

IRF24/114

# Gateway determination report – PP-2023-2702

Local heritage listing of 23, 25 and 27 Woodside Avenue, Burwood

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# Acknowledgment of Country

The Department of Planning, Housing and Infrastructure acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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#### Table 1 Reports and plans supporting the proposal

#### Relevant reports and plans

Attachment A – Planning Proposal

Attachment D – Heritage Assessment (Lisa Trueman Heritage Advisor, October 2023)

Attachment E – Burwood Council resolution (23 May 2023)

Attachment F - Burwood Council resolution (27 June 2023)

Attachment G - Burwood Council resolution (24 October 2023)

Attachment H – Burwood LPP resolution (14 November 2023)

Attachment I – Burwood Council resolution (28 November 2023)

Attachment J – Proposed Heritage map

# 1 Planning proposal

### 1.1 Overview

### Table 2 Planning proposal details

LGA	Burwood		
PPA	Burwood Council (Council)		
NAME	Planning proposal to heritage list of 23, 25 and 27 Woodside Avenue Burwood as a Group Heritage Item		
NUMBER	PP-2023-2702		
LEP TO BE AMENDED	Burwood LEP 2012		
ADDRESS	23, 25 and 27 Woodside Avenue Burwood		
DESCRIPTION	23 Woodside Avenue Lot 10 DP 935162; and DP 166782		
	25 Woodside Avenue	Lot 1 DP 936531	
	27 Woodside Avenue	Lot 1 DP 925281	
RECEIVED	1/12/2023		
FILE NO.	IRF24/114		
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required		
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal		

## 1.2 Objectives of planning proposal

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objectives of the planning proposal are to amend the Burwood LEP 2012 to list the following 3 residential dwellings as local heritage items:

- 23 Woodside Avenue, Burwood (Lot 10 DP 935162, and Lot 11, DP 166782);
- 25 Woodside Avenue, Burwood (Lot 1, DP 936531); and
- 27 Woodside Avenue, Burwood (Lot 1, DP 925281).

The proposal is based on the findings of the Heritage assessment prepared for Council, dated October 2023, which have concluded that the sites meet the threshold for heritage significance as per the criteria in the Heritage Office manual, Assessing Heritage Significance, June 2023. The

proposed heritage listing seeks to recognise the significance of the sites and provide statutory protection.

The objectives of this planning proposal are clear and adequate.

### 1.3 Explanation of provisions

The planning proposal seeks to amend the Burwood LEP 2012 to:

- Insert a group local heritage listing in Part 1 (Heritage Items) of Schedule 5 (Environmental Heritage) for 23, 25, and 27 Woodside Avenue, Burwood as 'Federation Bungalows'; and,
- Amend the Heritage Map to identify the sites as heritage items (Figure 10).

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

### 1.4 Site description and surrounding area

The planning proposal relates to 3 residential dwellings described in Table 3 below.

### Table 3 – Site identification

Site identification – 23, 25 and 27 Woodside Avenue, Burwood				
Description	23 Woodside Avenue			
	Single storey, double lot, built in 1910 and features brick and rendered columns, brick balustrade and tessellated tiles. The house is largely intact when viewed from the street, retaining its original scale, form, architectural style, historic character, and garden setting.			
	25 Woodside Avenue			
	Single storey Federation era bungalow that is also highly intact with little alterations. Built circa 1912, original decorative features include timber shingled window awnings, timber-framed triple paned leadlight windows and doors, and decorative brackets.			
	27 Woodside Avenue			
	A highly intact single storey Federation bungalow, also built circa 1912. Original decorative features include timber shingled gable ends, timber framed, multi paned leadlight windows and doors, decorative timberwork, and arched brick lintels.			
Site Context	The subject sites are located within the Burwood Local Government Area (LGA). The surrounding area is largely zoned R1 General Residential and R2 low density residential, predominantly consisting of single and two-storey houses, with the core commercial precinct located to the north-east, near Burwood Station.			
	All 3 subject sites demonstrate the typology of federation period Bungalows, with Queen Anne details. Nearby existing heritage items include 'Victorian Villas' at 201 and 203 Burwood Road, 'Bungalow and Garden' at 6 Woodside Avenue East, and St Pauls Close Heritage Conservation Area (HCA), to the east.			
Existing Controls	The following planning controls currently apply to the sites:			

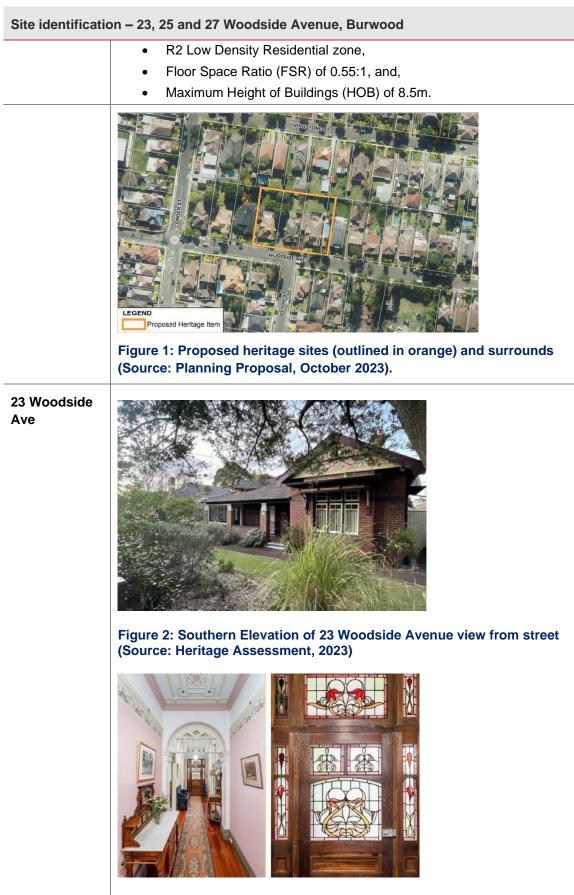


Figure 3: 23 Woodside Avenue entrance hall and front door detailing (Source: Heritage Assessment, 2023)

Site identification – 23, 25 and 27 Woodside Avenue, Burwood

Figure 4: 25 Woodside Avenue view from street (Source: Heritage Assessment, 2023)



Figure 5: 25 Woodside Avenue entrance and ceiling detailing (Source: Heritage Assessment, 2023)

27 Woodside Ave

25 Woodside

Ave



Figure 6: 27 Woodside Avenue view from street (Source: Heritage Assessment, 2023)



Site identification - 23, 25 and 27 Woodside Avenue, Burwood

Figure 7: 27 Woodside Avenue entrance and detailing (Source: Heritage Assessment, 2023)



Figure 8: 27 Woodside Avenue reception room (Source: Heritage Assessment, 2023)

## 1.5 Mapping

The planning proposal includes mapping (Figure 10) showing the proposed changes to the Heritage maps which identify the proposed heritage items with indicative item numbers.

It is recommended that the planning proposal be updated prior to exhibition to include an image of the current Burwood LEP 2012 Heritage map to identify existing heritage items in the vicinity of the sites. A condition to the above effect has been included in the Gateway Determination.



Figure 9: Current Burwood LEP 2012 Heritage Map with site outlined in yellow (Source: Spatial Viewer, 2023)



Figure 10: Draft Burwood LEP 2012 Heritage Map (proposed heritage sites outlined in yellow) (Source: Planning Proposal maps, 2023)

## 1.6 Background

- **23 May 2023**: At its ordinary meeting of Council (**Attachment E**), it was resolved to undertake a heritage investigation of 23 Woodside Avenue, Burwood to determine if the site should be considered for heritage listing.
- **27 June 2023**: After undertaking a preliminary heritage assessment, Council resolved (**Attachment F**) to undertake a detailed heritage assessment (**Attachment D**) of the 23 Woodside Avenue and surrounds to determine their level of significance.

- **16 August 2023**: Letters sent to property owners of the subject sites, advising of the heritage assessment of their properties, including site inspections.
- **11 October 2023**: The final heritage assessment report found all 3 sites to meet relevant criteria for local heritage significance (discussed further in **Section 2**).
- **24 October 2023**: Council resolved at its meeting (**Attachment G**) to prepare a Planning Proposal to amend Schedule 5 of the Burwood Local Environmental Plan 2012.
- **14 November 2023**: Burwood Local Planning Panel (LPP) resolved to support the progression of the proposal for a Gateway determination (**Attachment H**).
- **28 November 2023**: Council resolved at its meeting (**Attachment I**) to forward the planning proposal for a Gateway determination
- **1 December 2023**: Planning Proposal lodged for Gateway determination.

# 2 Need for the planning proposal

The planning proposal is the result of the findings and recommendations of the Heritage Assessment prepared by Lisa Trueman Heritage Advisor (LTHA, October 2023) (heritage assessment) (**Attachment D**) for Council. The assessment of significance concludes that all 3 sites, being Federation era bungalows, meet the criteria for a local level listing.

The planning proposal is the only means to alter Part 1 Schedule 5 of the Burwood LEP 2012 and the associated Heritage Map to recognise the heritage significance of the sites and facilitate their ongoing conservation and management.

### Assessment of heritage significance

The heritage significance of the sites has been assessed in accordance with the Assessing Heritage Significance guidelines published by NSW Heritage Office (June 2023). All 3 sites have been assessed against the seven criteria in the manual, being (a) historic significance, (b) historic association significance, (c) aesthetic significance, (d) social significance, (e) research potential, (f) rarity, and (g) representativeness.

If an item meets one of the seven criteria at a local level, it can be considered to have local heritage significance.

The heritage assessment was prepared following detailed historical research and site inspection a of 25 and 27 Woodside Avenue on 31 August 2023, as well as in inspection of 23 Woodside Avenue from the public domain. Based on this research, the heritage assessment has prepared a detailed assessment against the 7 criteria, the findings of which are summarised in the planning proposal and in **Table 4** below.

Site	(a) historic significanc e	(b) historical associatio n	(c) aesthetic/ creative/ technical achieveme nt	(d) social, cultural, and spiritual	(e) research potential	(f) Rare	(g) Representa tive
23 Woodside Avenue, Burwood	0	•	•	⊗	⊗	•	Ø
25 Woodside Avenue, Burwood	0	⊗	•	⊗	⊗	•	Ø
27 Woodside Avenue, Burwood	0	⊗	•	⊗	⊗	⊘	Ø

# Table 4 Summary of heritage assessment for 23, 25 and 27 Woodside Avenue sites against NSW heritage criteria

The following provides a summary of the Department's review of the heritage significance assessment.

### Criterion (a) Historic Significance

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).

• All 3 sites were found to satisfy this criterion because the land on which the sites are located originally formed part of Thomas Rowley's grant, named 'Burwood Farm'. The land was subdivided in 1893 and the houses were built circa 1910-1912, forming part of the Federation period of development that is historically important in the Burwood area.

The Department is satisfied that the proposal meets Criterion (a).

### Criterion (b) Associative Significance

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

 23 Woodside Avenue was considered to meet this criterion as the original owner of the property (John Olgilvie Wrenford Mathews) played a significant role in Australia's agricultural and wool industries, and his family were active members of the Burwood society who hosted many events at the house. However, there is no evidence for the other properties demonstrating significance under this category.

The Department is satisfied that the proposal for 23 Woodside Ave, meets Criterion (b).

### Criterion (c) Aesthetic/creative/technical achievement

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

- All 3 dwelling demonstrate the typology of the Federation era architecture, with Queen Anne details, similar to other local heritage listed dwellings in the Burwood locality.
- The dwellings demonstrate a high level of intactness and integrity and retain key design features of the original style and period. This includes steep pitched roofs with projecting gables, face brick facades, deep verandahs, and entry porches with tessellated tiles (Error! Reference source not found., 6 and 8).
- 23 Woodside Avenue retains a lawn tennis court at the rear of the house that has existed since at least the 1930s.

The Department is satisfied that the proposal meets Criterion (c).

### Criterion (d) Social, cultural, and spiritual

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

• The heritage assessment does not identify any of the sites as having significance under this criterion as there is no evidence to suggest the properties hold strong associations with Burwood's social or cultural groups, noting that no social values study has been undertaken.

The Department is satisfied that the proposal does not meet Criterion (d).

### Criterion (e) Research Potential

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 heritage assessment does not identify any of the sites as having significance under this criterion as it is unlikely these properties will yield new information that would contribute to understanding NSW or Burwood's history.

The Department is satisfied that the proposal does not meet Criterion (e).

### Criterion (f) Rare

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)

- Given Burwood's new development and subdivision of larger properties, the high level of intactness and integrity of these Federation dwellings, including interior layout and detailing, allows the 3 properties to possess uncommon features within the local area.
- The retention of the 1930s lawn tennis court at the rear of 23 Woodside Avenue is rare within the local area.

The Department is satisfied that the proposal meets Criterion (f).

### Criterion (g) Representative

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

- The dwellings are all representative of Federation era bungalows in their design, layout, use of materials, and detailing. Original configurations and internal walls, timber flooring, decorative timber and plaster mouldings, and original internal doors, fireplaces, and fretwork, make the dwellings highly intact.
- The dwellings exhibit features similar to other local heritage listed Federation era bungalows in the locality, including 11 Seale Street, Burwood and 16 Wyatt Street, Burwood.

The Department is satisfied that the proposal meets Criterion (g).

# 3 Strategic assessment

## 3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the *Greater Sydney Region Plan: A Metropolis of Three Cities*.

### **Table 5 Regional Plan assessment**

Regional Plan Objectives	Justification
Objective 13: Environmental heritage is	The Regional Plan emphasises the need to conserve items of heritage significance. Objective 13 notes that environmental heritage should be protected for its social, aesthetic, economic, historic, and environmental values.
identified, conserved, and enhanced	The heritage assessment provides an assessment of significance in line with the NSW Assessing Heritage Significance guideline. It confirms that the 3 sites have met the threshold for listing, as 4 of the 7 heritage significance criteria ( <b>Section 2</b> ) have been met.
	The proposal is consistent with the Regional Plan as it seeks to facilitate its ongoing protection of the sites by recognising their heritage significance.

### 3.2 District Plan

The site is within the Eastern City District and the former Greater Sydney Commission/ Greater Cities Commission released the Eastern City District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic, and environmental assets.

The planning proposal is consistent with the priorities for liveability in the plan as outlined below.

The Department is satisfied the planning proposal gives effect to the District Plan in accordance with section 3.8 of the Environmental Planning and Assessment Act 1979. **Table 6** below provides an assessment of the planning proposal against relevant directions and actions.

District Plan Priorities	Justification
E6: Creating and renewing great places and local centres,	This priority seeks to identify, conserve, interpret and celebrate Greater Sydney's heritage values.
and respecting the district's heritage.	The proposal contributes to the protection of the district's heritage through the listing of 3 residential dwellings located in the Burwood LGA.
	The sites have been found to have heritage significance and the listing will recognise their significance and facilitate their on-going conservation. This aligns with Action 20 of the Eastern City District Plan, that environmental heritage is identified, conserved, and enhanced. The proposal is consistent with the District Plan.

### Table 6 District Plan assessment

## 3.3 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

Table 7	Local	strategic	planning	assessment
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Local Strategies	Justification
Burwood Local Strategic Planning Statement (LSPS)	The planning proposal is consistent with the endorsed Burwood LSPS, particularly <i>Planning Priority 3: Provide housing supply, choice, and affordability in close</i> <i>proximity to jobs, services, and public transport.</i>
2020	One objective for this priority is preserving local character by preventing extensive redevelopment in areas of heritage significance or a significant local character.
	The planning proposal is consistent with this priority as it will facilitate the on-going protection of 3 Federation era bungalows with demonstrated heritage significance (as discussed in <b>Section 2</b> ). Heritage listing the sites will ensure that new development will need to consider its impact on the sites' heritage value, as per the provisions of Clause 5.10 Heritage conservation of the Burwood LEP 2012. The planning proposal is consistent with the LSPS.
Burwood Community Strategic Plan	The Burwood CSP outlines a vision for Council's current and future goals and strategies. The vision states 'our places are built around people, protecting our heritage and are well planned'.
(CSP) 2036	The planning proposal is consistent with the CSP, particularly with Strategy 2.1.2: <i>protect our unique built heritage and maintain or enhance local character</i> , as it seeks to recognise the heritage values of highly intact twentieth-century federation period bungalows, and facilitate their on-going conservation.
	The planning proposal is consistent with the CSP.

### 3.4 Burwood Local planning panel (LPP) recommendation

The planning proposal was reviewed by the Burwood LPP on 14 November 2023 (**Attachment H**). The LPP resolved to support the proposal to amend Schedule 5 of the Burwood LEP 2012 to group heritage list the 3 properties, and recommended that Council forward the proposal along with the Heritage Assessment to the Department for a Gateway Determination.

## 3.5 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Ministerial Directions is discussed below:

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Consistent	This Direction applies to the proposal as it seeks to give effect to the Greater Sydney Region Plan and Eastern City District Plan. The proposal is consistent with this Direction.

### **Table 8 9.1 Ministerial Direction assessment**

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
3.2 Heritage Conservation	Consistent	The Direction applies to the planning proposal as it seeks to conserve items of environmental heritage significance. The Direction requires that a planning proposal contain provisions that facilitate the conservation of items identified in a study of environmental heritage significance.
		The planning proposal is informed by a heritage assessment undertaken in accordance with the NSW Heritage Office guideline (June 2023). The assessment ( <b>Section 2</b> ) concluded that the sites satisfy 4 of the relevant criteria for a local heritage listing, and thereby the proposal is warranted. The objectives of the proposal along with application of existing Clause 5.10 of the Burwood LEP 2012 will facilitate the conservation and protection of the sites. The proposal is consistent with this Direction.
6.1 Residential Zones	Consistent	This Direction applies to the sites as they are located within an existing residential zone (R2 – Low Density Residential). The proposal does not seek to alter the existing residential zoning or any development standards applicable to the sites.
		Listing the sites as local heritage item still allows development on the site, however any future DA will need to be assessed against the provisions of Clause 5.10 Heritage Conservation of the BLEP 2012.
		The proposal is consistent with this Direction.

## 3.6 State environmental planning policies (SEPPs)

SEPPs	Requirement	Consistency	Reasons for Consistency or Inconsistency
SEPP (Exempt and Complying Development Codes) 2008	Part 1, Division 2 Exempt and complying development - Clause 1.18(1) (c3) does not apply to heritage items.	Consistent	The planning proposal does not hinder the application of this SEPP. However, under the provisions of the SEPP, the complying development pathway would not be possible for minor alterations and additions (e.g. alterations to residence, certain internal alterations, minor external works etc.), but would instead be subject to a development application (DA) process.
SEPP (Housing) 2021	Part 1 Division 3 of the SEPP, clause 3(c) does not apply to heritage items. Division 6 Residential development, clause 2(a)(i) specifies that if a development is permitted under another environmental planning instrument (EPI), the demolition of buildings and associated structures should be on non- heritage land.	Consistent	The planning proposal does not hinder the application of this SEPP. Under the provisions of the SEPP local heritage items are not eligible for a complying development pathway for certain development such as demolition and secondary dwellings. However, development can still be undertaken subject to a development application (DA).

### Table 9 Assessment of planning proposal against relevant SEPPS

The proposal is consistent with all SEPPs.

## 4 Site-specific assessment

## 4.1 Environmental

The sites are situated in an established urban, residential area that is not mapped as being prone to hazards such as bushfire or flooding. Additionally, as the proposal will not result in any physical

changes to the site, the proposal will not result in any poor environmental outcomes or negative impacts to surrounding flora and fauna.

## 4.2 Social and economic

The following table provides an assessment of the potential social and economic impacts associated with the proposal.

### Table 10 Social and economic impact assessment

Social and Economic Impact	Assessment
Social	The planning proposal is unlikely to have any significant adverse social impacts. Listing the sites as heritage items will provide the community with greater certainty regarding the heritage significance of the sites and facilitate their ongoing protection.
	The affected property owners for 23, 25 and 27 Woodside Avenue have already been notified and updated of the progression of the planning proposal and they will be further consulted during public exhibition.
	Through the community consultation process, the wider community will have an opportunity to voice their views regarding the values of the sites and whether the proposed listing is warranted.
Economic	The proposal may have minor economic impacts as future developments on the sites won't be eligible for certain development pathways and the properties may require specialist heritage studies to form part of any future development application submission.
	However, the proposal does not seek to change the zoning or other development standards applicable to the sites. The proposal is not expected to have any significant economic impacts.

### 4.3 Infrastructure

The proposal is not seeking to facilitate new development or change existing development controls pertaining to the site. The proposal is not expected to generate additional population within the Burwood LGA or generate demand for infrastructure and will not result in the need for additional infrastructure delivery.

## 5 Consultation

### 5.1 Community

Council proposes a community consultation period of 28 days.

The planning proposal is categorised as basic under the LEP Making Guidelines (August 2023). Accordingly, a community consultation period of 10 working days is proposed. A condition has been included in the Gateway determination, consistent with the benchmark timeframes in the Guideline.

A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act.

### 5.2 Agencies

Council has nominated the public agencies to be consulted about the planning proposal:

Heritage NSW

It is recommended that Heritage NSW be consulted on the planning proposal and given 30 working days to comment. A condition to the above effect has been included in the Gateway determination.

# 6 Timeframe

Council proposes a 3 month time frame to complete the LEP.

The LEP Plan Making Guidelines (August 2023) establishes maximum benchmark timeframes for planning proposal by category. This planning proposal is categorised as a basic

The Department recommends an LEP completion date of 22 July 2024 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. It is recommended that prior to gateway, Council update their completion timeline in accordance with the dates specified in the Gateway determination. A condition to the above effect is recommended in the Gateway determination.

It is recommended that if the Gateway is supported it is accompanied by guidance for Council in relation to meeting key milestone dates to ensure the LEP is completed within the benchmark timeframes.

# 7 Local plan-making authority

Council has advised that it would like to exercise its functions as a Local Plan-Making Authority (LPMA).

As the site/planning proposal is regarding local heritage significance, the Department supports that Council be authorised to be the LPMA for this proposal.

## 8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- It is supported by a heritage assessment prepared by an independent heritage expert and has been prepared in accordance with the NSW Assessing Heritage Significance guidelines (June 2023). The assessment supports the subject sites being listed as local heritage items as they address four of the seven criteria for heritage significance and therefore meet the threshold for a local listing.
- The proposal demonstrates strategic merit by being consistent with the Greater Sydney Region Plan, Eastern City District Plan, Council's LSPS, and the relevant SEPPs and Section 9.1 Directions.
- Listing the items as having local heritage significance will recognise and provide for their ongoing protection.

Based on the assessment outlined in this report, the proposal must be updated before consultation to:

- Provide an image of the current Burwood LEP 2012 Heritage Map (Sheet HER\_001) to show existing local heritage items and conservation areas in the vicinity of the site, and;
- Update the project timeline in Part 6 of the planning proposal to align with the timeframe specified in the Gateway determination.

## 9 Recommendation

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to conditions:

- 1. The planning proposal is to be updated prior to public exhibition to:
  - Include an image of the existing Burwood LEP 2012 Heritage Map (Sheet HER\_001) in the planning proposal to demonstrate the existing local heritage items and conservation areas in the vicinity of the site, and;
  - Update the project timeline in Part 6 of the planning proposal to align with the timeframe specified in the Gateway determination.
- 2. The planning proposal should be made available for community consultation for a minimum of 10 working days.
- 3. Heritage NSW is to be consulted on the planning proposal and given 30 working days to comment.
- 4. The timeframe for the LEP to be completed is on or before 12 July 2024.
- 5. Given the nature of the planning proposal, it is recommended that the Gateway authorise Council to be the LPMA.

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5 February 2024

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