2	<p>It has not yet occurred that a 'non-objector' has written to Council the day before the meeting to submit a written objection, and it is not deemed reasonable that this is facilitated by the guidelines.</p> <p>The purpose of including this point in the first place was to allow for a new owner, who was not aware of the application (because it was notified prior to their purchase) to still be able to make a written submission to the Panel. On reflection, this is not a fair process as the applicant and Council planning staff are not able to properly consider such an objection as part of the written assessment of the application. It could occur that an applicant is informed prior to the meeting that they have 3 objections to their DA, only to find out on the day of the meeting that the Panel has considered 4, 5, or more written submissions.</p> <p>The potential remains for 'non-objectors' to present to the Panel meeting and discuss with the Panel their concerns (as offered in other areas of the guidelines) and this is appropriate as it allows the applicant to hear first hand what the issues are. The Panel also has the option of deferring the application to allow for written submissions and in response a written assessment of those submissions by Council's Planning staff.</p>
Clarification on the dialogue offered at the inspection meetings	Point 7	There has been some limited feedback from objectors that they felt it was not possible to speak with the Panel at their inspection. This section is being adjusted to reflect the actual practice – that is, that a dialogue and clarification is perfectly reasonable on site, however it is not an opportunity to put full submissions forward in the absence of other objectors, the applicant, and potentially all the Panel members when they are often dispersed over the site for their assessment.
Clarify (and change) starting time for the public meeting.	Point 9	On reflection it has been observed that inspections take 3 hours and not 2. Part way through the trial period the starting time was changed to 12 noon to accommodate this. It is not

		an option to start inspections 1 hour earlier (and leave the meeting starting at 11am) because school and peak hour traffic between 8am and 9am is not conducive to inspections. The 9am start time for inspections also allows parents to get their children to school and return home in time for the Panel.
Clarification on recording voting	Point 18	Voting is recorded on all decisions, not only those which are not unanimous.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

- Direction: L5 – Buildings are well designed, safe and accessible and the new balanced with old
- Strategy: L5 – Buildings are well designed, safe and accessible and the new balanced with old.
- Deliverable: Compliance with Council requests for new or amended planning policies and land use plans

5. Financial impact statement/Timeframe/Consultation

Remuneration

The current remuneration for Panel members is considered appropriate and reasonable and should be maintained. It ensures high quality professionals apply and participate and is generally commensurate with the remuneration at other councils (although it does not exceed the maximum).

Panel Costs

The overall operational costs for the Panel are approximately \$200,000 per year. There was no dedicated budget allocated for the first two years of the trial and the Panel’s operating costs were funded through the reallocation of a portion of funds from the legal appeals budget.

Whilst there has been a reduction in the number of appeals from decisions made by the Panel compared to Council decisions and a reduction in appeal costs from this area, the cost of operating the Panel is not entirely offset.

6. Conclusion

The Panel has been a successful function of Development Assessment in Waverley and it is proposed to retain their functions subject to the amendments as outlined in this report.

7. Attachment/s:

1. WDAP Charter, Code of Conduct, Operational Guidelines and MOU with recommended changes marked up.



Waverley Development Assessment Panel

CHARTER

1 FUNCTIONS OF THE PANEL

The functions of the Waverley Development Assessment Panel (the "Panel") are to:

- a) determine applications that are within the prescribed delegations of those functions to the Panel from the Council and/or the General Manager;
- b) provide an independent and open forum for interested persons and the community to make submissions relevant to the applications being considered by the Panel;
- c) provide a professional and technical assessment of significant applications with integrated transparency in the decision making process; and
- d) achieve best practice urban design and development outcomes consistent with the relevant legislation and planning controls.

2 CONSTITUTION OF THE PANEL

2.1 Members

The Panel is a body constituted for the purpose of delegation of functions by the Council under Section 377 of the Local Government Act and consists of the following members with the following qualifications and appointed pursuant to this Charter:

- a) A chairperson, being a lawyer who is currently admitted or eligible for admission to practise law in New South Wales as a Barrister or Solicitor; or a non-lawyer but professional with exceptional levels of experience such as a retired Judge or Land and Environment Court Commissioner, and
- b) A professional expert with a qualifications and experience in urban design, planning or architecture; and
- c) A member of the public, being a resident or owner of property in the Waverley Local Government Area, or a person with demonstrated knowledge of and commitment to the Waverley Local Government Area, with professional expertise in the areas of urban design, planning or architecture; and
- d) A specialised expert in a relevant related field

2.2 Membership pool

A pool of persons that satisfy the criteria in 2.1 above will be maintained and there will be a rotation of members for the purpose of each meeting as dictated by the General Manager or Director of [Waverley Futures Planning and Environmental Services](#) or delegate.

The pool is to include at least one Heritage Planner / Architect, a disability sector advocate, and a Planner with experience in Aboriginal heritage issues.

The pool will include, as a minimum:

- a) 2 members that satisfy the criteria of 2.1(a);
- b) 3 members that satisfy the criteria of 2.1(b);
- c) 2 members that satisfy the criteria of 2.1(c); and
- d) There being no minimum number of members that satisfy the criteria of 2.1(d) other than to satisfy the requirements above;

To ensure the Panel has the widest available level of expertise, there is no maximum number of persons that may be accepted into the membership pool, provided they are appointed in accordance with the terms of section 2.3 of this Charter below, and satisfy the criteria of 2.1 above.

2.3 Appointment

The Membership Pool shall be selected and appointed by the General Manager after consultation with the Council, with each member having signed the Memorandum of Understanding.

Members of the Panel for each Panel meeting will be selected from the Membership Pool by the General Manager or their delegate, having regard to the suitability of expertise for the matters being considered by the Panel.

The Panel will be selected at least 7 days prior to the meeting. This information will not become public information until the day ~~prior~~of to the meeting to ensure Panel members are not lobbied by interested parties.

2.4 Term

The term of the Panel members appointed by the General Manager shall be for a period of two (2) years with an option to extend the term a further 2 years.

2.5 Remuneration

A member or an alternate member is entitled to be paid such remuneration as the General Manager shall from time to time determine in respect of the member.

2.6 Chairperson

The Chairperson of the Panel shall be the lawyer member or as otherwise selected by the General Manager or delegate. Should the lawyer member not be present/available for a meeting the General Manager or delegate shall elect an alternate Chairperson.

2.7 Alternates

- a) The General Manager or delegate may, from time to time, appoint a person to be the alternate to a member, and may revoke any such appointment, only after consultation with the Council.
- b) While acting in place of a member, the alternate member has all the functions of the member and is taken to be a member.

2.8 Vacancies

The office of a member becomes vacant if the member:

- a) dies, or
- b) completes a term of office and is not re-appointed, or

- c) resigns the office by instrument in writing addressed to the General Manager, or
- d) is removed from his or her membership of the Panel by Council for breach of any relevantly applicable requirements of the Panel Code of Conduct, Charter, Guidelines or Memorandum of Understanding, issued by the General Manager in respect of the Panel as in force from time to time, or
- e) without reasonable excuse does not attend a meeting of the Panel in compliance with a call of the Panel or is otherwise absent (without a written explanation for any such absence given to and accepted by the General Manager) from 2 consecutive meetings of the Panel, or
- f) becomes bankrupt, applies to take the benefit of any law for the relief of bankrupt or insolvent debtors, compounds with his or her creditors or makes an assignment of his or her remuneration for their benefit, or
- g) becomes physically or mentally incapacitated to such an extent that he or she is unable to continue discharging the responsibilities of being a member of the Panel, or
- h) after consultation with the Council, is removed by the General Manager from office for any or no reason and without notice.

2.9 Filling of Vacancies

If the office of a member becomes vacant, a person may, subject to this Charter, be appointed to fill the vacancy.

2.10 Meetings

- a) A meeting of the Panel will generally consist of five (5) members, being the Chairperson, three (3) professional experts, one (1) community representative. A specialist as per cl.2.1 may be called upon as an additional or alternate member for matters which would benefit from their expertise.
- b) Meetings shall be held each calendar month except where there are no matters. Additional meetings may be called at the discretion of the General Manager.
- c) At least 6 days notice must be given of any meeting specifying the time, place and date on which the meeting is to be held and the business proposed to be transacted. The applicant and any persons who have made a written submission to the application during the notification period will receive written invitation. Agendas will be made publicly available at that time.
- d) Additional to the meeting agenda containing the Assessment Officer's Report, Panel members shall be provided with associated documents, including all written submissions.
- e) Unless otherwise determined by the General Manager, the Panel recesses in the month of January.

2.11 Quorum

A minimum of three (3) Panel members shall form a quorum for a meeting.

2.12 Meeting and Other Processes

- a) The Panel may, subject to this Charter and any guidelines issued by the General Manager in respect of the Panel as in force from time to time, determine its own procedure.
- b) The Panel is not bound by the rules of evidence and may inquire into and inform itself on any matter in such manner as it thinks fit, subject to the rules of natural justice (the rules of procedural fairness).
- c) The Panel is to act with as little formality as the circumstances of the case permit and according to equity,

good conscience and the substantial merits of the case without regard to technicalities or legal forms.

- d) The Panel shall not receive substantive additional information or amended applications once the Agenda for a meeting has been finalised. If a request to submit substantive additional information is made the Panel shall consult with Council staff as to the need to reassess the proposal in its entirety prior to the consideration of the matter. If in the staff view the request does not require reassessment of the Application, the Panel may choose to accept the information and proceed to hear the matter. Subject to the endorsement of the Panel, any instance where staff advises that reassessment is necessary, the matter shall be deferred, reassessed and reported back to a subsequent Panel meeting.
- e) Proceedings of the Panel shall be open to the public prior to Panel deliberations. However, the Panel may close part of a public meeting to the public where the Panel is of the opinion that such action is strictly necessary in order to protect commercial information of a confidential nature.
- f) Following the address from residents, objectors, applicants and supporters as above for all matters scheduled for that meeting, the Panel will move to a closed session to deliberate for the express purpose of deciding upon its findings, conclusions and decisions. There is no further opportunity for debate from the members or the applicant and/or their representatives.

g) Councillors may attend the Panel meeting in an observer capacity only. Councillors cannot make representations to the Panel.

g)h) Council officers may be present in the closed session to observe the deliberations. In the event that the Panel requires technical input or assistance, and only through the discretion of the Director Waverley Futures or the Executive Manager Building Waverley, other members of staff may be called upon to inform the members (Eg – Fire Safety Officer or Stormwater Engineer may be required from time to time)

2.13 Determinations/Decisions

- a) Determinations and any relevant decision of the Panel shall be by a majority of votes of members present at a meeting. If votes are tied the Chairperson will have the casting vote.
- b) Voting (including the names and vote of each Panel member when the vote is not unanimous) is to be recorded for the public record.
- c) Where the Panel determine to refuse an application, the reasons for refusal must be given.

2.14 Council Review

- a) The operation of the Panel may, at any time as determined by Council or the General Manager, be ceased without notice.
- b) Administrative changes to the Charter can be made by the General Manager, as required.
- c) Any substantive changes to the Charter, that are deemed necessary by the General Manager, must be approved by Council on a report from the General Manager.
- d) The membership of the Panel can be changed, at any time, by resolution of the Council.

3 OBLIGATIONS OF MEMBERS

All Panel members are required to perform their obligations under this agreement faithfully and diligently and must, at all times, act in accordance with the Code of Conduct; the Charter; the Guidelines; and the Memorandum of Understanding.

If members do not comply the General Manager may terminate the Panel member's appointment without notice. Panel members must attend all meetings reasonably required by the General Manager or the Director of Planning and Environmental Services-Waverley Futures or delegate.

Panel members will have read and be familiar with the documents provided by Council prior to attending a Panel meeting.

The relationship between the Council and the Panel member is that of a client and independent contractor, and nothing shall be taken as constituting the Panel members or any of their employees as an employee or servant of the Council.

Continued professional development of the Panel is important. This may, from time to time, be required either by the Panel receiving written reports from Council and working groups for information when appropriate or the Panel attending a face-to-face session (or multiple sessions).

4 MATTERS TO BE REFERRED TO THE PANEL

The following matters not otherwise delegated to the General Manager will be referred to the Panel for determination:

4.1 Development Applications:

a) Class 1 and 10 applications where:

- i. there are unresolved* objections from threefour (34) or more separate properties ~~AND~~
- ii. ~~there is a variation to a development or merit based control that may have unacceptable impacts and the objections related to this variation. This will be determined by the Director of Planning or their delegate.~~

b) Classes 2 to 9 buildings with a construction cost of \$3 million or more OR where there are unresolved* objections from six (6) or more properties , but with the exception of:

- i. land or strata subdivision of an existing or an already approved development;
- ii. change of use or fit out of a property/tenancy;
- iii. extension of hours of operation; and
- iv. signage.

*Unresolved objections” is an objection that is considered by the Director ~~of Planning~~Waverley Futures -or delegate to have planning merit, relevance, substance, reasonableness and validity, and which has not been addressed by the imposition of conditions of consent.

c) Where the applicant, objector or owner is Waverley Council, a Councillor or member of staff and any unresolved objections have been received;

~~d) Which involve an application to vary a development standard pursuant to clause 4.6 of the Waverley Local Environmental Plan 2012, or pursuant to SEPP 1 for any other environmental planning instrument, when there is a significant impact associated with the proposed variation as determined by the Director of Planning or delegate.~~

~~e)d) Where the applicant has proposed to enter into a Voluntary Planning Agreement and it is considered by the Director ~~of Planning & Environmental Services~~Waverley Futures that the Panel should provide comment in relation to the variation of a development standard.~~

4.2 ~~Section 82a~~ Reviews:

a) Applications for review of determination pursuant to Section 82A (or Section 96 in the case of a condition of approval) of the Environmental Planning and Assessment Act 1979;

- a. In the case of a determination of the DBU, where the DBU does not support the application; or
- b. In the case of a determination of the WDAP (Reviewed via Section 82a), all applications; or
- c. In the case of a determination of the WDAP (Reviewed via Section 96), those applications which seek to delete or challenge a condition imposed specifically by the WDAP.

~~a) provided t~~The meeting of the Panel determining any such application for review will consist of at least three (3) members who did not make the determination the subject of the application for review. This must include an alternate Chairperson.

4.3 Section 96 Modifications

~~a) Applications to modify development consents under Section 96 (2) and 96AA(1) only, and where the terms of 4.1 above apply.~~

~~b) Applications that seek to delete or modify a condition specifically imposed by the Panel will return to the Panel.~~

~~e)a)~~ Applications that seek to delete or modify a condition specifically imposed by the Development Control Committee will be determined by the Panel.

~~d)~~ Applications that seek to directly remove or contravene a condition specifically imposed upon the consent, i.e. an application essentially seeking a 'review' of a particular component of the approval.

4.4 Any application or matter which the General Manager or Director ~~of Planning & Environmental Services~~ Waverley Futures considers should be brought before the Panel.

5 ONGOING EVALUATION OF PANEL PROGRAM

~~The Panel is proposed for a two year trial period.~~

Reporting to Council will include:

DBU

A ~~weekly agenda list~~ to Councillors of the applications that the DBU will be considering in the following week for determination under delegation (DBU Agenda).

~~A weekly report to Councillors of the applications determined by the DBU in the previous week.~~

Panel Agenda/Minutes

A ~~monthly agenda is available list~~ to Councillors of the applications that the Panel will be considering.

A ~~monthly minute report~~ on the outcomes of the Panel meeting which will include:

- the outcomes of the Panel decisions;
- any issues identified by the Panel with the DCP/LEP; and
- any other issues considered relevant by the Panel or the Director ~~of Planning & Environmental Services~~ Waverley Futures.

Report to Council

An ~~annual quarterly~~ report on the Panel, outlining:

- The outcomes of the Panel meetings;
- Known time and cost savings to Council; and
- Outcomes from any Appeals from Panel determinations.

~~Quarterly reporting will provide a retrospective assessment of any improvements (reductions) of Appeals and other issues.~~

~~The quarterly report will be prepared for the first year of operation only. Subsequent to this, these details will be provided to Council every 6 months up to the conclusion of the trial. These reports will include cumulative 'to date' statistics,~~

Reviews will also include where possible:

- Direct Customer feedback
- Direct Feedback from Councillors
- Staff feedback



Waverley Development Assessment Panel

CODE OF CONDUCT

Purpose of the Code of Conduct

The Council seeks the highest ethical standards in delivering services to its community.

This Code of Conduct (the “Code”) applies to all members of the Waverley Development Assessment Panel (the “Panel”) when exercising or purporting, at all times, to exercise their duties, responsibilities and functions under the Panel Charter. It is designed to assist in maintaining the reputation and integrity of the Panel and to provide a basis for fair dealings, reaching findings and making recommendations/decisions on matters before it.

This Code is to be read in conjunction with the Panel Charter, Guidelines and Memorandum of Understanding.

Panel members must perform their obligations under this agreement faithfully and diligently and must, at all times, act in accordance with the Memorandum or Understanding, the Charter and the Guidelines associated with the Panel. If members do not comply the General Manager may terminate the Panel member’s appointment without notice.

Contact with others

Panel members may communicate with senior designated staff of Waverley Council or other staff nominated by the General Manager in a protocol for interaction between Panel members and staff.

The Panel must not approach an applicant, objector or Councillor, or their representative, or if approached by those parties, must not discuss any application which is either before the Panel or will come before the Panel at some future time, except during the course of a Panel meeting where the application forms part of the business paper and the person has a right to be heard by the Panel.

Outside of the meeting process, Panel members must immediately report in writing to the General Manager any contact or approach by an applicant, resident, consultant, technical expert, Council or unauthorised staff member in connection with the Panel functions.

Conflicts of Interest and Disclosure

Panel members must:

- consider and comply with all disclosure requirements under the Code including but not limited to disclosing interests arising out of a personal and/or pecuniary nature and of a direct and/or indirect nature and if a conflict exists or arises, shall disclose the nature and extent of such interest and conflict in accordance with the provisions below;

- ensure no conflict exists for themselves, or those people closely associated with them, which could influence or affect the impartial performance of their duties;
- consider both perceived and actual conflicts for the purposes of this clause.

Pecuniary Interest is an interest that a person has in a matter because of a reasonable likelihood or expectation of appreciable financial gain or loss to the person or another person with whom the person is associated.

Non-pecuniary interest a private or personal interest the person has that does not amount to a pecuniary interest (for example; a friendship, membership of an association, society or trade union or involvement or interest in an activity).

Pecuniary Interest

The Panel shall adhere to the Charter, Guidelines and Memorandum of Understanding signed with the Council acknowledging and accepting that if a Member has a pecuniary interest in any matter (as defined in Sections 442 and 443 of the Local Government Act 1993) to be considered by a meeting of the Panel, then:

(i) upon being notified of a draft list of agenda items, if a Panel member identifies a possible or actual pecuniary interest the member shall withdraw as nominated member for that meeting and an alternative shall be invited to attend.

(ii) at the Panel meeting, if a member identifies a possible or actual pecuniary interest the member will immediately disclose the nature of that interest prior to any consideration of the matter, and

(iii) will not be present at or in the sight of the Panel meeting at any time during which the matter is being considered or discussed by the Panel.

A member having declared a pecuniary interest shall not attend the site inspection or public meetings associated with the item or participate in discussion or voting on the item.

The first item of business at Panel Site Inspections and Panel meetings will be members declaring any pecuniary interest that may prevent them from participating in or considering any item within the business paper. If at any time during a Panel meeting, either at the Site Inspection, or at the public meeting, or during consideration of the item, a member identifies a possible or actual pecuniary interest the member shall immediately notify the Chairperson and withdraw from the meeting during the consideration of that item.

However, a member of the Panel is not disqualified to vote on any matter with which the Panel is concerned if, in the absence of any other probative material that would give rise to a pecuniary interest or a conflict of interest as referred to above, the person or any member of the person's family has from time to time personal, familial, business or professional connections or dealings with persons, organisations or associations or bodies within the Waverley local government area of a kind that could not reasonably be regarded as likely to influence any decision the person might make in relation to the particular matter before the Panel.

Each Panel member shall complete their Pecuniary Interest Declaration Return (the "Return") and submit it to the General Manager upon appointment to the Panel and shall also submit an annual Return in July each year covering the period to 30 June of the previous 12 months.

Non Pecuniary Conflict of Interest

If at any time, upon notification of the draft list of agenda items, at site inspections, public meeting or during consideration of an item, a member identifies a possible or actual non pecuniary conflict of interest, the member shall notify the Chairperson.

If having declared a non-pecuniary conflict of interest, a member has a broad range of options for managing the conflict. The option chosen will depend on an assessment of the circumstances of the matter, the nature of the interest and the significance of the issue being dealt with. Non-pecuniary conflict of interests must be dealt with in at least one of these ways:

- It may be appropriate that no action is taken where the potential for conflict is minimal or can be eliminated by disclosure. However, the Member should provide an explanation to the Chairperson and the Chairperson should advise that the explanation is accepted.
- Remove the source of the conflict, for example, relinquishing or divesting the personal interest that creates the conflict.
- Have no involvement by leaving and not taking part in any debate or voting on the issue and not have access to any relevant information.

Public Comment

Panel members shall not make oral or written statements of any description to any media outlet, newspaper, television station, radio network or the like, or to any person associated with such organisations, in connection with any work undertaken in connection with Panel function, with the exception of the Chairperson and only with prior approval from the General Manager.

Panel members must not make comment through social media, including but not limited to Facebook, Twitter, and others that may arise over time, in connection with any work undertaken in connection with Panel function.

Outside of the meeting process, Panel members must immediately report in writing to the General Manager any contact or approach by an applicant, resident, consultant, technical expert, Councillor, Council or unauthorised staff member in connection with the Panel functions.

Use of Information /Confidentiality

Panel Members must:

- not use information obtained in the course of carrying out their duties for anything other than for exercising their functions, powers and duties for the Panel;
- keep information obtained or provided confidentially, confidential; and
- determine what information and material is to be retained by the Panel and how it is to be treated for the purposes of retention.

Gifts & Benefits

Members must never receive, accept, demand, solicit, request or accept a gift or benefit in connection with their duties on the Panel. Facilities, transportation, equipment, meals etc provided by Council as part of Panel meetings shall not be considered as gifts or benefits under this part.

Occupational Health and Safety

Panel members must comply with the provisions of the Occupational Health and Safety Act 2000 (NSW), to the extent to which those provisions are relevantly applicable to members of the Panel as regards the performance of their respective duties as such, as well as with all occupational health and safety policies and procedures of Waverley Council as in force from time to time.

Resources

Members must use resources provided by the Council in an effective and efficient manner; and not use such resources for private purposes.

Legal Appeals

It is a requirement under this Code of Conduct and therefore upon membership of this Panel that members are not to professionally represent clients for applications against Waverley Council in the Land and Environment Court during their tenure as a Panel member.

Breach of Code

Misconduct

Where any complaint alleging misconduct by a Member is made, the complaint is to be made in writing to the General Manager and be signed by the complainant. Anonymous complaints need not be investigated, but the General Manager has the discretion to determine what action if any will be taken. Upon receipt of a written complaint alleging misconduct, the General Manager shall take such action as appropriate.

Corrupt and Unlawful Conduct

Members must not engage in corrupt or unlawful conduct and must report any actual or potential corrupt or unlawful conduct to the General Manager of the Council.

Sanctions for Breach of Code of Conduct

Upon receipt of advice from the Chairperson of a breach of the Code of Conduct by a Member, the following action may be taken by the General Manager:

- counselling of the member;
- suspension from the Panel;
- suspension from meeting a particular matter;
- removal from the Panel; and/or
- report to another authority

The Code may be reviewed from time to time as required by the General Manager or the Director ~~of Waverley Futures Planning~~ or delegate, with the assistance of the Panel. Any changes are subject to the approval of Council.

Waverley Development Assessment Panel



GUIDELINES

These guidelines are issued pursuant to Section 3 of the Charter of the Waverley Development Assessment Panel (the "Panel") and shall remain in force in their present form unless and until any one or more of these guidelines is altered, amended, varied, replaced or superseded by some subsequent guideline or set of guidelines.

Before the public meeting

1. Any resident, objector, applicant or supporter wishing to address the Panel at any meeting of the Panel or as part of the Panel's Site Inspection must register with the Panel Co-ordinator via email to WDAP@waverley.nsw.gov.au by 12 noon on the day before the meeting their intention to do so.
2. Unless the Panel otherwise permits, any such person must have already lodged a written submission on the subject development application ~~OR must no later than 24 hours prior to the meeting provide a written summary (no longer than one A4 page) of the matters upon which the person wishes to address the Panel. Documents, plans, etc, which have not been submitted as outlined above will not be received or considered by the Panel at the meeting.~~

Site inspections

3. Site inspections are to be held ordinarily in respect of each matter that is to come before any meeting of the Panel or when otherwise considered necessary by the Panel. Site inspections shall not take place except as a Panel, and shall, so far as practicable, be held on the same day as the meeting of the Panel at which the particular matter is to be considered.
4. Unless otherwise determined by the Panel in any particular case, any one site inspection shall ordinarily be held and concluded within 20 minutes.
5. Appropriate planning staff of Council shall accompany the Panel on site inspections.
6. The Panel will meet Council Officers ordinarily at 9am at Waverley Council on the day of the meeting, or as otherwise determined by the Panel Co-ordinator, to commence site inspections.
7. Site inspections are not to be used for lobbying, but as means of procuring probative material for the purpose of good administrative decision making. Site inspections are for the Panel to acquaint themselves with the site and relevant issues and conversation/dialogue will ~~not be entered into except in~~ be limited to clarification of the issues and/or inspection of pertinent aspects of or over the development. through the Chairperson. This allows the substance of the issues to be observed in full by all members, Council's Planning staff, objectors and the applicant upon return to Council at the public meeting.-
8. Adjoining and/or affected properties will be visited by the Panel if the objector has first registered their interest for an inspection or if the Panel otherwise agrees to do so at their discretion. It is not a requirement for the Panel to visit every objector's property to complete their assessment.

The public meeting

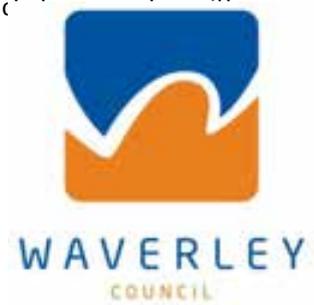
9. The Public Meeting of the Panel will meet on the fourth Wednesday of the month at ~~11am~~ 12 noon in the Waverley Council Chambers on Bondi Road, cnr Paul Street, Bondi Junction.
10. Agendas for meetings are to be publicly available 6 days preceding the meeting.
11. Speakers at the public meeting of the Panel shall be heard in the following order:
 - (a) Any objectors or other persons who wish to make submissions or representations; and then
 - (b) The applicant or the applicant's representative; or

Unless through the Chairperson any Panel Member wishes to clarify any matter with the speaker or Council Officer.

12. A person is not entitled to be legally represented at any meeting of the Panel unless the Chairperson grants permission in any particular case. On granting any such permission the Chairperson shall have regard to the following matters;
 - (a) the nature and complexity of the matter and whether it involves a question of law,
 - (b) whether the person has the capacity to present their submission without legal representation, and
 - (c) such other matters as the Chairperson considers relevant.
13. Unless the Panel otherwise permits, no resident, objector, applicant or supporter who addresses the Panel at any meeting of the Panel, may speak for more than 3 minutes in respect of any one matter before any particular meeting. The Chairperson is to exercise discretion and allow for an extension of time, subject to the general agreement of the Panel, as required to ensure all issues are properly considered. As it is acknowledged that this discretion may be exercised more frequently at Site Inspections, it is not required to obtain general agreement of the Panel in this instance.
14. The Chairperson shall be responsible for the good and orderly conduct of the Panel meetings and may do all things and take all steps necessary to control the good and orderly conduct of any meeting of the Panel or site inspection carried out by the Panel in the performance of its functions.
15. A person, whether a member of the Panel or a member of the public, shall not speak while another person is speaking or otherwise interrupt that person while speaking. Nothing in this guideline prevents a member of the Panel from raising a point of order in the manner otherwise relevantly applicable to meetings of the Council.
16. Following the address from residents, objectors, applicants and supporters as above for all matters scheduled for that meeting, the Panel will move to a closed session to deliberate for the express purpose of deciding upon its findings, conclusions and decisions. There is no further opportunity for debate from the members or the applicant and/or their representatives.
17. Should the Panel resolve to request additional information or seek amendment of the application, the Panel may defer the application, providing a written request to the applicant with the reasons for deferral, a copy of which will be made available on the Waverley Council website the following day. In these cases, objectors will be invited to a subsequent Panel meeting upon receipt of amended/additional plans and documentation from the applicant.
18. Determinations and any relevant decision of the Panel shall be by a majority of votes of members present at a meeting and entitled to vote. If votes are tied the Chairperson will have the casting vote. Voting (including the names and vote of each Panel member ~~when the vote is not unanimous~~) is to be recorded for the public record.

After the public meeting

19. Minutes of the Panel are to be made publicly available following the meeting.
20. The Decision Notice will be provided to the applicant and those parties who have made submissions.



Waverley Development Assessment Panel

MEMORANDUM OF UNDERSTANDING

I _____ hereby accept appointment to the Waverley Development Assessment Panel (the "Panel") on the following terms and conditions:

1. I have read and agree with the Waverley Development Assessment Panel's Code of Conduct, Charter and Guidelines.

2. I acknowledge and agree that my appointment:

begins on _____

and ends on _____,

and that the term is renewable by Council at its absolute discretion.

3. I understand and accept that each member of the Panel is entitled to receive such remuneration for attending meetings and taking part in the business of the Panel as determined by the General Manager and advised in writing.

4. I acknowledge and accept that if I have a pecuniary interest in any matter (as defined in section 442 and 443 of the *Local Government Act 1993* (NSW)), to be considered by a meeting of the Panel, or a conflict of interest as defined in the Waverley Code of Conduct, then:

a. I will immediately disclose the nature of that interest to the Panel at the commencement of a meeting prior to any consideration of any matter, and

b. Unless otherwise permitted by the Panel Charter, I will not be present at any time when the matter is being considered or discussed by the Panel.

5. I understand and accept that the business conducted by the Panel shall be subject to the provisions of section 148 of the *Environmental Planning and Assessment Act 1979* (NSW) and I will not disclose or misuse any information provided to me as a member of the Panel.

6. I understand it is a requirement under the Code of Conduct and therefore upon membership of this Panel that I am not to professionally represent clients for applications against Waverley Council in the Land and Environment Court during my tenure as a Panel member.

~~5.~~

~~6.7.~~ I acknowledge and agree that the Council may immediately terminate my appointment to the Panel by notice in writing, given to me or posted by pre-paid letter addressed to my last known place of residence or business or post office box, if, among other things, I act in breach of the requirements of this

Memorandum of Understanding, the Panel Charter or Panel Guidelines, or if I fail to attend 2 consecutive meeting of the panel which I should attend, without a written explanation for my absences given to and accepted by the General Manager.

Panel Member

Panel Member Signed

Date

General Manager

General Manager Signed

Date

Report No. CM/7.10/15.05



Subject: Post-Exhibition Report on Planning Proposal to Amend Clause 6.7 ('Solar access to public places in Bondi Junction') and 'Height of Buildings Map'

Trim File No.: PP-1/2014

Author: Alex Beers, Strategic Planner

Director: Peter Monks, Director, Waverley Futures

Recommendation:

That Council:

1. Notes the matters raised in the submissions during the public exhibition period relating to the planning proposal to amend Clause 6.7 – 'Solar access to public places in Bondi Junction' of the Waverley Local Environmental Plan 2012.
2. Supports the planning proposal for the following reasons:
 - a) Significant solar access will be maintained for Norman Lee Place and Oxford Street Mall.
 - b) There will be no further overshadowing of Eora Park, Clementson Park, and Waverley Street Mall.
 - c) It removes unintended constraints to development in key areas of Bondi Junction.
 - d) New homes and jobs will be created in Bondi Junction.
 - e) It allows for the development of Rowe Street and improved access to the Bondi Junction Transport Interchange.
 - f) Consistency with local and State strategic policies including *Waverley Together 3* and *A Plan for Growing Sydney*.
3. Supports making the amendments to the Waverley Local Environmental Plan 2012 outlined in the planning proposal in conjunction with Parliamentary Counsel under the delegation received from the Department of Planning and Environment.
4. Notifies property owners of Council's decision.
5. Agrees to the suggested amendments to the proposal.

1. Executive Summary

The planning proposal was placed on public exhibition from 28 January to 14 February 2015.

The planning proposal was prepared to amend Clause 6.7 – 'Solar access to public places in Bondi Junction' (the Clause) of the Waverley Local Environmental Plan 2012 (LEP) to remove unintended constraints on land surrounding some of the public places listed in the Clause that arose from errors in the drafting of the Clause when integrated into the LEP in 2014. The amendment specifically

addresses Oxford Street Mall, Rowe Street, and Norman Lee Place. The Clause unduly restricts development beyond that which is necessary to maintain solar access to these public places.

Following consideration of the matters raised in the submissions, this report recommends proceeding with the planning proposal with some minor amendments.

2. Introduction/Background

Clause 6.7 was introduced as a local provision in WLEP 2012 on 13 June 2014 in response to the *Bondi Junction Urban Design Review Report (BJUDRR)* prepared by City Plan Services Pty Ltd in 2012. The BJUDRR investigated how additional development could be achieved to meet State Government employment and housing targets whilst producing a high quality built environment throughout Bondi Junction.

One of the recommendations of the BJUDRR included the introduction of Clause 6.7 to protect solar access in public parks and plazas. However, errors in the drafting of the Clause resulted in the unintentional and unreasonable restriction of development potential on key sites in Bondi Junction including:

- Sites on the northern side of Oxford Street Mall and Rowe Street are unable to achieve any additional height above existing buildings. This has implications for any future upgrade for access to the Bondi Junction Interchange.
- Sites to the north of Norman Lee Place along Spring Street have also been severely constrained.

2.1 Relevant Council Resolutions

Council or Committee Meeting & Date	Minute No.	Resolution
1. Council Meeting 18 November 2014	CM/7.7/14.11	That Council: 1. Supports the Planning Proposal to amend Clause 6.7 Solar access to public spaces in Bondi Junction and the Height of Buildings map in the Waverley Local Environmental Plan 2012 (WLEP). 2. Agrees to place the Planning Proposal on public exhibition in accordance with the Gateway Determination when required; and 3. Resolves to advise the Department of Planning that it accepts the delegation to make the amendment to the WLEP if supported at the Gateway.
2. Council Meeting 19 August 2014	CRD.57/14	Motion made in response to a previous proposal to amend Clause 6.7: <i>'That Council defer this item to hold a workshop with Councillors and Officers to consider overshadowing drawings for any development scenario that may impact on any of the sites listed under Clause 6.7 at present.'</i>

3. FESP Meeting 5 March 2012	F-1303.5	<p>Extract from a resolution to adopt the Bondi Junction Urban Design Review Report:</p> <p><i>'That Council:</i></p> <ol style="list-style-type: none"> <i>1. Adopt the final report for the Bondi Junction Urban Design Review by City Plan Urban Design...</i> <i>2. Adopt the following recommendations and incorporate them into an amendment of Waverley Comprehensive Local Environmental Plan 2012:</i> <p><i>...2.3. Add the following clause –</i></p> <ul style="list-style-type: none"> <i>• Part 6 - Additional Local Provisions:</i> <p><i>Clause 6.7 Solar Access to public spaces in Bondi Junction</i></p> <p><i>(1) The objective of this clause is to ensure that buildings maximise sunlight access to the public places set out in this clause.</i></p> <p><i>(2) The consent authority must not grant development consent to development on land to which this clause applies unless the consent authority is satisfied that there is no additional shadow impact at 12 noon on 21st June on Clementson Park, Waverley Street Mall, Eora Park, Norman Lee Place (Boot Factory), Oxford Street Mall and Rowe Street (between Oxford Street Mall and Grosvenor Lane).</i></p> <p><i>(3) Development on land to which this clause applies may not be able to be developed to permitted maximum floor space ratio or height of building shown for the land on the Floor Space Ratio Map and Height of Buildings Map...'</i></p>
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3. Discussion

3.1 Councillor workshop

A workshop and walking tour of the public places of Bondi Junction was held on 11 October 2014 in order to brief Councillors and determine the most appropriate solution for each public place affected by the Clause.

The following was resolved at the Councillor workshop:

- Eora Park, Waverley Mall and Clemenston Park will not be included in the amendment and remain subject to Clause 6.7;
- The LEP height standards for Rowe Street will be amended to be similar to the height controls that exist for the site in the DCP;
- The LEP height standards for sites north of Norman Lee Place will be amended to allow buildings to develop up to 6 storeys (20m) before being set back according to the solar access plane;
- The Clause will be amended to prevent any variation to building heights north of Oxford Street Mall including Rowe Street, and on sites north of Norman Lee Place.

3.2 Planning proposal

A planning proposal was subsequently prepared to address the matters agreed at the Councillor workshop. The proposal included new wording for Clause 6.7 relating specifically to Oxford Street Mall, Rowe Street, and Norman Lee Place. Development to the north of these public places will be permitted up to the height development standards in WLEP 2012 but will not be subject to any variation.

Furthermore, the planning proposal seeks to amend the LEP height development standards on Rowe Street and sites north of Norman Lee Place on Spring Street. The proposed height development standards will be stepped back at an angle which ensures solar access is maintained to Oxford Street Mall and Norman Lee Place at midday on 21 June (midwinter).

WLEP 2012 makes provision for a 6m setback from Oxford Street Mall running into Rowe Street. The planning proposal includes removal of this setback to facilitate a more flexible building footprint and improvements in access to the Bondi Junction Interchange.

3.3 Gateway Determination

The planning proposal was considered by Council at its meeting of 18 November 2014 who resolved to support and forward the proposal to the Department of Planning and Environment for a Gateway Determination. The Gateway Determination was issued on 19 December 2014 which supported the proposal proceeding to public exhibition for a period of two weeks.

3.4 Public Exhibition

The public exhibition of the planning proposal commenced on 28 January 2015 and ended on 11 February 2015. A total of three submissions were received; one of which was from Transport for NSW and two from affected landowners.

Of the two submissions received from landowners, one was in relation to sites north of Norman Lee Place on Spring Street and one was regarding the north side of Oxford Street Mall. Both submissions raised concerns about lowering development potential on each of the sites. The matters that were commonly raised through the public exhibition are summarised below.

Submissions regarding Norman Lee Place

One submission was received from a landowner regarding how the proposal affected sites north of Norman Lee Place. Concerns were raised regarding the reduction in building heights and the subsequent reduction in development potential and land value. The significance of Norman Lee Place and its future role in Bondi Junction's public space network was also questioned. The submission included reference to the master-planning work being conducted for the surrounding area which made the future use of Norman Lee Place unclear. It was requested that not only this planning proposal be rejected but that the clause be changed so that sites north of Norman Lee Place not be subject to the Clause in any case.

Response

The BJUDRR noted the importance of protecting the amenity of existing public spaces in Bondi Junction for a number of purposes. The report notes that "there is limited public open space in the Bondi Junction Centre. Clementson Park, Oxford Street Mall, the Boot Factory Plaza, Waverley Street Mall and Eora Reserve are the last remaining public open spaces. Overshadowing of these important public spaces should be avoided to maximise their amenity and encourage their use, especially during the winter time." The residential population of Bondi Junction is steadily increasing through

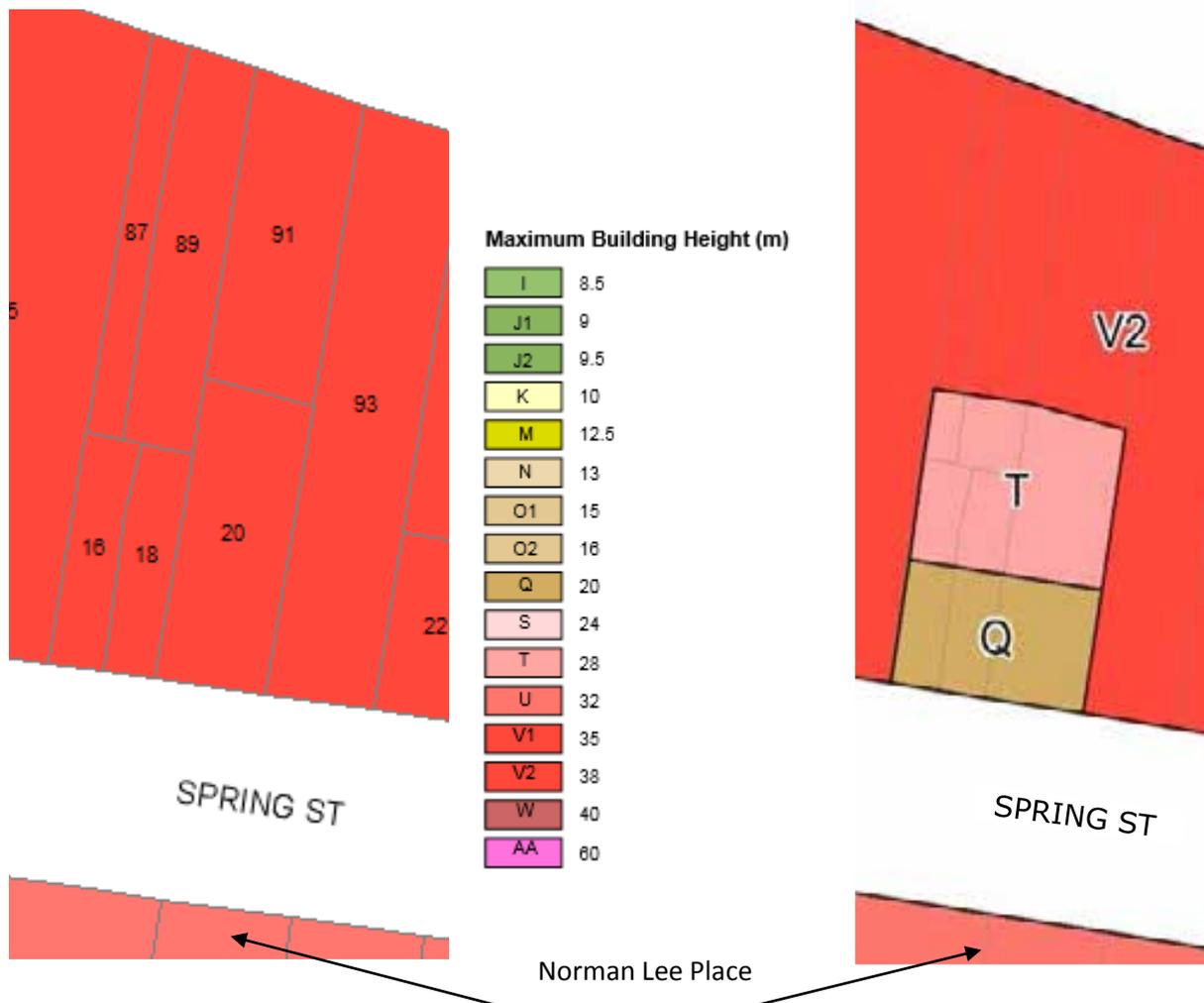
the approval of other developments and access to good quality public spaces is of utmost importance. It is expected that demand for similar spaces will continue to be one of the key strategic issues for Bondi Junction.

The Clause was introduced as a means to respond to these challenges but was too restrictive on development on some sites. The aim of this planning proposal is to maintain solar access to the majority of Norman Lee Place while allowing some additional development on the site that is compliant with the LEP and DCP provisions. The removal of Norman Lee Place from the Clause altogether would result in Norman Lee Place being completely overshadowed at 12 noon in winter which is an unacceptable outcome considering the new public place left in the Centre as stated in the BJUDRR.

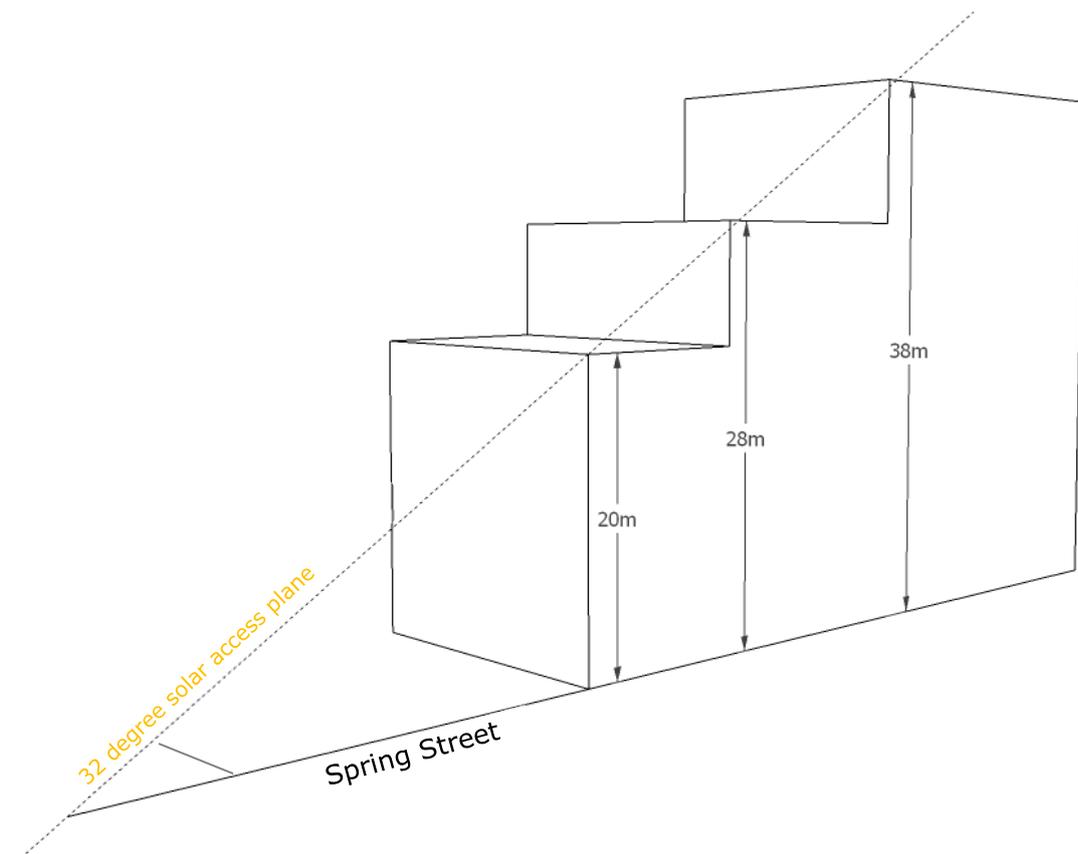
The building heights have been modelled to align with the design guidelines in Part E1 – ‘Bondi Junction Centre’ within WDCP 2012 (see Map 1 and Section 1). Section 1.7, ‘Street Alignment and Front setbacks,’ provide for a six storey podium at the spring street frontage which is then stepped back to a small tower form up to the permitted overall height in LEP2012. An example of what might be achieved is illustrated by the building three sites to the east at 26-30 Spring Street Bondi Junction (see Photograph 1). Implementing these DCP guidelines in the LEP will give them more weight and ensure that an appropriate building form is achieved for the street and solar access to Norman Lee Place is maintained.

Current maximum Height of Buildings (HOB):

Exhibited/proposed HOB:



Map 1: Extract of HOB Map – current and exhibited



Section 1: Exhibited/proposed building height limits for sites directly north of Norman Lee Place



Photograph 1: View north east to 26-30 Spring Street, Bondi Junction

The matter of any change in future use for Norman Lee Place is not a valid consideration at this stage. The long-term historical use of the space has been for public open space. In lieu of any recommendation to change the current use it is paramount that the amenity of this space is maintained through the Clause.

Submissions regarding Oxford Street Mall

One submission was received from a landowner on Oxford Street Mall. Concerns were raised regarding the proposal's intention to "lock in" the stepped heights on the northern side of the Mall and their impact on the economic viability of redeveloping the area. The existing shadow cast by the Meriton Towers was noted as a precedent for overshadowing the Mall and it was suggested development could be achieved within this shadow without increasing the overshadowing of the Mall. Proposed height limitations for Rowe Street were considered to be too restrictive to allow the development of improved access to the Bondi Junction Transport Interchange.

Response

The stepped height limits have been modelled to maintain solar access to Oxford Street Mall. The heights were designed to protect midwinter sunlight (June 21) to shop fronts on the southern frontage of the Mall. This results in greater sunlight being maintained throughout the year. There are a large number of visitors and employees that look for a sunny area to have their lunch, whether on footpath dining or public seating, especially in winter. The area is also used as a major thoroughfare and meeting point. Therefore, it is considered crucial to maintain the stepped heights and ensure solar access to protect the quality of the Mall.

The presence of existing shadowing highlights the importance of retaining solar access to the Mall. Permitting different heights along the mall where areas are already overshadowed by the towers to the north is not supported as retaining consistent building heights is necessary for a quality urban form to be maintained along the Mall. Preserving solar access to Oxford Street Mall is critical as it is the focal point of Bondi Junction and daylight is an essential component in maintaining a quality open space.

The height standards for Rowe Street were modelled to conform to the solar access angle. Some minor amendments to the proposal are necessary to allow for more flexibility in the design of any future development on the site below this angle, as discussed below.

Submissions from Statutory Authorities

Transport for NSW made a submission to state that they had no comments to make regarding the planning proposal.

3.5 Recommended Amendments to the Planning Proposal

In light of comments received during the exhibition period, as well as further work being conducted on the project, it is considered necessary to amend the Proposal in order to make the Clause clearer and more reliable.

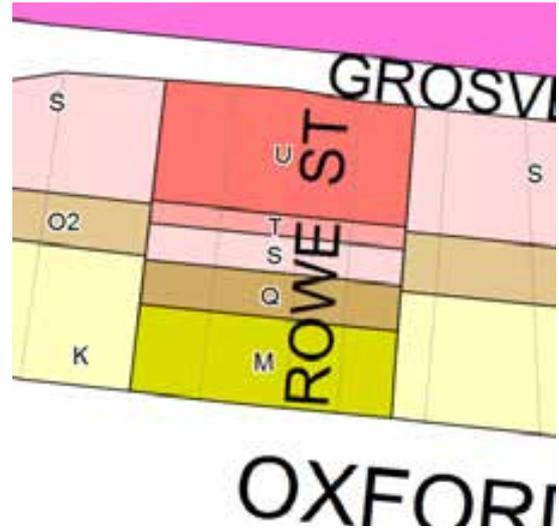
The proposed amendments to the Planning Proposal are:

- Leave Norman Lee Place and Oxford Street Mall in subclause (2) of Clause 6.7 but qualify the amount of overshadowing of these places that is acceptable (to allow development up to LEP heights); and
- Adjust the building heights proposed for Rowe Street to reflect the most appropriate building envelope for the site (a maximum of three stepped heights – see Map 2 and Section 2).

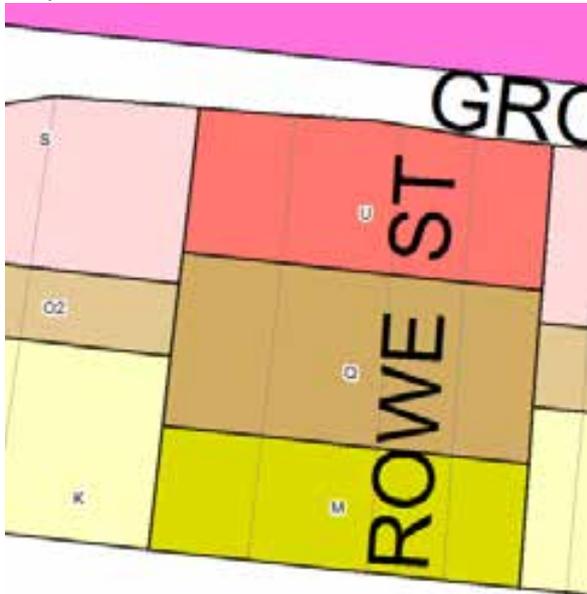
Current HOB:



Exhibited Draft HOB:



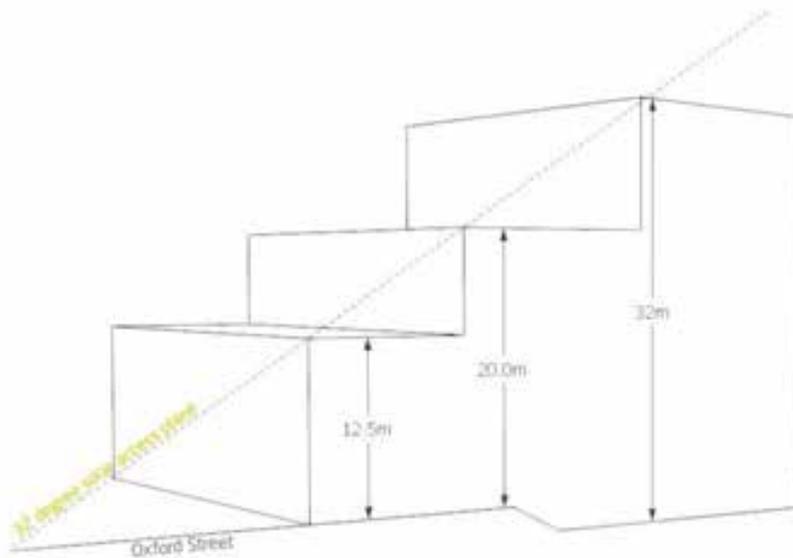
Proposed HOB:



Maximum Building Height (m)

I	8.5
J1	9
J2	9.5
K	10
M	12.5
N	13
O1	15
O2	16
Q	20
S	24
T	28
U	32
V1	35
V2	38
W	40
AA	60

Map 2: Extract of HOB Map – current exhibit and proposed



Section 2: Rowe Street proposed building height limits

The above amendments achieve the same degree of solar access to the Mall and Norman Lee Place but allow some flexibility for different built forms for Council to determine the most appropriate design. This is achieved by permitting some variation under Clause 4.6 of the WLEP if it can be demonstrated the building will achieve better amenity, environmental and streetscape outcomes. This will only be possible if no additional overshadowing will be caused by the variation.

The proposed Rowe Street height limits are indicative of the most appropriate urban form for the sites. These height limits have been tested in relation to FSR controls and it was found that it is possible for the sites to achieve the maximum Floor Space Ratio.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

Direction:	L1 – Waverley’s economy is vibrant and robust and supports the creation of a variety of jobs and business opportunities.
Strategy:	L1a reinforce Bondi Junction’s role as a regional centre with a mix of residential, retail, hospitality, business, commercial, professional services and entertainment activities.
Deliverable:	Well utilised, integrated and welcoming public and private domains in Bondi Junction achieved through the development approval process, and Initiatives implemented to encourage visitation and stimulate economic activity.

5. Financial impact statement/Timeframe/Consultation

There will be no direct financial impact on Council as a result of this planning proposal.

It is anticipated the planning proposal will be gazetted in another 2 to 3 months from the time it is granted final approval by Council.

6. Conclusion

For the reasons stated in this report, the planning proposal to amend Clause 6.7 of WLEP 2012 and the associated HOB Map should proceed with the above detailed amendments.

Minor amendments have been made to the proposal in order to allow greater flexibility in design for sites north of Norman Lee Place and Oxford Street Mall while maintaining the same level of solar access. This will assist in facilitating access upgrades to the Bondi Junction Transport Interchange. The Clause will also be clearer and more reliable with the proposed amendments to the planning proposal.

7. Attachment/s:

1. Exhibited and Proposed Amendment to Clause 6.7 of the WLEP 2012.

Attachment 1

Exhibited and Proposed Amendment to Clause 6.7 of the WLEP 2012

Exhibited Amendment

Clause 6.7 Solar access to public spaces in Bondi Junction

(1) The objective of this clause is to ensure that buildings are designed to maximise sunlight access to the public places set out in this clause.

(2) Despite any other provisions of this Plan, development consent must not be granted unless the consent authority is satisfied that there is no additional shadow impact at 12 noon on 21 June on the following:

(a) Clemenston Park,

(b) Waverley Street Mall,

(c) Eora Park,

~~(d) Norman Lee Place (Boot Factory),~~

~~(e) Oxford Street Mall (between Bronte Road and Newland Street),~~

~~(f) Rowe Street (between Oxford Street Mall and Grosvenor Lane).~~

(3) In this clause **additional shadow impact** means any overshadowing caused by the proposed development that is additional to the amount of shadow cast by existing buildings as at the date of commencement of this provision.

~~(4) In addition, despite any other provision of this Plan, development on land specified below is prohibited if the development results in any part of a building on that land projecting above the height specified on the height of buildings map:~~

~~(a) The area bounded by Oxford Street Mall, Grosvenor Street, Grosvenor Lane and Newland Street (including Rowe Street);~~

~~(b) The following properties north of Norman Lee Place (Boot Factory):~~

- ~~• 16 Spring Street, Bondi Junction (lot 3, DP 975587);~~
- ~~• 18 Spring Street, Bondi Junction (lot 4, DP 975587);~~
- ~~• 20 Spring Street, Bondi Junction (SP 31260);~~
- ~~• 87 Oxford Street, Bondi Junction (lot 1, DP 975587); and~~
- ~~• 89 Oxford Street, Bondi Junction (lot 9, DP 656476).~~

Proposed Amendment

Clause 6.7 Solar access to public spaces in Bondi Junction

(1) The objective of this clause is to ensure that buildings are designed to maximise sunlight access to the public places set out in this clause.

(2) Despite any other provisions of this Plan, development consent must not be granted unless the consent authority is satisfied that there is no additional shadow impact at 12 noon on 21 June on the following:

- (a) Clemenston Park,
- (b) Waverley Street Mall,
- (c) Eora Park,
- (d) Norman Lee Place (Boot Factory), *(beyond the shadow that would be cast by a notional wall with a 20 metre vertical height located on the southern boundary of any lot that adjoins the northern alignment of Spring Street).*
- (e) Oxford Street Mall (between Bronte Road and Newland Street), *(beyond the shadow that would be cast by a notional wall with a vertical height matching the Height of Buildings Map located on the southern boundary of any lot that adjoins the northern alignment of Oxford Street)*
- ~~(f) Rowe Street (between Oxford Street Mall and Grosvenor Lane).~~

(3) In this clause ***additional shadow impact*** means any overshadowing caused by the proposed development that is additional to the amount of shadow cast by existing buildings as at the date of commencement of this provision.

Please note that the planning proposal is mainly concerned with the intent of the amendment and the final drafting of the clause is subject to changes by Parliamentary Counsel.

Report No. CM/7.11/15.05



Subject: A Plan for Growing Sydney – Submission
Trim File No.: A10/0225
Author: Dan Starreveld, Principal Strategic Planner
Director: Peter Monks, Waverley Futures

Recommendation:

That Council receives and notes this report and the matters raised in the attached submission relating to the preparation of the Central Subregional Plan.

1. Executive Summary

The Department of Planning and Environment (Department) are currently in the process of preparing the draft Central Subregional Plan. As there have been limited opportunities to provide input a Councillor workshop was conducted to generate a list of matters that were of strategic importance to Council and the community. These matters are included in a submission that has been prepared and forwarded to the Department for their consideration in the preparation of the Subregional plan.

2. Introduction/Background

In December 2014 'A Plan for Growing Sydney' was released by the Department. The aim of the plan is to provide greater access to 'great outdoor spaces, greater housing choice, shorter commutes and world-class job opportunities' (Department of Planning and Environment, 2014).

Council officers have been attending technical working group meetings in February and April to inform the preparation of the Central Subregional Plan. The upcoming technical working group meeting in May aims to identify 'areas for growth'.

On 22 April 2015, Council officers convened a workshop to collate matters of strategic importance to Council and the Waverley community. These have been included within the submission (see Attachment 1).

2.1 Relevant Council Resolutions

Council or Committee Meeting & Date	Minute No.	Decision
Council Meeting 21 April 2015	CM/5.2/15.04	That: <ol style="list-style-type: none"> Council makes a submission for the Department of Planning and Environment's consideration in preparing the Central Subregional Delivery Plan. The submission should identify matters of strategic planning importance to Council and the Waverley community that need to

		<p>be taken into consideration in preparing the Subregional Delivery Plan.</p> <ol style="list-style-type: none"> 2. Council needs to address in the submission how Waverley can accommodate expected population growth and community concerns about residential housing intensification and the resulting traffic generation and access to open space. 3. Council officers conduct a Councillor workshop to compile a list of issues to be considered and included in the submission, and report back to Council. 4. The Council submission become a part of the Council's Agenda.
--	--	--

3. Discussion

Council note the submission forwarded to the Department and attached as 'Attachment 1'. Additional matters can be included as an addendum to this submission if required.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

- Direction: L5A.
- Strategy: Ensure planning and building controls for new buildings and building upgrades deliver high quality urban design that is safe and accessible, in which heritage and open space is recognised, respected and protected.
- Deliverable: Strategic Land Use policies and plans reviewed regularly.

5. Financial impact statement/Timeframe/Consultation

There are no financial implications related to this project at this point in time. There may be future financial commitments required to develop an evidence base to support Council's position on a number of matters raised in the submission.

At this stage it is understood that the Department intend to finalise the preparation of the draft Central Subregional Plan by mid-2015.

6. Conclusion

As there have been limited opportunities to provide input the preparation of the attached submission provides Council with a starting point to continue discussions with the Department on matters of strategic importance to Council and the Waverley community.

7. Attachment/s:

1. Submission on the Central Subregional Plan to the Department of Planning and Environment.



Waverley Council
PO Box 9, Bondi Junction NSW 1355
DX 12006, Bondi Junction
Customer Service Centre
55 Spring Street, Bondi Junction NSW 2022
ABN: 12 502 583 608

Our ref: A10/0225

8 May 2015

Juliet Grant
Director of Subregional Planning
Department of Planning and Environment
PO Box 39
SYDNEY NSW 2001

Dear Juliet,

Subregional planning priorities

On 22 April 2015, Council convened a workshop to raise a number of matters to be considered as part of the preparation of the Central Subregional Plan (Subregional plan). As there have been limited opportunities to provide input Council has prepared this submission to ensure that the Department are well aware of the challenges that face the Waverley community.

Timing and Governance

The uncertainty surrounding timing for the finalisation of the subregional plan and the crucial formation of the Greater Sydney Commission along with the Ministerial and Local Government Advisory Committees is of great concern. Council is of the understanding that the subregional plans are due to be finalised mid-2015 however the GSC and associated Committees are yet to be formed. It is inappropriate to finalise any further plans without the GSC and Committees in place to oversee the preparation of the plans as well as their implementation. The advisory committees have a role to play at this point in the process.

The roles and responsibilities of the GSC and Committees must also be clarified upfront. Council is unsure about the GSC's mandate and how delivery of the subregional plan will be achieved. Council requests that the Department prioritise establishing the GSC and Committees as a matter of urgency. Setting in place a governance framework will ensure the subregional plan does not become another shelf document.

Representation on LGAC

The Local Government Advisory Committee (LGAC) needs to have adequate Councillor and/or officer representation. As key delivery partners, Councils have an in depth understanding of the most pressing matters that are facing our communities. An awareness of these matters in the early stages of plan preparation and including relevant regional priorities and actions cannot be achieved without the views of the community.

The Department should also consider creating a forum for broader community input in the preparation of the subregional plans. The community's view is essential in gathering as many insights into the area as possible.

Contact us
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Density – when are we “at capacity”?

There are many adverse amenity impacts local residents experience from the current high density of development in Waverley. Traffic congestion is a daily challenge throughout the community but especially along Bondi Road, Bronte Road, Old South Head Road, Macpherson Street, Birrell Street, York Road and within Bondi Junction. There is a growing discontent within the community that additional density will erode their current amenity and enjoyment of living in the area.

The Department would be well aware of the density accommodated through the Waverley LGA. Whilst the growth sectors are accommodating some of the population growth many of the new dwelling stock is low density housing which is an inefficient use of finite land available within the Sydney Basin. Other LGAs within the Sydney Metropolitan area must provide for a range of higher densities including terraces, semi-detached dwellings and other types of attached dwellings. There are demonstrable benefits associated with medium density housing that will take the infrastructure pressures off established areas and these should be mandated in the growth corridors.

In the context of the subregional and metropolitan work which is focused primarily on growth, when can an area in the Sydney Basin be considered “at capacity”? There must be value placed on retaining the scale of existing areas and enhancing their character and quality.

In its 11 March 2015 decision on the Bronte RSL planning proposal, the Department noted the importance of preserving the character of Bronte and that Waverley was “already meeting its housing targets”. The community are well aware of this and insist that any additional density outside what can be accommodated in Bondi Junction is inappropriate without acknowledging and resolving infrastructure capacity problems first.

It follows that the associated amenity impacts such as an obvious lack of on and off street parking availability and the demand on our open space and recreational assets illustrates how inappropriate it would be to introduce additional density. Prompted by the proposed rezoning of tennis courts at 105 Wellington Street, Council commissioned the ‘Bondi Beach Recreational Needs Assessment’ which highlighted the lack of access Waverley residents have to open space and recreational provision.

The community concern is of such a scale that Council is considering preparing a Waverley People, Movement and Places study that examines the links between development pressure and transport capacity and alternative transport options. Council is also considering a broader assessment of our infrastructure availability and capacity beyond just roads and public transport. The Plan for Growing Sydney appears to rely on road and public transport capacity as justification for accommodating growth. This is a narrow measure and inappropriate for making such important strategic decisions.

Growth in adjoining LGAs

Population growth puts pressure on the existing levels of open space and community facilities which are already short of contemporary expectations for a community. The expectation of our rate payers is that the assets, facilities and services provided by Council will be adequate to service their needs. However, population growth cannot be viewed in isolation within Local Government boundaries. Waverley’s assets are not solely enjoyed by its own population with Bondi Beach being one of the most visited tourist destinations in the country. This is reinforced by Bondi’s iconic status and with the expected growth throughout the Central Subregion the additional pressures placed on this area will simply be unsustainable.

Public transport

Waverley has a number of oversubscribed public transport routes incapable of servicing the current population let alone any additional residents and visitors. The 333, 380, 381 and 382 bus services running up Bondi Road in particular are often full as they leave Bondi Beach and leave many residents stranded at bus stops or forcing them to walk up to Bondi Junction.

The primary concern for Council is to ensure that residents are provided adequate travel times along the Bondi Junction to Bondi Beach corridor. This will encourage additional patronage on public transport and subsequently take more cars off the road. A significant improvement is required for existing services and additional routes must be considered within the regional context. For example, a dedicated Denham Street bus route would alleviate some of the capacity issues for buses running along Bondi Road.

Council has for many years attempted to upgrade the Bondi Junction Transport Interchange. Work is currently underway to deliver an opportunity to improve pedestrian and disabled access into the Interchange and discourage use of the dangerous Grosvenor Street entrance. Direct access to the train concourse from Oxford Street Mall will provide a safer route into the Interchange and provide additional foot traffic for retailers. The Interchange is certainly a significant regional infrastructure asset and needs investment and support from the State Government to ensure these improvements are delivered.

Environmental sustainability

'A Plan for Growing Sydney' places economic growth ahead of protecting the city's natural environment and biodiversity. As an established region the Central Subregional Plan must prioritise the protection of the natural environment, including our remnant bushland, coastline, beaches and open spaces. The preparation of the plan provides the ideal opportunity to identify and set aside areas that are to be protected from future development altogether and earmarked for significant investment in their maintenance and improvement.

Council's Environmental Action Plan includes ambitious sustainability targets relating to greenhouse gas emissions, waste, transport, water, water quality and biodiversity. Comparable targets could be developed to apply across the subregion and monitored by the EPA and Department and influence the form of development throughout Sydney.

Codes SEPP

One of Council's longstanding concerns with the planning system has been the blind application of the Codes SEPP especially in heritage conservation areas. The introduction of the Codes SEPP has had devastating consequences on the historic character of our area and the amenity of many residents. Applying a State-wide code in heritage conservation areas for certain development types undermines Direction 3.4: 'Promote Sydney's heritage, arts and culture'. Council requests the Department to review the application of the Codes SEPP and removes heritage conservation areas especially where alterations and additions to buildings are permitted. Council has in place its own Heritage Exemption Certificate that provides an appropriate alternative to exempt development which is reviewed by our Heritage Architect.

The subregional plan could include more tailored design excellence and heritage actions for established areas. A specific focus should include provisions relating to sympathetic and practical alterations to existing residential flat buildings and additions to heritage items. The current Codes SEPP works for new development which comprises only a small portion of development activity in Waverley.

Public Art

Public art plays an important civic role in promoting dialogue, creativity and community identity. Whilst public art in public spaces is achievable for Council it has been difficult to facilitate the inclusion of public art within the private domain. Expanding the Cultural Ribbon beyond the Sydney CBD could act as a catalyst for change along the Kings Cross – Bondi Junction corridor noted in the Plan for Growing Sydney.

Affordable housing

For over 20 years Waverley has been championing the provision of affordable housing with little support from the State Government. Through a range of different policies and our LEP we have attempted to tackle this pressing issue. The subregional plan is the ideal platform to start delivering affordable housing. Council was concerned to learn from the recent technical working group that this was not a priority of the State Government. We are certain that many other Councils share the same concerns and would be willing to enter more in-depth conversations about how the subregional plans can incorporate affordable housing as one of its fundamental priorities.

Waverley's Affordable Housing Program has delivered over \$30 million worth of property for the benefit of the community. Council believes that so much more could be achieved with the support of the Department in elevating the status of affordable housing and ensuring that those who wish to live and work in the area can do so.

It is noted that housing affordability is different to affordable housing. Escalating residential dwelling prices particularly in the Eastern suburbs result in precluding certain people from entering the market. The provision of key worker housing is an issue that could be considered through the subregional plan however a broader Government policy response may be required to consider issues such as negative gearing.

State Significance & Pre Gateways

Council has long questioned the JRPPs role in determining DAs based purely on a dollar value. At present, the \$20 million threshold is far too low and not an accurate criterion for state significance. The Department needs to raise the threshold significantly and include additional criteria for development that could be considered of significance to the State.

Additional criteria also needs to be put together that ensures local planning decisions on planning proposals remain with Local Government. The Pre Gateway Review has generated unnecessary duplication of work for Councils and requires amendment. Council has separately written to the previous Minister for Planning and Environment and the president of the Planning Institute of Australia (NSW) calling for a review to this process.

Subregional delivery boards could provide advice in determining "State significance" for DAs and the appropriateness of requests for Pre Gateway Reviews. The Board could therefore act as an intermediary, facilitating debate and recommendations between professionals and ensuring all applications undergo rigorous consideration prior to any elevation to assessment by the State.

Housing mix

There is currently a growing concentration of 1 bedroom apartments in Waverley. Direction 2.3: 'Improve housing choice to suit different needs and lifestyles' will not be achieved under the current planning system. The subregional plans could include directions relating to a regional housing mix control that would accurately cater to the demographics of the area whilst being sensitive to the demands of the market. There needs to be a stronger position on housing mix to encourage a diversity of household types that cater to local needs and lifestyle.

Value capture

The focus on delivering dwellings and jobs needs to be accompanied by the provision of infrastructure that can adequately service an area. This is one of the stated aims of the subregional plans yet Councils have limited ability to maximise equitable public benefit. New mechanisms to capture value for any new development and planning proposals will ensure that development is delivered alongside appropriate infrastructure and civic improvements.

Ideally, a clear methodology for calculating value uplift as a result of increased density needs to be included either in the Act or the LEP to ensure that the public benefit from any density increases matches private benefit equally.

Projections

The base line for the dwellings and jobs projections should be taken from the initial Sydney Metropolitan Strategy in 2005. 'A Plan for Growing Sydney' nominates the 2011-2031 period as the life span of the plan however Council contests that the bar can't keep moving to accurately measure its performance. Realigning the period to 2011 neglects the work that all Councils have completed to date in accommodating growth in the past decade from the original Metropolitan Strategy. Clarification is sought as to the nominated base line for any projections and targets.

Employment

Bondi Junction is a strategically located commercial centre linked to Sydney's Global Economic Corridor. Preservation of the centres commercial core relies on a retention of employment lands to facilitate commercial floorspace capacity. This supports long-term employment growth where existing and emerging industries have opportunities to establish and remain within Bondi Junction. A reasonable balance is required between a commercial core and residential housing to create vibrant mixed use centres.

As initially raised in this submission, Council urges the Department to expedite the formation of the Greater Sydney Commission and Ministerial and Local Government Advisory Committees. Without these governance structures in place throughout the preparation of the subregional plan it is difficult to see how they could be finalised and implemented. This submission provides a summary of the matters of greatest concern to Council and the community. Council welcomes any additional opportunities to have further input into the process to ensure the plans are strategically relevant and achievable for subregion.

Should you have any queries in relation to this submission please contact me on (02) 9083 8073.

Best regards,



Peter Monks
Director Waverley Futures
Waverley Council

Report

No. CM/7.12/15.05



Subject: Sydney Talmudical College Association
(Yeshiva Centre) Commercial Waste Debt

Trim File No.: A05/1181

Author: Margaret Diebert, Co-ordinator Resource Recovery & Public Place Cleansing

Director: Mark Wood, Waverley Renewal

Recommendation:

That Council in accordance with NSW Local Government (General) Regulation 2005 - Reg 213 writes off the outstanding debt of \$10,705.50 owed by the Yeshiva Centre for commercial waste services provided November 2011 to May 2012.

1. Executive Summary

It is recommended that Council write off the outstanding debt of \$10,705.50 owed by the Yeshiva Centre for commercial waste services provided between: November 2011 to May 2012. This recommendation is based on advice received from Austral Mercantile who state that the debtor is not able to be contacted and further debt recovery proceedings would incur costs that are uneconomical.

The property at 36A Flood Street was sold in December 2012 and The State Debt Recovery Office submitted an application for the winding up of Sydney Talmudical College Association on 10th September 2012. The Directorship of the Yeshiva Centre has since changed hands. The defendant has no evident assets, therefore, a bankruptcy action which normally is a 6-12 month process, would also likely fail as this action would only be of value if there were unencumbered assets to seize.

To avoid further write offs of this nature Council's Finance department worked closely with the Commercial Waste unit to develop a stringent Trade Waste Debtors policy which took effect on 21st May 2013.

2. Introduction/Background

At the Council Meeting held 16 December 2014, approval was sought from Council to write off of the Yeshiva Centre debtor as a Bad Debt (A05/1181). Council deferred the matter relating to the debt write-off for 'Rabbi Yosef Feldman trading as Yeshiva Centre's - (24-36 Flood Street, and 255 Bondi Beach), to confirm the actual entity or individual that incurred the debt and to detail what steps had been taken to recover the debt, and Council requested that officers prepare a report back to Council confirming these details for further consideration.

2.1 Relevant Council Resolutions

Council or Committee Meeting & Date	Minute No.	Decision
Council Meeting/7.10 Held 16 December 2014		Confirm the actual entity or individual that incurred the debt and to detail what steps have been taken to recover the debt.

3. Discussion

Council provided commercial waste service to the Yeshiva Centre at two locations: 24-36 Flood St. Bondi and 255 Old South Head Rd., Bondi. The service was cancelled due to outstanding invoices not being paid as per payment plan agreement.

A debt recovery process ensued, which consisted of face to face meetings with the Commercial Waste Manager, telephone follow ups and council visits to the properties from the Commercial Waste team. A further meeting was held with Yosef Feldman (client), Director of Yeshiva Centre, Councillor Tony Kay, Scott Field (Commercial Waste Divisional Manager) and Joe Torrisi to negotiate a payment plan, efforts which proved futile. In June 2012 the debt recovery was handed over to the debt collector, Austral Mercantile Collection Agency.

Austral Mercantile Collection Agency process included letters of demand, telephone calls and the issuing of a subpoena via the sheriff. The sheriff was unable to locate the client and to date Council has accumulated \$1,896.56 in legal fees pursuant to recovering the debt. The break-up of legal fees is as follows:

<i>Solicitors/demand Letter</i>	<i>\$66</i>
<i>Court filing fees</i>	<i>\$512</i>
<i>Process service Field Calls</i>	<i>\$121</i>
<i>Search Fees</i>	<i>\$88</i>
<i>Solicitors Professional Fees</i>	<i>\$1,033.56</i>
<i>Sheriff Bailiff Fees</i>	<i>\$76</i>
<i>Total</i>	<i>\$1,896.56</i>

After an extensive effort to pursue the outstanding debt by Austral Mercantile Collections Agency Council ceased further action in debt recovery which as at 31st May 2012 is \$10,705.50.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

Direction:	G5 – Waverley is financially sustainable with revenue and resources required to support implementation of the community’s plans and to provide infrastructure performance and services our community needs.
Strategy:	G5c – Promote the establishment and maintenance of commercial business operations that contribute to Waverley’s financial sustainability.
Deliverable:	Budgeted financial performance for commercial waste collection and recycling service met or exceeded

5. Financial impact statement/Timeframe/Consultation

Write off the outstanding debt of \$10,705.50 owed by the Yeshiva Centre for commercial waste services provided between: November 2011 to May 2012.

6. Conclusion

It is recommended that Council write off the outstanding debt of \$10,705.50 owed by the Yeshiva Centre for commercial waste services provided between: November 2011 to May 2012. This

recommendation is based on advice received from Austral Mercantile who state that the debtor is not able to be contacted and further debt recovery proceedings would incur costs that are uneconomical.

Changes were made to Councils Debt Recovery Policy which was adopted by Council in May 2013 to avoid further write offs of this nature.

7. Attachment/s:

1. CONFIDENTIAL – Debt Recovery Process Applied.
2. CONFIDENTIAL – Notice of Application for Winding Up Order.

Report No. CM/7.13/15.05



Subject: Petition – Read Lane Safety
Trim File No.: A03/0042-04 and A13/0100-03
Author: Richard Coelho, Governance Officer
Director: Arthur Kyron, General Manager

Recommendation:

That the petition be received and noted and forwarded to the Executive Manager, Creating Waverley.

1. Executive Summary

Petition containing 78 signatures mainly from residents of Read Street and Hewlett Street, Bronte, requesting Council to reduce traffic movements, reduce vehicular speeds and ensure pedestrian safety in Read Lane, Bronte (east of Murray Street).

The petition states:

'We, the undersigned, petition the Mayor and Councillors of Waverley to investigate the traffic and pedestrian environs of Read Lane with a view to:

- *Reducing the vehicular speed in Read Lane.*
- *Discouraging the "rat run" of morning traffic in Read Lane.*
- *Improving pedestrian safety in Read Lane.*
- *Improving pedestrian safety at the intersection of Read Lane with Alfred Street.*
- *Improving pedestrian safety at the intersection of Read Lane with Murray Street.*
- *Having Read Lane recognised as a Shared Zone and formally designated as one.*
- *Facilitating the implementation of Council's Public Place Garden Policy in Read Lane.'*

2. Introduction/Background

Council accepts written petitions from persons that have a direct interest in the Waverley Local Government Area as residents, landowners, business people or in some other capacity. Petitions must concern matters that Council is authorised to determine.

2.1 Relevant Council Resolutions

There are no previous relevant Council resolutions on this matter.

3. Discussion

Not applicable.

4. Relationship to Waverley Together 3 & Delivery Program 2013-17

The relationship to *Waverley Together 3* and *Delivery Program 2013-17* is as follows:

Direction: G2 – Our community is actively engaged in well-informed decision processes.
Strategy: G2a – Promote and require strategic directions that are inclusive and reflect the views of the community.
Deliverable: A Community Strategic Plan that is inclusive.

5. Financial impact statement/Timeframe/Consultation

There is no financial impact in Council receiving the petition.

6. Conclusion

That Council refers the petition to the Executive Manager, Creating Waverley, for action.

7. Attachment/s:

Nil.

Report
No. CM/7.14/15.05



Subject: Request for Leave of Absence – Cr Kay
Trim File No.: A03/0029
Author: Richard Coelho, Governance Officer
Director: Arthur Kyron, General Manager

Recommendation:

That Council grants a leave of absence to Cr Kay for the period 28 April 2015 to 6 June 2015 inclusive.

1. Introduction/Background

Cr Kay has requested a leave of absence from Council for the period of 28 April 2015 to 6 June 2015 inclusive.

Report
No. CM/7.15/15.05



Subject: Request for Leave of Absence – Cr Strewe
Trim File No.: A03/0029
Author: Richard Coelho, Governance Officer
Director: Arthur Kyron, General Manager

Recommendation:

That Council grants a leave of absence to Cr Strewe for the period 1 May 2015 to 31 May 2015 inclusive.

1. Introduction/Background

Cr Strewe has requested a leave of absence from Council for the period of 1 May 2015 to 31 May 2015 inclusive.

**Notice of Motion
No. CM/8.1/15.05**



Subject: 2015 Local Government Aboriginal Network Conference
Trim File No.: A03/0027
Submitted by: Councillor Kanak

MOTION

That Council and its administration support:

1. The attendance of Indigenous Greens Councillor Dominic Wy Kanak boondiboondi at the 2015 Local Government Aboriginal Network Conference.
2. The attendance of Waverley Councillors and officers at the 2015 Local Government Aboriginal Network Conference.

BACKGROUND

Information is available through Port Macquarie-Hastings Council and the following link: <https://www.etchouches.com/ehome/124814>.

**Notice of Motion
No. CM/8.2/15.05**

Subject: Centennial Parklands Fees
Trim File No.: A05/0837
Submitted by: Councillor Kanak

MOTION

That Council:

1. Notes:
 - a) That Centennial Parklands are raising fees on their sporting grounds to a rate that will make it unaffordable for public schools to use these facilities the way they currently do, most notably for the region's weekly inter-school sports activities through the PSSA (Primary Schools Sports Association).
 - b) In 2014, the Centennial Parklands charged the Sydney Coastal branch of the Primary Schools Association Sports Association (SCPSSA) \$15,040 for one season of ground hire of Queens Park, Centennial Park and Moore Park fields and courts. The total bill for the year was nearly \$23,000.
 - c) By comparison, in 2013 Centennial Parklands charged \$3,481 for all ground and carnival hire and in 2001 the total cost for the hire of park grounds was just \$75.
 - d) The SCPSSA organises weekly inter-school tournaments in Centennial, Queens and Moore parks between the region's 17 public schools.
 - e) If affordable fees are not restored for 2015, public school parents will have to bear the increased costs to be able to continue current arrangements for PSSA in the Eastern Suburbs.
2. Supports parents, schools and members of the community and the recently formed community action group 'Save PSSA in Centennial Park' in their efforts to lobby the State government to ensure affordable access for public schools for the use of sporting fields at Centennial Park.
3. Writes to the NSW Education Minister Adrian Piccoli and the Minister responsible for the Parklands, NSW Environment Minister Rob Stokes calling on them to commit to ensuring that the SCPSSA and public school students are guaranteed access to the Centennial Park playing fields now and into the future at a fair and affordable rate.

**Notice of Motion
No. CM/8.3/15.05**

Subject: Planning proposal to change zoning of 109–113
Macpherson Street, Bronte, under the WLEP (2012)

Trim File No.: PP-4/2013

Submitted by: Councillor Masselos

MOTION

That Council, as part of its annual review of the WLEP, investigates changing the zoning of 109–113 Macpherson Street, Bronte, from B1 Neighbourhood Centre to R3 medium density residential, to be consistent with the adjoining zoning; and which should also include a new clause under Part 6, Additional Provisions, that requires the ground floor use of any future development on the land at 109-113 Macpherson Street to be retained as an RSL club. In the instance that an RSL club is no longer financially viable for the site, the ground floor use is to revert to a use permissible in the R3 zone.

Notice of Motion No. CM/8.4/15.05



Subject: Urgent submission to IPART on Fit for the Future assessment criteria

Trim File No.: A12/0619

Submitted by: Councillor Kanak

MOTION

That Council:

1. Makes an urgent submission to the Independent Pricing and Regulatory Tribunal ('IPART') seeking the need for more specific, objective and realistic criteria to be applied to IPART's Fit for the Future assessment methodology.
2. Urgently requests that the IPART submission deadline for methodology assessment criteria be extended from 25 May 2015 to allow Councils, in consultation with their community, adequate time to make quality submissions on the methodology assessment criteria.
3. Consults with Waverley precincts before finalising a submission to IPART on methodology assessment.
4. Receives and includes comment from Waverley councillors and precincts in Council's submission to IPART on the methodology assessment, and provides all Waverley councillors and precincts with a copy of Council's final submission to IPART on the methodology assessment criteria.

BACKGROUND

Councils are de-amalgamating in Queensland and Victoria. Council amalgamations have been ruled out by Tasmania and West Australia.

IPART released for public comment the 'Methodology for Assessment of Council Fit for the Future Proposals' on 27 April 2015, and submissions are due by 25 May 2015.

Tribunal members for this review are: Dr Peter J Boxall AO, Chairman; Ms Catherine Jones; Mr Ed Willett; and temporary part-time IPART member John Comrie.

IPART has developed a series of questions for stakeholders to consider when submitting comments on this consultation paper:

1. How should the key elements of strategic capacity influence our assessment of scale and capacity? Are there any improvements we can make to how we propose to assess the scale and capacity criterion, consistent with OLG guidance material?
2. Which of the 'Rural Council Characteristics' are the most relevant, considering a council must satisfy a majority of the characteristics to be considered a rural council?
3. Are there any improvements we can make to how we propose to assess the sustainability, infrastructure management and efficiency criteria, consistent with OLG guidance? Are there

issues that we need to consider when assessing councils' proposals using the measures and benchmarks for these criteria?

4. How should councils engage with their communities when preparing FFTF proposals? Are there other factors we should consider to inform our assessment of council consultation? Please explain what these other factors are, and why they are important.
5. Should council performance against FFTF proposals be monitored? If so, are there any improvements we can make on the approach outlined for councils to monitor and report progress on their performance relative to their proposals?

IPART also invites stakeholders to comment on any other aspect of the proposed methodology.

The scale and strategic capacity criteria are threshold criteria; a population number of 250,000 requirement should be amended or deleted.

IPART criteria for public comment is arbitrary.

Strategic capacity is to be measured by a list of elements (below) which, if met, will 'show' strategic capacity; however, there are no benchmarks to indicate how a Council would pass or fail on any of these elements. For example, the element 'ability to employ wider range of skilled staff'. Wider than what? Define 'skilled'? How many staff do we need?

Essentially, without benchmarks, decisions on whether a Council meets the strategic capacity criteria become subjective and the 'goal posts' can be moved by the State Government to suit an outcome they want.

'3.1 Key elements of Strategic Capacity

- More robust revenue base and increased discretionary spending.
- Scope to undertake new functions and major projects.
- Ability to employ wider range of skilled staff.
- Knowledge, creativity and innovation.
- Advanced skills in strategic planning and policy development.
- Effective regional collaboration.
- Credibility for more effective advocacy.
- Capable partner for State and Federal agencies.
- Resources to cope with complex and unexpected change.
- High quality political and managerial leadership.'

The timeline is unrealistic; IPART is calling for submissions by 25 May 2015.

IPART will then have just a week to go through all submissions, make the changes they deem necessary and then put out the final methodology criteria. So the final criteria won't be available to Councils until the second week in June.

IPART will assess as 'Fit', 'Unfit' or 'Deemed Unfit', but once assessed the Council is told nothing.

The assessment will go to the Government, which then decides the fate of the Council: if it will be allowed to remain a stand-alone Council or will be required to amalgamate (there is no indication yet if this will be forced or not).

**Notice of Motion
No. CM/8.5/15.05**



Subject: Mayor's Message in Wentworth Courier and other media regarding Sorry Day and Reconciliation Week

Trim File No.: A07/0432

Submitted by: Councillor Kanak

MOTION

That the Mayor's Message in the Wentworth Courier Column and other media include explanations on the significance of Sorry Day (26 May) and Reconciliation Week (27 May–3 June).

Urgent Business
No. CM/9/15.05

Subject: Urgent Business
Author: Governance and Civic



In accordance with Clause 241 of the Local Government (General) Regulation 2005 and Section 3.5 of Council's Code of Meeting Practice, business may be transacted at a meeting of Council even though due notice of the business has not been given to Councillors. However, this can happen only if:

1. the business proposed to be brought forward is ruled by the chairperson to be of great urgency; and
2. a motion is passed to have the business transacted at the meeting.

Such a motion can be moved without notice.

Only the mover of a motion can speak to the motion before it is put. A motion to have urgent business transacted at the meeting requires a seconder.

For business to be considered urgent it must be of a kind:

1. that requires immediate action or attention, and
2. that cannot be dealt with as a Mayoral Minute or Notice of Motion at a later meeting or by any other means.

The mover of the motion must, when speaking to the motion, explain why he or she believes the business to be of great urgency.

Closed Session
No. CM/10/15.05

Subject: Closed Session
Author: Arthur Kyron, General Manager

**Recommendation:**

That:

1. Council moves into closed session to deal with the matters listed below, which are classified as confidential under the provisions of Section 10A (2) of the Local Government Act 1993 for the reasons specified:

CM/10.1/15.05 CONFIDENTIAL REPORT – Lease – Spotlight, Upper Floor, 65 Ebley Street, Bondi Junction

This matter is considered to be confidential under Section 10A(2)(c) of the Local Government Act, and the Council is satisfied that discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

CM/10.2/15.05 CONFIDENTIAL REPORT – Balcony Air Space Lease – 38 Campbell Parade, Bondi

This matter is considered to be confidential under Section 10A(2)(c) of the Local Government Act, and the Council is satisfied that discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

CM/10.3/15.05 CONFIDENTIAL REPORT – Evaluation of Tender – North Bondi and Marks Park Amenities Upgrade

This matter is considered to be confidential under Section 10A(2)(c) of the Local Government Act, and the Council is satisfied that discussion of this matter in an open meeting would, on balance, be contrary to the public interest as it deals with information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

CM/10.4/15.05 CONFIDENTIAL REPORT – 67A Bourke Road, Alexandria

This matter is considered to be confidential under Section 10A(2)(c) of the Local Government Act, and the Council is satisfied that discussion of this

matter in an open meeting would, on balance, be contrary to the public interest as it deals with information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.

2. Pursuant to Section 10A(1), 10(2) and 10A(3) of the Local Government Act 1993, the media and public be excluded from the meeting on the basis that the business to be considered is classified confidential under the provisions of Section 10A(2) of the Local Government Act 1993.
3. The correspondence and reports relevant to the subject business be withheld from the media and public as provided by section 11(2) of the Local Government Act 1993.

Pursuant to section 10A(4) of the Act and clause 252 of the Local Government (General) Regulation, members of the public may make representations to the meeting immediately after the motion to close part of the meeting is moved and seconded, as to whether that part of the meeting should be closed.

In accordance with section 10A(2) of the Act, a Council may close part of its meeting to deal with business of the following kind:

- (a) personnel matters concerning particular individuals.
- (b) personal hardship of any resident or ratepayer.
- (c) information that would, if disclosed, confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business.
- (d) commercial information of a confidential nature that would, if disclosed:
 - i prejudice the commercial position of a person who supplied it: or
 - ii confer a commercial advantage on a competitor of Council;
 - iii reveal a trade secret.
- (e) information that would, if disclosed, prejudice the maintenance of law.
- (f) matters affecting the security of Council, Councillors, Council staff and Council property.
- (g) advice concerning litigation, or advice that would otherwise be privileged from production in legal proceedings on the grounds of legal professional privilege.
- (h) information concerning the nature and location of a place or an item of Aboriginal significance on community land.
- (i) alleged contraventions of any Code of Conduct requirements applicable under Section 440.

It is my opinion that the business listed in the recommendation is of a kind referred to in section 10A(2) of the Local Government Act 1993 and, under the provisions of the Act and the Local Government (General) Regulation 2005, should be dealt with in a part of the meeting that is closed to members of the public and the media.

**Resuming in Open Session
No. CM/11/15.05**



Subject: Resuming in Open Session

Author: Governance and Civic

In accordance with Clause 253 of the Local Government (General) Regulation 2005, when the meeting resumes in open session the Chair will announce the resolutions made by Council, including the names of the movers and seconders, while the meeting was closed to members of the public and the media.

12. Meeting Closure

