



NOTICE OF BURWOOD LOCAL PLANNING PANEL MEETING

The meeting of the Burwood Local Planning Panel will be held electronically on Tuesday 7 February 2023 at 6:00pm.

In accordance with Directions from the Minister for Planning, there will be no public hearing convened in conjunction with this particular Panel meeting.

Tommaso Briscese
General Manager

Agenda

Welcome to the meeting of the Burwood Local Planning Panel (BLPP) (Read by the Chair)

I declare the Meeting opened at (Read by the Chair)

Acknowledgement of Country (Read by the Chair)

I would like to acknowledge the Wangal people of the Eora Nation who are the traditional custodians of this land. I would also like to pay respect to their elders, both past and present, and extend that respect to other First Nations People who may be present.

Introduction of Panel Members (Read by the Chair)

Explanation of how the panel will operate (Read by the Chair)

None of the matters before the Panel today qualify for a public hearing. Consequently, there are no members of the public making representations to the Panel for this meeting.

The Panel has undertaken site investigations in accordance with the NSW Government public health protocols, and we have before us reports provided by Burwood Council officers on the matters for consideration.

The Panel will make determinations on the matters before it. Each determination will include reasons for the determination, and all such details will be included in the official record of the meeting.

Apologies/Leave of Absences

Declarations of Interests by Panel Members

Chair introduction of Agenda Item

Council Officer Overview

General Business

(Item GB1/23)	Planning Proposal - Amendment to Schedule 5 of Burwood LEP 2012 - Group Heritage Listing of 4-10 and 14 Cooper Street, Strathfield and seven (7) Electricity Substations.....	3
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(ITEM GB1/23) PLANNING PROPOSAL - AMENDMENT TO SCHEDULE 5 OF BURWOOD LEP 2012 - GROUP HERITAGE LISTING OF 4-10 AND 14 COOPER STREET, STRATHFIELD AND SEVEN (7) ELECTRICITY SUBSTATIONS

File No: 23/1253

REPORT BY STRATEGIC PLANNER

Summary

A planning proposal has been prepared to amend Schedule 5 – Environmental Heritage and associated Heritage Map series of Burwood Local Environmental Plan 2012 (Burwood LEP 2012) to:

- (a) include as a group heritage listing five (5) properties in Cooper Street, Strathfield in Schedule 5 and on the Heritage Map of the Burwood LEP 2012; and
- (b) heritage list, as a group listing seven (7) electricity substations which Ausgrid has proposed to remove from the Ausgrid Section 170 Register to ensure their ongoing preservation and maintenance.

Operational Plan Objective

C.3 An urban environment that maintains and enhances our sense of identity and place

C.3.2 Protect our unique built heritage and maintain or enhance local character

P.13 Identify and plan for built heritage and local character

A.37 Undertake a heritage assessment of existing building stock to identify and update the register of contributory or heritage items

Background

Nos 4-10 & 14 Cooper Street, Strathfield

Council, at its meeting on 24 August 2021, Council considered a Mayoral Minute relating to a heritage investigation of Cooper Street, Strathfield, and resolved the following:

1. *The General Manager investigate the suitability of obtaining an Interim Heritage Order over properties located at 2B to 18A Cooper Street, Strathfield.*
2. *The General Manager seek legal advice from Council's solicitors currently acting on Council's behalf in the Land and Environment Court in relation to the development proposed for Cooper Street*
3. *A letter be sent to residents in the vicinity of Cooper Street, Strathfield informing them of the further investigations being undertaken by Council.*
4. *A report be brought back to the next available Council meeting outlining available options to pursue an Interim Heritage Order.*

Following Council's resolution, a preliminary heritage assessment of the dwellings located between 2 – 18 Cooper Street was undertaken by Council's Heritage Adviser to investigate the suitability of seeking an Interim Heritage Order (IHO) for the group of properties.

In this regard, a report on the heritage significance investigation of 6-14 Cooper Street, Strathfield was considered by Council, at its meeting on 28 June 2022. A copy of this report is included at Attachment 1.

Subsequently, Council resolved (57/22) the following:

1. *That consultation be undertaken with the Department of Planning & Environment to determine the likelihood of a Planning Proposal for a group heritage listing of the properties being supported.*
2. *That an independent heritage consultant be appointed to prepare a detailed heritage assessment of the heritage significance of Nos 4 – 10 and 14 Cooper Street, Strathfield.*
3. *That a further report be presented to Council on the outcomes of the detailed heritage assessment and any preliminary discussions with the Department of Planning & Environment.*
4. *That Council at this stage not pursue the Interim Heritage Order for Nos 4 – 10 and 14 Cooper Street, Strathfield based on the current planning advice.*

GML Heritage Pty Ltd were appointed to undertake an independent heritage assessment of the properties at Nos 4-10 and 14 Cooper Street, Strathfield. Their report has recommended that the abovementioned properties be included as a group listing in Schedule 5 of Burwood LEP 2012. The Planning Proposal at Attachment 2 responds to GML's recommendations.

Ausgrid electricity substations

Section 170 of the *NSW Heritage Act, 1977*, requires that all State Agencies establish and keep a register entitled "Heritage and Conservation Register" (S170 Register).

Clause 22 of the Heritage Regulation 2012 prescribes the following classes of items to be on a S170 Register:

- (a) *items that are listed as heritage items under an environmental planning instrument made under the Environmental Planning and Assessment Act 1979,*
- (b) *items that are subject to an interim heritage order,*
- (c) *items that are listed on the State Heritage Register,*
- (d) *items identified by the government instrumentality concerned as having State heritage significance.*

In December 2021, Ausgrid wrote to Council advising that they had undertaken a review of their S170 Heritage and Conservation Register and have identified seven (7) electricity substations within the Burwood LGA which, in their opinion, do not fall under any of the classes listed in Clause 22 of the Heritage Regulation 2012, these being:

- 5 Burwood Road, Burwood Heights
- 4 Badminton Road, Croydon Park
- 2B Cooper Street, Strathfield
- 25 Angel Road North, Strathfield
- 32 Wallace Street, Burwood
- 12 Icton Street, Burwood
- Princes Street & Cheltenham Road, Burwood

As these electricity substations were included on the S170 Register, there was no need to also have them listed as items of environmental heritage (local) in Schedule 5 of Burwood LEP 2012. Once removed from the S170 Register, and if not included in the Burwood LEP 2012, these electricity substations will no longer have any heritage protection.

Although the abovementioned properties no longer fulfil the criteria to be included in the S170 heritage and conservation register, Council has the option to locally list these in Schedule 5 of the Burwood LEP 2012 as items of local significance.

Council, at its meeting on 26 April 2022 considered a report on a comprehensive review of the Burwood LEP 2012. As part of this report, it was recommended that Council's Heritage Advisor undertake a review of the substations, and where appropriate make recommendations for heritage listing under Schedule 5 of Burwood LEP 2012.

In response to Ausgrid's correspondence, Council's Heritage Advisor, in January 2023 undertook a review of the potential heritage significance of these electricity substations and based on the information available, found that all seven (7) electricity substations fulfil the criteria for local heritage listing (group listing) in Schedule 5 of Burwood LEP 2012.

On 12 January 2023, Council advised Ausgrid of its intention to proceed with heritage listing of the seven (7) electricity substation buildings that fulfilled the criteria for heritage listing. In response, Ausgrid has agreed to retain these items on its S170 register indefinitely, pending the Planning Proposal process and subject to Council keeping Ausgrid updated on the Planning Proposal.

The Planning Proposal at Attachment 2 includes these properties to respond to Council's Heritage Advisor's recommendations.

Heritage Assessment

As outlined above, GML Heritage Pty Ltd were appointed to undertake an independent heritage assessment of the properties at Nos 4-10 and 14 Cooper Street, Strathfield. GML Heritage's report was completed in December 2022 and is included at Attachment 3 of this report.

Council's Heritage Advisor undertook the heritage assessment of each of the seven (7) Ausgrid electricity substations in January 2023. A copy of the heritage assessment is included at Attachment 4 to this report.

Both reports have been determined that the properties demonstrate heritage significance at the local level and meet the threshold of local significance for the relevant criteria, as outlined below.

The properties were assessed against the seven criteria in the guidelines as identified in Table 1 below.

Each criterion has inclusions and exclusions guidelines which are used to assist in the assessment process. If an item meets one of the seven heritage criteria at a local level, and retains the integrity of its key attributes, it can be considered to have local heritage significance.

Table 1: NSW Heritage assessment criteria summary

Criteria	
(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)
(b) Associational 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)
(c) Aesthetic significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)
(d) Social significance	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

(e) Technological significance/ 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)
(f) Rarity	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)
(g) Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's <ul style="list-style-type: none"> - 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 environment

Nos 4-10 and 14 Cooper Street, Strathfield

The heritage assessment report prepared by GML Heritage concludes that the subject properties demonstrate heritage significance at the local level for the following reasons:

- The cottages at 4 Cooper Street (Allema), 6 Cooper Street (Urangara), 8 Cooper Street (Duntroon), 10 Cooper Street (Illam) and 14 Cooper Street (Huggerstone) form a good example of a cohesive group of Victorian Italianate dwellings. They exhibit historic setting, form, features and design elements typical of their typology and the group is a good example of residential development within the Burwood LGA from the late Victorian period.
- They are indicative of the more modest accommodation that was prevalent in the Victorian period within Strathfield and the Burwood LGA.
- The Schute family resided in 4 Cooper Street for over 20 years, between 1890 and 1918. During this period, Richard Schute served as an Alderman of Burwood (from 1893 to 1913) and as Mayor three times (1896, 1909 and 1910). His son Robert Schute is associated with the Shute Shield, the rugby union cup that was named in his honour.
- As a group, the dwellings display a fair level of intactness and many architectural attributes typical of the Victorian Italianate style. This includes their asymmetrical form, hipped slated roof with intact chimneys, faceted bay, front verandah with cast iron decorations and posts, decorative mouldings, timber-framed windows and original timber doors of narrow proportions.
- Their consistent subdivision pattern, low fencing, setbacks, front gardens, form and features create visual uniformity and contribute to the streetscape character of Cooper Street. They contribute to the historic setting of Cooper Street, Strathfield, and the Burwood LGA.
- Based on the information available for the purpose of this assessment, the group at 4–10 and 14 Cooper Street meets the threshold for local heritage listing based on its historical, aesthetic and representative attributes. No. 4 Cooper Street is additionally noted for its associative values and No. 14 for its high degree of integrity externally.

Ausgrid Electricity Substations

The heritage assessment report prepared by Council's Heritage Advisor concludes that the subject properties demonstrate heritage significance at the local level for the following reasons:

- The substations meet historical significance due to their ability to demonstrate the fast growing demand for electricity in the Sydney and wider regions during the first half of the 20th Century.

They demonstrate how local distribution of electricity was organised at that time and the similarity in design of a new building typology across Burwood and the broader Sydney area.

- They meet aesthetic significance due to their unique design as a building typology – infrastructure nestled within residential dwellings. The substations in Burwood LGA (which form part of this report) are all generally intact. The majority (5) are designed in the Interwar Georgian Revival with Mediterranean influences. These present attractive one storey and double height small buildings, with fanlights, arches and Spanish profile terracotta roof tiles.
- Two substations, Cheltenham Road (Art Deco) and Icceton Street (Stripped Classical) also meet the Rarity criterion as being the only substations built in their respective styles in the Burwood LGA.
- The substations all meet the threshold as Representative examples of the electricity substation typology of the first half of the 20th Century, in design and location.

Strategic and Site Specific Merit:

The planning proposal has strategic and site specific merit. The planning proposal is consistent with the relevant objectives of *Greater Sydney Region Plan: A Metropolis of Three Cities (2018)* and the actions of the *Eastern City District Plan (2018)*.

The planning proposal is consistent with *Burwood 2036*, Council's Community Strategic Plan and the *Burwood Local Strategic Planning Statement* which was endorsed by the Greater Sydney Commission in March 2020. The vision for Burwood makes reference to '*cherished heritage conservation areas, ...well designed buildings and... neighbourhoods filled with distinct character*'.

One the LSPS's objectives include:

Preserve local character by preventing extensive redevelopment in those parts of the LGA which have heritage significance or a significant local character.

The planning proposal is consistent with the Standard Instrument – Principal Local Environmental Plan and all other applicable State environmental planning policies and applicable Section 9.1 Directions.

Consultation

On 12 January 2023, Council notified Ausgrid of the preparation of a planning proposal to heritage list the seven (7) electricity substations which are currently listed on the Ausgrid Section 170 Register.

Ausgrid has confirmed they understand the process and may make a submission as part of any future exhibition of the planning proposal.

Property owners in Cooper Street have been previously notified by letter regarding Council's resolutions to investigate the heritage significance of their properties and have been regularly updated on the progress of this process.

Should Council receive a Gateway Determination, public exhibition will be undertaken in accordance with the requirements of the *Environmental Planning & Assessment Act 1979* and the *Environmental Planning and Assessment Regulation 2021*. It will also have regard to the other relevant plans and guidelines including the Community Participation Plan, the Local Environmental Plan Making Guideline (2021) and any conditions of the Gateway Determination.

It is recommended that the planning proposal is exhibited for a minimum of 28 days and it is proposed that affected and adjoining property owners be consulted.

The public exhibition will include:

- a notice on Council's Participate Burwood page as well as reference to the DPE planning proposal tracker
- a letter to land owners/occupiers and owners of properties in the vicinity of each site

Planning or Policy Implications

Heritage listing of properties is undertaken through a planning proposal. This report seeks the advice of the BLPP in respect to the planning proposal. The BLPP's advice would be reported back to Council for their consideration.

Should Council then resolve to progress the planning proposal, the general steps would be as follows:

- The planning proposal is submitted to the NSW Department of Planning and Environment (DPE) for a Gateway Determination. This step will determine whether the proposal can proceed and outlines the community consultation required.
- Undertake public exhibition and consultation with relevant State agencies.
- The outcomes of community consultation are reported back to Council. The Council is asked whether it wishes to adopt the planning proposal and proceed to plan-making.
- If adopted, Council staff liaises with the DPE to amend the BLEP.
- The properties are listed in Schedule 5 of the BLEP.

It is anticipated that the process would take 8 months to complete all steps as outlined above. However, the properties are afforded heritage protection (i.e. deemed a "draft heritage item") as soon as the planning proposal is placed on public exhibition and a notation will be placed on Council's Planning Certificates to ensure that the information is available to current and future property owners.

Financial Implications

There are no financial implications with respect to the planning proposal other than staff allocation and resources from existing budgets.

Conclusion

A planning proposal has been prepared to heritage list, as a group listing under Schedule 5 of the Burwood Local Environmental Plan (BLEP) 2012, 4-10 and 14 Cooper Street Strathfield; and seven (7) electricity substations as a group listing, which are currently listed on the Ausgrid Section 170 Register.

Heritage assessments have been undertaken which conclude the subject properties demonstrate heritage significance at the local level and meet the threshold for listing as items of local significance in the Burwood LEP 2012.

The planning proposal satisfies the requirements of section 3.33 of the Act as it includes:

- A statement of the objectives or intended outcome of the amendment to Burwood LEP 2012
- An explanation of the provisions that are to be included in the amendment to Burwood LEP 2012.
- The justification for the objectives, outcomes and provisions and the process for their implementation.

- Details of the community consultation that is to be undertaken.

It is recommended that the Burwood Local Planning Panel advises Council to proceed with the planning proposal to amend Schedule 5 and the Heritage Maps of Burwood LEP 2012 for the group heritage listing of Nos 4-10 and 14 Cooper Street, Strathfield and the seven (7) Ausgrid electricity substations.

Recommendation(s)

That the Burwood Local Planning Panel advises Council to proceed with the Planning Proposal to list the following as local heritage items (group listing) in Schedule 5 and on the Heritage Maps of the Burwood Local Environmental Plan 2012:

- a) Nos 4-10 and 14 Cooper Street, Strathfield
- b) 5 Burwood Road, Burwood Heights
- c) 4 Badminton Road, Croydon Park
- d) 2B Cooper Street, Strathfield
- e) 25 Angel Road North, Strathfield
- f) 32 Wallace Street, Burwood
- g) 12 Icton Street, Burwood
- h) Princes Street & Cheltenham Road, Burwood

Attachments

- 1 Agenda Council Meeting 28 June 2022 - ITEM 5122 - Heritage Review - NOS 2-18 Cooper Street Strathfield
- 2 Planning Proposal - Cooper Street and Electricity Substations
- 3 Heritage Assessment Report - 4-10 and 14 Cooper Street, Strathfield - GML Heritage December 2022
- 4 Burwood LGA Augrid Substations - Heritage Assessment - February 2023

(ITEM 51/22) HERITAGE REVIEW - NOS 2-18 COOPER STREET, STRATHFIELD

File No: 22/19770

REPORT BY DIRECTOR CITY STRATEGY

Summary

This report responds to a Mayoral Minute on the potential for heritage listing of the properties at Nos 4 – 14 Cooper Street, Strathfield.

A preliminary heritage assessment of the properties has been undertaken. Recommendations have been made in the context of current approvals issued by the Land and Environment Court and development that has occurred in Cooper Street.

Operational Plan Objective

1.4.4 Promote and celebrate the area's heritage and Indigenous history;

4.3 Integrate Burwood's existing heritage with high quality urban design.

Background

At its meeting on 24 August 2021, Council considered a Mayoral Minute relating to a heritage investigation of Cooper Street, Strathfield, and resolved the following:

1. *The General Manager investigate the suitability of obtaining an Interim Heritage Order over properties located at 2B to 18A Cooper Street, Strathfield.*
2. *The General Manager seek legal advice from Council's solicitors currently acting on Council's behalf in the Land and Environment Court in relation to the development proposed for Cooper Street*
3. *A letter be sent to residents in the vicinity of Cooper Street, Strathfield informing them of the further investigations being undertaken by Council.*
4. *A report be brought back to the next available Council meeting outlining available options to pursue an Interim Heritage Order.*

Following Council's resolution, a preliminary heritage assessment of the dwellings located between 2 – 18 Cooper Street was undertaken by Council's Heritage Adviser to investigate the suitability of seeking an Interim Heritage Order (IHO) for the group of properties.

An IHO is issued under the *Heritage Act 1977*, specifically section 25(2) which states that:

A council authorised under this section may make an interim heritage order for a place, building, work, relic, moveable object or precinct in the council's area that the council considers may, on further inquiry or investigation, be found to be of local heritage significance, and that the council considers is being or is likely to be harmed.

In the absence of the immediate threat, the IHO powers under the Act are not available to Council.

Table 1 below provides a summary of the preliminary heritage assessment and recommendations with respect to the IHO:

ITEM NUMBER GB1/23 - ATTACHMENT 1

Agenda Council Meeting 28 June 2022 - ITEM 5122 - Heritage Review - NOS 2-18 Cooper Street Strathfield

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Table 1: Preliminary assessment and recommendations – IHO

Address	Comment	Recommendation
2 Cooper Street 2A Cooper Street 4 Cooper Street	<p>A deemed refusal of Development Application (DA.2021.1) for 2, 2A and 4 Cooper Street, Strathfield was lodged in the Land and Environment Court on 27 April 2021.</p> <p>The Appeal has subsequently been allowed by the Court.</p> <p>The application sought the demolition of an existing dwelling, restoration and alterations to an existing heritage dwelling (2 Cooper Street), and the construction of a part 3 and part 4 storey boarding house with communal indoor areas and communal open space, above two levels of basement car parking.</p> <p>2 Cooper Street is a listed heritage item in Schedule 5 of Burwood LEP 2012.</p> <p>During the assessment of the DA, an assessment was undertaken as to the heritage value of 2A Cooper Street. The findings of the assessment by the applicant's heritage adviser, Urbis supported by Council's Heritage Advisor in that the dwelling would not likely meet the threshold for listing as a heritage item. Therefore, it would not be suitable for an Interim Heritage Order.</p> <p>There is a current Complying Development Certificate (CDC) for demolition and construction of a replacement dwelling at 4 Cooper Street. The CDC is current and valid therefore an Interim Heritage Order could not be placed over the property.</p>	IHO would not be supported by Heritage NSW
6 Cooper Street 8 Cooper Street 10 Cooper Street 12 Cooper Street 14 Cooper Street	Not identified as being under immediate threat or harm, therefore not eligible for an IHO	Not eligible for an IHO
18 Cooper Street	<p>A Deemed Refusal of Development Application (DA.2020.122) for 18 Cooper Street, Strathfield was lodged in the Land and Environment Court on 1 June 2021.</p> <p>The Appeal has subsequently been allowed by the Court.</p> <p>The application sought the demolition of the existing dwelling and construction of a six storey residential flat building</p> <p>There is also a current Complying Development Certificate (CDC) for demolition of the existing</p>	IHO would not be supported by Heritage NSW

	dwelling at 18 Cooper Street. The CDC is current and valid so therefore an Interim Heritage Order could not be placed over the property.	
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Since the preliminary heritage assessment was undertaken in August 2021, a Deferred Commencement Consent was issued by the Land and Environment Court on 6 January 2022 for development of Nos 2, 2A and 4 Cooper Street, Strathfield.

The Deferred Commencement Consent is for the demolition of an existing dwelling, restoration and alterations to an existing heritage dwelling, and the construction of a part 3 and part 4 storey boarding house containing 75 rooms, including one manager's room with communal indoor areas and communal open space, above two levels of basement car parking and associated site landscaping.

The Deferred Commencement condition required the surrender of the CDC for demolition and construction of a replacement dwelling at 4 Cooper Street and was satisfied on 1 June 2022. The consent has now been activated and will lapse on 1 June 2027.

Heritage Significance Investigation of 6 -14 Cooper Street, Strathfield

Consideration of the heritage listing of properties with current Court issued approvals have not been assessed as part of this report as Council would not receive support for a Planning Proposal that pursues the heritage listing or inclusion of these properties as part of a Heritage Conservation Area from the Department of Planning & Environment.

The properties in Cooper Street were the subject of a Planning Proposal in 2019 that increased heights and densities to allow for medium/high density residential development consistent with the R1 General Residential zone. At the time of preparing the Planning Proposal, there was a review of existing heritage listed items within the vicinity of the subject site, but the prospect of listing other individual properties in Cooper Street was not raised as an issue.

During the exhibition of the Planning Proposal, Council did receive a submission from the owners of 18A Cooper Street seeking support for the delisting the dwelling at 18A Cooper Street. This was not supported by Council and did not form part of the Planning Proposal approved by the Department. This matter was also reviewed by a heritage consultant engagement by the Department who similarly did not support the delisting of 18A Cooper Street.

Subsequent Development Applications have acknowledged that potentially there is a heritage streetscape in this section of Cooper Street. The documentation for the Development Application relating to 2, 2A and 4 Cooper Street (DA.2021.1) included a Heritage Impact Statement prepared by Urbis, which in part stated:

The southern side of Cooper Street developed as a residential streetscape, of predominately single storey free-standing houses.

The Sands Directories indicate that in c.1890, there were approximately two houses on the southern side of Cooper Street. By the following year, the southern side of the street had been well developed with at least six properties recorded. In 1895, residences on the southern side of the street were named "Taringha", "Allerma", "Urangara", "Duntroon", "Invermay" and "Haggerstone" and were constructed as predominately Victorian Villas.

Noting the above, Council's Heritage Advisor has also reviewed the Sands Directory and has made the conclusion that "Allerma", "Urangara", "Duntroon", "Ilan", "Invermay" and "Haggerstone" relate to the houses between 4 and 14 Cooper Street, confirming that these dwellings were constructed around a similar period in a similar style, and therefore there would be some merit in consideration being given to a group listing of these properties.

Council's Heritage Advisor has undertaken a heritage merit investigation into the possibility of the heritage listing/group listing as a Heritage Conservation Area of Nos 6 – 14 Cooper Street, Strathfield. At present, none of these properties are subject to any development application or approvals.

The extent of the investigation area being considered is identified in Map 1 below.



Map 1 - Extent of investigation shown in blue, with existing heritage items and HCAs shown.

Table 2 below provides a preliminary assessment of the heritage significance of these dwellings and makes suggested recommendations should Council consider further assessment be undertaken. Photos of each of the dwellings are included at Attachment 1.

Most notably the potential heritage value of the properties has been identified based upon the group heritage value, rather than as individual items.

Table 2: Preliminary heritage assessment and recommendations

Address	Preliminary Assessment	Option
6 Cooper Street 8 Cooper Street 10 Cooper Street	<p>These three dwellings have been grouped together due to their relative identical style, form and building footprint (with No. 8 and No.10 slightly larger. They also share their historical narrative with No.2, No.4, No.12 and No.14.</p> <p>All three dwellings have minimal unsympathetic exterior alterations, with No. 10 having an infilled (relatively sympathetic) front verandah.</p> <p>There are only a handful of interior photos for No.8 which date from 2007.</p>	<p>Appoint an independent heritage adviser to undertake a Heritage Assessment of the properties to determine if it has heritage significance, for a potential group listing.</p>

ITEM NUMBER GB1/23 - ATTACHMENT 1

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	Therefore there can be no assumptions on the interior intactness of original features for these three dwellings.	
12 Cooper Street	<p>No. 12 Cooper Street has the general street view form of the neighbouring Victorian Villas; however, its building footprint and form identify it as similar to No.4.</p> <p>No. 12 Cooper Street has had very unsympathetic alterations, both internally and externally. The external works have included the removal of much of its ornamentation, its original bay window, roof cladding has been replaced with unsympathetic concrete fibre tiles and its verandah has been enclosed. Internally, it appears to have lost all of its ornamentation and detailing.</p>	<p>Even though this dwelling is likely to be historically important, it is <u>highly unlikely</u> that it would meet the threshold for heritage listing due to its substantial alterations.</p> <p>The dwelling may be considered contributory within a conservation area however further investigations are required.</p>
14 Cooper Street	<p>No. 14 Cooper Street is a Victorian Italianate two storey dwelling and while it does not match the neighbouring Victorian single storey villas, it is of the same time and related style.</p> <p>Like its neighbour at No.12, this dwelling has a considerably smaller building footprint than the Victorian Villas located at 4 to 10 Cooper Street, however it is over two levels.</p> <p>There are no internal images of this building, nor are there additional readily available external images.</p>	<p>Appoint an independent heritage adviser to undertake a Heritage Assessment of the property to determine if it has heritage significance, for a potential group listing.</p>

In giving consideration to the potential for a group listing of the properties at 6 -14 Cooper Street, consideration also needs to be given to the context of the streetscape and the impact of a group heritage listing of these properties. It is important to note that the advent of heritage listing would be unlikely to entirely prevent any form of redevelopment within the respective sites. The underlying planning provisions remain, in that the sites are contained within the R1 General Residential Zone, and subject to a 11m to 20.5m height control.

Any group listing of these dwellings could result in a streetscape where the dwellings would be dominated by contemporary development directly located to the rear or side of the (proposed) heritage listed items. This could have an adverse heritage outcome on the dwellings and their significance. It would also present as a sub-optimal urban design outcome and could be perceived to erode the validity of the process of heritage listing.

The group heritage listing of the dwellings would not stop future development across the sites, but could have the unintended consequence of creating a streetscape with an incompatible interface of architectural styles and scale. This would not be a positive heritage outcome for Burwood Council, the community or the historic dwellings legacies.

On the basis of this, it would also be unlikely that should Council proceed to a Planning Proposal for the listing of these properties as heritage items or a Heritage Conservation Area, that DPE would grant Gateway Determination to allow Council to proceed with the Planning Proposal.

This is taking into account the highly contested nature of the original Planning Proposal and the level of scrutiny applied by the Department to the determination of the matter. The proposal to seek a group heritage listing could be viewed by Department as a mechanism to undermine the initial re-zoning proposal and not offer support on those grounds.

However, should Council consider that a more detailed investigation be undertaken then it is recommended that an independent heritage consultant be appointed to undertake a Heritage Assessment of Nos 4, 6, 8, 10 and 14 (not 12) Cooper Street, Strathfield to determine if they have heritage significance as a group listing. The results and relative strength of the Heritage Assessment will assist Council to determine the next course of action.

Consultation

No consultation with the affected property owners has occurred as part of this report.

Planning or Policy Implications

As outlined above, Cooper Street was the subject of a Planning Proposal in 2019 that increased heights and densities to allow for medium/high density development lifting the zoning of the sites to R1 General Residential. During the time of the assessment of this Planning Proposal, no objections on the grounds of potential heritage significance of the properties within the precinct were raised, only a request to consider delisting of 18A Cooper Street.

Since the gazettal of the Planning Proposal there have been a number of Court approved developments which will already result in a change to the character of the streetscape along Cooper Street.

In response to the Planning Proposal, Burwood Council has also adopted additional controls within the Burwood Development Control Plan to manage boundary setbacks, separate distances and general site layout, to promote the retention of existing spatial characteristics of Cooper Street.

The potential heritage listing of the dwellings would not stop future development across the sites, but rather could have the unintended consequence of creating a streetscape with an incompatible interface of architectural styles and scale. This would not be a positive heritage outcome for Burwood Council, the community or the historic dwellings legacies.

Given these circumstances, it is unlikely that DPE would support a Planning Proposal for the heritage listing of Nos 6 – 10 & 14 Cooper Street.

Financial Implications

Should Council consider that a more detailed investigation be undertaken then it is recommended that an independent heritage consultant be appointed to undertake a Heritage Assessment of Nos 4, 6, 8, 10 and 14 (not 12) Cooper Street, Strathfield. The cost of this assessment would be in the range of \$15,000 - \$20,000.

Conclusion

Following a preliminary heritage assessment, it is considered that an IHO would not be suitable or likely to be supported by NSW Heritage.

Based on the preliminary heritage assessment and the context of the character of the future streetscape, it is considered that pursuing the heritage listing of Nos 6 – 14 (excluding 12) Cooper

Street would result in a streetscape where the dwellings would be dominated by contemporary development directly behind and at the bookends. This would likely have an adverse heritage outcome on the dwellings and their significance. It would also present as a poor urban design outcome.

For these reasons, it is recommended that no further action be taken with respect to the proposed heritage listing.

However, should Council wish to pursue further investigations as to the appropriateness of a potential group listing of the properties, it is recommended that an independent heritage consultant be appointed to prepare a detailed heritage assessment of the heritage significance of Nos 4 – 10 and 14 Cooper Street, Strathfield (noting that No 4 Cooper Street forms part of the development application approved by the Land and Environment Court, and approved to be retained as part of the development) and once completed that a further report be presented to Council on the outcomes.

Recommendation(s)

1. That Council not pursue the Interim Heritage Order for Nos 4 – 10 and 14 Cooper Street, Strathfield.
2. That no further action be taken with respect to the consideration of the heritage listing of Nos 4 – 10 and 14 Cooper Street, Strathfield on the basis that heritage listing of the properties would:
 - (i) have a significant adverse heritage outcome on the dwellings and their significance and present as a poor urban design outcome; and
 - (ii) be unlikely to be supported as a Planning Proposal by the Department of Planning & Environment.

Alternate Recommendation(s)

1. That Council not pursue the Interim Heritage Order for Nos 4 – 10 and 14 Cooper Street, Strathfield
2. That an independent heritage consultant be appointed to prepare a detailed heritage assessment of the heritage significance of Nos 4 – 10 and 14 Cooper Street, Strathfield.
3. That consultation be undertaken with the Department of Planning & Environment to determine the likelihood of a Planning Proposal for a group heritage listing of the properties being supported.
4. That a further report be presented to Council on the outcomes of the detailed heritage assessment and any preliminary discussions with the Department of Planning & Environment.

Attachments

- 1 Photographs - No 2-18 Cooper Street, Strathfield

ITEM NUMBER 51/22 - ATTACHMENT 1

Photographs - No 2-18 Cooper Street, Strathfield

**Photographic Assessment
Nos 2-18 Cooper Street, Strathfield**

The following images of each dwelling have been sourced from real estate sites.

Not all dwellings had internal photographs available which significantly restricts the ability to form opinions on heritage merit (particularly for a dwelling to be considered as an item).

Refer to the body of the report for a discussion on the relative merits of each dwelling.

No.4 Cooper Street, Strathfield



ITEM NUMBER 51/22 - ATTACHMENT 1

Photographs - No 2-18 Cooper Street, Strathfield



No.6 Cooper Street, Strathfield



No. 8 Cooper Street, Strathfield



ITEM NUMBER GB1/23 - ATTACHMENT 1

Agenda Council Meeting 28 June 2022 - ITEM 5122 - Heritage Review - NOS 2-18 Cooper Street Strathfield

ITEM NUMBER 51/22 - ATTACHMENT 1

Photographs - No 2-18 Cooper Street, Strathfield



No.10 Cooper Street, Strathfield



ITEM NUMBER GB1/23 - ATTACHMENT 1

Agenda Council Meeting 28 June 2022 - ITEM 5122 - Heritage Review - NOS 2-18 Cooper Street Strathfield

ITEM NUMBER 51/22 - ATTACHMENT 1

Photographs - No 2-18 Cooper Street, Strathfield

No.12 Cooper Street, Strathfield



No.14 Cooper Street, Strathfield





Planning Proposal

Amendment to Schedule 5 of the Burwood LEP 2012

Group Heritage Listing - Nos 4-10 and 14 Cooper Street, Strathfield
Group Heritage Listing - Seven Ausgrid electricity substations

January 2023
Prepared by: City Planning

Part 1 – Objectives and Intended Outcomes

This planning proposal seeks to amend the provisions of the Burwood Local Environmental Plan 2012 (Burwood LEP 2012) to:

- (a) include as a group heritage listing five (5) properties in Cooper Street, Strathfield in Schedule 5 and on the Heritage Map of the Burwood LEP 2012; and
- (b) include as a group heritage listing seven (7) electricity substations which Ausgrid has proposed to remove from the Ausgrid Section 170 Register to ensure their ongoing preservation and maintenance. These properties will be included in Schedule 5 and on the Heritage Map of the Burwood LEP 2012.

This planning proposal has been prepared in accordance with section 3.33 of the Environmental Planning and Assessment Act 1979 (EP&A Act 1979) and the document prepared by the Department of Planning, Industry and Environment titled *Local Environmental Plan Making Guideline* (December 2021).

Part 2 – Explanation of Provisions

The planning proposal seeks the following amendments to Burwood LEP 2012:

- Insert a listing for the relevant properties in Cooper Street, Strathfield and each substation (as identified in Table 1 below) in Part 1 (Heritage Items) of Schedule 5 (Environmental Heritage). The exact wording of the amendment will be determined by the Parliamentary Counsel prior to the making of the LEP.
- Amend the Heritage Map (Sheets HER_001 & HER_002) to identify 12 additional heritage items at their relevant addresses. Refer to Figure 1, Figure 2 and Figure 4 below.

Table 1: Properties included in planning proposal

Cooper Street Strathfield			
Address		Lot Number	Deposited Plan Number
4 Cooper Street, Strathfield		Lot 22	DP 2089
6 Cooper Street, Strathfield		Lot 21 and Lot 1	DP 2089 and DP 911709
8 Cooper Street, Strathfield		Lot 1	DP 925133
10 Cooper Street, Strathfield		Lot 1 and Lot 17	DP 1040940 and DP 2089
14 Cooper Street, Strathfield		Lot 15	DP 2089
Electricity Substations			
Address	Substation Number	Lot Number	Deposited Plan Number
12 Icton Street, Burwood	241	Lot 13	DP 607950
32 Wallace Street, Croydon	250	Lot 1	DP 319038
25A Angel Road, Strathfield	294	Lot 1	DP 325573
2B Cooper Street, Strathfield	308	Lot 1	DP 324150
4 Badminton Road, Croydon	313	Lot 1	DP 324990
5 Burwood Road, Enfield	319	Lot 1	DP 574784
1A Princes Street, Burwood	48	Lot 1	DP 449839



Figure 1: Aerial Photograph of Cooper Street, Strathfield subject properties.
Subject properties are shown outlined in red.

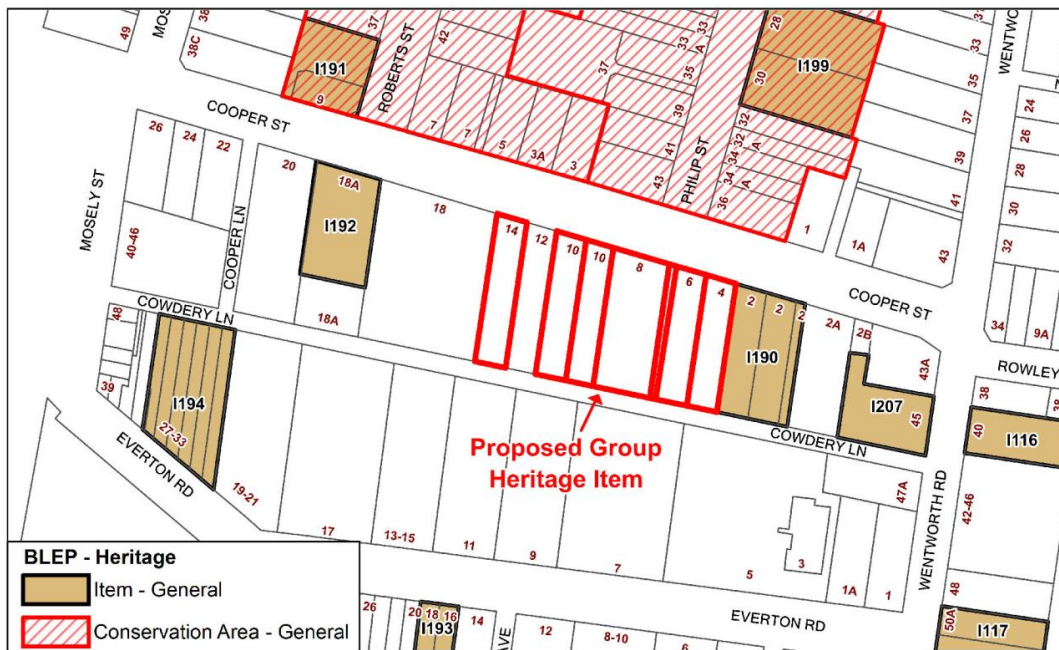


Figure 2: Existing BLEP Heritage Map of Cooper Street, Strathfield with proposed group item.
Subject properties are outlined in red.



4 Cooper Street, Strathfield



6 Cooper Street, Strathfield



8 Cooper Street, Strathfield



10 Cooper Street, Strathfield



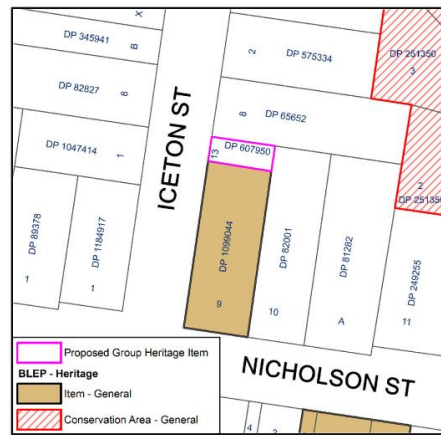
14 Cooper Street, Strathfield

Figure 3: Photographs of Cooper Street, Strathfield subject properties

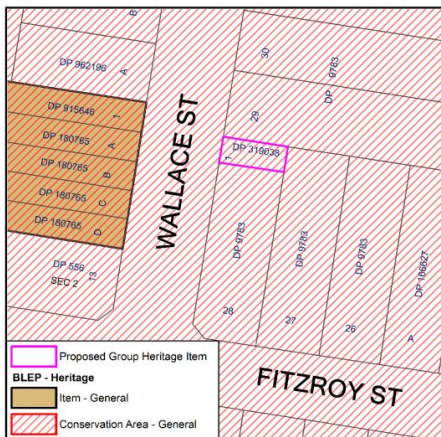
Source: GML Heritage Pty Ltd December 2022



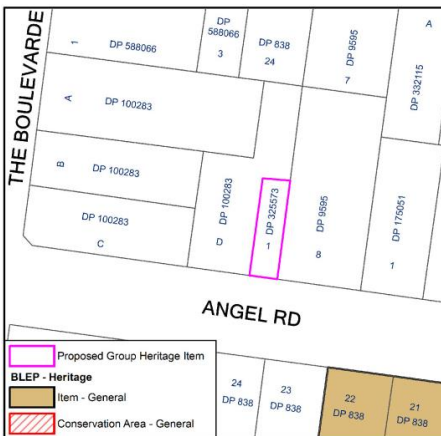
12 Iceton Street, Burwood



32 Wallace Street, Croydon

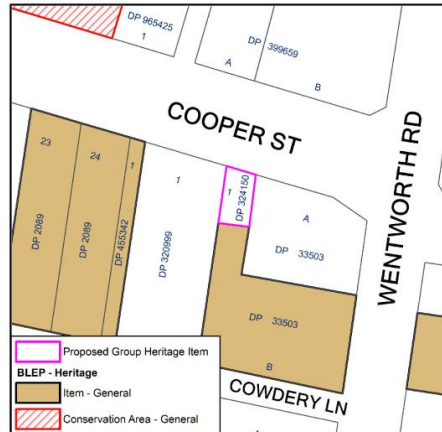


25A Angel Road, Strathfield

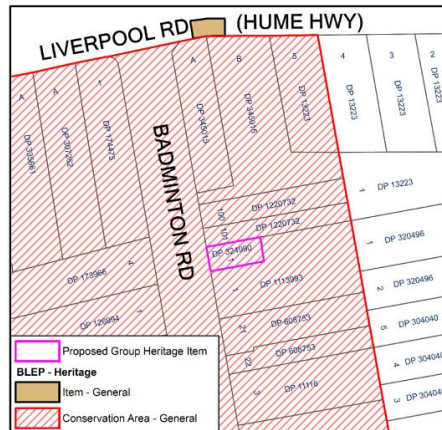




2B Cooper Street, Strathfield



4 Badminton Road, Croydon



5 Burwood Road, Enfield

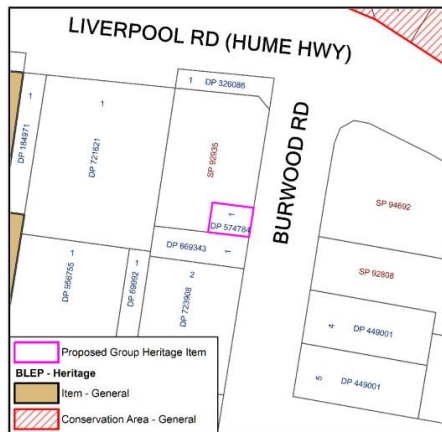




Figure 4: Aerial photographs of subject electricity substations; and existing BLEP Heritage Map with proposed group item.
 Subject properties are outlined in pink.



12 Icton Street, Burwood



32 Wallace Street, Croydon



25A Angel Road, Strathfield



2B Cooper Street, Strathfield



4 Badminton Road, Croydon



5 Burwood Road, Enfield



1A Princes Street, Burwood

Figure 5: Photographs of subject electricity substations

Source: Burwood Council January 2023

Part 3 – Justification of strategic and site-specific merit

Section A – Need for the planning proposal

The planning proposal has strategic merit.

Nos 4-10 & 14 Cooper Street, Strathfield

The objective of the amendment to Burwood LEP 2012 is to recognise the heritage significance of five (5) properties in Cooper Street, Strathfield and provide them with statutory heritage protection. Heritage listing of these properties aims to ensure the recognition of their significance, as well as protection through ensuring any future modification proposals are assessed against heritage provisions in the Burwood LEP 2012.

The properties in Cooper Street were the subject of a planning proposal in 2019 that increased heights and densities to allow for medium/high density residential development consistent with the R1 General Residential zone. At the time of preparing the planning proposal, there was a review of existing heritage listed items within the vicinity of the subject site, but the prospect of listing other individual properties in Cooper Street was not raised as an issue.

Subsequent Development Applications have acknowledged that potentially there is a heritage streetscape in this section of Cooper Street.

As a result of this, and also in response to feedback from the community, a report was considered by Council, at its meeting on 28 June 2022. Council, resolved that an independent heritage consultant be appointed to prepare a detailed heritage assessment of the heritage significance of Nos 4 – 10 and 14 Cooper Street, Strathfield.

Ausgrid substations

The key reason for amending the Burwood LEP 2012 is that Ausgrid have undertaken a review of their S170 heritage and conservation register and have identified properties that do not fall under any of the classes from Clause 22 of the *Heritage Regulation 2012*.

There are in total seven (7) properties listed in the S170 Register in the Burwood local government area (LGA) that do not fall into any of the four classes listed in Clause 22. The subject properties have been listed on the relevant S170 Register but are not listed under any environmental planning instrument made under the Environmental Planning and Assessment Act 1979. The substations are currently listed on the Ausgrid Section 170 Register based on a heritage study undertaken by Ausgrid in 2008.

On 22 December 2021, Council received correspondence from Ausgrid advising that they were intending on removing seven (7) electricity substations of varying ages and styles from their S.170 Register. Once the substations are removed from the S.170 Register, as they are not listed in Schedule 5 of the Burwood LEP 2012 or on the State Heritage register, there would be no heritage protection over these sites.

Council, at its meeting on 26 April 2022 considered a report on a comprehensive review of the Burwood LEP 2012. As part of this report, it was recommended that Council's Heritage Advisor undertake a review of the substations, and where appropriate make recommendations for heritage listing under Schedule 5 of Burwood LEP 2012.

In response to Ausgrid's correspondence, Council staff have undertaken a review of the potential heritage significance of these electricity substations and, based on the information available, found that all seven (7) of these fulfil the criteria for local heritage listing in Schedule 5 of the Burwood LEP 2012.

Accordingly, this planning proposal has been prepared by Council staff to amend Schedule 5 to include these substations as local heritage items to ensure their ongoing preservation and maintenance.

1. Is the planning proposal a result of an endorsed LSPS, strategic study or report?

This planning proposal has been prepared as a result of a heritage assessment undertaken by:

- GML Heritage Pty Ltd in December 2022 for Nos 4-10 and 14 Cooper Street, Strathfield (refer to Attachment 1);
- Council's Heritage Advisor in January 2023 for the Ausgrid electricity substations (refer to Attachment 3).

GML Heritage and Council's Heritage Advisor have undertaken a heritage assessment of each of the subject properties which have been determined to demonstrate heritage significance at the local level and meet the threshold of local significance for the relevant criteria, as outlined below.

The properties were assessed against the seven criteria in the guidelines as outlined in Table 2 below.

Each criterion has inclusions and exclusions guidelines which are used to assist in the assessment process. If an item meets one of the seven heritage criteria at a local level, and retains the integrity of its key attributes, it can be considered to have local heritage significance.

Table 2: NSW Heritage assessment criteria summary

Criteria	
(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)
(b) Associational 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)
(c) Aesthetic significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)
(d) Social significance	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
(e) Technological significance/ 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)
(f) Rarity	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)
(g) Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's <ul style="list-style-type: none"> - 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 environment

Nos 4-10 & 14 Cooper Street, Strathfield

The heritage assessment report concludes that the subject properties demonstrate heritage significance at the local level for the following reasons:

- The cottages at 4 Cooper Street (Allema), 6 Cooper Street (Urangara), 8 Cooper Street (Duntroon), 10 Cooper Street (Illam) and 14 Cooper Street (Huggerstone) form a good example of a cohesive group of Victorian Italianate dwellings. They exhibit historic setting, form, features and design elements typical of their typology and the group is a good example of residential development within the Burwood LGA from the late Victorian period.

- They are indicative of the more modest accommodation that was prevalent in the Victorian period within Strathfield and the Burwood LGA.
- The Schute family resided in 4 Cooper Street for over 20 years, between 1890 and 1918. During this period, Richard Schute served as alderman of Burwood (from 1893 to 1913) and as Mayor three times (1896, 1909 and 1910). His son Robert Schute is associated with the Shute Shield, the rugby union cup that was named in his honour.
- As a group, the dwellings display a fair level of intactness and many architectural attributes typical of the Victorian Italianate style. This includes their asymmetrical form, hipped slated roof with intact chimneys, faceted bay, front verandah with cast iron decorations and posts, decorative mouldings, timber-framed windows and original timber doors of narrow proportions.
- Their consistent subdivision pattern, low fencing, setbacks, front gardens, form and features create visual uniformity and contribute to the streetscape character of Cooper Street. They contribute to the historic setting of Cooper Street, Strathfield, and the Burwood LGA.
- Based on the information available for the purpose of this assessment, the group at 4–10 and 14 Cooper Street meets the threshold for local heritage listing based on its historical, aesthetic and representative attributes. No. 4 Cooper Street is additionally noted for its associative values and No. 14 for its high degree of integrity externally.

A copy of the draft inventory sheet is included at Attachment 2.

Ausgrid Substations

The heritage assessment report prepared by Council's Heritage Advisor concludes that the subject properties demonstrate heritage significance at the local level for the following reasons:

- The substations meet historical significance due to their ability to demonstrate the fast growing demand for electricity in the Sydney and wider regions during the first half of the 20th Century. They demonstrate how local distribution of electricity was organised at that time and the similarity in design of a new building typology across Burwood and the broader Sydney area.
- They meet aesthetic significance due to their unique design as a building typology – infrastructure nestled within residential dwellings. The substations in Burwood LGA (which form part of this report) are all generally intact. The majority (5) are designed in the Interwar Georgian Revival with Mediterranean influences. These present attractive one storey and double height small buildings, with fanlights, arches and Spanish profile terracotta roof tiles.
- Two substations, Cheltenham Road (Art Deco) and Iceton Street (Stripped Classical) also meet the Rarity criterion as being the only substations built in their respective styles in the Burwood LGA.

- The substations all meet the threshold as Representative examples of the electricity substation typology of the first half of the 20th Century, in design and location.

A copy of the draft inventory sheet for the Ausgrid substations is included at Attachment 4.

2. *Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?*

Yes. The objective is to recognise the heritage significance of the identified properties and provide them with statutory heritage protection. The best means of achieving this objective is through an amendment to the Burwood LEP 2012 to list the sites as local heritage items. This is achieved through the planning proposal process.

Section B – Relationship to the strategic planning framework

3. *Will the planning proposal give effect to the objectives and actions of the applicable regional, or district plan or strategy?*

Yes. The planning proposal is consistent with the relevant objectives of the Greater Sydney Region Plan: A Metropolis of Three Cities (2018) and the relevant planning priorities and actions of the Eastern City District Plan (2018), as discussed below.

Greater Sydney Region Plan: A Metropolis of Three Cities

The planning proposal is consistent with the directions and objectives of *Greater Sydney Regional Plan: A Metropolis of Three Cities*, particularly Objective 13: “Environmental heritage is identified, conserved and enhanced”.

Identifying these sites as local heritage items will provide ongoing protection and recognition of their heritage significance.

Eastern City District Plan

The planning proposal is generally consistent with the directions, priorities and objectives of the Eastern City District Plan, particularly Planning Priority E6 and Action 20:

Planning Priority E6 Creating and renewing great places and local centres, and respecting the District’s heritage

Objective 13 ‘Environmental heritage is identified, conserved and enhanced’

Action 20 ‘Identifying, conserving and enhancing the environmental heritage of the local area’ through:

- a. *engaging with the community early to understand heritage values*
- b. *applying adaptive re-use and interpreting heritage to foster distinctive local places managing and monitoring the cumulative impact of development on the heritage values and character of places*

Heritage listing of these sites will provide ongoing protection and recognition of the heritage significance of these items.

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?*

Yes. Burwood's Local Strategic Planning Statement (LSPS) was endorsed by the Greater Sydney Commission (GSC) in March 2020. The vision for Burwood makes reference to 'cherished heritage conservation areas, ...well designed buildings and... neighbourhoods filled with distinct character'. One of the LSPS's objectives include:

Preserve local character by preventing extensive redevelopment in those parts of the LGA which have heritage significance or a significant local character.

By identifying properties of local heritage significance, this planning proposal is in keeping with the vision and objectives of the LSPS.

Also, the Burwood 2036 Community Strategic Plan recognises the need to create places for people that are built around people while protecting the unique built heritage of Burwood.

Community Outcome 2.1 aims to 'create an urban environment that maintains and enhances our sense of identity and place'. Strategy 2.1.2 is to 'Protect our unique built heritage and maintain or enhance local character'.

The planning proposal is consistent with both Council's LSPS and Community Strategic Plan.

5. *Is the planning proposal consistent with any other applicable State and regional studies or strategies?*

Yes. The planning proposal is consistent with other relevant State or regional study or strategy.

6. *Is the planning proposal consistent with applicable State Environmental Planning Policies?*

Yes. The planning proposal is consistent with the Standard Instrument – Principal Local Environmental Plan and all other applicable State Environmental Planning Policies (refer to Table 3 below).

Table 3: Consistency with State Environmental Planning Policies

SEPP	Comment on Consistency
Housing (2021)	<p>Not relevant.</p> <p>The subject properties are not known to contain affordable housing.</p> <p>The heritage listing of properties may alter whether development under the former ARH SEPP may be carried out on that site, but this planning proposal would not contravene the SEPP in any way.</p>

No 65 – Design Quality of Residential Apartment Development	Not relevant.
Planning Systems (2021)	Not relevant.
Biodiversity and Conservation (2021)	Not relevant. This SEPP contains provisions in respect to heritage trees. The heritage listing of properties may alter whether development under the SEPP may be carried out on that site, but this planning proposal would not contravene the SEPP in any way.
Resilience and Hazards (2021)	Not relevant. There is no indication that previous uses at the subject sites would trigger site remediation requirements. The subject properties are not located within the coastal areas identified by this SEPP.
Transport and Infrastructure	Not relevant.
Industry and Employment	Not relevant.
Resources and Energy (2021)	Not relevant.
Primary Production (2021)	Not relevant.
Precincts – Eastern Harbour	Not relevant.
Precincts – Central River City	Not relevant.
Precincts – Western Parkland	Not relevant.
Precincts – Regional	Not relevant.
Exempt and Complying Development Codes (2008)	Not relevant. The heritage listing of properties may alter whether development under the Codes SEPP may be carried out on that site, but all properties are currently included in the heritage conservation area. This planning proposal would not contravene the SEPP in any way.
Building Sustainability Index: BASIX (2004)	Consistent and not contravened.

7. Is the planning proposal consistent with applicable Ministerial Directions (section 9.1 Directions)?

Yes. The planning proposal is consistent with applicable section 9.1 directions (refer to Table 4 below).

Table 4: Consistency with Ministerial Directions

Direction		Comment
Focus area 1: Planning Systems		
1.1	Implementation of Regional Plans	Not applicable

Direction		Comment
1.2	Development of Aboriginal Land Council land	Not applicable
1.3	Approval and Referral Requirements	The planning proposal will not contain provisions which require the concurrence, referral or consultation of other public authorities, nor identify any use as designated development.
1.4	Site Specific Provisions	Not applicable
Focus area 1: Planning Systems – Place based		
1.5	Parramatta Road Corridor Urban Transformation Strategy	Not applicable The subject properties are not within the Parramatta Road corridor, nor undermine the achievement of that Strategy's vision or objectives.
1.6	Implementation of North West Priority Growth Area Land Use and Infrastructure Implementation Plan	Not applicable
1.7	Implementation of Greater Parramatta Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable
1.8	Implementation of Wilton Priority Growth Area Interim Land Use and Infrastructure Implementation Plan	Not applicable
1.9	Implementation of Glenfield to Macarthur Urban Renewal Corridor	Not applicable
1.10	Implementation of the Western Sydney Aerotropolis Plan	Not applicable
1.11	Implementation of Bayside West Precincts 2036 Plan	Not applicable
1.12	Implementation of Planning Principles for the Cooks Cove Precinct	Not applicable
1.13	Implementation of St Leonards and Crows Nest 2036 Plan	Not applicable
1.14	Implementation of Greater Macarthur 2040	Not applicable

Direction		Comment
1.15	Implementation of the Pyrmont Peninsula Place Strategy	Not applicable
1.16	North West Rail Link Corridor Strategy	Not applicable
1.17	Implementation of the Bays West Place Strategy	Not applicable
1.18	Implementation of the Macquarie Park Innovation Precinct	Not applicable
1.19	Implementation of the Westmead Place Strategy	Not applicable
Focus area 2: Design and Place		
Focus area 3: Biodiversity and Conservation		
3.1	Conservation zones	Not applicable
3.2	Heritage Conservation	The planning proposal is consistent with this Direction.
3.3	Sydney Drinking Water Catchments	Not applicable
3.4	Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable
3.5	Recreation Vehicle Areas	Not applicable
3.6	Strategic Conservation Planning	Not applicable
Focus area 4: Resilience and Hazards		
4.1	Flooding	Not applicable
4.2	Coastal Management	Not applicable
4.3	Planning for Bushfire Protection	Not applicable
4.4	Remediation of Contaminated Land	Not applicable
4.5	Acid Sulfate Soils	The properties have been identified as Class 5 on the Acid Sulfate Soils Map, representing the lowest probability of containing Acid Sulfate Soils.
4.6	Mine Subsidence and Unstable Land	Not applicable

Direction		Comment
Focus area 5: Transport and Infrastructure		
5.1	Integrating Land Use and Transport	The planning proposal does not alter the land zoning, and as such, would not affect travel demand or the availability of transport options.
5.2	Reserving Land for Public Purposes	Not applicable
5.3	Development Near Regulated Airports and Defence Airfields	Not applicable
5.4	Shooting Ranges	Not applicable
Focus area 6: Housing		
6.1	Residential Zones	The planning proposal does not seek to amend the zoning or range of permissible uses on the sites. The sensitive development of heritage properties is supported by Council's Development Control Plan (DCP).
6.2	Caravan Parks and Manufactured Home Estates	Not applicable
Focus area 7: Industry and Employment		
7.1	Business and Industrial Zones	Not applicable
7.2	Reduction in non-hosted short-term rental accommodation period	Not applicable
7.3	Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable
Focus area 8: Resources and Energy		
8.1	Mining, Petroleum Production and Extractive Industries	Not applicable
Focus area 9: Primary Production		
9.1	Rural Zones	Not applicable
9.2	Rural Lands	Not applicable
9.3	Oyster Aquaculture	Not applicable
9.4	Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable

3.2 Heritage Conservation

The objective of this Direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance. This Direction applies when a relevant planning authority prepares a planning proposal (see Table 5 below).

Table 5: Heritage Conservation Direction Assessment

Direction Requirement	Assessment
A planning proposal must contain provisions that facilitate the conservation of:	
a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area	<p>The accompanying reports prepared by GML Heritage and Council's Heritage Advisor have examined each of the properties for local heritage significance. This planning proposal seeks to list these properties as new items local heritage significance, as part of group listings.</p> <p>Once listed the provisions of Clause 5.10 Heritage Conservation of the Burwood LEP would apply to these properties. The provisions of Clause 5.10 of the Burwood LEP seek to conserve the environmental heritage of Burwood.</p>
b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and	N/A.
c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.	There are no Aboriginal objects or places within the curtilages (or nearby) of the proposed heritage items in this proposal.

The planning proposal is consistent with this direction

Section C – Environmental, Social and Economic Impact

8. *Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?*

No. There are no critical habitat areas, threatened species, populations or ecological communities or their habitats present on the subject land. Accordingly, the proposal will not have any impact in this regard.

9. *Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?*

No. There are no likely environmental effects that would arise as a result of the planning proposal. Protection of the items will be required when development is proposed, or if there is development proposed in its vicinity. Protection measures are not likely to result in environmental harm and will be managed through the development assessment process.

10. *How has the planning proposal adequately addressed any social and economic effects?*

Yes. The heritage assessments undertook consideration of the criteria for cultural significance in the *Australia ICOMOS Burra Charter 2013*, as meaning the aesthetic, historic, scientific, social or spiritual value for past, present or future generations. This determined all properties hold significance at the local level.

The planning proposal is also considered to have positive social effect for the community. This will ensure the protection and retention of local heritage and that appropriate development controls and/or restrictions are in place to guide any future development. This will ensure best practice urban design and development that retains character and is sympathetic. The heritage listing will facilitate ongoing protection and recognition of the heritage significance of the sites ensuring ongoing conservation is implemented.

Social heritage are the non-physical aspects of our culture in our society. By retaining items of cultural significance this has positive effects on restoring the social effects of heritage. The planning proposal is considered to have positive economic effect for the community. Amending the LEP to include new heritage items will have a positive effect on the community as it ensures that cultural heritage and local character will be protected.

The planning proposal is not expected to have any adverse social or economic effects.

Section D – Infrastructure (Local, State and Commonwealth)

11. *Is there adequate public infrastructure for the planning proposal?*

The planning proposal seeks to list new heritage items, as group listings in Schedule 5 of the Burwood LEP 2012 and the planning proposal does not alter the land zoning, and as such, does not have the potential to increase the current demand on public infrastructure.

All properties have access to adequate public infrastructure such as water, sewer, electricity and telephone services. There is no significant infrastructure demand that will result from the planning proposal. The existing services that are available to the site are suitable for the proposal of a local heritage listing.

Section E – State and Commonwealth Interests

12. *What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?*

Pre Gateway consultation

On 12 January 2023, Council notified Ausgrid of the preparation of a planning proposal to heritage list the seven electricity substations which are currently listed on the Ausgrid Section 170 Register.

Ausgrid confirmed they understand the process and may make a submission as part of any future exhibition of the planning proposal.

Post Gateway consultation

Should the planning proposal proceed to public exhibition, consultation with the relevant public authorities will be carried out. These authorities will include, but are not limited to:

- Ausgrid
- Heritage NSW

Further consultation will take place with any other authorities identified by the Gateway Determination

Part 4 – Maps

The planning proposal seeks to amend the Burwood LEP 2012 Heritage Maps (Sheets HER_001 and Sheet HER_002)

The planning proposal does not seek to alter the zoning, height of buildings, floor space ratio, or any other Burwood LEP 2012 maps.

Part 5 – Community Consultation

Burwood Council notified Ausgrid on 12 January 2023 informing them of Council's intention to prepare this planning proposal.

Affected property owners in Cooper Street have been notified by letter regarding Council's resolutions to investigate the heritage significance of their properties and have been regularly updated on the progress of this.

Public exhibition will be undertaken in accordance with the requirements of the Act and the *Environmental Planning and Assessment Regulation 2021*. It will also have regard to the other relevant plans and guidelines including the *Community Participation Plan*, the *Local Environmental Plan Making Guideline (2021)* and any conditions of the Gateway Determination.

We recommend that the planning proposal is exhibited for a minimum of 28 days and it is proposed that affected and adjoining property owners be consulted.

The public exhibition will include:

- a notice on Council's Participate Burwood page as well as reference to the DPE planning proposal tracker
- a letter to land owners/occupiers and owners of properties in the vicinity of each site,

Part 6 – Project Timeline

Council requests to be authorised to exercise the functions of the Minister for Planning under section 3.36 of the *Environmental Planning and Assessment Act 1979* for this planning proposal. As such, the proposed timeline for completion is as follows:

Plan Making Step	Estimated Completion
Report to Burwood Local Planning Panel	February 2023
Council resolution to proceed	March 2023
Submit to DPE seeking a Gateway Determination	March 2023
Gateway Determination	April 2023
Government agency consultation	May 2023
Public exhibition period	May 2023
Dates for public hearing	Not applicable
Submissions assessment	June 2023
Council decision to make the LEP amendment	July 2023
Council to liaise with Parliamentary Counsel to prepare LEP amendment	August 2023
Notification of the approved LEP	September 2023

Appendix One

- Proposed Amendment to Schedule 5

Appendix Two

- Delegation Checklist

Supporting Documentation

- List of supporting documents that are provided under separate cover.

Links to Supporting Material

- Links to Council meeting reports and resolutions to be added later.

Appendix One

Proposed Amendment to Schedule 5

The proposed heritage items would be inserted into Schedule 5 of the BLEP 2012. The proposed Item Numbers will be confirmed by Parliamentary Counsel at the finalisation stage of the LEP amendment.

For the avoidance of doubt, the following table sets out the proposed new Schedule 5 text.

Suburb	Item name	Address	Property Description	Significance	Item no
Strathfield	Victorian Italianate Houses	4-10 and 14 Cooper Street, Strathfield	Lots 15, 17, 21, 22, DP 2089; Lot 1, DP 925133; Lot 1, DP 1040940; Lot 1, DP 911709.	Local	

Suburb	Item name	Address	Property Description	Significance	Item no
Burwood, Croydon, Enfield, Strathfield	Electricity Substations	12 Iceton Street, Burwood, 1A Princes Street, Burwood, 5 Burwood Road, Enfield, 32 Wallace Street, Croydon, 4 Badminton Road, Croydon, 25A Angel Road, Strathfield, 2B Cooper Street, Strathfield	Lot 13, DP 607950; Lot 1, DP 319038; Lot 1, DP 325573; Lot 1, 324150; Lot 1, 324990; Lot 1, 574784; Lot 1, DP 449839	Local	

The wording of any BLEP provisions will be subject to possible revision by the Parliamentary Counsel's Office.

Appendix Two

Delegation Checklist and Evaluation Criteria

Checklist for the review of a request for delegation of plan making functions to councils
Local Government Area:
Burwood.
Name of draft LEP:
Amendment of Schedule 5 of the Burwood LEP 2012 to heritage list (group listing) 4-10 and 14 Cooper Street, Strathfield; and heritage list (group listing) seven (7) electricity substations.
Address of Land (if applicable):
4-10 and 14 Cooper Street, Strathfield; 12 Icton Street, Burwood, 1A Princes Street, Burwood, 5 Burwood Road, Enfield, 32 Wallace Street, Croydon, 4 Badminton Road, Croydon, 25A Angel Road, Strathfield, 2B Cooper Street, Strathfield.
Intent of draft LEP:
Group heritage listing of the subject Cooper Street properties and group heritage listing of electricity substations.
Additional Supporting Points/Information:
Please refer to the PP.

Evaluation criteria for the issuing of an Authorisation				
(NOTE – where the matter is identified as relevant and the requirement has not been met, council is attach information to explain why the matter has not been addressed)	Council response		Department assessment	
	Y/N	Not relevant	Agree	Not agree
Is the planning proposal consistent with the Standard Instrument Order, 2006?	Y			
Does the planning proposal contain an adequate explanation of the intent, objectives, and intended outcome of the proposed amendment?	Y			
Are appropriate maps included to identify the location of the site and the intent of the amendment?	Y			
Does the planning proposal contain details related to proposed consultation?	Y			
Is the planning proposal compatible with an endorsed regional or sub-regional planning strategy or a local strategy endorsed by the Director-General?	Y			
Does the planning proposal adequately address any consistency with all relevant S117 Planning Directions?	Y			
Is the planning proposal consistent with all relevant State Environmental Planning Policies (SEPPs)?	Y			
Minor Mapping Error Amendments	Y/N			
Does the planning proposal seek to address a minor mapping error and contain all appropriate maps that clearly identify the error and the manner in which the error will be addressed?	N			
Heritage LEPs	Y/N			
Does the planning proposal seek to add or remove a local heritage item and is it supported by a strategy/study endorsed by the Heritage Office?	Y*			
Does the planning proposal include another form of endorsement or support from the Heritage Office if there is no supporting strategy/study?		N/A		
Does the planning proposal potentially impact on an item of State Heritage Significance and if so, have the views of the Heritage Office been obtained?		N/A		
Reclassifications	Y/N			
Is there an associated spot rezoning with the reclassification?		N/A		
If yes to the above, is the rezoning consistent with an endorsed Plan of Management (POM) or strategy?		N/A		
Is the planning proposal proposed to rectify an anomaly in a classification?		N/A		
Will the planning proposal be consistent with an adopted POM or other strategy related to the site?		N/A		
Will the draft LEP discharge any interests in public land under section 30 of the <i>Local Government Act, 1993</i> ?		N/A		

* It is proposed that the PP be submitted to the Heritage NSW during the consultation stage. Heritage assessments have been carried out in accordance with Heritage NSW guidelines.

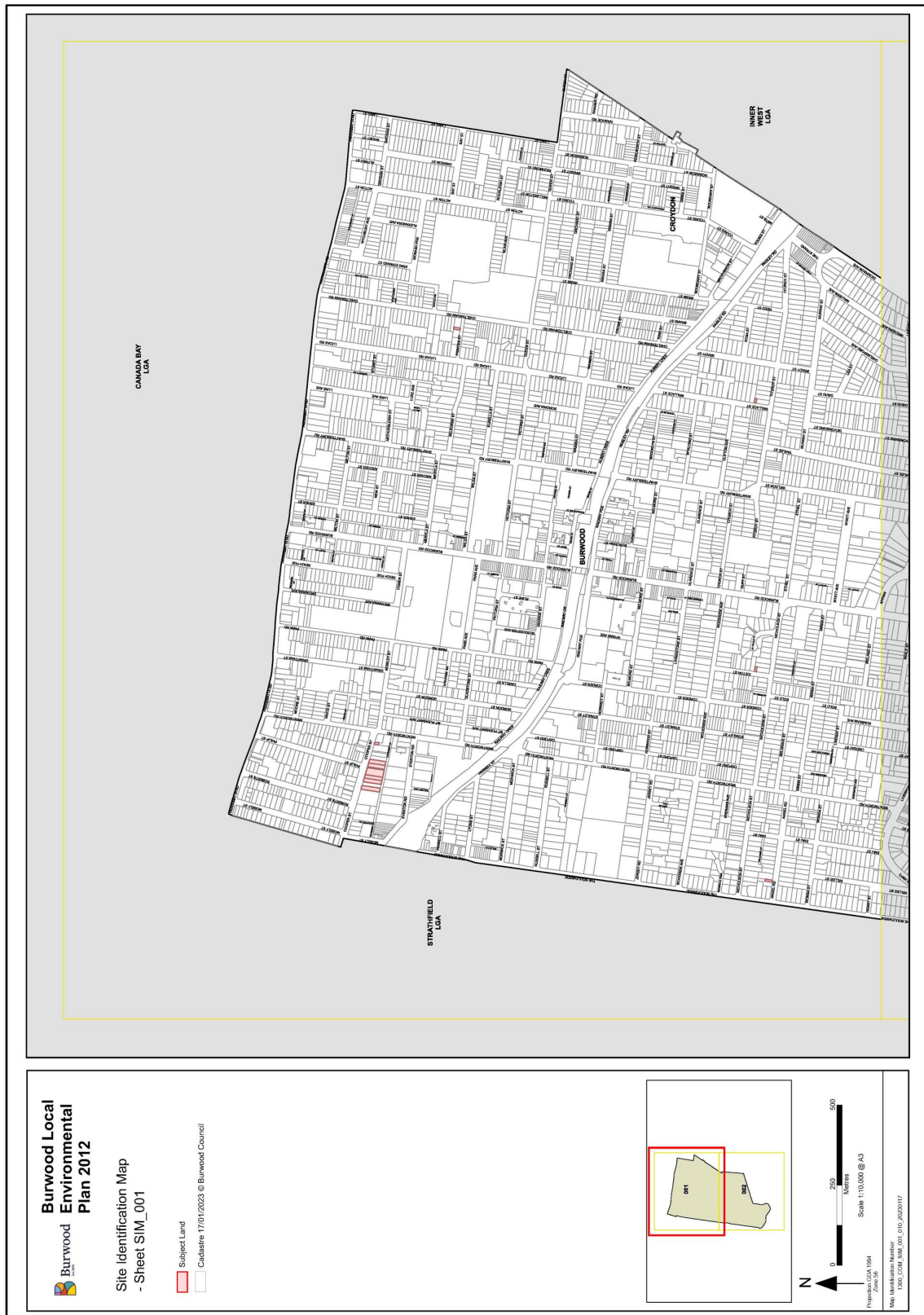
If so, has council identified all interests; whether any rights or interests will be extinguished; any trusts and covenants relevant to the site; and, included a copy of the title with the planning proposal?		N/A		
Has the council identified that it will exhibit the planning proposal in accordance with the department's Practice Note (PN 09-003) <i>Classification and reclassification of public land through a local environmental plan and Best Practice Guideline for LEPs and Council Land</i> ?		N/A		
Has council acknowledged in its planning proposal that a Public Hearing will be required and agreed to hold one as part of its documentation?		N/A		
Spot Rezoning	Y/N			
Will the proposal result in a loss of development potential for the site (ie reduced FSR or building height) that is not supported by an endorsed strategy?	N			
Is the rezoning intended to address an anomaly that has been identified following the conversion of a principal LEP into a Standard Instrument LEP format?	N			
Will the planning proposal deal with a previously deferred matter in an existing LEP and if so, does it provide enough information to explain how the issue that lead to the deferral has been addressed?	N			
If yes, does the planning proposal contain sufficient documented justification to enable the matter to proceed?		N/A		
Does the planning proposal create an exception to a mapped development standard?		N/A		
Section 73A matters				
Does the proposed instrument a. correct an obvious error in the principal instrument consisting of a misdescription, the inconsistent numbering of provisions, a wrong cross-reference, a spelling error, a grammatical mistake, the insertion of obviously missing words, the removal of obviously unnecessary words or a formatting error?; b. address matters in the principal instrument that are of a consequential, transitional, machinery or other minor nature?; or c. deal with matters that do not warrant compliance with the conditions precedent for the making of the instrument because they will not have any significant adverse impact on the environment or adjoining land? (NOTE - the Minister (or Delegate) will need to form an Opinion under section 73(A)(1)(c) of the Act in order for a matter in this category to proceed).		N/A		
NOTES <ul style="list-style-type: none"> Where a council responds 'yes' or can demonstrate that the matter is 'not relevant', in most cases, the planning proposal will routinely be delegated to council to finalise as a matter of local planning significance. Endorsed strategy means a regional strategy, sub-regional strategy, or any other local strategic planning document that is endorsed by the Director-General of the department. 				

Supporting Documentation

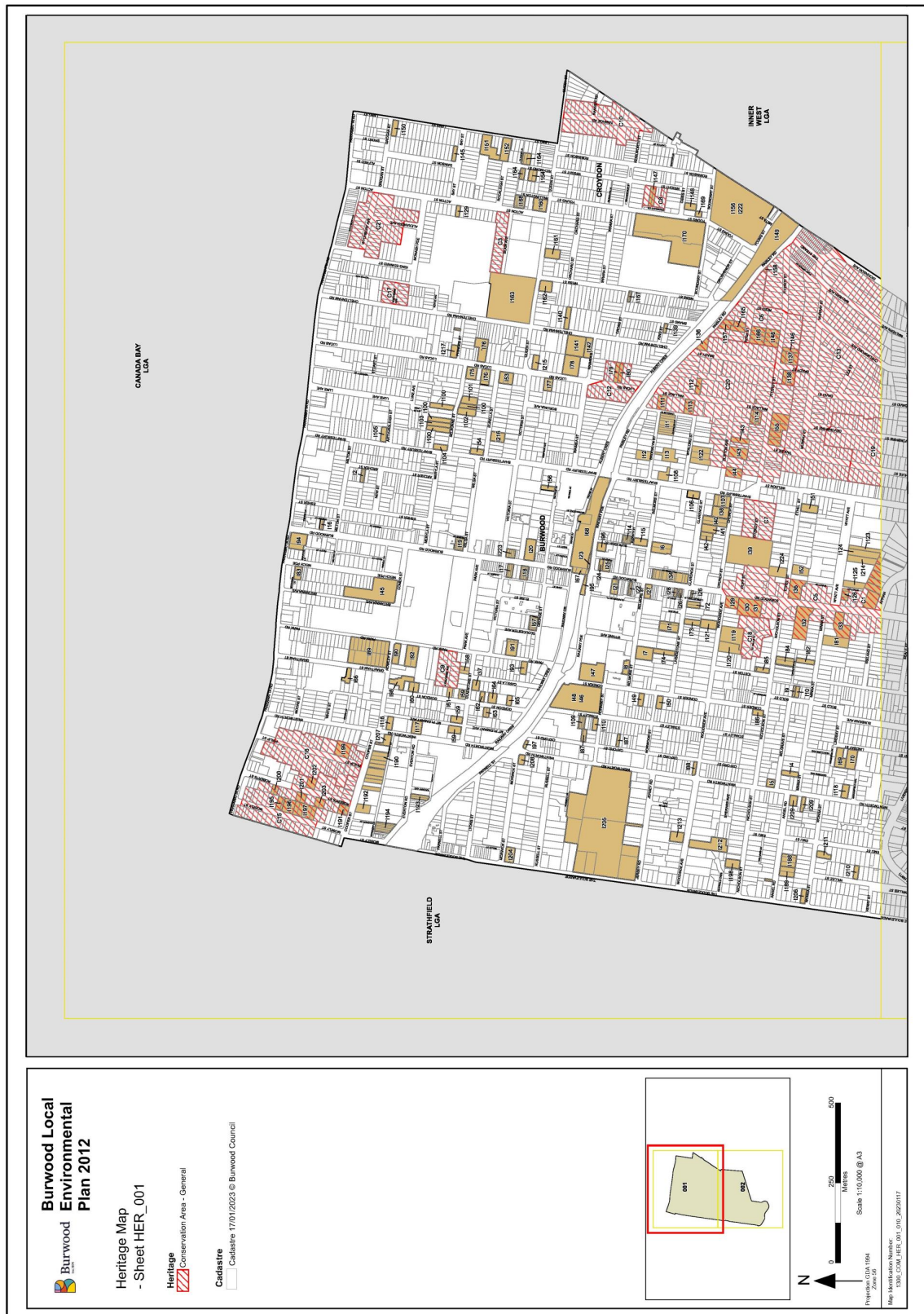
Heritage assessments and other supporting documents are provided
under separate cover

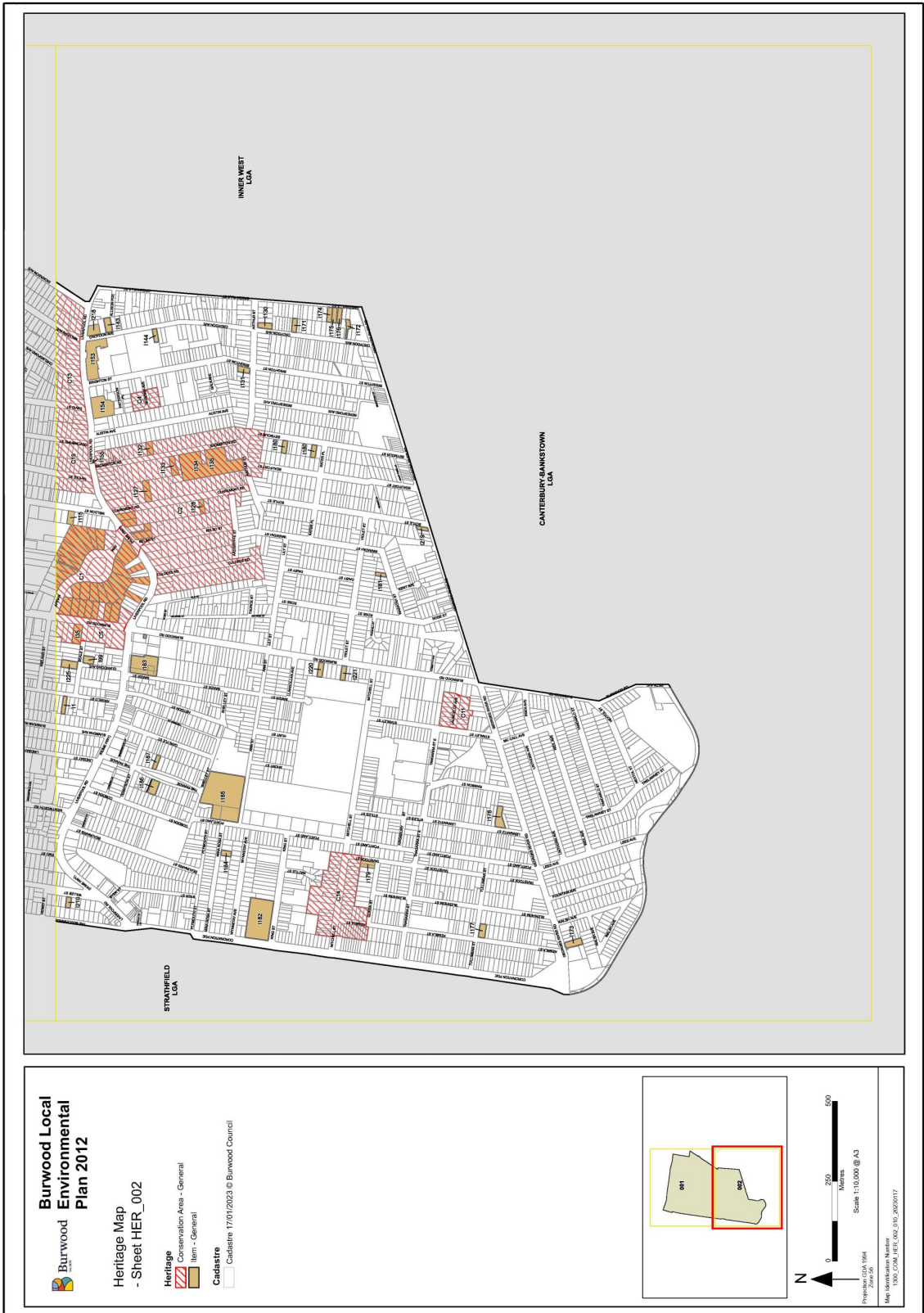
Enclosure No.	Description
1	Heritage Assessment of 4-10 and 14 Cooper Street, Strathfield, undertaken by GML Heritage Pty Ltd in December 2022
2	Draft Inventory Sheet
3	Heritage Assessment of electricity substations, undertaken by Council's Heritage Advisor in January 2022
4	Draft Inventory Sheet

Mapping











4-10 and 14 Cooper Street, Strathfield

Heritage Assessment Report

Prepared for Burwood Council
December 2022

GML
HERITAGE

Acknowledgement of Country

We respect and acknowledge the Wangal Clan of the Eora Nation their lands and waterways, their rich cultural heritage, and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with Wangal People to support the protection of their culture and heritage. We strongly advocate social and cultural justice and support the Uluru Statement from the Heart.

Cultural warning

Aboriginal and Torres Strait Islander readers are advised that this report may contain images or names of First Nations people who have passed away.



Report register

The following report register documents the development of this report, in accordance with GML's Quality Management System.

Job No.	Issue No.	Notes/Description	Issue Date
22-0293	1	Draft Report	29 November 2022
22-0293	2	Final Report	12 December 2022

Quality assurance

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

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Cover image

6 Cooper Street, Strathfield. (Source: GML Heritage)

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1 Introduction

1.1 Background

Burwood Council has engaged GML Heritage Pty Ltd (GML) to provide a heritage assessment of 4–10 and 14 Cooper Street (the subject sites/properties) to determine whether they reach the threshold for listing as individual heritage items, as a group, as a conservation area or incorporated within the adjacent conservation area, under the *Burwood Local Environmental Plan 2012*.

Burwood Council has received various development applications (DAs), planning proposals and Complying Development Applications (CDCs) for projects/works that would involve major potential development along Cooper Street, Strathfield. In response, the Council has requested a heritage assessment for the subject properties.

1.2 Identification of the subject sites

The subject properties are located at 4–10 and 14 Cooper Street, Strathfield, within the Burwood local government area (LGA). They are identified in Figure 1.1 and 1.2 below. The addresses, lot and DP numbers of each property are provided in Table 1.1 below.

Table 1.1 Property details.

Address	Lot DP
4 Cooper Street, Strathfield	Lot 22, DP 2089
6 Cooper Street, Strathfield	Lot 21, DP 2089
8 Cooper Street, Strathfield	Lot 1, DP 925133
10 Cooper Street, Strathfield	Lot 1, DP 1040940 Lot 17, DP 2089
14 Cooper Street, Strathfield	Lot 15, DP 2089

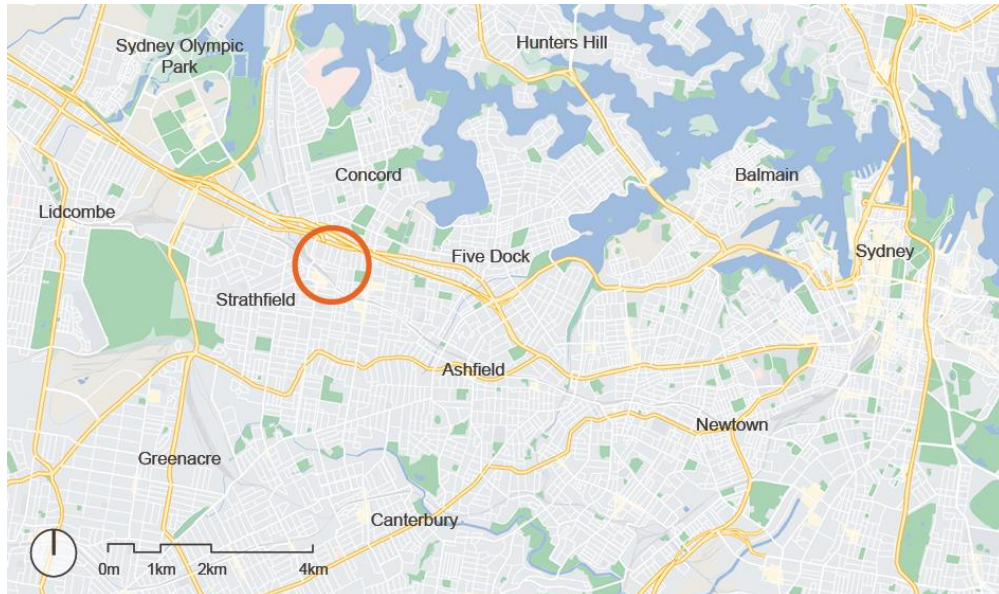


Figure 1.1 Location of subject properties. (Source: Google Maps 2022 with GML overlay)



Figure 1.2 Boundaries of subject sites. (Source: Nearmap 2022 with GML overlay)



Figure 1.3 Boundaries of individual subject sites, with house numbers shown. (Source: Nearmap 2022 with GML overlay)

1.3 Methodology

The approach, methodology, assessment procedures, criteria and recommendations of the report have been prepared in accordance with the *Australia ICOMOS Charter for Places of Cultural Significance, 2013* (the Burra Charter) and the guideline 'Assessing Heritage Significance' prepared by the Heritage Division of the Office of the Environment and Heritage (now Heritage NSW) and contained in the *NSW Heritage Manual*

1.4 Terminology

The terminology used in this report is consistent with the *NSW Heritage Manual*, prepared by the Heritage Office (now Heritage Division), and the Burra Charter.

- **Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.
- **Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in



the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

- **Fabric** means all the physical material of the place including components, fixtures, contents, and objects.
- **Conservation** means all the processes of looking after a place so to retain its cultural significance.
- **Maintenance** means the continuous protective care of the fabric and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.
- **Preservation** means maintaining the fabric of a place in its existing state and retarding deterioration.
- **Restoration** means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- **Reconstruction** means returning the place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.
- **Adaptation** means modifying a place to suit the existing use or a proposed use.
- **Use** means the functions of a place, as well as the activities and practices that may occur at the place.
- **Compatible use** means a use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
- **Curtilage** is defined as the area of land surrounding an item that is required to retain its heritage significance. The nature and extent of the curtilage will vary and can include but is not limited to lot boundaries and visual catchments.
- **Setting** means the area around a place, which may include the visual catchment.
- **Related place** means a place that contributes to the cultural significance of another place.¹

1.5 Limitations

The background research for this report has been limited to a desktop analysis of available information only. No additional primary or archival research has been included in the scope of this assessment.



The interiors of the subject properties were not inspected due to limited access. Photographs from real estate websites were used to assess the degree of integrity of the internal fabric.

1.6 Authorship and acknowledgements

This report has been prepared by Linda Phung (Graduate Heritage Consultant), Shikha Swaroop (Senior Heritage Consultant) and Patrick Atkinson (Senior Heritage Consultant). Lynette Gurr (Senior Associate) reviewed the report and provided input.

1.7 Endnotes

¹ Australia ICOMOS Inc, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC.



2 Statutory context

2.1 Introduction

In New South Wales, items of heritage significance are afforded statutory protection under the following New South Wales Acts:

- *Heritage Act 1977* (Heritage Act)
- *Environmental Planning and Assessment Act 1979* (EPA Act).

2.2 Heritage Act 1977

The Heritage Act is a statutory tool designed to conserve the state's environmental heritage. It is used to regulate the impacts of development on the state's heritage assets. The Heritage Act describes a heritage item as 'a place, building, work, relic, moveable object or precinct'.

The subject sites are not listed on the State Heritage Register (SHR). There are no items listed on the SHR in the vicinity.

2.3 Environmental Planning and Assessment Act 1979

The EPA Act is administered by the NSW Department of Planning and Environment and provides for environmental planning instruments to be made to guide the process of development and land use. The EPA Act also provides for the protection of local heritage items and conservation areas through listing on Local Environmental Plans (LEPs) and State Environmental Planning Policies (SEPPs), which provide local councils with the framework required to make planning decisions.

2.4 Burwood Local Environmental Plan 2012

The *Burwood Local Environmental Plan 2012* (Burwood LEP 2012) is the principal environmental planning instrument applying to the subject properties. Schedule 5 of the Burwood LEP 2012 identifies heritage items and heritage conservation areas in the Burwood LGA. The subject sites are not listed as a heritage item nor are they located within a listed conservation area.



The objectives of Clause 5.10 are as follows:

- (a) to conserve the environmental heritage of Burwood,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,
- (c) to conserve archaeological sites,
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.

The subject sites are not currently listed as a heritage item, nor are they in a heritage conservation area, within Schedule 5 of the Burwood LEP 2012.

3 Heritage context

3.1 Heritage listings

The subject sites are neither listed as heritage items under the Burwood LEP 2012, nor located in a heritage conservation area. However, they are in the vicinity of other listed heritage items of local significance and a conservation area, as shown in Figure 3.1 and Table 3.1 below.



Figure 3.1 Burwood LEP 2012 heritage map showing the heritage context of the subject sites.
(Source: Burwood LEP 2012 with GML overlay)

3.2 Heritage items in the vicinity

Table 3.1 Heritage items in the vicinity of the subject sites.

Item Name	Address	Listing	Significance	Item No.
Philip Street Heritage Conservation Area	–	Burwood LEP 2012	Local	C16

ITEM NUMBER GB1/23 - ATTACHMENT 3

Heritage Assessment Report - 4-10 and 14 Cooper Street, Strathfield - GML Heritage December 2022



Item Name	Address	Listing	Significance	Item No.
Victorian house	2 Cooper Street, Strathfield	Burwood LEP 2012	Local	I190
Federation house and garden	9 Cooper Street, Strathfield	Burwood LEP 2012	Local	I191
1950s house and garden	18A Cooper Street, Strathfield	Burwood LEP 2012	Local	I192
Victorian cottages	28 and 30 Philip Street, Strathfield	Burwood LEP 2012	Local	I199
Victorian villa	45 Wentworth Road, Strathfield	Burwood LEP 2012	Local	I207
Electricity Substation No. 308	2B Cooper Street, Strathfield	Section 170 NSW State Agency Heritage and Conservation Register Ausgrid Heritage and Conservation Register		340515



4 Planning context

Burwood Council has received various applications (DAs, CDCs and construction certificates (CCs) and planning proposals (PPs) that involve major potential development at, or in the vicinity of, 4-10 and 14 Cooper Street, Strathfield. Table 4.1 provides a review of the relevant recent building applications.

Table 4.1 Review of planning and building applications.

Reference and Type	Property Address	Proposal	Status of application	Review of heritage impacts and implications
DA.2021.1 (DA)	2, 2A and 4 Cooper Street, Strathfield 2135 NSW	Demolition of the existing dwelling (2A Cooper) and consolidation of five lots into one, restoration and alteration to existing dwelling (2 Cooper) and the construction of a four-storey boarding house for 116 rooms with basement parking.	Deemed Refusal was lodged at the Land Environment Court (LEC) on 27 April 2021. An appeal was allowed by the Court.	<p>2 Cooper Street is listed under Schedule 5 of the Burwood LEP 2012.</p> <p>A HA prepared by Urbis stated that the dwelling at 2A Cooper Street does not meet the threshold for listing as a heritage item. The assessment was supported by Council's heritage advisor. It is unlikely an Interim Heritage Order would be supported by Heritage NSW.</p> <p>The proposed amalgamation would impact the historic subdivision pattern.</p> <p>A CDC has been lodged relating to 4 Cooper Street (see below).</p> <p>On 6 January 2022, Deferred Commencement Consent was issued by LEC. The conditions required the surrender of the CDC for demolition of 4 Cooper Street and was satisfied on 1 June 2022. The consent has been activated and will lapse on 1 June 2027.</p>



Reference and Type	Property Address	Proposal	Status of application	Review of heritage impacts and implications
11.2020.105.1 (CDC)	4 Cooper Street, Strathfield 2135 NSW	Demolition of existing structure and construction of new single storey dwelling.	Approved by Private Certifier. Determination Date: 7 October 2020.	The application would result in demolition of the existing building at 4 Cooper Street and replacement with a new building. No documents related to the CDC are available on Burwood Council's Application Tracker.
10.2014.96.1 (DA)	10 Cooper Street, Strathfield 2135 NSW	Two-storey boarding house.	Approved by Delegated Authority. Determination Date: 8 October 2014.	This application is not recent; however, it relates to a change of use. Two of the properties along Cooper Street are currently used as boarding houses. The application DA.2021.1 seeks to build a three and four-storey boarding house. No documents related to the DA are available on Burwood Council's Application Tracker.
DA2020.122 (DA)	18 Cooper Street, Strathfield 2135	Demolition of the existing dwelling and construction of a six-storey residential flat building.	Deemed Refusal was lodged at LEC on 1 June 2021. An appeal was allowed by the Court.	A heritage impact assessment prepared by Urbis states that 18 Cooper Street is an early twentieth century building, with no heritage significance.
11.2020.88.1 (CDC)	18 Cooper Street, Strathfield 2135	Demolition of the existing dwelling.	Under assessment.	The CDC is current and valid; therefore, an Interim Heritage Order could not be placed over the property. No documents related to the CDC are available on Burwood Council's Application Tracker.



Reference and Type	Property Address	Proposal	Status of application	Review of heritage impacts and implications
PP-2020-533 (Planning Proposal)	2-18A Cooper Street (excluding 2B), and 43A and 45 Wentworth Road, Strathfield	Delisting of a heritage item at 18A Cooper Street (I192) and change to the allowable LEP zoning, floor space ratio (FSR) and building height of 14 residential sites (Nos 2-18A) on the southern side of Cooper Street.	Approved. Gateway Determination Date: 21 December 2016.	<p>The planning proposal aimed to:</p> <ul style="list-style-type: none"> • amend the heritage map and Schedule 5 of the Burwood LEP to delist heritage item I192 at 18A Cooper Street, Strathfield; • amend the land use zoning map from R2 Low Density to R1 General Residential; • amend the floor space ratio to 2.3:1 at the western end and 1.5:1 at the eastern end; and • amend the building height to permit 20.5m at the western end and 11-14m at the eastern end. <p>The planning proposal was approved in 2016, and will result in an uplift of building height, FSR and rezoning, which allows for increased development at the sites. The delisting of the heritage item was not approved.</p> <p>It is likely that any future redevelopment at the subject sites could result in demolition.</p>

There are no relevant DAs relating to 6, 8, 10 or 14 Cooper Street, Strathfield. As these sites are not under immediate threat, an Interim Heritage Order cannot be placed on these sites. These sites are at risk of being demolished and replaced by new development, however, following the approval of the planning proposal PP-2020-533, which included delisting of a heritage item (PP-2020-533). Other recent applications relate to the existing boarding house at 2 Cooper Street (10.2021.1.1 and 12.2021.1.1).



5 Historical overview

5.1 Introduction

This section provides an overview of the historical background of the subject site. It is based on secondary research, supplemented with additional primary research from the National Library of Australia (NLA), the State Library of NSW and NSW Land Registry Services.

5.2 Aboriginal history

Burwood is part of the traditional home of the Wangal people of the Eora. The Wangal people's territory ranged across a large area extending north from the southern bank of Parramatta River, west from Iron Cove towards Homebush Bay and as far south as the northern bank of the Cooks River.

On 5 February 1788, Lieutenant William Bradley documented seeing a number of Wangal people along the banks of the river around present-day Mortlake when his party landed to cook breakfast on the shore opposite:

We made signs to them to come over & waved green boughs, soon after which 7 of them came over in two Canoes & landed near our Boats, they left their spears in the canoes and came to us; we tied beads etc about them & left them our fire to dress their Muscles [sic] which they went about as soon as our Boats put off.¹

Bennelong was a well-known Wangal man. He and Colbee, a Cadigal man, were captured on 25 November 1789 under Governor Arthur Phillip's orders. Bennelong travelled to England with Phillip in December 1792 and returned to the colony with Governor John Hunter in 1795. Following his return, Bennelong was unable to find full acceptance among his countrymen or the Europeans. He died in 1813.

The smallpox epidemic of 1789 is estimated to have killed half of Sydney's Aboriginal population. The Aboriginal people who survived the smallpox outbreak were rapidly dispossessed of their traditional lands and hunting and fishing grounds. There is scant evidence of the fate of the Wangal people, but survivors of the early contact with Europeans likely intermarried or united with other clans and spread out across the colony.

Visible physical evidence remains of Aboriginal people's occupation of present-day Burwood. Beyond the LGA's boundaries, there are sites related to the Wangal people



located along the Cooks and Parramatta rivers. According to the 2016 Census, there were 31 Aboriginal and Torres Strait Islander people living in the Burwood LGA, making up 0.2% of the population. Aboriginal history is acknowledged in multiple street names in the Burwood LGA, including Cobbitty Avenue, Quandong Avenue, and Carilla, Eurella, Irrara, Kembla, Meryla, Minna, Tangarra, Tullumbar, Waratah, Wilga, Wonga, Wyalong and Yandarlo streets. The Council opened Wangal Park, a large park in Croydon, in September 2016.

5.3 Early land grants and European occupation

On 3 August 1799, Governor John Hunter granted Captain Thomas Rowley 260 acres in the District of Liberty Plains. Rowley's grant (known as Burwood Farm) was situated on the south side of Parramatta Road and was bordered on the west side by allotments granted to Thomas Rose and Joseph Webb. Rowley increased the size of Burwood Farm in 1803 by adding the grant of Joseph Webb and the end of Rose's 120 acres to it. Rowley used his farm for grazing Merino sheep but did not live there.

On 1 January 1810, Governor Lachlan Macquarie granted 1000 acres to William Faithful in the District of Liberty Plains. Faithful's Farm adjoined Rowley's Burwood Farm and extended south to the Cooks River.

In 1812 Rowley's executor illegally sold Burwood Farm to Sydney businessman Alexander Riley, who, two years later, built 'Burwood Villa'. The site on which the villa stood is in today's Burwood Park. In about 1815, Riley acquired 200 acres of Faithful's farm, north of Liverpool Road.



Figure 5.1 Burwood Villa, the property of Alexander Riley, illustrated by Joseph Lycett, 1825. (Source: National Library of Australia)

Following Riley's death in 1833, Rowley's heirs successfully challenged the estate and regained ownership of the entire 750 acres granted to Rowley and illegally sold in 1812. Rowley's original farm was then divided amongst his heirs, John Rowley, Thomas Rowley, John Lucas and Henry Briggs.

Twenty-eight allotments in the 'Village of Burwood' were advertised for auction sale on 4 December 1835; these were located on Parramatta Road and the High Road (now Burwood Road). In the same period, William Edward Riley subdivided Alexander Riley's 200 acres south of Burwood Estate into several large allotments.

During the 1830s and 1840s, the area remained sparsely settled and dominated by farming. A railway station was constructed at Burwood in 1855 when the railway line was constructed from Sydney to Parramatta. Railway services encouraged subdivision and development in the township, as the wealthy purchased allotments close to the station and railway corridor.



From the mid-1870s, following incorporation of the Municipality of Burwood in 1874 and the opening of railway stations at nearby Croydon and Redmyre (Strathfield), several of the large country estates established in previous years were subdivided into smaller suburban lots and offered for sale. The rapid population growth experienced in the colony from 1880 resulted in a building boom, and this further encouraged property speculation and subdivision in the Burwood area. In 1885 the Municipality of Strathfield was incorporated, covering the land to the west of The Boulevard and Mosely Street. This left a small portion of the suburb of Strathfield east of these streets within the Municipality of Burwood.

Between the 1870s and 1900, the character of the current Burwood LGA changed from a sparsely settled fringe locality to a burgeoning middle-class neighbourhood. In 1874, the Burwood Municipal Council was formed to institute and manage the provision of local services and infrastructure, including the formation and maintenance of roads and streets, approval of new subdivisions, and creation of parks and reserves. Burwood LGA became a desirable residential area situated on the main Western railway line and had a bustling shopping strip on Burwood Road. Between 1874 and 1900, the population of Burwood Municipality rose from 1250 to 7400.

During the 1890s, there was an upsurge in civic works throughout the municipality. This included street planting, the first kerbing and guttering in the suburb, and the installation of street lighting. By 1896, the Council had laid down 31 miles (49.6 km) of roadway, just over half of it sealed. By the turn of the twentieth century, much of the land in Burwood had been subdivided and built on, and the street plan as it exists today was established.

In 1917, the following description of the Burwood area was furnished in *Where to live: ABC guide to Sydney and suburbs*:

Burwood, one of the most important suburbs on the main line, is bounded on the East by Ashfield, on the North by Five Dock and Concord, on the South by Enfield and West by Strathfield.

From a residential point of view, Burwood is ideal. It is connected to the city with a fast and regular service of trains, its main business thoroughfare, Burwood Road, contains splendid shops, which do probably the biggest business along this line ...

A tramway runs to Enfield and Ashfield the one way, and to Cabarita and Mortlake the other. Running right through the heart of Burwood, it has been an immense factor in pushing this suburb ahead.

Building land around Burwood itself is very scarce ... but there is a amount of good land towards Enfield and Concord as well as choice lots on the Burwood side of Strathfield which are operated by Burwood business people.



There is a big demand for Cottage Homes, ranging from £750 upwards, and comprising upwards of 4 rooms and a kitchen. There are some glorious residences with splendid gardens upon the hill from Burwood Station around Appian Avenue, and mention should also be made of the few old-timed mansions in the district. Unfurnished houses are very scarce in the district, the demand being much greater than the supply. The rents average from £1 to £30s.²

In the 1920s, the Council prohibited the construction or use of residential flat buildings in four residential districts in the municipality. The Council also restricted commercial development to specified zones and excluded any industrial development in the suburb. This influenced the predominantly residential character of much of the LGA, largely confining retail and other businesses to a narrow corridor along Burwood Road.

5.4 History of the subject properties

Nos 4–10 and 14 Cooper Street are located on land that was part of the 750 acres granted to Rowley that was illegally sold in 1812. In 1833 this land was regained by Rowley's heirs, becoming part of the 213 acres that Henry Briggs received when this land was subdivided among the inheritors by partition deed.

In 1834 Briggs' land was conveyed to John Berner and was later inherited by his son William Frederick Henry Berner. On his death this land passed to his widow Mary Berner. At some point Sir William Cooper, an English merchant, philanthropist and considerable land holder, appears to have purchased the land on the southern side of Cooper Street despite Mary's claim to ownership. To avoid litigation and to confirm his ownership, Cooper bought out Mary's interest in the land in 1858 for £130.³

In 1887 Cooper converted the land to Torrens Title by primary application and subdivided it for sale.⁴ This sale, known as the Resubdivision of Brigg's Subdivision near Strathfield Station (DP2089), covered the southern side of Cooper Street from Mosely Street to Wentworth Avenue and comprised 29 lots ranging in size from 16 to 31.5 perches. Over the next few years, the land was progressively sold and developed as a residential streetscape of predominately single-storey free-standing houses.

The land of 4–10 and 14 Cooper Street sold to various owners between 1888 and 1889. According to the Sands Directory only person lived on the south side of Cooper Street in 1889.⁵ In 1890 it was two, one of whom had purchased the land of 14 Cooper Street.⁶ The 1892 Sands Directory listed the names of all five owners on the certificates of title for the properties as living on the south side of Cooper Street, indicating all the houses had been constructed by this time.⁷

Of the five properties, only Nos 4 and 14 Cooper Street reflect the lot pattern established in the 1887 subdivision sale. Nos 6, 8 and 10 Cooper Street have an alternating pattern,

created when the land was developed by local Burwood builder Edward Hobson between 1889 and 1890. These three buildings covered lots 17 to 20 of Cooper's subdivision.

The sections below provide a summary history of each of the five properties from the time of Cooper's subdivision sale.

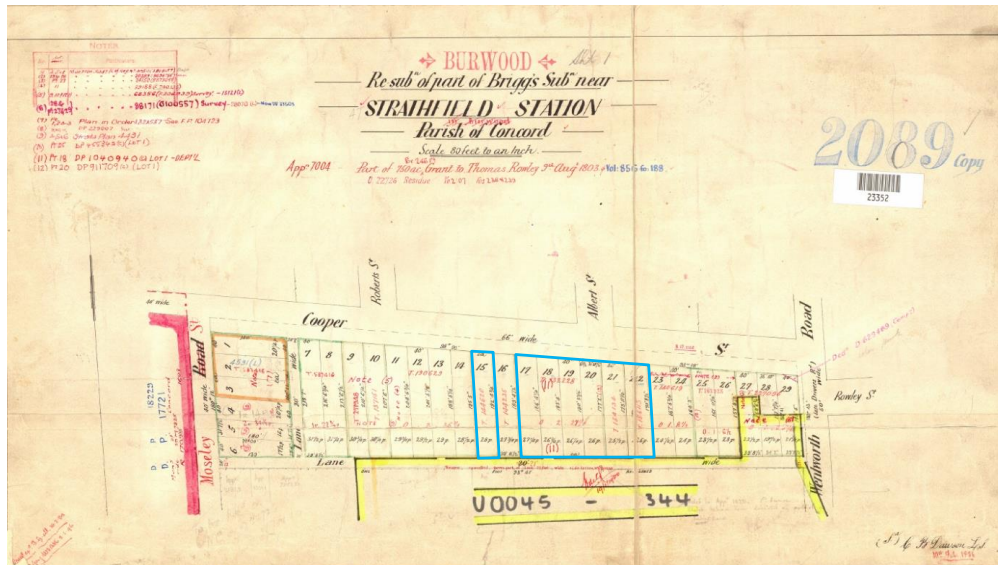


Figure 5.2 A plan of Cooper's 1887 subdivision (Deposited Plan 2089) showing the subject sites outlined in blue. (Source: Historical Land Records Viewer, NSW Lands Registry Services)



Figure 5.3 A 1930 aerial photograph of Cooper Street, showing the development of the subject properties and the boundaries of the subject sites in yellow. (Source: NSW Spatial Services)



Figure 5.4 A 1943 aerial photograph of Cooper Street showing the subjects sites outlined in yellow. (Source: NSW Spatial Services)



4 Cooper Street

No. 4 Cooper Street was sold in 1889 as Lot 22 in the subdivision sale to John McKay, a builder from Five Dock. In 1890 McKay sold the land to Richard Shute, an architect, alderman and mayor of Burwood.

The 1891 Sands Directory lists McKay as living on the south side of Cooper Street, despite the sale to Shute. It is likely the information of the 1891 edition was out of date and gathered prior to Shute living there. Regardless, it indicates that the building had been constructed by 1890, likely by McKay. No evidence has been found to suggest 4 Cooper Street was designed by Shute, though it is possible.

From 1892 Shute and his family were living at 4 Cooper Street, which had been named 'Ailema' or 'Allema'.¹⁴ In 1911 the property was transferred to Amelia Stewart Shute, Richard's wife. In 1918 it was sold to George Newton, passing through several different owners in the mid to late twentieth century.

Richard Shute (1863–1942) was an architect and alderman of Burwood from 1893 to 1913. He served as mayor three times, in 1896, 1909 and 1910.¹⁵ Shute was a skilled sportsperson and was involved in many sports organisations across Sydney. For instance, he was a founding member of the Suburban Bicycle Club and the Burwood Bowling Club, and treasurer of the NSW Cricket Association from the 1890s to 1910.¹⁶

Professionally Shute worked as an architect and was a member of the Institute of Architects of NSW. Works by Shute included the Sheridan Pavilion at the Sydney Cricket Ground (built 1912, demolished 1984), alterations to the Ladies Pavilion (c1903), and the Erina District War Memorial (1921).¹⁷

In 1918 Shute and his wife moved to Point Clare, where they resided until his death in 1942.

No. 4 Cooper Street was also the home of Robert Elliot Shute (1899–1922), the first son of Richard and Amelia. Like his father, Robert was a keen sportsperson. He was an engineer by trade, and served as a gunner during the First World War.¹⁸ In 1922 Robert Shute died after being tackled in a rugby union game at Manly Oval during a trial match for the Australian team. In honour of Robert a memorial shield was created as the trophy for Sydney's first-grade rugby competition in 1923.¹⁹ The competition was renamed the Shute Shield the same year, and continues to be played each year by teams in metropolitan Sydney.



Figure 5.5 A portrait of Richard Shute. (Source: *Referee*, Wednesday 21 November 1900, p 8, accessed via Trove)

6, 8 and 10 Cooper Street

The land of Nos 6, 8 and 10 Cooper Street corresponds to Lots 17 to 21 of Cooper's subdivision. Lots 17 to 20 were purchased in 1888 by Robert and Sarah Robberds from Summer Hill, whereas Lot 21 was purchased by Edward Hobson, a local builder, in 1889.²⁰ The Robberds' purchase was likely land speculation. By contrast, Hobson intended the develop the land into residences for sale.

In 1889 Hobson purchased Lots 17 to 20 from the Robberds in 1889 and took out mortgages on the land, presumably to fund construction.²¹ Between 1889 and 1891 Nos 6, 8 and 10 Cooper Street were built by Hobson, which correspond to the following lots of Cooper's subdivision:

- 6 Cooper Street—lot 20 (part) and lot 21;
- 8 Cooper Street—lot 18 (part), lot 19 and lot 20 (part); and
- 10 Cooper Street—lot 17 and lot 18 (part).

Nos 8 and 10 were built on similarly sized lots and were identical in construction. Both were large, single-storey U-shaped cottages with a projecting bay to Cooper Street and



generous setbacks from the property boundaries. In 1890 one was advertised for sale with the following description:

A beautifully-finished detached Cottage Residence, 8 spacious lofty rooms, kit., laundry, bathroom, gas, city water, electric bells, garden laid out, N.E. aspect, lovely and uninterrupted views, land 75 x 190 ...²²

No. 6 was built to a similar design as the other two but was smaller in size owing to the smaller lot it was constructed on.

Hobson's development was successful; all three residences were sold in 1890. No. 6 was sold to Lydia Hannah Chandler, No. 8 to Reginald Gailbraith, and No. 10 to Henry Beverley.²³ By 1891 Chandler and Gailbraith were listed as living on the south side of Cooper Street in the Sands Directory.²⁴ Beverley appears to have never resided at Cooper Street, and sold No. 10 to Thomas Garrett in 1891.²⁵ By 1892 Garrett was listed as living on Cooper Street.²⁶ This indicates that all three buildings had been completed by 1891 at the latest.

By 1894 the Sands Directory listed the names of the houses. Lydia Chandler's house at No. 6 was called 'Urangara', Reginald Gailbraith's at No. 8 was 'Duntroon', and Thomas Garrett's at No. 10 was 'Ilam'.²⁷

Hobson, a resident of Park Street in Burwood, appears to have been one of the many builders who found success during the building boom of the 1880s and was later ruined by the economic depression of the 1890s. In the early 1890s Hobson built several other houses near the subject properties, including 'Camira' (c1891) and 'Cooinda' (1892), two heritage-listed Victorian Italianate houses on Vernon Street in Strathfield. His success as a developer soon faded as economic conditions worsened, and in 1893 Hobson filed for bankruptcy. To cover his debts his estate was liquidated, which included terraces in Redfern, his house on Park Road, and several parcels of land and a cottage in Strathfield.²⁸

Nos 6, 8 and 10 Cooper Street passed through various hands over the course of the twentieth century.

14 Cooper Street

No. 14 Cooper Street was sold in 1889 as Lot 15 in the subdivision sale to John William Hurst, a watchmaker and jeweller. In 1890 Hurst is listed in the Sands Directory as living on the south side of Cooper Street, indicating that the house had been built by that time. Little is known about Hurst and no information regarding the construction of 14 Cooper Street has been found. In 1894 the Sands Directory listed the name of 14 Cooper Street as 'Huggerstone', with John William Hurst and his father, John Hurst senior, listed as residents.²⁹



In 1901 the land was transferred to Amy Hurst, William's widow, who transferred it the same year to Elizabeth Sarah Hurst. Elizabeth owned and occupied the property until 1918, when it was sold to Edward Setchell. From 1919 to 1972 the building was owned by the Rose family, beginning with Frederick Rose and then his sons Rex Cullen-Ward and Ernest Douglas Rose from 1935.

Following its sale in 1972 to Walter Singleton and Amy Dorman the residence has passed through various owners.

5.5 Endnotes

- ¹ Bradley, Lieutenant William c1802, *A Voyage to New South Wales*, December 1786–May 1792, State Library of NSW.
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- ⁵ 1889, *Sands Sydney, Suburban and Commercial Directory 1889*, John Sands Ltd, p 175.
- ⁶ 1890, *Sands Sydney, Suburban and Commercial Directory 1890*, John Sands Ltd, p 183.
- ⁷ 1892, *Sands Sydney, Suburban and Commercial Directory 1892*, John Sands Ltd, p 184.
- ¹⁴ 1892, *Sands Sydney, Suburban and Commercial Directory 1892*, John Sands Ltd, p 184.
'Family Notices', 2 July 1892, *The Sydney Mail and New South Wales*, p 56, accessed via Trove, National Library of Australia, viewed 20 September 2022 <<http://nla.gov.au/nla.news-article162189661>>.
- ¹⁵ Madden, AC and Grano, BL 1924, *Official Souvenir Burwood Municipal Jubilee 1874-1924*, Council of the Municipality of Burwood. p. 40.
- ¹⁶ Collingwood, L 2020, 'Who Lives at 21 Westmoreland St', *Glebe Society Bulletin*, No. 10, p 28.
- ¹⁷ Collingwood, L 2020, 'Who Lives at 21 Westmoreland St', *Glebe Society Bulletin*, No. 10, p 28.
Jackson, M 2019, 'Erina District War Memorial', *Places of Pride, National Register of War Memorials*, Australian War Memorial, viewed 20 September 2022 <<https://placesofpride.awm.gov.au/memorials/242016/erina-district-war-memorial>>.
- ¹⁸ 1917, 'Rober Elliot Stewart Shute', First World War Embarkation Roll, Australian War Memorial, viewed 20 September 2022 <<https://www.awm.gov.au/collection/R1774544>>.
- ¹⁹ 'FOOTBALL', 30 May 1923, *The Sydney Morning Herald*, p 17, accessed via Trove, National Library of Australia, viewed 21 September 2022 <<http://nla.gov.au/nla.news-article16076690>>.
- ²⁰ Registrar General, Volume 873, Folio 42 (1888) and Volume 938, Folio 73 (1889), Historical Land Title Viewer, NSW Lands Registry Services.
- ²¹ Registrar General 1888, Volume 873, Folio 42, Historical Land Title Viewer, NSW Lands Registry Services.
- ²² 'Advertising', *The Sydney Morning Herald*, 21 January 1890, p 10, accessed via Trove, National Library of Australia, viewed 21 September 2022 <<http://nla.gov.au/nla.news-article13756764>>.



- ²³ Registrar General, Volume 873, Folio 42 (1888) and Volume 968, Folio 72 (1890), Historical Land Title Viewer, NSW Lands Registry Services.
- ²⁴ 1891, *Sands Sydney, Suburban and Commercial Directory 1891*, John Sands Ltd, p 177.
- ²⁵ Registrar General 1890, Volume 968, Folio 72, Historical Land Title Viewer, NSW Lands Registry Services.
- ²⁶ 1892, *Sands Sydney, Suburban and Commercial Directory 1892*, John Sands Ltd, p 184.
- ²⁷ 1894, *Sands Sydney, Suburban and Commercial Directory 1894*, John Sands Ltd, p 196.
- ²⁸ 'Advertising', 23 October 1893, *The Sydney Morning Herald*, p 3, accessed via Trove, National Library of Australia, viewed 21 September 2022 <<http://nla.gov.au/nla.news-article13914197>>.
- ²⁹ 1894, *Sands Sydney, Suburban and Commercial Directory 1894*, John Sands Ltd, p 196.



6 Site analysis

This section summarises the key characteristics and components of the subject sites relevant to assessing their heritage significance. It has been prepared based on an inspection of the site on 20 October 2021 from the public domain only (excluding the building interiors) carried out by the GML project team.

6.1 Site and setting

The subject sites are located at the southern side of Cooper Street, a quiet residential street, and abut Cowdery Lane to the rear (south). Cooper Street runs from Wentworth Road to the east to Manson Road to the west. The sites are bound by residential properties to the east and west.

The topography of the area is relatively flat. Cooper Street is marked by some tree plantings, and the private properties' vegetation contributes to the setting of the street. Nos 4, 6 and 14 Cooper Street are partially obscured when viewed from the road because of tree plantings and hedges within the setback.

The area is primarily residential with rectangular lots of various sizes. The centre of Cooper Street is divided into narrower lots while the eastern and western ends of the street have wider and larger lots. Properties on the southern side of the street have significantly deeper setbacks than those on the northern side.

Cooper Street is characterised by freestanding Victorian and Federation era cottages as well as interwar bungalows. There are some contemporary buildings towards the western end of the street. Most are single-storey apart from a few two to three storey dwellings. They feature front gardens with small lawns and tree plantings. The front boundaries are marked by low-lying timber picket fences, masonry fences, hedges, metal railings or a combination of these.

Generally, dwellings are constructed of face brickwork or rendered external walls, timber-framed doors and windows of traditional proportions. They have varying setbacks, front verandahs and gardens. Most have hipped and gabled tiled roofs and some retain original chimneys. The properties on Cooper Street contribute positively to the streetscape and represent the periods of development in the area.

The Philip Street Heritage Conservation Area is located on the northern side of Cooper Street opposite the subject properties. It is comprised of Victorian, Federation and interwar detached dwellings of one to two storeys.



Figure 6.1 The Cooper Street context, showing the properties opposite the subject sites.



Figure 6.2 View of Cooper Street from No. 12, looking east.



Figure 6.3 Heritage listed substation at 2B Cooper Street.



Figure 6.4 View of 2 Cooper Street.



Figure 6.5 Heritage listed flats at 18A Cooper Street, Strathfield.

6.2 2 Cooper Street

No. 2 Cooper Street is not included in this assessment; however, a brief description is provided because it is a listed heritage item of local significance near the subject properties (and adjacent to No. 4).

The following description is extracted from the State Heritage Inventory (SHI) listing:

Single storey c.1870s -1880's Victorian Free Classical house with a slate tiled hipped roof and decorative rendered chimneys. The front facade is asymmetrical and constructed of a rendered brick base with rendered brickwork facades and features a projecting bay with indented eaves brackets and rendered cornice moulds, timber framed double hung windows with flat arched top sashes and decorative rendered sill, pilaster mouldings and label moulds. The eastern side has an open return verandah with concrete base and cast iron and timber posts supporting a bullnosed steel roof. The western side verandah is enclosed with fibre cement sheeting and louver windows. Other features include a wide timber and glass panelled front door with sidelights and fanlight, an eastern side verandah addition, double hung windows and single wide timber and glass panelled doors with fanlights.

There is a large front garden with lawn, plants and trees and a brick paved driveway adjacent to the eastern side boundary. A low brick edge is on the street boundary with timber posts and gates across the driveway.



Figure 6.6 No. 2 Cooper Street. (Source: Urbis 2020)



6.3 4 Cooper Street

Exterior

No. 4 Cooper Street is a Victorian Italianate cottage set on a narrow lot towards the eastern end of Cooper Street. The building occupies the northern portion of the lot and is positioned on or close to its eastern and western boundaries.

Its primary (northern) façade faces Cooper Street and the rear façade (southern) faces Cowdery Lane. It has a deep setback from the street with a front yard and abundance of plantings. A narrow concrete pathway and two concrete steps lead to the house from the timber picket gate, fence and hedges. There is a garden in the front setback with low plantings.

The house is a detached single-storey building constructed of smooth rendered and painted masonry. It has a steep hipped roof of slate tiles and terracotta ridge capping. The original gutters have been replaced with Colorbond. The building retains three identical chimneys, two located on the western elevation behind the projecting faceted bay and the third on the east. The painted masonry chimneys are decorated with plaster mouldings and an arched concrete cap.

The façade is asymmetrical, featuring a projecting faceted bay to the east and a verandah to the west. The projecting faceted bay has three vertically proportioned timber double-hung sash windows with arched trims. Rectangular recessed planes frame each window and they are emphasised by decorative plaster moulding and window hoods. It is possible that the brackets to the eaves that are typically present in the Victorian Italianate style have been removed at some point.

The front verandah has a timber deck, a bullnose-profile corrugated metal sheet roof, timber bargeboard with stop chamfering and plain timber posts which date from a later period. Concrete block steps lead to the main entrance, a four-panel timber door with glazed panels, sidelights and a fanlight. The verandah also features a French timber door with glazed panels. Both doors have a metal grille installed in front of them. Decorative plaster moulding at fanlight level appears on either side of the doors.

The east and west elevations were heavily obscured by plantings and were partially visible from the street due to the proximity of the adjacent properties. The render on the western wall is deteriorated and it does not appear to have any openings. A rear extension is visible from the street, covered by a skillion metal roof. A 1943 image of the site shows a rear extension of similar size and form; however, without closer inspection it is unclear whether this is the existing extension (Figure 5.4).



Photographs of the site from 2012, available from real estate websites, suggest the original stained-wood nameplate of the house, placed near the front door, has been removed.

Interior

Interior spaces were not inspected due to lack of access. The following description is based on desktop review of images dating from 2012 available on real estate websites. There are no photographs available of the two rear bedrooms to the west of the hallway.

The interiors are generally intact and the original layout is easily discernible on the floor plan available on the real estate website. Typical of the Victorian Italianate style, the front section consists of rooms on either side of a central hallway. The original configuration, fabric and ornamentation along the front hallway, living room, dining room and front bedroom to the front of the dwelling remain highly intact. The remaining rooms to the rear—the bedrooms, bathroom, kitchen and rear living room—show a greater degree of modification.

The decorative floral plaster ceilings and the cornices have been retained within the front section of the dwelling: the living and dining room, front bedroom and the portion of the hallway north of the archway. The plaster ceiling to the rear is plain and the cornice simpler in profile.

The internal rendered plaster walls along the front section have retained their original floral ventilation grilles located just below the cornices. Similarly, the plaster moulding to the sill level has also been retained. The front bedroom is lined with the wallpaper. The ornate timber skirtings to the front rooms are intact. The hallway features an archway with Corinthian capitals and plaster mouldings.

The original timber panel doors, with their brass hardware and timber architraves, have been retained within the front section of the dwelling. Typical of the Victorian period, the front living and dining room is connected via a bifold timber panel door.

The condition of the original timber flooring is unknown, because the front section is carpeted. The kitchen, bathroom and rear living room are lined with contemporary tiles.

The original chimney breast and fireplaces to the living room, dining room and front bedroom have been retained and are generally intact. They feature the original cast iron grate and firebox, marble surrounds and timber mantelpiece. The glazed fireplace tiles along the front bedroom are intact but have been replaced in the living and dining room.

Condition and integrity

No. 4 Cooper Street has a fair degree of integrity and is in good condition. Externally, the façade and detailing are well maintained. The dwelling remains in its original allotment. The original features that have been removed or replaced include the timber or cast iron verandah posts, the brackets to the eaves along the projecting faceted bay and the original name plate. The rear extension is modest in scale, separate from the original house, and does not impact the legibility of the original form of the dwelling.

The interior retains its original layout and circulation pattern. Significant features from the period such as the timber skirtings, internal timber panel doors, plaster ceilings and cornices and the fireplaces also remain intact. The rear of the dwelling, the kitchen and the bathroom show a higher degree of modification.

A detailed assessment of the condition of the dwelling has not been carried out due to limited visibility from the public domain. The original slate roof and bullnose verandah roof show signs of wear, but the dwelling appears to be sound.



Figure 6.7 4 Cooper Street.



6.4 6, 8 and 10 Cooper Street

Nos 6, 8 and 10 Cooper Street were constructed between 1889 and 1891 on adjacent lots by the same builder and share similar built characteristics. The allotments are narrow and orientated north-south. No. 6 is smaller in size due to its narrower lot. The Victorian Italianate cottages are identical in construction, having similar form. However, various alterations and additions have been made since and the properties are no longer identical except in overall general form and scale.

The properties' primary façades face Cooper Street to the north and Cowdery Lane to the south. They are bound on the east and west by residential properties. The dwellings have a generous front setback and similar side setbacks. The front setback comprises gardens with shrubs and lawns. The properties are fronted by low front fences of varying materiality. All three feature curved concrete pathways from the street to the main entrance.

The buildings are constructed of rendered brick masonry with hipped roof clad in later addition terracotta tiles and a projecting faceted window bay. They each feature a front verandah and timber-framed openings. As indicated by the 1943 aerial photographs of the sites, there appears to be substantial additions to the rear of each property, constructed of contemporary materials and sheet metal roofs. These additions are modest in scale and concealed behind the original front section of the dwellings and do not visually impact the houses when viewed from Cooper Street.

Thus, due to the uniform form, architectural features, scale, setbacks and garden setting of the dwellings, they are visually similar to one another and create a uniform streetscape.

6.4.1 6 Cooper Street

Exterior

No. 6 Cooper Street comprises a single-storey detached brick cottage constructed in the Victorian Italianate style. The front fence consists of the original low, sandstone plinth and metal palisade fence. The front garden contains a lawn and shrubs that partially obscure the building from the street.

The primary façade is largely intact and has retained many original architectural features typical of the Victorian Italianate style. The primary façade is asymmetrical, featuring a projecting faceted bay to the west and a front verandah and a hipped roof. The hipped roof is finished with terracotta tiles and ridge capping. It is likely that the original roof



was covered with slate rather than terracotta tiles. The original gutters have been replaced with Colorbond. The building retains three identical chimneys, two located on the west elevation behind the projecting faceted bay and the third on the east. The painted masonry chimneys are decorative, adorned with plaster mouldings and an arched concrete cap.

The projecting faceted bay consists of three vertically proportioned timber-framed double-hung sash windows. The windows are surrounded by decorative rendered concrete window hoods and protruding sills. As evident in 10 Cooper Street, the faceted bay likely had bracketed eaves which have since been removed. The eaves are lined with fibre-cement sheeting.

The front verandah comprises a tiled floor dating from a later period, cast iron posts, a decorative cast iron lace fringe and brackets, and a tiled skillion roof. The intricate design of the capitals of the iron posts and iron lace contribute to its Victorian Italianate character. Although not readily visible from the public domain, the photographs and floor plans available from real estate websites suggest that the verandah has been extended to include a semi-circular extension to the north. The main entrance is accessed via the verandah. It is a four-panel timber door with glazed panels and sidelights. A metal screen door has been installed in front. The verandah also has a timber-framed French doors with glazed panels and timber louvre shutters.

The east and west elevations were obscured by plantings and neighbouring properties. The west elevation appears to be intact, featuring a narrow double-hung timber sash window and a masonry chimney with a curved cap.

Interior

Interior spaces were not inspected due to lack of access. The following description is based on desktop review of images dating from 2022 available on real estate websites. There are no photographs available of the three bedrooms east of the hallway.

The original layout is easily discernible on the floor plan available on the real estate website. Typical of the Victorian Italianate style, the front section consists of rooms on either side of a central hallway. The original configuration, fabric and ornamentation along the front hallway and living room remain highly intact, whereas the rooms to the rear have some original features and the kitchen and bathroom are contemporary in detailing and materiality.

The original decorative plaster ceiling and cornices in the front living room and north of the hallway arch are intact. The remainder of the house has plain plaster ceilings and cornices.



The internal rendered plaster walls along the front section have retained their original ventilation grilles below the cornices. The ornate timber skirtings to the front rooms appear to have either been polished in recent years or replaced with like-for-like skirting—the profile of the skirtings appears to date from the Victorian period. The hallway features an archway with simple capitals and stop chamfering detailing. There is also an original arched entryway between the dining room and the lounge.

The original timber panel internal doors have been replaced with new doors of traditional proportions including a fanlight and architraves.

The condition of the original timber panel flooring along the front living room is unknown because it has carpet finish. The kitchen, bathroom and hallway are lined by contemporary tiles. The original timber floorboards are intact in the lounge and dining room.

The original chimney breast and fireplace in the front living room are retained and intact. It features the original cast iron grate and firebox, timber surrounds and mantelpiece. The fireplace tiles along the front bedroom appear to be intact.

Condition and integrity

No. 6 Cooper Street has a good degree of integrity externally. The dwelling remains in its original allotment. Original features that have been removed or replaced include the verandah tiles and the brackets to the eaves along the projecting faceted bay. The rear extension is modest in scale and is separate from the original house, and does not impact the legibility of its original form.

The interior retains its original layout and configuration. However, other than in the front living room and a portion of the hallway, the original features and decorations have been removed.

A detailed assessment of the condition of the dwelling has not been carried out due to limited visibility from the public domain. There is some structural cracking evident in the projecting faceted bay and peeling paint.



Figure 6.8 Northern façade of 6 Cooper Street, viewed from Cooper Street.

6.4.2 8 Cooper Street

Exterior

No. 8 Cooper Street comprises a single-storey detached, rendered and painted brick cottage constructed in the Victorian Italianate style. The front fencing consists of a later addition metal wire fence. The front garden consists of a lawn and shrub plantings.

The primary façade is asymmetrical, featuring a projecting faceted bay to the west, a front verandah and a hipped tiled roof. Although the form of the primary façade is largely intact, some of the original architectural decorative features typical of the Italianate style have been stripped, resulting in a simpler presentation of the primary facade.

The original chimneys have been removed. While the timber-framed double-hung sash windows along the projecting faceted bay and their projecting sill have been retained, the decorative plaster mouldings around it and the brackets to the eaves have been removed.



The front verandah comprises a tiled floor dating from a later period, cast iron posts, and a decorative cast iron frieze. The roof of the verandah is integrated with the main roof form, unlike 6 Cooper Street. The front verandah wraps around to the east elevation and ends at the side entrance. It has a tiled floor, cast iron posts and brackets, decorative vents and mouldings between the windows.

The main entryway to the dwelling is a four-panel timber door with glazed panels, sidelights and a fanlight. The verandah also features a French timber door with glazed panels.

Interior

Interior spaces were not inspected due to lack of access. The following description is based on desktop review of images dating from 2007 available on real estate websites. The internal layout appears intact along the front section, with a central hallway flanked by rooms on either side. Some original elements retained include an arch along the central hall, original internal timber doors with fanlights and architraves, plaster mouldings along the walls, timber skirts and a fireplace with stop chamfering along the edges of the chimney breast.

Condition and integrity

No. 8 Cooper Street has a fair degree of integrity externally. The dwelling remains in its original allotment. While the original form of the dwelling is evident, some original features have been removed or replaced, including the chimneys, verandah tiles, mouldings around the bay windows, and the eaves brackets along the projecting faceted bay. The rear extension is modest in scale and is separate from the original house, and does not impact the legibility of the original form of the dwelling. The east and west elevations were not closely inspected due to obscured views, although they also appear to be stripped of ornamentation.

The interior retains its original layout and circulation pattern. Some key decorative features from the period are still intact including the hallway archway, a fireplace, timber skirtings and internal doors.



Figure 6.9 8 Cooper Street.

6.4.3 10 Cooper Street

Exterior

No. 10 Cooper Street consists of a single-storey detached brick cottage constructed in the Victorian Italianate style, with some later additions. The cottage is set on two narrow lots behind a front lawn and a prominent face brickwork fence with bullnose cappings. The later addition fence has a curved entry with a metal gate.

The primary elevation is asymmetrical, comprising a terracotta tiled hipped roof, projecting faceted bay and an enclosed verandah. The chimneys have been removed. The faceted bay is highly intact and represents the original articulation of the bays at 6 and 8 Cooper Street. The projecting faceted bay retains three vertically proportioned, timber-framed double-hung sash windows, moulded window hoods and a protruding rendered sill, set within a recessed niche. Below are three recessed panels and decorative vents. The projecting faceted bay retains the bracketed eaves.

The enclosed verandah is a later addition. It features a rendered brick balustrade with decorative moulding and two sets of triple windows with timber-framed casement leadlight windows. The external wall enclosing the verandah appears to be fibre-cement

sheeting. The roof of the verandah has been integrated with the main roof form of the house.

The timber front door and sidelights are original; however, a metal security door has been installed. Other openings to the cottage have security grilles installed to the interior or exterior.

GML has not conducted an internal site inspection due to limited access. There are no internal photographs of the property available on real estate websites. The integrity of the interiors is unknown.

Condition and integrity

No. 10 Cooper Street is in good condition with various degrees of integrity due to its additions and alterations. The dwelling remains in its original allotment. The projecting faceted bay is intact and demonstrates the original features to Nos 6 and 8 Cooper Street. The enclosed verandah detracts from the Victorian Italianate styling but is sympathetic due to the use of material and references to the faceted bay through the pattern and ornamentation.



Figure 6.10 10 Cooper Street.

6.5 12 Cooper Street

Although a detailed assessment of 12 Cooper Street is not part of the scope of this assessment, a brief physical assessment is included below because the property forms part of the Cooper Street streetscape.

The cottage at No. 12 Cooper Street is set back from the low timber picket boundary fence, with a lawned garden. A rear extension is visible on aerial photographs of the site and a large double garage of sheet metal faces Cowdery Lane. The setback of the property is similar to Nos 4, 6, 8, 10 and 14 Cooper Street.

No. 12 Cooper Street is a detached single-storey Victorian Italianate dwelling set on a narrow lot. The building is modest, and its size and form are comparable to No. 4 Cooper Street. It is constructed of rendered and painted masonry and comprises a hipped and tiled concrete roof, a faceted bay, a small, elevated entrance and aluminium-framed openings.

There have been significant modifications to the original construction, including alterations to the roof form, enclosure of the front verandah, alteration of the arrangement of windows, replacement aluminium-framed windows and the removal of decorative mouldings to the façade.



Figure 6.11 No.12 Cooper Street.



6.6 14 Cooper Street

External

No. 14 Cooper Street is a detached two-storey Victorian villa set on a narrow lot. Its rectangular form occupies the northern portion of the lot. It is set close to its eastern and western boundaries with narrow pathways either side of the building.

The primary northern façade faces Cooper Street, with a deep setback from the street. Plantings have been restricted to the perimeter of the front garden. The front garden has been cleared and filled with gravel. The property has a timber picket fences to Cooper Street and a Colorbond fence to Cowdery Lane.

The house is constructed of rendered and painted brick masonry. It has simple rectangular massing with an articulated façade, a hipped and tiled roof, and a parapet above the eastern main entry. It is possible the original structure included a tower element above the entry, which is a typical Victorian Italianate feature.

On the ground floor, the façade features a recessed entry porch with Federation era details and a narrow verandah that has retained its original Victorian fabric. The entrance porch is covered by a bullnose roof of corrugated sheet metal and supported by decorative timber posts and brackets, with Federation styling. The Federation detailing is in contrast with the Victorian details, materials and construction; however, the design and profile are sympathetic to the Victorian character of the dwelling. Further, the additions complement the building's original style rather than detracting from its Victorian character. The bullnose roof uses similar materials and pattern to the one on the first floor balcony and the timber joinery follows the same arrangement as the cast iron ones. The original timber front door is retained; however, a metal screen security door has been installed in front of it. Sidelights and fanlights are also original.

The front verandah has tessellated tiles on a masonry foundation, three decorative cast iron posts and filigree brackets. There are two floor-to-ceiling windows set equally apart on the verandah. They are timber-framed, double-hung sash windows with two large glass panels. The top third of the windows feature a grid of coloured glass panes.

The first floor features a bullnose balcony with similar elements such as cast iron posts, filigree brackets, and two floor-to-ceiling windows that are positioned in line with the two on the ground floor. The section above the entry porch is distinct as it has a parapet and rendered external walls. Below the parapet is a single timber-framed, double-hung sash window with a masonry sill.

A rear extension is partially visible from Cooper Street and Cowdery Lane. It appears to be a two-storey weatherboard addition, with a porch on the rear wall and a metal shed.

Aerial photographs from 1943 suggest there have been multiple additions to the south and east of the original building.

Internal

GML has not conducted an internal site inspection due to limited access. There are no internal photographs of the property available on real estate websites. The integrity of the interiors is unknown.

Condition and integrity

The dwelling shows a high degree of intactness externally. It is a good example of a two-storey Victorian villa. Although there are some Federation additions to the entry porch, including ornate timber posts and brackets, they are sympathetic to the character of the Victorian dwelling.



Figure 6.12 14 Cooper Street.



7 Comparative assessment

7.1 Methodology

During the population boom in Burwood, between 1874 and 1900, many dwellings were constructed in the area to accommodate the expanding population. The Victorian Italianate style emerged as a common domestic architectural style for detached and semi-detached dwellings of the period. Victorian Italianate dwellings varied in scale and design—from humble single-storey semi-detached and detached cottages for the working-class, to grander, more ornate villas for the affluent. There are numerous examples of both these typologies within the Burwood LGA.

A comparative assessment aims to understand the representative or rarity value of the place. This assessment has been undertaken using comparative examples of houses of the Victorian Italianate architectural style that were built in the second half of the nineteenth century and that are listed as items of local significance on the Burwood LEP 2012. The LEP includes examples of Victorian Italianate houses either as individual or group heritage items. A comparison is drawn to both these typologies to understand whether the subject properties merit listing as individual items or as a group item. Nos 4, 6, 8 and 10 Cooper Street have been analysed against modest, single-storey Victorian Italianate cottages, while 14 Cooper Street has been assessed against two-storey villas of a grander scale. The examples have been sourced using the NSW SHI database.

The following properties located near the subject sites and listed as local heritage items within the Burwood LEP 2012 were used in the comparative analysis for the assessment of 4, 6, 8 and 10 Cooper Street:

- 2 Cooper Street, Strathfield (item I190)—‘Victorian house’;
- 12 Belgrave Street, Burwood (item I4)—‘Victorian house’;
- 10 Bold Street, Burwood (item I4)—‘Victorian house’;
- 2–8 Brooklyn Street, Burwood (item I11)—‘Victorian houses’; and
- 31–39 Wallace Street, Burwood (item I14)—‘Victorian cottages’.

No. 14 Cooper Street was compared to the following:

- 17 Minna Street, Burwood (item I182)—‘Victorian villa’; and
- 23 Badminton Road, Croydon (item I113)—‘Victorian villa’.

2 Cooper Street, Strathfield (item I190)—'Victorian house'



Figure 7.1 Northern elevation of 2 Cooper Street. (Source: Urbis 2021)



Figure 7.2 Northern elevation of 2 Cooper Street. (Source: Urbis 2021)

Statement of Significance

2 Cooper Street, Strathfield has historic and aesthetic significance as a very good intact example of a c. 1870s – 1880's house designed in the Victorian Free Classical style. The building retains its original form, character and detailing including a slate tiled hipped roof and decorative rendered chimneys, asymmetrical front facade, rendered brick base with rendered brickwork facades, a projecting bay with indented eaves brackets and rendered cornice moulds, timber framed double hung windows with flat arched top sashes and decorative rendered sill, pilaster mouldings and label moulds. The eastern side has an open return verandah with concrete base and cast iron and timber posts supporting a bullnosed steel roof. The building and garden make a positive contribution to the Cooper Street streetscape. (State Heritage Inventory listing sheet, 2014)

Discussion

The Victorian building at 2 Cooper Street is comparable to Nos 4, 6, 8 and 10 Cooper Street in its setting and architectural features. No. 2 Cooper Street was constructed the late 1800s and in the Victorian Italianate style, similar to the subject sites. They are all single-storey detached dwellings located on narrow rectangular lots, which is representative of early subdivision patterns. Further, they have retained their original deep setbacks and front gardens with a variety of plantings.

The Statement of Significance in the SHI states that 2 Cooper Street is of the Victorian Free Classical style. However, its form and features are more notably Victorian Italianate, similar to the properties at 4, 6, 8 and 10 Cooper Street. This is also noted in the Urbis report, 2021.

The overall form of the dwellings is similar, with asymmetrical forms, rendered brick masonry external walls, projecting bays, hipped roofs and front verandahs. Other similarities include the fenestration pattern, featuring openings of narrow traditional proportions, timber-framed double-

2 Cooper Street, Strathfield (item I190)—'Victorian house'

hung windows, cast iron lace works and columns to the front verandah, stucco and plaster mouldings around the openings and tall masonry chimneys to the roof. There are stylistic variations between the subject sites and 2 Cooper Street. This includes the incorporation of arched openings at 2 Cooper Street and a rectangular projecting bay rather than a faceted one, as evident in 2 Cooper Street.

However, a major point of contrast between the subject sites and 2 Cooper Street is the degree of intactness. Other than the enclosure of the balcony to the west, 2 Cooper Street is highly intact and is representative as a fine example of its type. As individual dwellings, 8 and 10 Cooper Street do not demonstrate the same degree of intactness. While 4 and 6 Cooper Street are generally more intact and comparable to 2 Cooper Street, the degree of decoration and detailing at 2 Cooper Street is much higher.

As outlined in the 2021 Urbis report, 2 Cooper Street, though in poor condition, demonstrates an unusually high degree of integrity internally. The subject properties that have publicly available photographs are understood to have a fair to high degree of intactness within the front section of the dwellings. The internal layout and key features such as the plaster ceilings, fireplaces, timber flooring, skirtings and internal doors are generally intact in the subject dwellings.

12 Belgrave Street, Burwood (item I4)—'Victorian house'



Figure 7.3 Primary elevation of 12 Belgrave Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.4 Primary elevation of 12 Belgrave Street, Burwood, July 1986. (Source: NSW SHI)

Statement of Significance

No. 12 Belgrave Street, Burwood has historic and aesthetic significance as a very good intact example of a c. 1880's house designed in the late Victorian Italianate style. The building significantly retains its overall scale, form and character including rendered brickwork, a projecting faceted bay, rendered label moulds and classical detailing, verandah with timber posts and cast-iron brackets and frieze, and tall double hung timber framed windows. The building, including the front garden makes a positive contribution to the Belgrave Street streetscape.



12 Belgrave Street, Burwood (item I4)—'Victorian house'

Discussion

No. 12 Belgrave Street was constructed the late 1800s in the Victorian Italianate style, similar to the subject sites. They are all single-storey detached dwellings located on two narrow rectangular lots, which is representative of early subdivision patterns. Further, they have retained their front gardens with a variety of plantings.

As noted in the Statement of Significance, 12 Belgrave Street is highly intact. Key architectural features include the asymmetrical form with a projecting faceted bay, hipped slate roof with tall chimneys, rendered brick masonry external walls, tall timber-framed double-hung sash windows to the bay surrounded by decorative mouldings and bracketed eaves, a front verandah with cast iron lace fringe and brackets, turned timber posts and a timber door with sidelights.

The photograph of the dwelling from 1986 shows that the verandah comprised timber fretwork frieze and cast iron columns, rather than the existing cast iron fringe and brackets and turned timber posts. The timber elements were possibly added in the interwar period. Other modifications of the dwelling are minor and reversible such as the safety bars on the window, security screen doors and the low rendered brick front fence. These modifications only have a minor impact on the overall legibility of the dwelling as a fine example of a modest Victorian Italianate dwelling.

In comparison, the individual subject properties do not demonstrate the same high degree of integrity as 12 Belgrave Street. Although 4 and 6 Cooper Street demonstrate a higher degree of integrity than 6 and 8 Cooper Street, the dwellings are as not as intact as 12 Belgrave Street.

While the SHI listing does not assess the internal fabric, real estate photographs suggest that the front section of 12 Belgrave Street has retained its original configuration and many key features such as the timber flooring and skirting, arched hallway, fireplaces, plaster cornices and plaster mouldings along the wall. A similar degree of internal integrity is seen in real estate photographs of 4 and 6 Cooper Street.

10 Bold Street, Burwood (item 14)—‘Victorian house’



Figure 7.5 Primary elevation of 12 Bold Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.6 Primary elevation of 12 Bold Street, Burwood, July 1986. (Source: NSW SHI)

Statement of Significance

No. 10 Bold Street, Burwood has historic and aesthetic significance as a good fairly intact example of a c.1880's house designed in the late Victorian Free Classical style. The building retains its overall scale, form and character including rendered brickwork, a projecting faceted bay, rendered label moulds, verandah with cast iron posts and double hung timber framed windows. The building, including the front garden makes a positive contribution to the Bold Street streetscape.

Discussion

No. 10 Bold Street was constructed the late 1800s in the Victorian Italianate style (noted as Victorian Free Classical in the SHI), similar to the subject sites. They are all single-storey detached dwellings located on two narrow rectangular lots, which is representative of early subdivision patterns. Further, they have retained their front gardens with a variety of plantings. However, 10 Bold Street is more modest in scale and size compared to the subject sites and is simpler in its architectural form and detailing.

Its architectural features include an asymmetrical form with a projecting faceted bay, a verandah along the length of the primary façade, cast iron columns along the verandah, bullnose metal roof over the verandah, hipped terracotta tiled roof with a tall chimney, a street-facing gable end with timber bargeboards and a terracotta finial, rendered brick masonry external walls, tall timber-framed double-hung sash windows to the bay (one of which has been replaced by French doors) and a timber-framed door with sidelights and fanlights with stained glass. The dwelling displays stylistic variations compared to the subject sites such as the articulation of the front verandah and the roof form, which comprises gable ends in 10 Bold Street, but the roof form of the subject dwellings is primarily hipped.

While the SHI listing does not assess the internal fabric, real estate photographs suggest that 10 Bold Street is highly intact internally and has retained its original configuration and many key features such as the timber flooring and skirting, arched hallway, fireplaces, plaster ceiling roses and cornices, and plaster mouldings along the wall. A similar degree of internal integrity is seen along the front sections of 4 and 6 Cooper Street.

**10 Bold Street, Burwood (item I4)—‘Victorian house’**

In comparison to the subject dwellings, 10 Bold Street has stylistic differences and a more modest scale. Despite having some external modifications compared to the subject dwellings, 10 Bold Street demonstrates a relatively higher degree of intactness both internally and externally compared to Nos 8 and 10 Cooper Street. It serves as a good example of a modest Victorian Italianate dwelling. Nos 4 and 6 Cooper Street have similar levels of intactness compared to 10 Bold Street.

2–8 Brooklyn Street, Burwood (item I11)—‘Victorian houses’



Figure 7.7 Primary elevation of 2 Brooklyn Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.8 Primary elevation of 2A Brooklyn Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.9 Primary elevation of 4 Brooklyn Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.10 Primary elevation of 6 Brooklyn Street, Burwood, July 2020. (Source: NSW SHI)

2-8 Brooklyn Street, Burwood (item I11)—'Victorian houses'



Figure 7.11 Primary elevation of 8 Brooklyn Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.12 Streetscape along Brooklyn Street, Burwood, July 1986. (Source: NSW SHI)

Statement of Significance

No. 2-8 Brooklyn Street, Burwood has historic and aesthetic significance as a good example of c. 1890's house designed in the late Victorian Italianate style. The buildings retain their original form, character and detailing including rendered brickwork, a projecting faceted bay window, rendered label moulds, verandah with cast iron posts and double hung timber framed windows, except for Nos 2A and 4 that have had some modifications.

Discussion

Nos 2-8 Brooklyn Street are listed collectively as a group item of heritage value, rather than as individually listed dwellings. Built in the 1880s, they are representative of single-storey Victorian Italianate dwellings which, as a group, demonstrate similar characteristics such as their original asymmetrical form, hipped tiled roofs with gable ends and tall chimneys, rendered brickwork, projecting faceted bays, mouldings around the openings, verandahs with cast iron posts and timber-framed double-hung sash windows. The dwellings demonstrate some variations in detailing and articulation, although the overall form and key features remain. However, individually, the dwellings have a varying degree of intactness. Key modifications include the addition of brick piers along the balcony of 2 Brooklyn Street, the removal of the decorative mouldings and the chimneys in 2A Brooklyn Street and enclosure of the verandah in 4 Brooklyn Street. Their setbacks and garden setting remain intact and are consistent with one another. The SHI does not indicate whether the group was constructed by the same builder/architect, however it is assumed this would have been the case.

The houses at 4, 6, 8 and 10 Cooper Street are comparable to the Brooklyn Street group. Their overall form and features are typical of the Victorian Italianate style, even though they have some stylistic variations. Like the Brooklyn Street group, these houses show a varied degree of intactness. The dwellings at 6 and 8 Brooklyn Street are generally highly intact while 2, 2A and 4 Brooklyn Street have noticeable modifications to the primary façade. Likewise, 4 and 6 Cooper Street show a higher degree of intactness than 8 and 10 Cooper Street. Both the Brooklyn Street group and the subject dwellings are collectively visually uniform in their garden settings,



2–8 Brooklyn Street, Burwood (item I11)—‘Victorian houses’

consistent setbacks, architectural form and features, which contribute positively to the streetscape and retain their historic setting.

31–39 Wallace Street, Burwood (item I114)—‘Victorian cottages’



Figure 7.13 Primary elevation of 31 Wallace Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.14 Primary elevation of 33 Wallace Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.15 Primary elevation of 35 Wallace Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.16 Primary elevation of 37 Wallace Street, Burwood, July 2020. (Source: NSW SHI)

31–39 Wallace Street, Burwood (item I114)—‘Victorian cottages’



Figure 7.17 Primary elevation of 39 Wallace Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.18 Streetscape along Wallace Street, Burwood, July 1986. (Source: NSW SHI)

Statement of Significance

Nos. 31-39 Wallace Street, Burwood has historic and aesthetic significance as good examples of late Victorian Italianate style cottages constructed in the 1880's. The cottages are associated with the servants who worked at the nearby Victorian mansion, 'Cintra' built by Walter Friend in c.1863. (now demolished). Despite some modifications the buildings retains most of their original form, character and detailing such as front projecting bay with separate tiled roof, small entry porch with a bull-nosed corrugated steel roof, concrete stairs, stone base, timber balustrade, posts and decorative frieze to the front entry porch, moulded decoration to the square bay such as label moulds, continuous sills with timber decorative elements below, timber framed double hung windows. As a group they make a positive contribution to the streetscape.

Discussion

Nos 31–39 Wallace Street are listed collectively as a group item of heritage value, rather than as individually listed dwellings. Built in the 1880s, they are representative of modest single-storey Victorian Italianate dwellings. Historically, the group served as workers' cottages for the servants who worked at the nearby Victorian mansion Cintra.

Although they date from the late Victorian period, some of these houses also demonstrate influences of architecture from the Federation period. As a group, key common characteristics include low-lying single-storey scale, elevated position above street level with a sandstone plinth, asymmetrical form, hipped tiled roofs with chimneys, brickwork external walls, projecting bays, recessed entryways with small porches, timber and cast iron decorative posts and brackets along the porch, mouldings around the openings, and timber-framed double-hung sash windows of narrow, elongated proportions. Their setbacks and front gardens remain intact and are consistent with one another.

The dwellings demonstrate some variations in detailing and articulation, though the overall form and key features remain. Nos 33 and 37 Wallace Street show the most deviation from the Victorian Italianate style, with an influence of architectural features of the Federation period. These include a square projecting bay instead of a faceted bay, painted face brick external walls

31–39 Wallace Street, Burwood (item I114)—‘Victorian cottages’

and coloured glass to the windows. Despite these variations, Nos 33 and 37 remain visually congruent with the other dwellings in the group due to their similar scale, setting, setbacks, form and features.

The most noticeable modifications of the original fabric are the rendering of the sandstone base and the replacement of the front fences.

Comparatively, the dwellings at 4, 6, 8 and 10 Cooper Street demonstrate a single architectural style. However, the individual dwellings have a greater degree of modifications compared to the Wallace Street group. However, overall, both the Wallace Street group and the subject dwellings are collectively visually uniform in their garden settings, consistent setbacks, architectural form and features, which contribute positively to their respective streetscapes and retain their historic settings.

17 Minna Street, Burwood (item I82)—‘Victorian villa’

Figure 7.19 Primary elevation of 17 Minna Street, Burwood, July 2020. (Source: NSW SHI)



Figure 7.20 17 Minna Street within its garden setting, July 1986. (Source: NSW SHI)

Statement of Significance

17 Minna Street, Burwood has historic and aesthetic significance as a very good intact example of a two storeyed c. 1880s gentleman’s villa designed in the Victorian Italianate style. It is historically associated with the settlement of the Burwood area by the wealthy middle class in the late nineteenth century. The building has aesthetic significance as it retain [sic] its overall scale, form and character including a large projecting square bay to the ground floor and a balustraded balcony to the first floor, a two storeyed return verandah, cast iron balustrade and columns supporting a bull nosed corrugated steel roof and timber framed French doors with fanlight. Decorative elements include brackets to the eaves, vermiculated stone quoins to the corners and classical mouldings and balustrade on the first floor bay balcony. Despite the unsympathetic high front wall, the building, including the front garden makes a positive contribution to the Minna Road streetscape.

17 Minna Street, Burwood (item I82)—'Victorian villa'

Discussion

No. 17 Minna Street is listed as an item of heritage value due to its historic, aesthetic and representative significance. It is a two-storey detached Victorian villa built in the Victorian Italianate style in 1874. Key characteristic features of the villa include its asymmetrical form, hipped slate roof with rendered brick chimneys, a square projecting bay, two-storey return verandahs with cast iron columns and balustrades, and a bullnose roof, timber-framed French doors and double-hung sash windows of slender proportions and decorations such as mouldings, bracketed eaves and rendered quoins to the corners. The external façade is highly intact and acts as a fine example of its typology.

In comparison to 17 Minna Street, 14 Cooper Street is modest. Both the houses are set within their original allotment. Although 17 Minna Street has a front garden with young plantings, the front garden of 14 Cooper Street has been cleared, presumably to provide parking. Both properties are comparably intact externally. Despite the addition of some ornate timber decorations, which appear to date from the Federation period, and the likely removal of a tower-like structure to the east, 14 Cooper Street remains a good example of a Victorian Italianate mansion.

An assessment of the interiors has not been carried out due to limited photographs.

23 Badminton Road, Croydon (item I113)—'Victorian villa'



Figure 7.21 Primary elevation of 23 Badminton Street, Croydon, July 2020. (Source: NSW SHI)



Figure 7.22 23 Badminton Street, Croydon, within its garden setting, July 2020 (Source: NSW SHI)

Statement of Significance

No. 23 Badminton Road, Croydon, has historic and aesthetic significance as a free standing two storey Victorian Italianate style villa constructed in c. 1886. The building significantly retains its original form and detailing such as slate tiled hipped roof with tall rendered decorative chimneys, two storeyed facade with a large projecting faceted bay with rendered string course and sills and classical motifs and brackets and conical



23 Badminton Road, Croydon (item I113)—‘Victorian villa’

roof, two storeyed verandahs with ground floor cast iron columns, frieze, brackets and a tessellated tiled floor, a timber detailed centre frieze and a first floor balcony with cast iron decorative columns, balustrade, frieze and brackets supporting a concave corrugated steel roof. Other details include tall timber framed double hung windows with flat arched tops, a timber panelled front door with sidelights and highlight and timber framed glass French doors with highlights. The building and garden make a positive contribution to the streetscape.

Discussion

No. 23 Badminton Street is listed as an item of heritage value due to its historic, aesthetic and representative significance. It is a two-storey freestanding villa built in the Victorian Italianate style in 1886. Key characteristic features of the villa include its asymmetrical form, hipped slate roof with rendered brick chimneys, a projecting faceted bay, two-storey return verandahs with cast iron columns and balustrades, and a bullnose roof, timber-framed French doors and double-hung sash windows of slender proportions and decorations such as mouldings and bracketed eaves. The external façade is highly intact and is a fine example of its typology.

In comparison to 23 Badminton Street, 14 Cooper Street is modest. Both the houses are set within their original allotment. Although 23 Badminton Street has a large front garden with young plantings, the front garden of 14 Cooper Street has been cleared. Both properties are comparably intact externally. Despite the addition of some ornate timber decorations, which appear to date from the Federation period, and the possible removal of a tower-like structure to the east, 14 Cooper Street is still considered a good example of a Victorian Italianate villa.

The interiors of 23 Badminton Street are also highly intact, displaying original timber floorboards and skirtings, fireplace, plaster ceiling and cornices and internal timber doors.

7.2 Conclusions of the comparative assessment

The heritage listed Victorian Italianate dwellings and group of dwellings in this comparative analysis have been assessed as having historic, aesthetic and representative significance at a local level. The analysis of the heritage items in Burwood LGA demonstrates that the comparative properties have several key indicators that are consistent with the subject sites, as follows:

- The heritage items and the subject sites were constructed around the same period, the 1880s.
- The dwellings all reflect stylistic and architectural characteristics typical of the period—the Victorian Italianate style. Although they were not designed by a prominent architect of the period, and were constructed mostly to the designs of the



builders, they incorporate architectural features, detailing and materiality typical of the late Victorian period.

- The overall setting and form of all the dwellings are comparable. This includes their regular rectangular, elongated allotments, garden setting, consistent front and side setbacks, asymmetrical form with a projecting bay, hipped slated or tiled roofs with chimneys, rendered face brick external walls, vertically proportioned timber-framed double-hung sash windows, timber doors with sidelights and fanlights, front verandahs with cast iron or timber posts and brackets, and ornamentation such as plaster mouldings.
- Where the comparative examples and the subject sites differ is their degree of intactness. The dwellings listed as individual items—2 Cooper Street, 12 Belgrave Street and 10 Bold Street—all display a very high degree of external intactness. In comparison, while 4 and 6 Cooper Street are more intact than 8 and 10 Cooper Street, they do not have the same degree of detailing and sophistication as the listed examples. Further, the interiors of the listed items also display a very high degree of intactness internally.
- While the two-storey dwellings at 23 Badminton Road and 17 Minna Street are of a grander scale compared to 14 Cooper Street, the buildings, including 14 Cooper Street, display a comparable level of external intactness. They comprise highly intact primary façades and serve as a fine example of their type, externally.
- Nos 4–10 Cooper Street, as a group, are comparable to the Brooklyn Street group; both serve as representative examples of a group of Victorian Italianate dwellings that exhibit some modifications individually but serve as a cohesive group of dwellings. However, when compared to the group at Wallace Street, the subject dwellings are not as intact. Further, the dwellings at Wallace Street are historically connected as a group that served as workers' cottages for the servants at a nearby Victorian mansion. Similarly 6, 8 and 10 Cooper Street are historically connected as they were constructed by the same builder as speculative development. No. 14 Cooper Street, being of a different scale and more ornate in its detailing, does not appropriately fit in with the group of more modest single-storey dwellings at 4–10 Cooper Street.



8 Assessment against significance assessment criteria

This section sets out an assessment of the heritage significance of the subject sites in accordance with the standard significance assessment criteria established in the NSW Heritage Office guidelines (Appendix A of this report). The evaluation includes consideration of the original and subsequent layering of fabric, uses, associations and meanings of the place, as well as its relationship to both the immediate and wider setting.

The *NSW Heritage Manual* guidelines, prepared by the NSW Heritage Office and Department of Urban Affairs and Planning (July 2001), provide the framework for the assessment and the Statement of Significance in this report. These guidelines incorporate the five types of cultural heritage values identified in the Burra Charter into a specially structured framework, which is the format required by heritage authorities in New South Wales.

Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria, as set out below. An item is significant in terms of the criterion if the kinds of attributes listed in the inclusion guidelines help to describe it. Similarly, the item is not significant in terms of that criterion if the kinds of attributes listed in the exclusion guidelines help to describe it. The inclusion and exclusion guidelines are checklists only—they do not cancel each other out. The exclusion guidelines should not be applied in isolation from the inclusion guidelines, but should be used to help review and qualify the conclusions reached about the item's significance.

To apply the assessment criteria, both the nature and degree of significance for the place need to be identified. This is because items vary in the extent to which they embody or reflect key values and in the relative importance of their evidence or associations.

The assessment also needs to relate the item's values to its relevant geographical and social context, usually identified as either local or state contexts. Items may have both local and state significance for similar or different values/criteria.

8.1 4-10 and 14 Cooper Street

Historical research and physical investigation suggest that the properties at 4, 6, 8, 10 and 14 Cooper Street show stylistic similarities and demonstrate a shared history that make them likely to be best assessed as a group. Further, the modifications of the

individual properties have detrimentally affected their integrity and intactness. As such, while 4, 6 and 14 Cooper Street demonstrate a higher degree of intactness than 8 and 10 Cooper Street, collectively the five dwellings present as a cohesive group with the potential to demonstrate heritage significance under several criteria. 14 Cooper Street varies in scale from 4, 6, 8 and 10 Cooper Street but originates from the same subdivision, period of construction, architectural style, setting and setback. As such, the properties have been assessed as a group and any deviations from the criteria of any individual property has also been noted.

Table 8.1 Assessment against criteria for 4–10 and 14 Cooper Street.

Criterion A (Historical 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).	
Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows evidence of a significant human activity; is associated with a significant activity or historical phase; or maintains or shows the continuity of a historical process or activity. 	<ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important activities or processes; provides evidence of activities or processes that are of dubious historical importance; or has been so altered that it can no longer provide evidence of a particular association.
<p>The subject properties are part of the original land grant to Captain Thomas Rowley in 1799 which came to be known as Burwood Farm. Burwood Farm was subdivided over the decades as Burwood emerged as a desirable area for residence. By 1833, Henry Briggs received a portion of the land that was still under the ownership of Rowley's descendants.</p> <p>In 1834 Briggs' land was conveyed to John Berner and was later inherited by his son William Frederick Henry Berner. On his death this land passed to his widow Mary Berner. Sir William Cooper bought out Mary's interest in the land in 1858.</p> <p>In 1887 Cooper subdivided the land for sale. This sale, known as the Resubdivision of Brigg's Subdivision, was near Strathfield Station. Over the next few years, the land was progressively sold and developed as a residential streetscape of predominantly single-storey free-standing houses. 14 Cooper Street was among the few two-storey villas that were built along Cooper Street.</p> <p>During the population boom in Burwood between 1874 and 1900, many dwellings were constructed in the area to accommodate an increasing population. The Victorian Italianate style emerged as a common domestic architectural style for detached and semi-detached dwellings of the period. They varied in scale and grandeur from humble single-storey semi-detached and detached cottages for the working-class population to more ornate mansions for the affluent. The dwellings at 4, 6, 8, 10 and 14 Cooper Street were constructed by 1889. Nos 4-10 are examples of modest dwellings constructed during the late Victorian period while No 14 was likely constructed for a more affluent family.</p> <p>The dwellings at 4, 6, 8, 10 and 14 Cooper Street retain their original lot pattern established in the 1887 Resubdivision of Brigg's Subdivision near Strathfield Station (DP2089). Although individually, there is a varied degree of modifications to the dwellings, as a group, their</p>	

subdivision pattern, consistent setbacks, garden setting, Victorian Italianate architectural style and features demonstrate a pattern and form of housing typical of the late Victorian period.

The properties at 4-10 and 14 Cooper Street have cultural significance at a local level under this criterion.

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).

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows evidence of a significant human occupation; or is associated with a significant event, person, or group of persons. 	<ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important people or events; provides evidence of people or events that are of dubious historical importance; or has been so altered that it can no longer provide evidence of a particular association.

The subject properties are part of the original land grant to Captain Thomas Rowley in 1799, which was subdivided and transferred to various owners over the decades. By 1887, Sir William Cooper purchased the land and subdivided it to the current allotment boundaries of the subject properties.

Edward Hobson, a local builder, constructed 6, 8 and 10 Cooper Street in 1887 as speculative development. He has an incidental association with the place as a speculative development. No evidence has been found of any historically important people or events associated with 6, 8 or 10 Cooper Street.

Richard Shute was among the early residents of 4 Cooper Street and resided at the property from 1896 to 1918. Richard Shute was an architect and the alderman of Burwood from 1893 to 1913. He also served as mayor three times, in 1896, 1909 and 1910. A sport enthusiast, he was a founding member of the Suburban Bicycle Club and the Burwood Bowling Club, as well as treasurer of the NSW Cricket Association from the 1890s to 1910. Professionally Shute worked as an architect and was a member of the Institute of Architects of NSW. Works by Shute included the Sheridan Pavilion at the Sydney Cricket Ground, alterations to the Ladies Pavilion, and the Erina District War Memorial.

No. 4 Cooper Street was also the home of Robert Elliot Shute, the first son of Richard and Amelia. Like his father, Robert was a keen sportsman. He also served as a gunner during the First World War. In 1922 Robert Shute died after being tackled in a rugby union game at Manly Oval during a trial match for the Australian team. In honour of Robert a memorial shield was created as the trophy for Sydney's first-grade rugby competition in 1923. The competition was renamed the Shute Shield the same year, and continues to be played each year by teams in metropolitan Sydney.

No. 14 was constructed by 1890 and John William Hurst, a watchmaker and jeweller, was the first occupant. It is likely that the dwelling was not designed by any prominent architect, but rather was constructed to the designs of the builder following the general trends and architectural style of the period. The original and subsequent owners, though likely to be affluent considering the grandeur of the dwelling, were not particularly prominent or historically important. No evidence has been found of any historically important people or events associated with the building.

The property at 4 Cooper Street has cultural significance at a local level under this criterion.

The properties at 6-10 and 14 Cooper Street do not have cultural significance at a local level under this criterion.

Criterion C (Aesthetic Significance)

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows or is associated with creative or technical innovation or achievement; is the inspiration for a creative or technical innovation or achievement; is aesthetically distinct; or exemplifies a particular taste, style or technology. 	<ul style="list-style-type: none"> is not a major work by an important designer or artist; has lost its design or technical integrity; its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded; or has only a loose association with a creative or technical achievement.

The dwellings at 4-10 Cooper Street demonstrate the typology of a late Victorian Italianate cottage while 14 Cooper Street is representative of a typical two-storey late Victorian dwelling. Externally, they have a reasonable degree of integrity and intactness and incorporate several architectural features typical of the style and period. The degree of integrity varies across the dwellings but collectively they form a cohesive Victorian Italianate group.

The buildings retain their original form, scale, materiality and features. Further, their consistent setbacks and their garden setting contribute to the visual character of the place. While there are some modifications, the original form and architectural details of the dwellings are easily discernible.

Though not constructed to the designs of any prominent architects, they follow the general principles of the Victorian style. Significant external elements include the asymmetrical façade, a faceted bay, vertically proportionate timber windows, arched window headers, decorative mouldings, cast iron filigree, bullnose verandahs with timber flooring, French doors, and timber front doors with sidelights and highlights. One dwelling also retains its slate roof and masonry chimneys.

There are some additions to the rear that remain largely concealed when viewed from the public domain.

The buildings are example of a group of Victorian Italianate dwellings which contribute to the character of Cooper Street, Strathfield, and the Burwood LGA.

The properties at 4-10 and 14 Cooper Street have cultural significance at a local level under this criterion.

Criterion D (Social Significance)

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.

Guidelines for inclusion	Guidelines for exclusion
--------------------------	--------------------------



- | | |
|--|---|
| <ul style="list-style-type: none"> • is important for its association with an identifiable group; or • is important to a community's sense of place. | <ul style="list-style-type: none"> • is only important to the community for amenity reasons; or • is retained only in preference to a proposed alternative. |
|--|---|

There is no evidence to suggest that the properties hold any strong or significant associations with any local community or cultural groups.

The properties at 4-10 and 14 Cooper Street do not meet the threshold for significance at the local level.

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).

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> • has the potential to yield new or further substantial scientific and/or archaeological information; • is an important benchmark or reference site or type; or • provides evidence of past human cultures that is unavailable elsewhere. 	<ul style="list-style-type: none"> • the knowledge gained would be irrelevant to research on science, human history or culture; • has little archaeological or research potential; or • only contains information that is readily available from other resources or archaeological sites.

The properties are unlikely to yield any information that is otherwise unknown and that could contribute to the understanding of the local area. An assessment of the subject sites' archaeological potential was beyond the scope of this assessment.

Nos 4-10 and 14 Cooper Street do not have cultural significance at a local level under this criterion.

Criterion F (Rarity)

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).

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> • provides evidence of a defunct custom, way of life or process; • demonstrates a process, custom or other human activity that is in danger of being lost; • shows unusually accurate evidence of a significant human activity; • is the only example of its type; • demonstrates designs or techniques of exceptional interest; or 	<ul style="list-style-type: none"> • is not rare; or • is numerous but under threat.

- shows rare evidence of a significant human activity important to a community.

Victorian Italianate dwellings, including groups of Victorian Italianate dwellings, are not rare in the Burwood LGA. Many examples of the type still survive in the Burwood LGA.

Nos 4–10 and 14 Cooper Street do not have cultural significance at a local level under this criterion.

Criterion G (Representativeness)

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.)

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> • is a fine example of its type; • has the principal characteristics of an important class or group of items; • has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity; • is a significant variation to a class of items; • is outstanding because of its setting, condition or size; or • is outstanding because of its integrity or the esteem in which it is held. 	<ul style="list-style-type: none"> • is a poor example of its type; • does not include or has lost the range of characteristics of a type; or • does not represent well the characteristics that make up a significant variation of a type.

Nos 4–10 and 14 Cooper Street demonstrate the typology of a group of modest Victorian Italianate dwellings in the Burwood LGA. Although individually they have some modifications and are not highly ornate except for No.14, as a group they have retained their original subdivision pattern, setbacks, garden setting, architectural form and features. Typical features of the architectural style and period include their asymmetrical form, hipped slated roof with intact chimneys, faceted bay, front verandah, decorative mouldings, timber-framed windows and original timber doors of narrow proportions.

The retention of the historical character and overall visual consistency allows the group to serve as a good example of surviving Victorian streetscapes within the Burwood LGA.

The properties at 4–10 and 14 Cooper Street have cultural significance at a local level under this criterion.

8.1.1 Statement of Significance

The cottages at 4 Cooper Street (Allema), 6 Cooper Street (Urangara), 8 Cooper Street (Duntroon), 10 Cooper Street (Illam) and 14 Cooper Street (Huggerstone) form a good



example of a cohesive group of Victorian Italianate dwellings. They exhibit historic setting, form, features and design elements typical of their typology and the group is a good example of residential development within the Burwood LGA from the late Victorian period.

Historically, the land was part of the land grant to Captain Thomas Rowley in 1799 that was subdivided subsequently and formed part of the 1887 Resubdivision of Brigg's Subdivision. Although not designed by any prominent architects, these houses were constructed to the general principles of the Victorian Italianate style. They are indicative of the more modest accommodation that was prevalent in the Victorian period within Strathfield and the Burwood LGA.

The Schute family resided in 4 Cooper Street for over 20 years, between 1890 and 1918. During this period, Richard Schute served as alderman of Burwood (from 1893 to 1913) and as mayor three times (1896, 1909 and 1910). His son Robert Schute is associated with the Shute Shield, the rugby union cup that was named in his honour.

As a group, the dwellings display a fair level of intactness and many architectural attributes typical of the Victorian Italianate style. This includes their asymmetrical form, hipped slated roof with intact chimneys, faceted bay, front verandah with cast iron decorations and posts, decorative mouldings, timber-framed windows and original timber doors of narrow proportions. Their consistent subdivision pattern, low fencing, setbacks, front gardens, form and features create visual uniformity and contribute to the streetscape character of Cooper Street. They contribute to the historic setting of Cooper Street, Strathfield, and the Burwood LGA.

Based on the information available for the purpose of this assessment, the group at 4–10 and 14 Cooper Street meets the threshold for local heritage listing based on its historical, aesthetic and representative attributes. No. 4 Cooper Street is additionally noted for its associative values and No. 14 for its high degree of integrity externally.

9 Conclusions and recommendations

9.1 Conclusion

This report contains an analysis of the historical development, architectural and streetscape character, a comparative analysis and a detailed assessment of the heritage significance of the subject sites based on the NSW significance assessment criteria. The assessment has considered various options for heritage listing including listing of the dwellings as individuals, as a group, or as an HCA, and incorporation into nearby HCAs. This was informed by historical research, site analysis of the subject sites and their



surroundings, and a review of the relevant development applications, planning proposals and CDCs applicable to the place.

The report has concluded that an appropriate heritage management of the subject sites is as follows:

- As a group, the properties at 4–10 and 14 Cooper Street have cultural significance at a local level for their historic, aesthetic and representative values. Additionally, 4 Cooper Street has cultural significance for its associative value.

9.2 Recommendations

The group at 4–10 and 14 Cooper Street has been assessed as being of cultural significance at a local level and warrant listing as a heritage item respectively in Schedule 5 of the Burwood LEP 2012. It is recommended that Council:

- Prepare a Planning Proposal to include the group at 4–10 and 14 Cooper Street, Strathfield.



Appendix A—NSW Heritage Office heritage assessment guidelines

The *NSW Heritage Manual* guidelines, prepared by the NSW Heritage Office and Department of Urban Affairs and Planning (July 2001), provide the framework for the assessment and the Statement of Significance in this report. These guidelines incorporate the five types of cultural heritage value identified in the Burra Charter into a specially structured framework, which is the format required by heritage authorities in New South Wales.

Under these guidelines, items (or 'places' in Burra Charter terminology) are assessed in accordance with a specific set of criteria, as set out below. An item is significant in terms of the particular criterion if the kinds of attributes listed in the inclusion guidelines help to describe it. Similarly, the item is not significant in terms of that particular criterion if the kinds of attributes listed in the exclusion guidelines help to describe it. The inclusion and exclusion guidelines are checklists only—they do not cancel each other out. The exclusion guidelines should not be applied in isolation from the inclusion guidelines, but should be used to help review and qualify the conclusions reached about the item's significance.

The criteria for assessment established by the NSW Heritage Council in accordance with the Heritage Act 1977 (NSW) (Heritage Act) are set out below.

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows evidence of a significant human activity; is associated with a significant activity or historical phase; or maintains or shows the continuity of a historical process or activity. 	<ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important activities or processes; provides evidence of activities or processes that are of dubious historical importance; or has been so altered that it can no longer provide evidence of a particular association.

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows evidence of a significant human occupation; or is associated with a significant event, person, or group of persons. 	<ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important people or events; provides evidence of people or events that are of dubious historical importance; or has been so altered that it can no longer provide evidence of a particular association

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> shows or is associated with creative or technical innovation or achievement; is the inspiration for a creative or technical innovation or achievement; is aesthetically distinctive; has landmark qualities; or exemplifies a particular taste, style or technology. 	<ul style="list-style-type: none"> is not a major work by an important designer or artist; has lost its design or technical integrity; its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded; or has only a loose association with a creative or technical achievement

Criterion (d)—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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> is important for its associations with an identifiable group; or is important to a community's sense of place. 	<ul style="list-style-type: none"> is only important to the community for amenity reasons; or is retained only in preference to a proposed alternative.

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> has the potential to yield new or further substantial scientific and/or archaeological information; is an important benchmark or reference site or type; or provides evidence of past human cultures that is unavailable elsewhere. 	<ul style="list-style-type: none"> the knowledge gained would be irrelevant to research on science, human history or culture; has little archaeological or research potential; or

Guidelines for inclusion	Guidelines for exclusion
	<ul style="list-style-type: none"> only contains information that is readily available from other resources or archaeological sites.

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> provides evidence of a defunct custom, way of life or process; demonstrates a process, custom or other human activity that is in danger of being lost; shows unusually accurate evidence of a significant human activity; is the only example of its type; demonstrates designs or techniques of exceptional interest; or shows rare evidence of a significant human activity important to a community. 	<ul style="list-style-type: none"> is not rare; or is numerous but under threat.

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

Guidelines for inclusion	Guidelines for exclusion
<ul style="list-style-type: none"> is a fine example of its type; has the principal characteristics of an important class or group of items; has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity; is a significant variation to a class of items; is part of a group which collectively illustrates a representative type; is outstanding because of its setting, condition or size; or is outstanding because of its integrity or the esteem in which it is held. 	<ul style="list-style-type: none"> is a poor example of its type; does not include or has lost the range of characteristics of a type; or does not represent well the characteristics that make up a significant variation of a type.



BURWOOD LGA – AUSGRID SUBSTATIONS (SECTION 170)

HERITAGE ASSESSMENT FOR LOCAL LISTING IN BURWOOD LEP 2012



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Introduction

This Heritage Assessment has been prepared to provide Council with an understanding of the heritage significance of seven (7) Ausgrid electrical substations located across the Burwood LGA and the necessary information to proceed with a Planning Proposal to list all 7 substations in Schedule 5 of the *Burwood Local Environmental Plan 2012* (Burwood LEP 2012) as a group heritage item.

All seven (7) of the substations are currently listed on the Ausgrid Section 170 (Heritage Act 1977) register. All State agencies are required to maintain a register of assets which hold heritage significance.

Section 170 of the *NSW Heritage Act, 1977*, requires that all State Agencies establish and keep a register entitled “Heritage and Conservation Register” (S170 Register). By inclusion on the S170 Register, it is best practice that there is an accompanying heritage inventory sheets which is usually available to the public on the relevant stage agency website or the Heritage NSW website.

Clause 22 of the *Heritage Regulation 2012* prescribes the following classes of items to be on a S170 Register:

- (a) *items that are listed as heritage items under an environmental planning instrument made under the Environmental Planning and Assessment Act 1979,*
- (b) *items that are subject to an interim heritage order,*
- (c) *items that are listed on the State Heritage Register,*
- (d) *items identified by the government instrumentality concerned as having State heritage significance.*

Ausgrid have undertaken a review of their S170 heritage and conservation register and have identified properties that do not fall under any of the classes from Clause 22 of the Heritage Regulation 2012 above.

On 22 December 2021, Council received correspondence from Ausgrid advising that they were intending on removing seven (7) electricity substations of varying ages and styles from their S.170 Register. The primary reason why these substations were to be removed was **not** because they do not have heritage significance, but rather because Council has not included the substations as items of local heritage significance in the Burwood LEP 2012.

Once the substations are removed from the S.170 Register, as they are not listed in Schedule 5 of the Burwood LEP 2012 or on the State Heritage register, there would be no heritage protection over these sites.

Council, at its meeting on 26 April 2022 considered a report on a comprehensive review of the Burwood LEP 2012. As part of this report, it was recommended that Council's Heritage Advisor undertake a review of the substations, and where appropriate make recommendations for heritage listing under Schedule 5 of Burwood LEP 2012.

In response to Ausgrid's correspondence, Council staff have undertaken a review of the potential heritage significance of these electricity substations and, based on the information available, found that all seven (7) of these fulfil the criteria for local heritage listing in Schedule 5 of the Burwood LEP 2012.

This report includes that assessment.

Scope

This report conducts a heritage significance assessment on the built heritage of the seven (7) Ausgrid electrical substations within the Burwood LGA. The scope does not extend to an Aboriginal or archaeological assessment.

Author

This report was prepared by Gavin Patton (Heritage Advisor, Burwood Council) and reviewed by Rita Vella (Manager City Planning).

Methodology

This review has been prepared in accordance with the heritage significance assessment guidelines published by Heritage NSW in 2001 and Investigated Heritage Significance (2021). It is also consistent with the relevant principles and guidelines of the Australian ICOMOs Charter for Places of Cultural Significance 2013 (the Burra Charter).

An independent external heritage consultant was not engaged for this assessment due to these sites having previously been recognised as holding heritage significance under the Section 170 Ausgrid Register.

Limitations


None of the sites internal areas were accessible for the purposes of a site inspection. The report does not include any Aboriginal or archaeological assessment.



This assessment has excluded two substations within the Burwood LGA (38 Russell Street, Strathfield (Lot 1 DP324188) & Belmore Street (Lot1 DP316438) as they were previously identified as not meeting the threshold for listing on the former Energy Australia Heritage and Conservation Register Review Project, conducted by FuturePast and Energy Australia in 2008

The Substations

The following descriptions and history notes have been extracted from the existing Inventory Sheets on the State Heritage Inventory (SHI).

Table 1 – Ausgrid Electrical Substations within Burwood LGA

Substation No and Address	Construction Date	Images
No. 48 – Cheltenham Road. 1A Princes Street	c.1925	 <p>Description: The Cheltenham Road substation is a single storey building set back from the street behind a contemporary low brick wall and entrance gate. It is constructed in the Interwar Art Deco style, with elements including a stepped roofline and front fence, parapets, asymmetrical façade with a vertical emphasis, and a relief brick Art Deco motif on the façade and entrance gate. A Modernist style cantilevered awning covers the plant entrance.</p> <p>The Cheltenham Road substation is constructed in face brick, with a cantilevered concrete awning over the main plant door. The main plant and personnel doors are of steel construction.</p> <p>History: The Cheltenham Road substation is a purpose designed and built distribution substation. Land for the building was compulsorily acquired in 1920. The Art Deco style of the substation coupled with its early asset number suggests this is likely to be a rebuilt substation which replaced an earlier style of substation (probably Stripped Classical or Mission style). The equipment in the present substation was commissioned in 1946.</p>

No. 241 – 12 Iceton Street	1928	
<p>Description: The Iceton Street substation is a single storey building set back from the street behind a low brick wall. The tuck pointed face brick is contrasted with a cement rendered lintel, identification plaque and projecting cornice. There is a personnel door to the left and a blank window to the right of a central plant access door. Brickwork around the main door is bull-nosed. The style is Interwar Stripped Classical, features of which are a symmetrical façade and parapet roof. Decorative elements include corbelled brickwork below the architrave, and soldier courses above the door and window.</p> <p>The Iceton Street substation is constructed in load-bearing face brick. The main plant door is a steel roller-shutter.</p> <p>History: The Iceton Street substation is a purpose designed and built structure dating from 1928. A cement render plaque above the plant door reads "ELECTRICITY DEPARTMENT SUBSTATION No 241". This item is typical of the substations built by the Municipal Council of Sydney in the 1920s and 1930s during the rapid expansion of the electricity network.</p>		
No. 250 – 32 Wallace Street	1927	

Description: The Wallace Street substation is a tuck-pointed brick building set back from the street behind a low brick wall. It is built in the Interwar Georgian Revival style with elements including a symmetrical façade, gabled parapet, arched facade gutter-openings and arched central window. Decorative elements include parapet dentils, a cement rendered cornice and pilasters at the main plant entrance. The plant entry doors are timber panelled. There are two fully louvered timber doors on either side of the main entrance.

The Wallace Street substation is constructed in face brick, with cement rendered pilasters, cornice, and parapet coping. The window opening arch is a triple course of brickwork.

The site retains its original timber door and fanlight, which are often lost on other substations in this style.

History: The Wallace Street substation is a purpose designed and built structure constructed in 1927. An identity plaque reads, "ELECTRICITY DEPARTMENT SUBSTATION No. 250". The substation is typical of those built by the Municipal Council of Sydney in the 1920s during the rapid roll-out of electricity to Sydney's suburbs.



No.294 – 1930
 25A Angel
 Road



Description: The Angel Road substation is a double height building set back from the street behind a low brick wall. It has a symmetrical façade designed in a mixture of the Interwar Georgian Revival and Mediterranean styles. The main feature of the façade is the central arched plant access doorway. Stylistic elements include a curved ceramic tile parapet with a corbelled brick cornice, and tuck-pointed brickwork. Decorative elements include two circular metal wall plaques and a metal name plate. There is a personnel door to the side of the arch.

The Angel Road substation is constructed in face brick with bull-nosed brick edging to the arch and the jams of the personnel entrance. The parapet is capped with ceramic tiles.

History: The Angel Road substation is a purpose designed and built structure completed 1930. A metal name plaque reads, "M.C. of S. ELECTRICITY DEPT. SUBSTATION No. 294". The substation is typical of those built by the Municipal Council of Sydney in the 1920s during the rapid roll-out of electricity to Sydney's suburbs.

No. 308 – 2B Cooper Street	c.1929	
		<p>Description: A single storey purpose built brick substation constructed circa 1929. The front façade has a large arched central doorway lined with bullnosed bricks. Double metal doors provide access and are designed to resemble panelled timber doors. An arched timber fanlight window is located above the doors. The structure is roofed with terracotta tiles.</p> <p>History: A purpose built electricity substation constructed by the Municipal Council of Sydney circa 1929. It is typical of substations constructed by the MCS throughout suburban Sydney during the roll-out of electricity to the suburbs in the 1920s and 1930s.</p>
No.313 – 4 Badminton Road	1930	
		<p>Description: The Badminton Road substation is a double height building set back from the street behind a low brick wall. It has a symmetrical façade designed in a mixture of the Interwar Georgian Revival and Mediterranean styles. The main feature of the façade is the central arched original entrance panelled door with top lights over. Stylistic elements include curved ceramic tile parapets with corbelled brick cornices, and tuck-pointed brickwork. Decorative elements include two circular metal wall plaques and a metal name plate. There is a personnel door to the left of the arch, and a blank window panel with straight-coursed bricks to the right.</p>

The Badminton Road substation is constructed in face brick with bullnosed brick edging to the arch. The parapets are capped with ceramic tile. It retains the original entrance doors and top lights over.

History: The Badminton Road substation is a purpose designed and built structure completed 1930. A metal name plaque reads, "M.C. of S. ELECTRICITY DEPT. SUBSTATION No. 313". The substation is typical of those built by the Municipal Council of Sydney in the 1920s during the rapid roll-out of electricity to Sydney's suburbs.

No.319 – 1930
Liverpool
Road.
5 Burwood
Road



Description: The Liverpool Road substation is a double height building with a symmetrical façade and designed in a mixture of the Interwar Georgian Revival, and Mediterranean styles. Two large arched plant access doorways are located on the street façade. Stylistic elements include a colored ceramic tiled parapet with a corbelled brick cornice, and tuck-pointed brickwork.

The Liverpool Road substation is constructed in a dark face-brick. Elongated bull-nosed bricks form the two arched entrances. The parapet is capped with ceramic tiles.

History: The Liverpool Road substation is a purpose designed and built structure dating from 1930. A metal name plaque reads, "M.C. of S. ELECTRICITY DEPT. SUBSTATION No. 319". It is typical of the substations built throughout Sydney during the 1920s and 1930s by the Municipal Council of Sydney.

Historical Context

Pre-Contact

The following Pre-Contact history has been extracted from the Burwood Council website.

The story of Burwood commences with the original owners of our island nation – the Aboriginal people. Long before the convict history and early European settlers, Aboriginals lived in harmony with nature. Archaeological evidence suggests that Aboriginal people occupied the area in and around Sydney at least 11,000 years ago and they may well have been there much longer.

The Aboriginals in Sydney belonged to two tribes; the 'Kuringal' or 'Eora' tribe who were coastal dwellers, and the 'Dharug' tribe who lived further inland to the foothills of the Great Dividing Range. Within these two tribes were specific clans or extended family groups.

The Aboriginals who lived in our neighbourhood, were known as the Wangal people. The Aboriginal leader Bennelong was a member of the Wangal clan.

Although the Wangal travelled about to trade and search for food, their territory was the land on the southern bank of the Parramatta River. Their boundaries extended to the west of Iron Cove to as far as Homebush Bay, with a southern boundary along the watershed between Cooks River and Sydney Harbour

The British First Lieutenant William Bradley writes in his journal about seeing a number of Wangal people along the banks of the river around Mortlake in 1788. When his exploration party stopped for breakfast on the opposite bank, a group of seven Wangals came over in canoes to meet them. "They left their spears in the canoes and came to us" wrote Lieutenant Bradley. When the Europeans had left, the Wangal people used the Europeans' fire to cook mussels they had gathered from surrounding rocks.

European invasion forced the retreat of the Wangal into alien territory, depriving them both of their source of food and spiritual connection with their country.

Development of Burwood

The following historical information has been extracted from the Heritage Impact Statement for 15 Appian Way by John Oultram in September 2021 – with Burwood Council edits. All references are contained in the original document.

The land which now includes The Appian Way, is sited within that part of Sydney granted to William Faithful in 1808. Faithful (1774-1847) was a private in the New South Wales Corps who had arrived in the penal colony in 1792. When discharged in 1799 he became the estate manager for Captain Foveaux. The new road to Liverpool (the Hume Highway) was put through Faithful's grant in 1815. At that time the 200 acres to the north of the road was purchased by Alexander Riley, and the land to the south of the road was regranted to Simeon Lord.

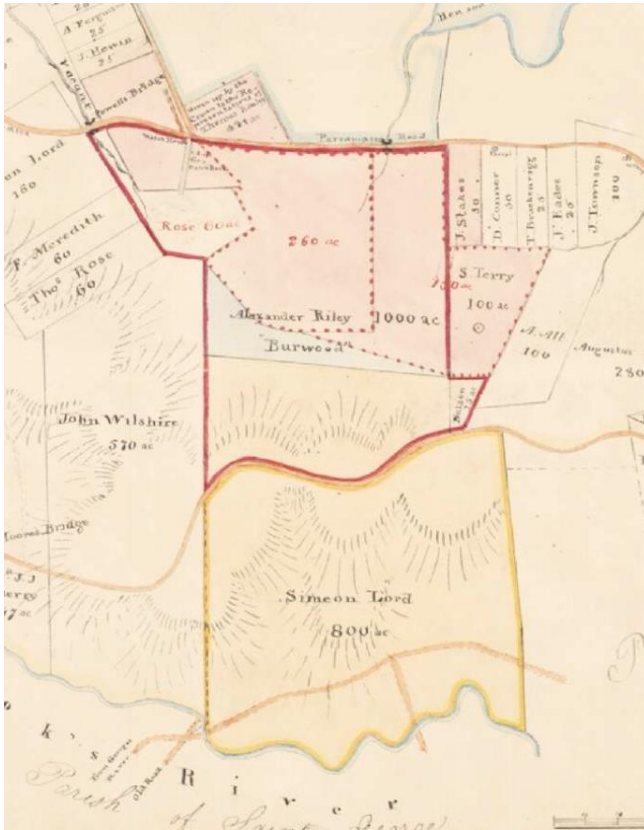


Figure 1 - This sketch survey was drawn in 1840 to show the various exchanges of land at Burwood. It recorded Faithfull's grant in yellow tint showing where Simeon Lord acquired the area south of Liverpool Road, and the area to its north now being Riley's Burwood. SLNSW

Riley (1778–1833) had arrived in Sydney in 1804 and was one of the first of the free settlers with capital to migrate to the colony. By 1809 he had settled on his grant beyond Liverpool named Raby and developed a pastoral industry there based on wool. Riley had purchased the late Captain Thomas Rowley' Burwood estate, then comprising 750 acres, in 1812. At Burwood, Riley erected around 1812 a bungalow near the Parramatta Road boundary of his estate. The bungalow (demolished in 1937) and its timbered setting were depicted in the well-known painting by Joseph Lycett published in London in 1825. This vast estate with its extensive tree cover developed into something of a resort for Sydney's bushrangers in the mid-1820s, striking at travellers on the main roads to Liverpool and Parramatta and then retreating into the bush to evade capture.



Figure 2 - Joseph Lycett's painting of Riley's Burwood Villa, published in London in 1825. NLA

Following Riley's death in 1833, Rowley's children successfully claimed entitlement to the aforementioned 750 acres. That estate was divided then between Thomas Rowley (junior), John Rowley, John Lucas (the husband of Mary Rowley), and Henry Sparrow Briggs (the husband of Eliza Rowley), while the 200 acres formerly of Faithful's grant was shared equally between them.

Over the 1830s and 1840s small areas of Burwood were released for sale by the Rowley descendants. These sales were mainly along the arterial roads leading to Liverpool and Parramatta and the purchasers in many instances were involved in trade associated with the road, such as coaching inns and other licensed premises. The bulk of the Rowleys' Burwood was subdivided in 1854 with the release of the Burwood Estate and Cheltenham Estate.

These land releases were made in anticipation of the opening of the railway station at Burwood, which opened in September 1855 on the line between Sydney and Parramatta; with Burwood being one of four (Newtown, Ashfield, and Homebush) immediate stations at the time of the opening. Prior to the development of the suburban network of railways (and tramways) the population of Sydney was largely confined to the city and surrounding villages.

The population in the city rose markedly in the 1850s owing to the Gold Rush and migration; between 1851 and 1856 the population in the city wards increased by twenty per cent while the number of new houses completed over the same period was twelve per cent.²

The railway provided the means for people to live in suburbs and commute to the city to work.

The allotments in these Burwood land releases were large at between four to 10 acres and intended more for farmlets or subsistence farming. Re-subdivision of these blocks into suburban allotments commenced soon after: in 1858 in the area beside the railway station.³

One outcome of this closer settlement was the incorporation of the district as Burwood Council in 1874 after some five years of debate.

Around the railway station and along Burwood Road a commercial and civic nexus soon developed. Being private land releases no reserves were made for civic services and these developed where they could. The site for St Paul's Anglican Church for example was purchased by the parish in 1872. The local public school, opened in 1871 after a false start in 1858, was located some distance to the west. A local post office opened in 1861, Burwood Park was acquired in 1878, etc.

Electrical Systems in Sydney and Substation Development

The 2008 FuturePast Heritage Consulting P/L review of the Energy Australia S.170 register (FuturePast Report) includes a comprehensive and detailed account of the establishment and expansion of the electricity supply network in Sydney, Newcastle and beyond. The following overview of the history has been extracted directly from that report.

The history of electricity supply in Sydney and NSW generally is rooted in the actions of local government, either operating singly or coming together with other municipalities to create regional authorities known as 'county councils'. The earliest efforts in electricity supply were those of individual councils such as Sydney and Newcastle seeking to supply street lighting and, later, private light and power, to their central areas. This was often in competition with gas, which was in general supplied by private companies which operated local monopolies. Demand quickly grew in all areas where electricity became available and the local enterprises progressively expanded to supply areas outside their initial administrative boundaries. This expansion and desire for cooperative enterprises across local government boundaries led to the creation of the 'county council' system.

The power to establish county councils came with the introduction of the Local Government Act 1919. While county councils could be formed to deal with a range of issues, including noxious weed management or town planning, the vast majority were for the provision of utility services. This was primarily electricity supply but in some cases included water supply and sewerage.

Larcombe, in his history of NSW local government, notes that the takeover of local council functions by county councils were sometimes controversial and resisted, although this seems to have been more an aspect of rural councils than urban councils. Some councils chose to provide electricity services on their own, such as Redfern Municipal Council and Bankstown Municipal Council. These smaller entities were however progressively purchased by or amalgamated with larger authorities, as happened with less populous county councils from the mid-20th century. These amalgamations of smaller electricity authorities were mainly to do with efficiency and economics, with larger systems able to both better manage load and have access to better bulk supply rates for power. Similarly, private commercial electricity enterprises were progressively acquired by government. By the 1990s, the county council system was all but defunct and the remaining larger county councils concerned with electricity supply were transformed into corporatised utility enterprises.

At the same time, competition was introduced into electricity supply and private electricity enterprises re-entered the Sydney region.

Administratively, EnergyAustralia developed out of the following principal entities:

- Municipal Council of Sydney / Sydney County Council
- Balmain Electric Light and Power Supply Corporation Ltd
- St George County Council
- Mackellar County Council
- Brisbane Waters County Council
- Shortland County Council / Orion Energy

Electricity was originally supplied in the central Sydney area by the Municipal Council of Sydney (MCS). While limited one-off electrical installations had been used for special events or to supply power to individual sites in the city in the 19th century, it was not until 1904 that the MCS began producing and distributing electric light and power. The first power station was built at Pyrmont and commenced operation in 1904. That power station was decommissioned in 1961 and is now the site of the Powerhouse Museum.

This supply was supplemented with power purchased from the Railway Commissioners power station at White Bay and later with a second Council-operated power station at Bunnerong.

The MCS supplied electricity to retail customers around the inner city, Inner West (including Burwood) and Lower North Shore and provided bulk power to outer western and northern suburbs such as Penrith, Hornsby and Manly. As was typical for early electricity providers, the MCS was a vertically integrated business, responsible for all aspects of the electricity network, including generation, transmission, distribution and retailing of electricity. In addition, the MCS and, subsequently, the Sydney County Council, were retailers of household electrical appliances.

The MCS initially competed against a number of private electric supply companies, most of which were acquired by 1914. These included the Empire Electric Light Company, the Strand Electric Light Company, the Imperial Arcade Electric Light Company and the Oxford St Electric Light Company, the Redfern Electric Light Company and the Palace Electric Light Company.

These were mainly small-scale private operations supplying power principally to commercial and industrial customers.

In all cases, the MCS acquired the customers and the goodwill only; the assets were disposed of by the companies, which were contractually obligated to not allow the assets to be reused for electricity supply purposes within the MCS's area of operations. The sole surviving asset from this period of private power generation appears to be the former Redfern Municipal Power Station, which has been converted into office space and is in private hands.

The exception to these acquisitions was the private Electric Light and Power Supply Corporation (ELPSC), which was based in Balmain, operated the Balmain Power Station and supplied electricity to some inner city Sydney suburbs.

The MCS Electricity Department was recast as the Sydney County Council (SCC) in 1935, with broad responsibility for electricity supply across the Sydney region. There was a rapid expansion in the electricity distribution network throughout this period, with 40-50 substations constructed annually.

The substations tended to be of the prevailing architectural style of the day and many examples built during a given period are practically identical in both interior and exterior design. Smaller regional providers, such as the Bankstown Municipal Council electricity undertaking and the Sutherland Shire Council undertaking were progressively taken over by the SCC following a major review of the electricity supply systems in the greater Sydney area.

The St George, Mackellar and Brisbane Water County Councils were amalgamated under the SCC banner in 1980. The scale of the SCC operation consistently made it the largest local authority in Australia throughout the second half of the 20th century.

In 1991 the SCC was reconstituted as a statutory authority and became Sydney Electricity. Sydney Electricity was ultimately merged with the Hunter regional electricity authority Orion Energy (previously known as Shortland Electricity) and corporatised to become EnergyAustralia in 1996.

In March 2011, TRUenergy acquired the EnergyAustralia retail customer base and the electricity network business formerly known as EnergyAustralia was renamed Ausgrid.

Substation Context

Electricity distribution substations were generally built as modest 1 or 2 storey buildings, with Zone Substations considerably larger in scale. These were often supplemented with pole or outdoor substations. Pole substations consist of one or more transformers mounted on one or more electricity poles. In urban areas, these type of substations were often used as temporary measures during periods of rapid expansion of the distribution network. In rural areas the pole substation was generally the norm. Some continue in use to the present day though generally enclosed metal kiosk substations are preferred, particularly as they tend to be less visually intrusive and are easier to maintain. Outdoor substations are generally open air compounds of transformers and other electrical switching equipment contained in a fenced or brick-walled compound, generally unroofed. These are also still in use, but tend to be located within industrial areas.

Early on, MCS substations were constructed mainly by the City Building Constructor, using day labour, but many substations were tendered out to private construction firms. The details as to who constructed the substations for the other electricity authorities dealt with in this report are not recorded, but it likely involved a combination of construction by private contractors and employees of the undertakings. Substations for large industrial sites were often built by the industrial enterprise on its own land, then leased back to the electricity provider at a nominal rent for 20 or more years. Most substations were built of brick, although occasionally corrugated metal was used. It is not uncommon to find brick distribution substations within commercial and residential areas throughout Sydney and Newcastle.

In the early 1930s, there was an extensive program of reroofing many Sydney area substations which had been built with timber roofs, due to fire risk. While the new roofing material is not specified, it is likely this included new metal roof trusses and corrugated metal or asbestos roof sheeting. Similarly, doors and windows in substations were regularly modified; this continues to the present day. Modifications often included replacing timber windows with vents to improve internal ventilation, blocking of windows with masonry to

address noise issues and the addition of security screens. Windows were also blocked up where there was a potential danger to the public from a blast, in the event of a transformer explosion. Timber doors were often replaced with metal doors or roller doors, for security and access reasons. The situation differed somewhat in the Hunter Valley, where electricity arrived in some areas much later than Sydney. In many cases, the early infrastructure was housed in corrugated metal sheds or were pole transformers, which were progressively upgraded and replaced with brick buildings in the mid-20th century. Due to the ephemeral nature of the construction materials used in the Hunter region, no examples of the earliest types of substations survive. The replacement of substation building components continues into the present, with an active program of replacing asbestos roofs (with corrugated metal), installing fire rated doors and improving ventilation.

The style and nature of substation construction became progressively more standardised as the electricity network expanded. While the earliest substations tended to be large, well ornamented public buildings, as they became more commonplace, substations became smaller and simpler. This reflected several things, including the need for cost-effective construction methods, the reduction in size of electrical equipment and the speed with which substations needed to be constructed to keep pace with demand. While early substations were often purpose-designed and built for a specific location, by the late 1920s the trend was for standardised designs built to a similar size and generally designed to fit on a standard suburban subdivision block, typically 100-200 m². Designs did keep pace with architectural trends and it is possible to identify a number of different and distinct architectural styles of substations. One-off designed substations did continue to be built well into the mid-20th century though these tended to be restricted to what the SCC referred to as “high class” suburbs in Sydney’s east. The number of substations constructed in the Sydney region exploded from the late 1920s, with dozens of substations being constructed in any one year to cope with expanding demand. This means that, while in the early years of network construction many substations had unique characteristics and were sited in response to a particular need, from the late 1920s standardised designs were generally used and expansion was based on a need to establish and expand the electricity grid rather than in response to localised or site-specific issues. In a heritage management sense, this means that in many instances substations are essentially identical within their temporal and stylistic groupings.

By the 1950s the trend towards architecturally designed and detailed substations was exhausted. From that point on, the freestanding metal kiosk-style substation was progressively introduced, while buildings, where they were constructed, tended towards strictly functional unadorned brick enclosures. Substation design was also influenced by the general changes in Australian building construction in the mid-20th century. The trend towards larger steel and concrete buildings saw “chamber”-style substations incorporated directly within new buildings. In such circumstances the electricity provider had little or no input into the architectural style of the substation chamber, merely supplying technical requirements which influenced the location and size of the substation within the new building. This trend also saw smaller older-style substations demolished in some areas and replaced with new chamber substations incorporated into a new development. This style of construction is commonplace today, particularly in high density urban areas.

Energy Australia’s older substations range from very finely detailed to very plain and functional. The early government-run electrical authorities were aware of the need to make substations in residential areas attractive and in keeping with the surroundings, and an architect joined the substation design area of Sydney County Council in 1936. By contrast, the modern trend is to make substations essentially invisible, through incorporating them into

larger buildings, placing them wholly underground or within anonymous small steel boxes which tend to be ignored in urban environments.

The exception to this continues to be the zone substations and high voltage switchyards, which continue to require large buildings or areas of land to house equipment. Historically, better quality buildings tended to be reserved for what the MCS referred to as “high class” suburbs (e.g. Woollahra and Mosman) while middle- and working-class suburbs generally received much simpler, functional buildings. Designs tended to be reused, sometimes with only minimal variation. There are also marked stylistic differences between substations constructed by government as opposed to those constructed by the ELPSC throughout the first half of the 20th century. The ELPSC substations tend to be functionalist brick boxes with only the slightest degree of architectural detailing or ornamentation, whereas the substations constructed by municipalities, while often reusing the same underlying design with minor variation, tend to be more finely detailed and in many instances are designed to match the architecture of the surrounding area. This may reflect the different nature of the competing priorities of a private as opposed to a government enterprise.

Existing Heritage Context

This assessment has excluded two substations within the Burwood LGA (38 Russell Street, Strathfield & Belmore Road Nr Burwood Road) as they were previously identified as not meeting the threshold for listing on the former Energy Australia Heritage and Conservation Register Review Project, conducted by FuturePast and Energy Australia in 2008

At present, seven of the substations are listed as items of local significance on the Ausgrid Section 170 Heritage Register.

Two substations are located within existing Heritage Conservation Areas:

- 32 Wallace Street – *Wallace and Brady HCA (C20 BLEP 2012)*
- 4 Badminton Road – *Badminton Road to Culdees Road HCA (C2 BLEP 2012)*

Section 170 of the NSW Heritage Act 1977 requires that all State Agencies establish and keep a register entitled "Heritage and conservation Register" (S.170 Register). By inclusion on the S.170 Register it is best practice that there is an accompanying heritage inventory sheet which is usually available to the public on the relevant State agency website or the Heritage NSW website.

Clause 22 of the Heritage Regulation 2012 prescribes the following classes of items are to be included on a S.170 Register:

- a) Items that are listed as heritage items under an environmental planning instrument made under the Environmental Planning and Assessment Act 1979,
- b) Items that are subject to an interim heritage order,
- c) Items that are listed on the State Heritage Register,
- d) Items identified by the government instrumentality concerned as having State heritage significance.

As the substations do not meet points a to c and do NOT have 'State' heritage significance, Ausgrid is obliged to remove them from the Section 170 Register.

This would mean that most of the substations would have no heritage protection or acknowledgement.

It is noted that many Councils across NSW have acted in the past 12 months to include their substations on their LEP.

Heritage Assessment – Grouped Item

Table 2 – Grouped Item Heritage Assessment

NSW Heritage Criteria	Assessment
Historical <ul style="list-style-type: none"> important in the course, or pattern, of Burwood's cultural or natural history 	<p>The seven electricity substation buildings which have been included in this assessment are historically significant as examples of the critical electricity infrastructure built by the Municipal Council of Sydney/Sydney County Council during the rapid expansion of the suburban electricity network into the Burwood LGA in the 1920s and 1930s.</p> <p>The substations <u>therefore meet the threshold for Historical Significance.</u></p>
Associative <ul style="list-style-type: none"> has strong or special association with the life or works of a person, or group of persons, of importance in Burwood's cultural or natural history 	<p>This assessment has not uncovered any evidence to suggest that the substations are connected to or have strong links with groups or people of importance in relation to Burwood LGA.</p> <p>The substations would not <u>meet the threshold for listing under this criterion.</u></p>
Aesthetic or Technical <ul style="list-style-type: none"> important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in Burwood 	<p>All seven substations included in this assessment have a high degree of intactness in their structure and mostly their setting. Five of the seven substations are similarly designed in a mixture of the Interwar Georgian Revival and Mediterranean styles.</p> <p>The other substations (Cheltenham Road) is in the Art Deco design, while Iceton Street is in Stripped Classical design. The substations provide a different architectural style in their locations, mostly nestled within bungalow or other Federation dwellings</p> <p>The substations <u>meet the threshold for aesthetic significance.</u></p>
Social <ul style="list-style-type: none"> strong or special association with a particular community or cultural group in Burwood (social, cultural or spiritual reasons) 	<p>The grouped substations are not associated with any particular community or social group within the Burwood LGA.</p> <p>Therefore <u>the substations do not meet the threshold for Social significance.</u></p>
Research Potential <ul style="list-style-type: none"> potential to yield information that will contribute to an understanding of Burwood's cultural or natural history 	<p>The likelihood of the substation sites giving rise to any unexpected findings or additional research information not readily available elsewhere is low.</p> <p>The substations do not <u>meet the threshold for Research Potential.</u></p>
Rarity	

NSW Heritage Criteria	Assessment
<ul style="list-style-type: none"> possesses uncommon, rare or endangered aspects of Burwood's cultural or natural history 	Of the seven substations, only two, Cheltenham Road (designed in Art Deco Style) and Iceton Street (designed in Stripped Classical), meet this criterion.
Representative <ul style="list-style-type: none"> important in demonstrating the principal characteristics of a class of Burwood's cultural or natural places, or cultural or natural environments 	<p>All seven substations are representative examples of the electricity infrastructure constructed as part of the very fast expansion of delivering electricity to residents of Burwood in the 1920s and 1930s.</p> <p><u>Therefore, the substations are considered to have met the threshold for representative significance.</u></p>

Statement of Significance

The electrical substations included in this assessment all demonstrate historical, aesthetic and representative heritage significance.

They meet historical significance due to their ability to demonstrate the fast growing demand for electricity in the Sydney and wider regions during the first half of the 20th Century. They demonstrate how local distribution of electricity was organised at that time and the similarity in design of a new building typology across Burwood and the broader Sydney area.

They meet aesthetic significance due to their unique design as a building typology – infrastructure nestled within residential dwellings. The substations in Burwood LGA (which form part of this report) are all generally intact. The majority (5) are designed in the Interwar Georgian Revival with Mediterranean influences. These present attractive one storey and double height small buildings, with fanlights, arches and Spanish profile terracotta roof tiles.

Two substations, Cheltenham Road (Art Deco) and Iceton Street (Stripped Classical) also meet the Rarity criterion as being the only substations built in their respective styles in the Burwood LGA.

Finally, the seven substations all meet the threshold as Representative examples of the electricity substation typology of the first half of the 20th Century, in design and location.

ITEM NUMBER GB1/23 - ATTACHMENT 4
Burwood LGA Ausgrid Substations - Heritage Assessment - February 2023

Ausgrid Substation Review – Heritage Listing

Summary Significance Matrix

Substation No. & Address	Historical	Associative	Aesthetic or Technical	Social	Research Potential	Rarity	Representative
No.48 – Cheltenham Road. 1A Princes Street	✓	✗	✓	✗	✗	✓	✓
No. 241 – 12 Icton Street	✓	✗	✓	✗	✗	✓	✓
No. 250 – 32 Wallace Street	✓	✗	✓	✗	✗	✗	✓
No.294 – 25A Angel Road	✓	✗	✓	✗	✗	✗	✓
No. 308 – 2B Cooper Street	✓	✗	✓	✗	✗	✗	✓
No.313 – 4 Badminton Road	✓	✗	✓	✗	✗	✗	✓
No.319 – Liverpool Road. 5 Burwood Road	✓	✗	✓	✗	✗	✗	✓

Conclusion and Recommendations

This assessment has determined that all seven substations which have been included in this review meet the threshold for *at least* three of the NSW Heritage Council's heritage significance criteria. Given the substations are all one building typology, it is prudent that Council lists these as a group listing (rather than individual listings).

It is recommended that the following substations be included in Schedule 5 of the *Burwood Local Environmental Plan 2012* as a grouped heritage item. The Inventory Sheet will include descriptions of each substation (as included above) and identify that the heritage curtilage applies to each allotment.

- *Substation No.48* – Cheltenham Road/1A Princes Street, Burwood. DP449839 Lot 1
- *Substation No. 241* – 12 Iceton Street, Burwood. DP607950 Lot 13
- *Substation No. 250* – 32 Wallace Street, Croydon. DP319038 Lot 1
- *Substation No.294* – 25A Angel Road, Strathfield. DP325573 Lot 1
- *Substation No. 308* – 2B Cooper Street, Strathfield. DP324150 Lot 1
- *Substation No.313* – 4 Badminton Road, Croydon. DP324990 Lot 1
- *Substation No.319* – Liverpool Road/5 Burwood Road, Enfield. DP574784 Lot 1