

Planning Proposal 80 Boronia Parade Lugarno

April 2022

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1. INTRODUCTION

This planning proposal seeks to list No. 80 Boronia Parade Lugarno (also known as "Glenlee") ("Site") as a local heritage item in Schedule 5 Environmental heritage of the Georges River Local Environmental Plan 2021.

The Site is identified as Lot 1 DP 10359, Parish of St George, County of Cumberland; known as 80 Boronia Parade, Lugarno NSW 2210. The Site is highlighted in **Figures 1 and 2** below.



Figure 1 - Locality of the Site



Figure 2 - The Site

The entire site is approximately 25,432m2 and includes extant vegetation, relatively undisturbed landscape setting, existing built cottage, buildings comprising 6 sheds and outbuildings surrounding the existing cottage, that together provide strong and important surviving evidence of the early 20th century way of life in the locality.

The proposed listing is supported by a report commissioned by Council and prepared by GML Heritage titled *Glenlee, 80 Boronia Parade Lugarno, Heritage Assessment* dated 11 April 2022. A copy of the report is at **Attachment 1.** In summary, the Report recommends that the Site be listed as a heritage item in the Georges River Local Environmental Plan 2021 (GRLEP) as well as considered for State heritage listing.

2. BACKGROUND

A Development Application (DA2021/0181) was submitted to Council on 6 May 2021 for the demolition of the existing cottage and associated outbuildings, Torrens Title subdivision of one lot into 31 lots and the construction of new roads, drainage and tree removal at No. 80 Boronia Parade, Lugarno (the Site). The DA is currently subject to a court appeal with the NSW Land and Environment Court.

The Site is known locally as "Glenlee" and is over 25,000sqm in size fronting the Boggywell Creek with a boatshed and wharf. The Site contains a single storey, detached style dwelling house and a large number of trees, shrubs, and associated landscaping. The Site has been in the same ownership for the last 100 years with little improvements in recent years. The dwelling displays the hallmarks and features attributed to the early 20th century Federation to Inter-War period with a likely construction date of early 1900s.

The Site is not presently identified as a local item of heritage significance in the GRLEP 2021. However, it is classified by the National Trust (NSW) as an item of high cultural heritage significance. It forms part of the Lugarno Early Settler Precinct Landscape Conservation Area as shown in the extract from the National Trust listing card in **Figure 3**. A copy of the National Trust (NSW) listing card is in Appendix D of the GML Heritage Assessment – refer to **Attachment 1**.



Figure 3 - Extract from National Trust Listing Card

The existing dwelling-house dates back to 1910 and it is estimated that it was constructed at that time. An examination of 1943 aerial photography extracted from the National Trust Listing Card (see **Figure 4** below) shows that there has been very little change to the Site since 1943, with much of the extant vegetation and landscaped character pre-dating 1943. Therefore, the Site provides uncharacteristically strong and important surviving evidence of the pre-development and urban landscape of the locality, together with strong surviving evidence of the early occupation of the site by the Matthei and Chislett families and their involvement in oyster farming in the Georges River. The Matthei family was one of the best and most well-known commercial oyster farmers at the time and its long term ownership of the land since 1908 has ensured its unique preservation. The Site is presently subject to an option for purchase from the estate of the family.



Figure 4 - 1943 Aerial Image extracted from National Trust Listing Card

The Site adjoins a series of local heritage items included as part of Schedule 5 of the Georges River LEP 2021. These items are known as "Woodcliff" at 12 Woodcliff Parade (I219), "The Hermitage" located at 1 Bayside Drive (I212) and the stone wharf and associated pathway (I211) located within the adjacent Heinrich reserve to the north. To the east immediately across the bay is Oatley Park and Baths which is also a recognised local heritage item (I233). Refer to **Figure 5**.



Figure 5 - Extract from current Heritage Map

The Site contains significant remnant native vegetation, including mature Smooth-barked Apple-Blackbutt-Red Blackwood open forest and a wide variety of native fauna. Endangered populations of flora and fauna are recorded in the Georges River LGA on the NSW Government's BioNet Atlas and may be present on the Site. The Site is positioned on the foreshore of Boggywell Creek (Lime Kiln Bay) on the Georges River, an important estuarine ecosystem. The large areas of remnant native vegetation on the Site within close proximity to the waterfront yield potential for high natural heritage significance.

The National Trust (NSW) listing card for the Site states that it 'has historic significance because of the presence of rare Aboriginal rock engravings'. The Aboriginal Heritage Information Management System (AHIMS) records four sites located within or adjacent to the development as follows:

- a) 45-6-1713 Matthei Jetty comprising a shell midden;
- b) 45-6-3907 Glenlee hatchet grinding grooves comprising two natural pools in the sandstone creek bed with grinding grooves;
- c) 45-6-3908 Glenlee rock bowl comprising a rock bowl formed in the sandstone beside a natural creek; and
- d) 45-6-3909 Glenlee Midden 2 comprising surface shell, bone and charcoal.

Interim Heritage Order

The Heritage Act 1977 (Section 25(2)) allows councils, subject to the authorisation by the Minister, to make an IHO over a property, where a council has a reasonable belief that the place or item may have potential heritage significance and that a 'threat of harm' either exists or is perceived to exist. In this case, the lodgement of the current DA (DA2021/0181) constituted such a threat of harm.

Council considered preliminary heritage advice from Michael Edwards, Heritage Advisor to Georges River Council, dated 11 May 2021 which stated that the Site has potential heritage significance. Mr Edwards in his advice stated that an examination of 1943 aerial photography shows that there has been very little change to the Site since this time, with much of the extant vegetation and landscaped character pre-dating 1943. In this regard, the Site provides uncharacteristically strong and important surviving evidence of the pre-development and urban landscape of the locality, together with strong surviving evidence of the early occupation of the Site by the Matthei and Chislett families. He also stated that the Site retains a number of ancillary boat sheds and wharfs, which, together with the extant dwelling and relatively undisturbed landscape setting, displays important evidence of the early 20th century way of life in the locality and the Site is highly likely to satisfy the Heritage Council of NSW significance assessment criteria in demonstrating historical, associative, technical, rarity and (possibly) representative significance.

Given the National Trust (NSW) listing card (refer to Appendix D of the GML Heritage Assessment) and the advice received from Council's Heritage Advisor, Michael Edwards, Council had reasonable belief that the property may have potential heritage significance and that a 'threat of harm' either exists or is perceived to exist having regard to the lodgement of a Development Application (DA2021/0181) and subsequent Court proceedings which seek demolition of existing structures, removal of trees and subdivision of the Site into 31 lots.

Council under Section 25 of the Heritage Act 1977 made an IHO over the Site. The IHO was gazetted on Friday, 13 August 2021 and lapsed on 14 February 2022. The IHO allowed further heritage assessments to be undertaken to inform an understanding of the cultural significance of the Site and whether Council should proceed with an application for heritage listing.

Council appointed GML Heritage on 8 October 2021 to prepare a heritage assessment of Glenlee to assist Council in determining whether the Site reaches the threshold for listing as a heritage item.

GML's Report was lodged with Council on 6 January 2022 (which was updated on 11 April 2022 as a condition of the Gateway Determination) and provides an assessment of the significance of the Site in relation to natural and cultural landscape heritage, Aboriginal cultural heritage and built heritage utilizing the NSW Heritage Office *Heritage Assessment Guidelines*. The Report states that the Site has heritage significance and recommends that Council list the Site on Schedule 5 of the GRLEP 2021 and that it be considered for State Heritage listing.

On 24 January 2022 Council was advised that the Minister has decided to make a local IHO over the Site as it has potential local and state heritage values and is at imminent risk when the existing local IHO expires on 13 February 2022. The decision was published in the NSW Government Gazette on 28 January 2022.

A copy of the notice is in **Attachment 2**. The IHO is for a period of 12 months.

Council at its meeting held 24 January 2022 resolved to prepare a planning proposal to include the item 'Glenlee', 80 Boronia Parade, Lugarno on Schedule 5 of the Georges River Local Environmental Plan 2021.

The Planning Proposal was considered by the Georges River Local Planning Panel (LPP) at its meeting on 17 February 2022. The LPP supported the listing of the site on the heritage schedule of the Georges River Local Environmental Plan 2021.

Council at its Meeting held 28 March 2020 resolved (ENV008-22):

- (a) That Council acknowledge the Heritage Assessment Report for Lot 1 DP 10359 Boronia Parade, Lugarno prepared by GML Heritage and the recommendation that the Site be listed as a local heritage item.
- (b) That Council support the listing of Lot 1 DP 10359 Boronia Parade, Lugarno as a local heritage item on the heritage schedule of the Georges River Local Environmental Plan 2021 which contains the appropriate provisions for protecting and managing the item.
- (c) That Council support the State listing of Lot 1 DP 10359 Boronia Parade, Lugarno.
- (d) That Council endorse the forwarding of Planning Proposal PP2022/0002 to the NSW Department of Planning and Environment (DPE) to request a Gateway Determination under Section 3.33 of the Environmental Planning and Assessment Act 1979 for an amendment to the Georges River Local Environmental Plan 2021 by:
 - a. listing Lot 1 DP 10359 Boronia Parade Lugarno as a heritage item in Schedule 5 Environmental heritage; and
 - *b.* mapping Lot 1 DP 10359 Boronia Parade Lugarno as "Item General" on the Heritage Map.

On 29 March 2022 the Planning Proposal was forwarded to the Department of Planning and Environment for a Gateway Determination. A Gateway Determination was issued on 6 April 2022 and is contained in **Attachment 5.** The Gateway Determination required minor changes to both the Planning Proposal and GML's Heritage Assessment. An updated Heritage Assessment addressing with the Gateway conditions was lodged with Council on 11 April 2022.

On 5 April 2022 Council wrote to Heritage NSW supporting the Site for State Heritage Listing.

3. OBJECTIVES AND INTENDED OUTCOMES

3.1 Objective

To amend the Georges River Local Environmental Plan 2021 by:

- listing No. 80 Boronia Parade Lugarno as a local heritage item in *Schedule 5 Environmental heritage*; and
- mapping No. 80 Boronia Parade Lugarno as "Item General" on the Heritage Map.

The Planning Proposal does not seek to amend the zoning, FSR, height nor any other LEP provisions relating to the Site.

3.2 Intended Outcome

- List No. 80 Boronia Parade Lugarno as a local heritage item in the Georges River Local Environmental Plan 2021 so that Clause 5.10 applies to any proposed development.
- Assist in conserving the environmental heritage of the Georges River local government area.
- Conserve the heritage significance of the site, including associated fabric, settings and views.
- Conserve Aboriginal objects and Aboriginal places of heritage significance.

4. EXPLANATION OF PROVISIONS

4.1 Addition to Schedule 5 of the Georges River LEP 2021

To list No. 80 Boronia Parade Lugarno as a local heritage item in *Schedule 5 Environmental heritage* of the Georges River LEP 2021 as follows:

Suburb	Item name	Address	Property description	Significance	ltem no
Lugarno	Glenlee	80 Boronia Parade	Lot 1 DP10359	Local	I317 ¹

The listing applies to the whole Site and is in response to the GML Heritage Assessment Report which concludes that the Site has significance at the State level under criteria (f) rarity and (g) representativeness and at the local level under criteria (a) – historical, (b) - associative, (c) - aesthetic, (d)- social and (e) research. The criteria is discussed in the **note** below. The GML Heritage assessment Report recommends that Council list the Site on Schedule 5 of the Georges River Local Environmental Plan 2021 ("GRLEP") as it is of heritage significance and that it be considered for State heritage listing.

Note

The NSW Heritage Manual guidelines (July 2001) provides the framework for the assessment of the Site. The guidelines incorporate the five types of cultural heritage values (being aesthetic, historic, scientific, social and spiritual values) identified in the Burra Charter into a structured framework which is the format required by heritage authorities in NSW. Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria. The criteria for assessment established by the Heritage Council of NSW in accordance with Heritage Act is set out in **Figure 6** below:



Figure 6 - Extract from Assessing heritage significance NSW Heritage Manual 2001

¹ The heritage number is indicative only and will be confirmed at finalisation stage.

4.2 Heritage Map of the Georges River LEP 2021

To amend Heritage Map - Sheet HER_003 - to map No. 80 Boronia Parade Lugarno as "Item – General".

A copy of the draft Heritage Map is in Attachment 4.

4.3 Inventory Sheet

A heritage inventory sheet has been prepared for the draft item and a copy is in **Attachment 3**. The Inventory Sheet provides the following Statement of Significance which explains the elements of the Site that form the proposed local heritage listing:

Glenlee is part of the local Aboriginal cultural landscape, with a representative range of Aboriginal archaeological sites, set within a semi-intact set of landforms. Parts of the site retain intact vegetation, landforms, soils and a creek line with a regular source of fresh running water. Within these landforms and the creek are evidence for past Aboriginal cultural practices. Midden material is present on a broad, flat landform above the steep rises from the river, and provides evidence for local Aboriginal subsistence practices, with deep deposits of shellfish remains potentially held in a carbon-rich soil matrix. Study of these could provide new information for middle to late Holocene Aboriginal economic practices across this part of the Georges River, which could be contrasted against those closer to the coast.

The site is important to the local Aboriginal community today for its illustration of past cultural traditions, and was possibly a women's place; and as part of the broader river landscape that is emblematic of more recent First Nations and shared heritage. Themes include national history, identity, resistance, and social and cultural action.

Originating from an 1856 land grant and developed in the early twentieth century, Glenlee represents one of the earliest settlements in the Georges River area and, retaining much of its cultural landscape, one of the most intact European riverfront settlements in NSW. Glenlee has historical, associative and aesthetic significance at a local level, with rarity and representative values at a state level. It is possible that further research may indicate that the site has social significance within the local community.

Glenlee house, a typical Federation cottage built in 1910, was situated to take advantage of sweeping views of the grounds and river. The house was extended in the 1950s to introduce a kitchen, but is otherwise highly internally intact, retaining significant original fabric and a movable heritage collection, revealing information about life in Lugarno in the early twentieth century. Glenlee was owned and occupied by the Matthei family for over a century. From Hamburg, Germany, the Mattheis were one of a number of European families that settled in the Georges River area. They established an orchard, garden, vegetable garden, and a series of cultural plantings that remain legible in the landscape and that, along with a remnant irrigation system and a collection of farm machinery, demonstrate both the self-sufficiency and commercial agricultural use of early settlements. Despite the creation of the Lugarno Estate subdivision in the 1920s, much of the original estate has been retained, including significant landscape features such as stone walls, paths, and a channelled creek. The family played a significant role in the early Lugarno community, active in social groups such as the German Zither Club, and the Lugarno and District Progress Association. Their subdivision created the residential subdivision pattern of the riverfront near Lime Kiln Bay.

Oyster farming was first introduced to Glenlee by an early owner, the prominent wool-broker JH Geddes, who brought oysters from his lease in Port Hacking. The Mattheis took over the oyster leases in 1906 and continued to operate until 1996. Remnant boat sheds, a jetty and a cable-pulley system provide evidence of this early practice, including the transportation of oysters, on the site.

The site is highly intact, maintaining the original relationship between the house, its grounds, and the river, with significant views and vistas undisturbed by later development. The grounds also contain a variety of cultural plantings, remnant and self-seeded bushland, and local wildlife, representative of both the early presentation of the site, and the biodiversity of the Georges River area. Due to its comparative integrity, and landmark quality within the Lugarno area, Glenlee is likely to have exceptional significance within NSW as a rare, intact, early European riverfront settlement, with a high degree of representative significance as a demonstration of an early way of life, and of significant activities in NSW.

5. JUSTIFICATION OF STRATEGIC AND SITE-SPECIFIC MERIT

5.1 Section A – need for the planning proposal

Question	Considerations
Question	Considerations
Question 1. Is the planning proposal a result of an endorsed LSPS, strategic study or report?	Considerations The planning proposal is not the result of an endorsed LSPS, strategic study or report. It is however consistent with the following Council adopted documents: Council's Community Strategic Plan 2018-2028 contains Goal 1.4 which requires that "Local heritage is protected and promoted." Strategy 1.4.1 requires that Council Recognise the LGA's local heritage through heritage listings in LEPs and protection policies in DCPs. Georges River Local Strategic Planning Statement 2040 ('LSPS 2040') contains Planning Priority P11. Aboriginal and other heritage is protected and promoted. The planning proposal is the result of the report by GML Heritage titled Glenlee, 80 Boronia Parade Lugarno, Heritage Assessment dated 6 January 2022 and updated 11 April 2022. The GML Report assesses the Site against the heritage criteria outlined by the NSW Heritage Office Guidelines. The guidelines incorporate the five types of cultural heritage values (being aesthetic, historic, scientific, social and spiritual values) identified in the Burra Charter into a structured framework which is the format required by heritage authorities in NSW. Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria. In terms of the assessment against the heritage criteria outlined by the NSW Heritage Office Guidelines the following is to be noted: •Criterion A (Historical Significance): Glenlee has cultural significance at a local level under this criterion. The Report indicates that the Site itself has historical significance due to its connection to the practice of oyster farming in the Georges River. The Report states on pages 165 and 166:
	in 1906, continued oyster farming at the site through to 1996. The Mattheis were some of the most prominent oyster farmers in the Georges River area and the practice was one of their primary sources of income.
	Significant intact features that evidence the historical significance of the site include Glenlee house, the movable heritage elements, the boatsheds and jetty, the cable-pulley engine shed, the orchard, vegetable gardens, cultural plantings, landscape features and outbuildings.

Question	Considerations
	• Criterion B (Associative Significance): Glenlee has cultural significance at a local level under this criterion. The Report indicates on page 166:
	Glenlee has associative significance at a local level for its connection to the Matthei family, who occupied the site continuously for over a century. Originally granted to absentee owner Thomas George Lee in 1856, the site came to be owned by prominent wool broker JH Geddes. While it appears the first structure on the site (since demolished) was constructed during Geddes' ownership, his most significant contribution to the site was the introduction of oysters from his lease in Port Hacking. The site came to be owned by a German immigrant family from Hamburg, the Mattheis, who built Glenlee house soon afterward.
	The Mattheis were among the early settlers in the area who established farming and orcharding on the site. The Mattheis were particularly involved in developing oyster farming in the area. They were involved in the social life and émigré community of the Lugarno area, being active in the local German Zither Club. They were heavily involved in the Lugarno and District Progress Association, and as such actively contributed to the development of the wider Lugarno area. Like many early settlers, the family subdivided their land, selling off portions which helped to establish early residential development along the river front throughout the twentieth century. The family occupied the site for over a century, and continued oyster farming at the site for 90 years. Their continuous occupation of the site gives Glenlee associative significance to the local community.
	• Criterion C (Aesthetic Significance): Glenlee has cultural significance at a local level under this criterion. The Report states on pages 166 and 167:
	Glenlee has aesthetic significance to the Lugarno area as a highly intact representation of a Federation European settlement. Glenlee house, built c1910, is a good representation of a modest weatherboard cottage, constructed on sandstone foundations. Despite the introduction of a kitchen extension in the 1950s, the house is highly intact, retaining significant original details including pressed metal ceilings, a fanlight, and decorative gables. The kitchen is similarly representative of a typical 1950s kitchen retaining original joinery and fixtures.
	Typical of early settlements, Glenlee responds to the natural landscape and topography of the site, situated on a slope and oriented to face the river, taking advantages of the sweeping views across the grounds to the waterfront. These views remain undisturbed and represent the relationship between early settlements and the river. The grounds retain early orchards, gardens, vegetable gardens and fruit trees, with associated

Question	Considerations
	landscape elements such as stone retaining walls and stairways, paths, irrigation systems, and cultural plantings, which are characteristic of an early settlement.
	The scenic character of the site is enhanced by the bushland and tree regrowth which separates the site from surrounding development, preserving its historically isolated setting, as well as a natural water course, and a creek that has been channelled with block sandstone banks. The site has landmark quality in the surrounding area, representing one of the few remaining riverside settlements, and is highly visible along the waterfront, with the boatsheds and jetty visible from Oatley Park.
	The site retains an array of Aboriginal archaeological evidence. The grinding grooves, water hole and setting of the creek hold an aesthetic value which has been identified as important to the local Aboriginal community.
	• Criterion D (Social Significance): A thorough, formal social values assessment should be undertaken but it is likely that Glenlee has cultural significance at a local level under this criterion. The Report states on page 167:
	The Glenlee site remains one of the most prominent areas in Lugarno. Its aesthetic and historic qualities are well known and appreciated throughout the local community, whose strong connection to the site is evident in the 'Save Glenlee' campaign, supported by a petition raised by a local MP with over 1,200 signatures. This level of community interest suggests that the site holds social significance in the Lugarno area. Historically, Glenlee had social significance among the community of early settlers residing in the area, and within local immigrant social groups, such as the German Zither Club.
	• Criterion E (Research Potential): With respect to Aboriginal cultural and archaeological heritage, Glenlee has cultural significance at a local level under this criterion. The Report states on page 168:
	As part of the local First Nations cultural landscape (criterion A), the range of evidence within the site has the potential to yield new information and understanding of these connections, notably from the middle to late Holocene.
	• Criterion F (Rarity): Glenlee has cultural significance at a state level under this criterion. The Report states on page 169:
	Largely established in the early twentieth century, and developed by the Matthei family, Glenlee is a highly intact early European riverfront settlement with an associated cultural landscape. Despite subdivisions, Glenlee retains much of its original estate and is a rare example of an intact riverfront settlement in NSW. Glenlee house is a modest cottage which, despite later extension, is highly

Question	Considerations	
	internelly intert. The house also contains a significant	
	internally intact. The house also contains a significant movable heritage collection which encompasses material relating to the Matthei family and the Lugarno area across the twentieth century. The integrity of the interiors of the house and its collection are likely to be rare within Lugarno, and have potential to be rare within regional NSW.	
	The early orchards, vegetable gardens, fruit trees, and cultural plantings introduced by the Matthei family remain legible in the landscape and are revealing of early agricultural practices. The historic relationship between the house, grounds and river has been maintained, and the significant views to and from Georges River, and early access paths and stairs which lead to the river, have been conserved. Glenlee similarly retains evidence of significant marine activity including a jetty, boatsheds and remnants of a cable-pulley system which demonstrate the use of the river for transportation and attest to a significant period of oyster farming undertaken on the site. The integrity of the setting is rare in comparison to similar settlements which remain in NSW.	
	• Criterion G (Representativeness): For First Nation's heritage, Glenlee has cultural significance at a local level under this criterion. For European heritage values, Glenlee has cultural significance at a state level under this criterion. The Report states on page 170:	
	The First Nations archaeological evidence, notably the grinding grooves set within the intact flowing creek, are good representative examples of the site type. The grinding grooves are deeply incised and easily identifiable; they hold good education potential to demonstrate past Aboriginal lifeways.	
	The high degree of integrity and intactness of both the house and its setting make the Glenlee site representative of an early European riverfront settlement, both within the Lugarno area, and NSW more broadly. Glenlee house is a typical Federation cottage, showing the regional preference for weatherboard construction. The introduction of the kitchen in the 1950s is typical of the adaptation of early houses to suit modern needs. The interior of the house is otherwise highly intact, retaining significant original fabric and a movable heritage collection which are representative of the typology, and of the evolution of regional housing more generally.	
	The grounds of Glenlee continue to communicate the site's early function, retaining remnants of the orchard, vegetable garden, and cultural plantings, representative of both the self-sufficiency of the settlement, and the use of the land for commercial agriculture. The important relationship between the river and the settlement is seen in the retention of the jetty and boatshed, providing both transport and industry. The remnants of the cable-pulley system on the site, primarily the shed which housed the	

Question	Considerations
	system's engine, is a key element which provides evidence of the oyster farming which occurred at the site until 1996. These marine elements are representative of the type and scale of infrastructure employed at oyster farming estates and of the techniques and means by which small growers conducted their farming.
	A Statement of Significance has been prepared for Glenlee and is contained in the Report on pages 174 and 175. The Statement concludes with:
	Glenlee is likely to have exceptional significance within NSW as a rare, intact, early European riverfront settlement, with a high degree of representative significance as a demonstration of an early way of life, and of significant activities in NSW.
	The Site recommends that the Site be listed as a heritage item in the Georges River Local Environmental Plan 2021 (GRLEP) as well as considered for State heritage listing.
2. Is the planning proposal the best means of achieving the objectives or intended	The Planning Proposal represents the best mean of achieving the intended outcomes established in Section 3.
outcomes, or is there a better way?	The Site is not currently listed as a heritage item in Schedule 5 to the Georges River LEP 2021. An interim heritage order was made over the site on 28 January 2022 in order for the Site to be protected whilst Council follows the planning proposal process to list the Site in the LEP. Listing of the Site will still allow its redevelopment but will ensure that the significance of the Site is assessed in accordance with Clause 5.10 of the Council's LEP.
	The Site is classified by National Trust (NSW) as an item of high cultural heritage significance and value. The Site provides uncharacteristically strong and important surviving evidence of the pre-development and urban landscape of the locality with extant vegetation and landscaped character pre-dating 1943. The Site contains physical remains of pre-European occupation, including items and remnants of the occupation of the land by Aboriginal people, and has a high potential to yield Aboriginal cultural heritage significance. The natural characteristics of the Site, being situated within close proximity to the waterfront and incorporating the land and water interface, together with the relatively undisturbed natural landscape and mature tree canopy, demonstrate high potential for natural historical significance.

5.2 Section B - Relationship to the strategic planning framework

	Question	Considerations	
3.	Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?	 The planning proposal will give effect to the objectives and actions of the following plans: A Metropolis of Three Cities – Greater Sydney Region Plan - Objective 13: Environmental heritage is identified, conserved and enhanced and Objective 28: Scenic and cultural landscapes are protected. <i>Comment</i>: The Planning Proposal seeks to list the Site in Schedule 5 of the GRLEP 2021 and therefore identifying and conserving the significance of the Site. South District Plan - Planning Priority S6 Creating and renewing great places and local centres and respecting the District's heritage & Action 20. Identify, conserve and enhance environmental heritage <i>Comment</i>: The planning proposal will respect a significant site in Georges River's history and will conserve its environmental heritage. 	
4.	Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?	The planning proposal is consistent with the endorsed <i>Georges</i> <i>River Local Strategic Planning Statement 2040</i> ('LSPS 2040') and its Planning Priority P11 which states - <i>Aboriginal and other</i> <i>heritage is protected and promoted</i> .	
5.	Is the planning proposal consistent with any other applicable State and regional studies or strategies?	There are no other applicable State and regional studies or strategies.	
6.	Is the planning proposal consistent with applicable SEPPs?	The Planning Proposal is con SEPP State Environmental Planning Policy (Planning Systems) 2021	 Comment on consistency This SEPP consolidates and repeals the provisions of the following 3 SEPPs: SEPP (State and Regional Development) 2011 (State and Regional Development SEPP) SEPP (Aboriginal Land) 2019 (Aboriginal Land SEPP) SEPP (Concurrences and Consents) 2018 (Concurrence SEPP) The Planning Proposal is not inconsistent with the SEPP.

Question	Co	nsiderations
	State Environmental Planning Policy (Biodiversity and Conservation) 2021	 This SEPP consolidates, transfers and repeals provisions of the following 11 SEPPs (or deemed SEPPs): SEPP (Vegetation in Non-Rural Areas) 2017 (Vegetation SEPP) SEPP (Koala Habitat Protection) 2020 (Koala SEPP 2020) SEPP (Koala Habitat Protection) 2021 (Koala SEPP 2021) Murray Regional Environmental Plan No 2—Riverine Land (Murray REP) SEPP No 19—Bushland in Urban Areas (SEPP 19) SEPP No 50—Canal Estate Development (SEPP 50) SEPP (Sydney Drinking Water Catchment) 2011 (Sydney Drinking Water SEPP) Sydney Regional Environmental Plan No 20 – Hawkesbury – Nepean River (No 2 – 1997) (Hawkesbury–Nepean River SREP) Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (Sydney Harbour Catchment) 2005 (Sydney Harbour Catchment SREP) Greater Metropolitan Regional Environmental Plan No 2 – Georges River REP) Willandra Lakes Regional Environmental Environmental Plan No 1 – World Heritage Property (Willandra Lakes REP)
	State Environmental Planning Policy (Resilience and Hazards) 2021	 This SEPP consolidates and repeals the provisions of the following 3 SEPPs: SEPP (Coastal Management) 2018 (Coastal Management SEPP) SEPP 33 – Hazardous and Offensive Development (SEPP 33) SEPP 55 – Remediation of Land (SEPP 55) The Planning Proposal is not inconsistent with the SEPP. The Site is within a coastal use area as identified

Question	Cor	nsiderations
	State Environmental Planning Policy (Transport and Infrastructure) 2021	by the former State Environmental Planning Policy (Coastal Management) 2018. Refer to Figure 7 below. The Planning Proposal does not prose a rezoning nor intensification of uses permitted. The Planning Proposal only proposes to amend the Heritage Map to the GRLEP 2021 and not the other maps relating to coastal management. $I = \frac{1}{2} + \frac{1}$
	State Environmental Planning Policy (Industry and Employment) 2021	 This SEPP consolidates, transfers and repeals the provisions of the following 2 SEPPs: SEPP (Western Sydney Employment Area) 2009 (Western Sydney Employment SEPP) SEPP 64 – Advertising and Signage (SEPP 64)
		The Planning Proposal is not inconsistent with the SEPP.

Question	Co	nsiderations
	State Environmental Planning Policy (Resources and Energy) 2021	 This SEPP consolidates and repeals the provisions of the following 2 SEPPs: SEPP (Mining, Petroleum Production and Extractive Industries) 2007 (Mining SEPP) Sydney Regional Environmental Plan No. 9 – Extractive Industries (No 2 – 1995) (Extractive Industries SREP) The Planning Proposal is not inconsistent with the SEPP.
	State Environmental Planning Policy (Primary Production) 2021	 This SEPP consolidates, transfers and repeals the provisions of the following SEPPs: SEPP (Primary Production and Rural Development) 2019 (Primary Production and Rural Development SEPP) Sydney Regional Environmental Plan No 8 (Central Coast Plateau Areas) (Central Coast Plateau SREP). The Planning Proposal is not inconsistent with the SEPP.
	State Environmental Planning Policy (Precincts - Eastern Harbour City) 2021 State Environmental Planning Policy (Housing) 2021	The Planning Proposal is not inconsistent with the SEPP. The Site is not the subject of a Precinct identified by the SEPP. The Planning Proposal is not inconsistent with the SEPP. The Planning Proposal does not change the existing zoning, height and FSR provisions relating to the site.
	State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	The Planning Proposal is not inconsistent with the SEPP.
 7. Is the planning proposal consistent with applicable Ministerial Directions (section 9.1 Directions)? 	Directions as follows:	nsistent with the applicable Ministerial
	Ministerial DirectionCom1 Planning Systems1.1 ImplementationCons	ment istent – The planning proposal is
		stent with:

Question		Considerations
		 A Metropolis of Three Cities – Greater Sydney Region Plan - Objective 13: Environmental heritage is identified, conserved and enhanced and Objective 28: Scenic and cultural landscapes are protected. Comment: The Planning Proposal seeks to list the Site in Schedule 5 of the GRLEP 2021 and therefore identifying and conserving the significance of the Site. South District Plan - Planning Priority S6 Creating and renewing great places and local centres and respecting the District's heritage & Action 20. Identify, conserve and enhance environmental heritage Comment: The planning proposal will respect a significant site in Georges River's history and will conserve its environmental heritage.
	1.2 Development of Aboriginal Land Council land	Consistent – The Planning Proposal does not affect land shown on the Land Application Map of State Environmental Planning Policy (Aboriginal Land) 2019
	1.3 Approval and Referral Requirements	Consistent – The Planning Proposal does not seek to make any additional provisions that require the concurrence, consultation or
		referral of development applications to a Minister or public authority.
	1.4 Site Specific Provisions	Consistent – The Planning Proposal does not allow a particular development to be carried out.
	1 Planning Systems –	
	1.5 Parramatta Road Corridor Urban Transformation Strategy	NA
	1.6 Implementation of North West Priority Growth Area Land Use and Infrastructure	NA
	Implementation Plan 1.7 Implementation of Greater Parramatta Priority Growth Area Interim Land Use and	NA
	Infrastructure Implementation Plan 1.8 Implementation of Wilton Priority	NA
	of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	
	1.9 Implementation of Glenfield to	NA

Question		Considerations
	Macarthur Urban	
	Renewal Corridor	NA
	1.10 Implementation of the Western	NA
	Sydney Aerotropolis	
	Plan	
	1.11 Implementation of Bayside West	NA
	Precincts 2036 Plan	
	1.12 Implementation	NA
	of Planning Principles for the	
	Cooks Cove	
	Precinct	
	1.13 Implementation	NA
	of St Leonards and Crows Nest 2036	
	Plan	
	1.14 Implementation	NA
	of Greater Macarthur 2040	
	1.15 Implementation	NA
	of the Pyrmont	
	Peninsula Place	
	Strategy 1.16 North West Rail	NA
	Link Corridor	
	Strategy	
	1.17 Implementation of the Bays West	N/A
	Place Strategy	
	2 Design and Place	
	3 Biodiversity and Cor	
	3.1 Conservation Zones	Consistent – The Planning Proposal does not
	Zones	apply to land within a conservation zone or land otherwise identified for environment
		conservation/protection purposes in a LEP.
		conservation/protection purposes in a LEF.
	3.2 Heritage	Consistent - Heritage conservation is covered
	Conservation	by a compulsory clause in the Standard
		Instrument (Local Environmental Plans) Order 2006. The GRLEP 2021 has adopted the
		Standard Instrument and does identify such
		items, areas, objects or places of
		environmental heritage significance or
		indigenous heritage significance as are relevant to the terms of this direction on the
		Heritage Map and relevant Schedule of the
		LEP. This planning proposal seeks to add No.
		80 Boronia Parade Lugarno to Schedule 5 of the GRLEP 2021 and the proposed listing is
		supported by a heritage assessment.
		Opensistent The Office 1001 Day
	3.3 Sydney Drinking Water Catchments	Consistent – The Site is zoned R2 Low Density
		Residential and is supplied by reticulated water.
		Water.
	3.4 Application of C2	NA
	and C3 Zones and	
	Environmental Overlays in Far	
	North Coast LEPs	

Question		Considerations
	3.5 Recreation Vehicle Areas	Consistent – The planning proposal does not enable land to be developed for the purpose of a recreation vehicle area (within the meaning of the Recreation Vehicles Act 1983).
	4 Resilience and Haza	rds
	4.1 Flooding	Consistent – The planning proposal does not create, remove or alter a zone or a provision that affects flood prone land.
	4.2 Coastal Management	Consistent - The Site is within a coastal use area as identified by chapter 3 of the State Environmental Planning Policy (Resilience and Hazards) 2021. Refer to Figure 8 below. The Planning Proposal does not prose a rezoning nor intensification of uses permitted. The Planning Proposal only proposes to amend the Heritage Map to the GRLEP 2021 and not the other maps relating to coastal management.
		Image: state of the state
	4.3 Planning for Bushfire Protection	Consistent – The Site and it surrounds has not been mapped as bushfire prone land.
	4.4 Remediation of Contaminated Land	Consistent - The land has not been identified as contaminated land in a public register.
		The site is currently occupied by a dwelling and outbuildings, and does not include activities that are likely to cause contamination. The site is not known to contain any contaminated land. The planning proposal does not rezone the Site which is currently zoned R2 Low Density Residential under the GRLEP 2021.
		Further site investigations can be undertaken as part of any future development application for the site.

Question		Considerations
	4.5 Acid Sulfate Soils	Consistent – The planning proposal does not seek to change the existing ASS Class 5 for the site.
	4.6 Mine Subsidence and Unstable Land	Consistent – The planning proposal does not permit development on land that: (a) is within a mine subsidence district, or (b) has been identified as unstable in a study, strategy or other assessment undertaken: (i) by or on behalf of the relevant planning authority, or (ii) by or on behalf of a public authority and provided to the relevant planning authority.
	5 Transport and Infras	
	5.1 Integrating Land Use and Transport	Consistent – The planning proposal will not create, alter or remove a zone or a provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.
	5.2 Reserving Land for Public Purposes	Consistent – The Planning Proposal does not seek to reserve land for a public purpose.
	5.3 Development Near Regulated Airports and Defence Airfields	Consistent – The planning proposal does not propose to rezone the Site.
	5.4 Shooting Ranges	Consistent – The planning proposal does not seek to rezone land adjacent to and/ or adjoining an existing shooting range.
	6 Housing	
	6.1 Residential Zones	Consistent – The planning proposal does not propose changes to the existing R2 Zone of the Site.
	6.2 Caravan Parks and Manufactured Home Estates	Consistent – The planning proposal does not propose to permit development for the purposes of a caravan park to be carried on the Site.
	7. Industry and Emplo	yment
	7.1 Business and Industrial Zones	Consistent - The planning proposal does not affect land within an existing or proposed business or industrial zone (including the alteration of any existing business or industrial zone boundary).
	7.2 Reduction in non-hosted short- term rental accommodation period	Consistent – The Planning Proposal does not identify or reduce the number of days that non- hosted short-term rental accommodation may be carried out within the LGA.
	7.3 Commercial and Retail Development along the Pacific Highway, North Coast	NA
	8 Resources and Ener	gy

Question		Considerations
	8.1 Mining, Petroleum Production and Extractive Industries	Consistent – The Planning Proposal does not have the effect of: (a) prohibiting the mining of coal or other minerals, production of petroleum, or winning or obtaining of extractive materials, or (b) restricting the potential development of resources of coal, other minerals, petroleum or extractive materials which are of State or regional significance by permitting a land use that is likely to be incompatible with such development
	9 Primary Production	
	9.1 Rural Zones	Consistent – The Site is zoned R2 Low Density Residential under the GRLEP 2021.
	9.2 Rural Lands	Consistent – The Planning Proposal does not (a) affect land within an existing or proposed rural or environment protection zone (including the alteration of any existing rural or environment protection zone boundary) or (b) changes the existing minimum lot size on land within a rural or environment protection zone.
	9.3 Oyster Aquaculture	Consistent – The planning proposal does not propose a change in land use.
	9.4 Farmland of State and Regional Significance on the NSW Far North Coast	NA

5.3 Section C – environmental, social and economic impact

	Question	Considerations
8.	Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be	 The Planning Proposal seeks to amend the Georges River Local Environmental Plan 2021 by: listing No. 80 Boronia Parade Lugarno as a heritage item in Schedule 5 Environmental heritage; and mapping No. 80 Boronia Parade Lugarno as "Item – General" on the Heritage Map.
	adversely affected because of the proposal?	The Planning Proposal is not seeking a rezoning, nor inserting new landuses into the existing R2 Low Density Residential zoning affecting the site. A Development Application (DA2021/0181) was submitted to Council on 6 May 2021 for the demolition of the existing cottage and

Question	Considerations
	associated outbuildings, Torrens Title subdivision of one lot into 31 lots and the construction of new roads, drainage and tree removal at No. 80 Boronia Parade, Lugarno (the Site). The DA is currently subject to a court appeal with the NSW Land and Environment Court. The impacts of the subdivision on critical habitat or threatened species, populations or ecological communities, or their habitats will be dealt with under the Court process.
9. Are there any other likely environmental effects of the planning proposal and how are they proposed to be managed?	 The Planning Proposal seeks to amend the Georges River Local Environmental Plan 2021 by: listing No. 80 Boronia Parade Lugarno as a heritage item in Schedule 5 Environmental heritage; and mapping No. 80 Boronia Parade Lugarno as "Item – General" on the Heritage Map. The Planning Proposal is not seeking a rezoning, nor inserting new landuses into the R2 Low Density Residential zoning affecting the site. A Development Application (DA2021/0181) was submitted to Council on 6 May 2021 for the demolition of the existing cottage and associated outbuildings, Torrens Title subdivision of one lot into 31 lots and the construction of new roads, drainage and tree removal at No. 80 Boronia Parade, Lugarno (the Site). The DA is currently subject to a court appeal with the NSW Land and Environment Court. The environmental impacts of the subdivision will be dealt with under
10. Has the planning proposal adequately addressed any social and economic effects?	the Court process. The Planning Proposal seeks to list the Site as a heritage item in the Council's LEP so that any development on the Site will need to consider Clause 5.10 of the LEP and the impacts on the heritage significance of the item. The heritage listing of the Site in Schedule 5 of the LEP will not sterilize the site. The Site can be developed. With respect to social impacts, the heritage assessment by GML Heritage states that it is likely that Glenlee has cultural significance at a local level under Criterion D (Social Significance) of the NSW Heritage Office Guidelines. The Report states on page 167: The Glenlee site remains one of the most prominent areas in Lugarno. Its aesthetic and historic qualities are well known and appreciated throughout the local community, whose strong connection to the site is evident in the 'Save Glenlee' campaign, supported by a petition raised by a local MP with over 1,200 signatures. This level of community interest suggests that the site holds social significance among the community of early settlers residing in the area, and within local immigrant social groups, such as the German Zither Club.

Question	Considerations	
	Not protecting the Site through a listing in Schedule 5 of the GRLEP 2021 will have an adverse social impact on the history and development of Lugarno and the wider community.	

5.4 Section D – Infrastructure (Local, State and Commonwealth)

Question	Considerations	
11. Is there adequate public infrastructure for the planning proposal?	 The Planning Proposal seeks to amend the Georges River Local Environmental Plan 2021 by: listing No. 80 Boronia Parade Lugarno as a heritage item in Schedule 5 Environmental heritage; and mapping No. 80 Boronia Parade Lugarno as "Item – General" on the Heritage Map. 	
	• mapping No. 80 Boronia Parade Lugarno as "Item – General" on	

5.5 Section E – State and Commonwealth Interests

Question	Considerations
12. What are the views of state and federal public authorities and government agencies consulted in order to form the Gateway Determination?	On 24 January 2022 Council was advised that the Minister has decided to make a local IHO over the Site as it has potential local and state heritage values and is at imminent risk when the existing local IHO expires on 13 February 2022. The decision was published in the NSW Government Gazette on 28 January 2022. A copy of the notice is in Attachment 2 . Council has the support of Heritage NSW.

6. Maps

The Planning Proposal will result in an amendment to the Heritage Map - Sheet HER_003 of the Georges River LEP 2021. The Heritage Map – Sheet HER_003 will be amended by mapping No. 80 Boronia Parade Lugarno as "Item – General". The proposed Heritage Map - Sheet HER_003 is illustrated in **Figure 9** below and is also separately in its own document.



Figure 9 - Proposed Heritage Map Sheet_003

7. Gateway Determination

On 29 March 2022 the Planning Proposal was forwarded to the Department of Planning and Environment for a Gateway Determination. A Gateway Determination was issued on 6 April 2022 and is contained in **Attachment 5**. The Gateway Determination required minor changes to both the Planning Proposal and GML's Heritage Assessment. An updated Heritage Assessment addressing with the Gateway conditions was lodged with Council on 11 April 2022. The Planning Proposal has also been updated.

The Gateway Determination states that given the nature of the proposal; Council is authorised to be the local plan-making authority.

8. Community consultation

One of the conditions of the Gateway Determination is that the planning proposal be made available for community consultation for a minimum of 20 working days. Furthermore, the planning proposal must be exhibited not more than 3 months from the date of the Gateway determination.

The Planning Proposal will be on public exhibition from **Wednesday 4 May 2022 to Friday 3 June 2022**, and can be viewed at:

- Council's YourSay website
- Georges River Civic Centre, MacMahon Street, Hurstville, between 8.30am and 5.00pm, Monday to Friday
- Georges River Council Kogarah Library and Service Centre, Kogarah Town Square, Belgrave Street, between 8.30am and 5.00pm, Monday to Friday
- Hurstville Library, during library hours.

Submissions should quote reference: 80 Boronia Parade Lugarno, Public Exhibition – **SF22/1780.** The closing date for responses is **Friday 3 June 2022.**

Council is also required to consult with the following public authorities / organisations:

- Heritage NSW (Department of Planning and Environment)
- Metropolitan Local Aboriginal Land Council
- National Trust of Australia (NSW)

9. Project Timeline

The project timeframe is as follows:

Indicative project timeline

Stage	Timeframe/date
Consideration by Georges River LPP	17 February 2022
Council decision	28 March 2022
Gateway determination	6 April 2022
Pre-exhibition	May 2022
Commencement and completion of public exhibition	May – June 2022
period	
Consideration of submissions	July 2022
Post-exhibition review and additional studies	July 2022
Submission to the Department for finalisation (where	August 2022
applicable)	
Gazettal of LEP amendment	August 2022

Attachments

- 1. Glenlee, 80 Boronia Parade Lugarno, Heritage Assessment dated 6 January 2022 & updated 11 April 2022 prepared by prepared by GML Heritage
- 2. Copy of notice in NSW Government Gazette on 28 January 2022.
- 3. Inventory Sheet for "Glenlee", 80 Boronia Parade Lugarno
- 4. Mapping
- 5. Gateway Determination dated 6 April 2022