

6 June 2022

Attention: Harinee De Silva **Cumberland City Council** 16 Memorial Avenue, Merrylands NSW 2160

Dear Ms De Silva,

'The Wattles' – Preliminary Heritage Constraints and Opportunities Analysis

In May 2022, Extent Heritage was commissioned by Cumberland City Council to provide a preliminary heritage constraints and opportunities analysis of a planning proposal prepared by Mecone Pty Ltd in April 2022 for 'The Wattles' located at 245 Great Western Highway, South Wentworthville (the study area). The study area is identified as a local heritage item listed on the Cumberland Local Environmental Plan 2021 (CLEP 2021) as 'The Wattles', Victorian/Georgian Residence (Item I244). The study area is also located within the vicinity of two identified heritage items; one item listed on the State Heritage Register (SHR No. 00204) (Essington) and one locally listed item ('Milestone group, Parramatta to Greystanes' CLEP 2021 1125).

The planning proposal seeks additional permitted uses and to increase the allowable maximum height at the site which is currently zoned at R2 Low Density Residential. Thus far, the following documents have been submitted to Council in relation to the planning proposal:

- Planning Proposal prepared by Mecone NSW Pty Ltd in April 2022;
- Concept plans prepared by White Stars Development in February 2022;
- Heritage Impact Statement prepared by Sue Rosen Associates in February 2022, and
- Schedule of Conservation Works prepared by Sue Rosen Associates in October 2021.

The purpose of this letter is to provide to Council with a preliminary outline of the heritage significance of the study area and its surrounds, and, in response to its known significance, identify potential risks which should be managed as a part of the planning proposal and potential development process. Recommendations for heritage enhancement opportunities at the site, as well as mitigation measures for potential impacts, will also be provided.

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This report specifically relates to built heritage, and includes recommendations and conclusions drawn from the constraints assessment. It does not include any assessment historical archaeology of Aboriginal archaeology or cultural values.

Location

The study area is located at 245 Great Western Highway, South Wentworthville and occupies Lot 100 DP 878926. The area is well hidden from the road and is marooned between the Great Western Highway to the north and the M4 Motorway to the south. The site occupies approximately 4796 m². Figure 1 below indicates the location of the study area.



Figure 1. Map showing location and heritage curtilage of The Wattles, outlined in red. Source: NearMaps 2019.

Heritage Status

Environment Protection and Biodiversity Conservation Act 1999

The study area is **not** included on the National Heritage List under the *Environmental Protection* and *Biodiversity Act 1999*.



The Heritage Act 1977 (NSW)

State Heritage Register

The study area is **not** included on the State Heritage Register under the *Heritage Act* 1977 (NSW) (the Heritage Act).

State Agency Heritage and Conservation Register (s170)

The study area is **not** included on any State Agency Heritage and Conservation Register (s170) under the *Heritage Act 1977* (NSW) (the Heritage Act).

Cumberland Local Environmental Plan 2021

The study area **is** listed as a local or state heritage item on Schedule 5 of the *CLEP 2021*. The study area is identified as 'The Wattles', Victorian/Georgian Residence (Item No. I244).

Heritage in the vicinity

There are two identified heritage items in the vicinity of the study area. One item is listed on the SHR and the other is locally listed on the *CLEP 2021*. Figure 2 shows the location of the study area in relation to these items.

The following heritage item listed on the SHR is located in the vicinity of the study area.

Essington, Item No. 00204 - 2–8 Bridge Road (primary), Great Western Highway (alternate)

The following heritage item listed on the *CLEP 2021* is located in the vicinity of the study area.

 'Milestone group, Parramatta to Greystanes, Item No. 1125 – Great Western Highway in road verge.



Figure 2. Map showing heritage items in the vicinity of the study area (outlined in yellow). Local heritage items are shaded brown and SHR item is outlined in blue. Source: *Cumberland LEP 2021* Heritage Map HER_008.



Brief historical context

The following historical context has been quoted from the listing sheet prepared for 'The Wattles, Victorian/Georgian Residence' prepared by Extent Heritage in 2019 for Cumberland City Council.

In 1819, after European settlement, the Wentworthville area came under the tenure of D'Arcy Wentworth. Wentworth (1762-1827) was an Irish medical practitioner and public servant who settled in Australia in June 1790. Wentworth was a substantial land holder in the early colony, he appears to have obtained his first grant of about 147 acres at Parramatta from Governor Hunter in 1799; by 1821, he had been awarded a total of 17,000 acres, 2200 acres of which were located in the Wentworthville area. When he passed away in 1827, his will disposed of approximately 22,000 acres of land which was eventually subdivided into the existing allotments of Wentworthville today. The sites closest to the railway line were sold and developed first because of their proximity to the railway line, although it was not until 1883 that Wentworthville received a station known as T.R Smith's Platform. The name Wentworthville was later adopted in 1880. The establishment of the railway station attracted residents to the area, Wentworth's holdings were subdivided into 600 lots. Wentworthville was proclaimed a town in 1890.

Previously known as 'Willow Cottage' in the suburb of Mays Hill, The Wattles was home to William Fullagar. Fullagar was the son of convicts John Fullagar and Esther Leadham, Fullagar was a butcher and publican turned stock agent and became a prominent early settler who opened the 'Star Inn' and cattle yards on the Western Road on the Wentworth Estate in the 1840s. He later bought up large tracts of land from the subdivision of the Government Domain in present day Westmead.

William Fullagar purchased a 30-acre convict grant (to the south of Essington) in 1849, which he fenced and built his residence upon. William Fullagar went on to continuously live at this residence until the later 1880s. When he bought the 30 acres, Fullagar was the lessee of the neighbouring Burder Park estate (later Finlayson's Estate) a 95-acre property immediately west of James's grant belonging to descendants of Rowland Hassall, William Davis and John Bolger. These are all marked on a 1908 map of the Parish of St. John. He then purchased land from the Burder Park estate in two (2) lots of 67 1/4 acres in 1851 and 1854, the last section of 33 acres on the south-west corner was not acquired until 1866. He used the property as part of his business for cattle grazing and in later years for agistment as well as growing hay and other feed crops, timber cutting, making bricks and cultivating part of it as an orchard.

By the 1870s, Fullagar was one of the major landholders in the Parramatta district. The lots he acquired in 1859-61 were during the sale of an extensive portion of the Government Domain (by the 1850s 'Parramatta Park'). In fact, Fullagar owned much of present-day Wentworthville.

Although continuing his stock auction activities, Fullagar aspired to the status of a gentleman. He had time to pursue the hounds in fox hunts organised apparently under his patronage. He was reputedly a crack rider whose long riding stick is clearly visible in a portrait. He was also, for a time, one of the trustees of Parramatta Park. Fullagar's Paddock was occasionally used by others, e.g.: cadets from Sydney Grammar and The King's School combined for an encampment there on the Queen's Birthday, 22 May 1875.

Once he moved to Willow Cottage, Fullagar never lived anywhere else until he built his new residence opposite the 201-acre property some few years before he died in 1894. The date he moved over the road to his new house in Essington is vague from existing records. This move



appears to have occurred in the late 1880s as his wife, Sarah Fullagar, died at Essington on 24 March 1889. At the time of the 1891 census there were two males and five females listed at Essington. William Fullagar died there on 8 August 1894, a week after signing his last will and testament. The will offers a convenient summary of his property: it required the sale of three parcels of land - the 201-acre site of his former residence, Willow Cottage; 40 acres adjoining Bailey's Orchard near Parramatta north of the railway line; and the site of Essington together with neighbouring allotments, the extensive holdings purchased from Parramatta Park. After costs the money was to be distributed, first in defined bequests - to William Fullagar the younger, to married daughters Hannah Barnes and Sarah Houison, to his grandson Thomas Barnes and to Adah Rebecca Harrex, (Sarah's cousin and possibly the family retainer). Any balance of the sale was to be divided equally between the eight surviving children from his second marriage - five daughters and three sons.

It appears it was last on the housing market in 2010 when it sold for approximately \$1.6 million. A Development Application submitted in 2013 for the reconstruction of the residence and construction of a café and motel was withdrawn. The item appears to remain in use as a private residential dwelling.

Physical condition

The following description of physical condition has been quoted from the listing sheet for 'The Wattles, Victorian/Georgian Residence' prepared by Extent Heritage in 2019 for Cumberland City Council.

'The Wattles' is a large brick Victorian cottage located along the Great Western Highway. The residence is well hidden from the road and marooned between the M4 Motorway and Great Western Highway. The residence has a hipped gable roof clad with a concrete tile roof. The roofscape features small gabled dormers with simple painted timber bargeboards and four tall brick chimneys with a stepped course detail located on the east and west elevations. The dormers are not original elements but a later addition to the building, post 1943. A verandah extends along the north, east and west elevations. The verandah roof is skillion clad with tile profile sheeting, supported on paired timber posts.

Remnant original windows include two six-pane double hung sash windows, the windows to front elevation have louvred timber. The walls along the lower façade are rendered while the upper storey is face brick. The building appears to have a rear addition.

Due to the later construction of the M4 and the accessway to the M4, the landscape and orientation of the building changed. The item no longer fronts the Great Western Highway and is accessed via a driveway that extends along the northeast boundary created by the accessway to the M4. The landscape now features established plantings primarily located along the northeast boundary framing the driveway and the southern boundary. The remaining landscape consists of long grass with sections separated by a tall wire mesh fence that is a detracting element.

The condition of the dwelling appears to be fair. It appeared to be under renovation at the time of the site inspection (in 2019).

Extent Comment: No site inspection was undertaken as part of this preliminary assessment, however, the property remains consistent with this description. It is unconfirmed whether the renovation works that were in progress during 2019 are still ongoing, or have been completed.



It is also unknown what the nature of the renovation works are. It should also be noted that the Heritage Impact Assessment for The Wattles prepared by Sue Rosen Associates in February 2022 had noted that the three dormer windows are in fact an early, if not original architectural feature of the property based on photographic evidence from the 1870s-1880s reproduced in *The Wattles: A History* by Broomham & Hughes (1997) (Sue Rosen Associates 2022, 9).

Views and settings

The Wattles is set along the Great Western Highway in South Wentworthville and has a deep setback from the street owing to its early construction. The residence is concealed from the road, however, is located between the M4 Motorway and Great Western Highway. Due to the later construction of the M4 and the accessway to the M4, the landscape has changed significantly and the building orientation no longer addressed the Great Western Highway. The landscape now features established plantings primarily located along the northeast boundary framing the driveway and the southern boundary.

The key views to and from the site relate to views to and from the SHR item Essington at 2-8 Bridge Road, South Wentworthville. The house partially retains its connection to Essington (another of William Fullagar's houses) which is located directly opposite The Wattles across the Great Western Highway, although the landscaping which has grown extensively overtime has partially blocked this key view.

Other key views are from The Wattles towards the west of Great Western Highway. This view line is a 45-50 degree view line from the west of cottage towards the Great Western Highway.

Statement of Significance

The following Criteria Assessment and Statement of Significance has been quoted from the listing sheet for 'The Wattles, Victorian/Georgian Residence' prepared by Extent Heritage in 2019 for Cumberland City Council.

Criteria Assessment	
Criterion a – Historical	Built between 1851 and 1875, the building is historically significant as one of the earliest houses in Cumberland.
Criterion b – Associative	It is locally significant through its associations with William Fullagar, one of Cumberland's prominent pioneer settlers and developers.
Criterion c – Aesthetic/Technical	The dwelling has aesthetic significance as a moderately intact, early Victorian residence; however, this has been compromised to some degree by later alterations and removal of original fabric.
Criterion d – Social	The item does not meet this criterion.
Criterion e – Technical	The item does not meet this criterion.
Criterion f – Rarity	The item is locally significant as a rare example of its particular architectural style (early Victorian) within the local area.

Table 1. Assessment of heritage significance against the NSW Heritage Significance criteria.



Criteria Assessment

Criterion g – Representative

The item does not meet this criterion.

Statement of Significance

The Victorian Residence, known as 'The Wattles' at 245 Great Western Highway, South Wentworthville, is locally significant for its historic, associative, aesthetic and rarity values. Built between 1851 and 1875 as a private residence, originally known as 'Willow Cottage' and later as 'The Wattles,' is historically significant through its associations with William Fullagar, one of Cumberland's prominent pioneer settlers and developers. The dwelling is historically significant as one of the earliest houses in the Cumberland LGA and is relatively rare. The item retains some aesthetic significance as a moderately intact early Victorian residence; however, this has been compromised to some degree by later alterations and removal of original fabric, such as the construction of dormer windows on the first floor.

Extent Comment: As stated above, the dormers are likely original or an early addition to the house. The statement of significance otherwise is considered up to date.

Summary of Proposal

The planning proposal for the study area is set out in the Planning Proposal Report for 245 Great Western Highway, South Wentworthville prepared by Mecone Pty Ltd (April 2022). The proposal seeks approval to amend the *CLEP 2021* for additional permitted uses and to increase the allowed maximum height at the site which is currently zoned R2 Low Density Residential. Specifically this includes the following:

- Amend the maximum height of buildings from 9m to 25m.
- Introduce a floor space ratio control of 1:1.
- Add 'hotel or motel accommodation' as an additional permitted use.
- Add 'food and drink premises' as an additional permitted use.

The concept design for the site prepared by White Star Development (shown in Appendix A) includes the construction of a five-storey hotel with rooftop dining and approximately 70-80 rooms, and the restoration and adaptive reuse of The Wattles residence as a restaurant or cafe.

The concept design shown in the plans below also includes:

- Single level restaurant facilities building linked to the rear of The Wattles;
- Reinstated heritage gardens around The Wattles and landscaping of the site;
- · Basement and at-grade parking and loading;
- 45% of the site maintained for deep soil planting, and
- Separation of over 40m between the hotel building and The Wattles building.



Heritage constraints and opportunities

Based on our analysis of the information to date, we are able to provide the following preliminary assessment based on the known heritage significance of the study area and heritage in the vicinity.

Constraints arising from local heritage listing

The study area is identified as a heritage item on the *Cumberland LEP 2021* as '*The Wattles*', *Victorian/Georgian Residence (Item I244*). A Statement of Heritage Impact must be prepared at the detailed design stage to assess impacts to heritage within and in the vicinity of the study area. The Statement of Heritage Impact should include an assessment of historical archaeological impacts

Currently, as the concept design proposes a hotel or motel to be constructed that exceeds the current height limits for buildings in the area (9m), a Planning Proposal to amend the height and use of the site is required. This has already been prepared by Mecone PTY Ltd in April 2022.

Constraints arising from historical archaeological potential

For the purposes of a planning proposal there will be no impacts to historical archaeology. However, an assessment of historical archaeological potential could be prepared during the planning proposal stage to provide a greater understanding of the historical archaeological constraints of the site. This preliminary assessment has not included an in-depth analysis of historical archaeological potential. However, given the site's early colonial use and development and its current intact early site layout, it should be assumed that there is the potential for historical archaeological materials and relics to be present on the site.

All historical archaeological relics are protected by the *Heritage Act 1977*. Any site with the potential to yield archaeological material or research value must have a historical archaeological assessment undertaken prior to any works that could cause to disturb this material.

Constraints arising from planning controls

The study area is zoned R2 – Low density residential with a maximum height allowable on the site of 9m. The planning proposal seeks to increase the allowed maximum height at the site to 25 metres. This will have a major impact on the heritage value of the site, which has been used continually as a low-density residential property since its colonial period development. Development of increased heights has the potential to cause overshadowing and obstructing key views, as well as obscuring the understanding and interpretation of the site as a colonial period Victorian/Georgian homestead. New development must consider appropriate heights, setbacks and siting to ensure these core heritage values are maintained.

Constraints arising from heritage in the vicinity

There are two identified heritage items in the vicinity of the study area. One item is listed on the SHR and the other is locally listed on the CLEP 2021.

The planning proposal and any redevelopment must consider the heritage in the vicinity especially considering that the height of the proposed development will have a major impact on key view to and from the heritage in the vicinity. As the locally listed milestone is located in the



road verge on the south of the Great Western Highway immediately in front of the boundary of The Wattles, the impact to this heritage item is of importance and measures should be put In place to limit any physical or visual impact to this item. Relocation of this item would not be considered appropriate.

Constraints arising from impacts to views and setting

The key views to and from the site relate to views to and from the SHR item Essington at 2-8 Bridge Road, South Wentworthville. The house partially retains its connection to Essington (another of William Fullagar's houses) which is located directly opposite The Wattles across the Great Western Highway, although the landscaping which has grown extensively overtime has partially blocked this key view.

The concept designs and planning proposal seek to open up the landscaping and reinstate the heritage gardens and landscaping around The Wattles. This has the potential to greatly improve this key view and the connection between both heritage items. This would be considered a positive outcome in terms of heritage.

With regards to the construction of a five-storey hotel, this has the potential to have a major impact the setting of The Wattles. Through a careful consideration of the design using appropriate colours, setback and materials, the impact to the setting of the heritage item could be mitigated.

Opportunities

The planning proposal presents several opportunities that can encourage and enhance the historic values of the site, to promote a positive heritage outcome and mitigate impacts to heritage. The following opportunities should be considered and developed during detailed design.

Management Recommendations from The Wattles Listing Sheet

Within the listing sheet prepared for 'The Wattles, Victorian/Georgian Residence' by Extent Heritage in 2019 for Cumberland City Council the following standard recommendations are applicable to the site.

- 1. Maintain this item's heritage listing on the LEP.
- 6. Original fabric is highly significant and should be maintained.

9. Maintain the existing setting of the heritage item, informed by the historic pattern of neighbouring development (form, scale, bulk, setback and height).

10. Maintain the historic aesthetic/character of the item and area (e.g. paint scheme, materiality, style, landscape elements).

12. Alterations and additions should respond to the existing pattern of development, with careful consideration of the setting (form, scale, bulk, setback and height).

13. New alterations and additions should respect the historic aesthetic/character of the item and area (e.g. paint scheme, materiality, style, landscape elements).



These recommendations apply to any development within the curtilage of the heritage item. These should be considered during further development of the concept design.

Photographic archival recording

It is recommended prior to the demolition or alteration of any structures within the study area, an archival photographic recording is completed in accordance with Heritage Council guidelines. This will serve as a permanent recording of the site's layout, form and setting.

Heritage Interpretation

A heritage interpretation strategy could be developed to explore the heritage values and stories of the place, to further engage with audiences and the local community as well as enhance the significance of The Wattles. The strategy would provide an overall strategic framework for heritage interpretation at the site. It integrates findings from research and stakeholder consultation, to identify relevant historic themes and potential interpretive measures to engage with users and audiences of the site. The measures outlined in the strategy could be used to inform place design and landscaping for the development.

A heritage interpretation strategy does not typically form part of the planning proposal process, but is often provided as a recommendation of development approval.

Adaptive reuse requirements

The study area has established heritage values at the local level, and lends well to adaptive reuse. The planning proposal seeks to adaptively reuse The Wattles cottage as a restaurant/café and to reinstate the historic garden landscape. This is an acceptable outcome with regards to heritage, however, the following should guide the conservation of the place.

- The interior of the fitout should, where possible, reuse existing walls, doorway and windows within the buildings. Original significant fabric should be retained including mantles, cast iron fireplaces, mouldings windows, door etc. Colour schemes and other aesthetic surface finishes should also be complimentary and sympathetic to the historically significant era's that the site reflects.
- Original building materials that cannot be retained in the design and must be removed, including decorative elements, floorboards, bricks, etc. should be carefully removed, labelled and either retained by Council as renovation material available for other historic assets, or offered to building materials recycling company i.e. The Recycled Building Centre.

Design in Context Guidance

The proposed new development should be designed to respect the built environment, and heritage items in the vicinity. This includes a consideration of the bulk, height, scale, siting, massing, setback, key viewlines and materiality of the new development.

This work should be guided by the controls and provisions established in the *Cumberland Development Control Plan 2021*. The *Design in Context: Guidelines for Infill Development in the Historic Environment* published by the NSW Heritage Office (2011) also provides design criteria and principles that aim to achieve sensitive new design within a historic setting.



Aboriginal Archaeology

This letter report does not consider constraints and opportunities relating to Aboriginal archaeology. Council should consider whether there are any requirements for Aboriginal archaeological assessments and consultation as part of the planning proposal process..

Historical Archaeology

This assessment has outlined that a Historical Archaeological Assessment may be required to further understand the archaeological potential on site. Depending on the findings of the assessment and any archaeological excavations, there may be opportunities to use archaeological material (in situ and artefacts) as part of heritage interpretation measures that further enhance the understanding of the site by its audience. This could be undertaken to inform the planning proposal to allow Council to obtain a greater understanding of the constraints of the site.

Conclusion

In summary, Extent Heritage generally support the proposed amendment of the *CLEP 2021* based on the findings in the planning proposal report prepared by Mecone Pty Ltd. Extent Heritage find that should the constraints and recommendations of this report be addressed, the impact of the planning proposal with regard to heritage is generally considered to be acceptable.

The adaptive reuse of The Wattles is considered an acceptable heritage outcome and Extent Heritage Support the additional permitted use of the site for 'food and drink'.

We understand the design of the hotel to be, at this stage, in its concept stages. The design should be further developed to respect the built environment, and heritage items in the vicinity. This should incorporate consideration of the bulk, height, scale, key view lines, siting, massing, setback and materiality of the new development.

The planning proposal has the potential to have a major impact on the colonial Victorian/Georgian residential setting and connection to Essington, which we have identified as significant elements of the heritage value of The Wattles. Further sympathetic consideration of the design could mitigate the impact of the proposed height of building amendments in order to achieve the best possible heritage outcome.

Once the detailed design has been prepared, a Statement of Heritage Impact (SOHI) must be prepared and submitted to Cumberland City Council. The SOHI must meet the assessment requirements set out in the NSW Heritage Office guidelines for the preparation of Statements of Heritage Impact, and thereby meet the requirements to take into consideration impacts of the proposal on the environment pertaining to heritage, in accordance with Part 4, section 4.15 of the *Environmental Planning and Assessment Act 1979*. Under Clause 5.10 of the *CLEP 2021* Council must consider the impact of the proposed development on the heritage significance of the item prior to the granting of development approval, and may require a heritage management document to be prepared to assess the extent of this impact.

This preliminary heritage constraints and opportunities analysis has been prepared by Gabrielle Harrington, Heritage Advisor, and reviewed by Eleanor Banaag, Senior Associate, of Extent



Heritage. We trust our advice has provided Cumberland Council with adequate feedback on the proposed development. If you require any further heritage advice regarding the project, please do not hesitate to be in touch.

Kind regards,

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Gabrielle Harrington Heritage Advisor | Extent Heritage



Appendix A. Concept Designs

Appendix A contains the planning proposal concept designs for 245 Great Western Highway, South Wentworthville prepared by: White Stars Development and dated 11.02.2022.





Figure 3. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 4. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. *Source*: White Stars Development dated 11.02.2022





Figure 5. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 6. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 7. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 8. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 9. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 10. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022



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Figure 11. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022





Figure 12. Planning proposal concept designs for 245 Great Western Highway, South Wentworthville. Source: White Stars Development dated 11.02.2022