



IRF24/2187

Gateway determination report – PP-2024-1886

Willoughby Council Heritage Review 2024

June 25



Published by NSW Department of Planning, Housing and Infrastructure

dpie.nsw.gov.au

Title: Gateway determination report – PP-2024-1886

Subtitle: Willoughby Council Heritage Review 2024

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Acknowledgment of Country

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

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Table 1 Reports and plans supporting the proposal

Relevant reports and plans
Willoughby Heritage Review and Addendum (March 2024)
Naremburn Civic Centre Heritage Conservation Area Inventory Sheet (November 2024)
Naremburn Heritage Conservation Area Inventory Sheet (November 2024)
Willoughby City Council meeting agenda 24 June 2024
Willoughby City Council meeting minutes 24 June 2024

1 Planning proposal

1.1 Overview

Table 2 Planning proposal details

LGA	Willoughby
PPA	Willoughby City Council
NAME	Willoughby Council Heritage Review 2024
NUMBER	PP-2024-1886
LEP TO BE AMENDED	Willoughby Local Environmental Plan 2012
ADDRESS	Multiple sites across the LGA
RECEIVED	26/08/2024
FILE NO.	IRF24/2187
POLITICAL DONATIONS	There are no donations or gifts to disclose and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

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

The intended outcome of the planning proposal is to provide statutory protection of areas and items of heritage significance.

The intent of this planning proposal is clear and adequate.

1.3 Explanation of provisions

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

- Amend Schedule 5 Part 1 and the Heritage Map to include 14 new local heritage items
- Amend Schedule 5 Part 2 and the Heritage Map to:
 - create a new Naremburn Civic Centre heritage conservation area (HCA)
 - amend the existing Naremburn HCA.

Table 3 lists the proposed heritage items and the proposed HCAs are outlined in **Figure 1**.

It's noted that the Willoughby Heritage Review 2024 identifies the Chatswood Bowling Club and Front wall and gate pier in front of 655A Pacific Highway as a single item while the proposal identified it as two items. A Gateway condition has been included to correct this inconsistency.

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

Table 3 Proposed local heritage items

Locality	Item name	Address	Property Description
Castlecrag	The Scarp Retaining Wall	The Scarp, adjacent to Castlehaven Reserve	Part of road reserve known as 'The Scarp'.
Castlecrag	The Rampart Culvert	The Rampart, Castlecrag. Near to Turret Reserve	Part of road reserve known as 'The Rampart'
Castlecrag	Flat Roofed Stone Bridge	Between 79 and 81 The Bulwark	Part of road reserve known as 'The Bulwark'.
Castlecrag	Arched Stone Bridge	Between 86 and 88 The Bulwark	Part of road reserve known as 'The Bulwark'.
Castlecrag	Rivett House	148 Edinburgh Road	Lot 2 DP315876 Lot 63 DP13141
Castlecrag	Albion House	2 The Rampart	Lot 171 DP13141
Castlecrag	Hedberg House	42 The Bulwark	Lot 465 DP19826
Chatswood	The Salvation Army Citadel	121 Victoria Avenue	Lot 10 DP10079
Chatswood	Boronia	58 Johnson Street	Lot 23 DP1556
Chatswood	Chatswood Bowling Club	655 Pacific Highway	Lot 2 DP861346
Chatswood	Front wall and gate pier in front of 655A Pacific Highway, Chatswood	Part 655A Pacific Highway	Part CP SP57067
Naremburn	Henry Lawson Cave, Flat Rock Gully	Flat Rock Gully, Naremburn	Part Lot 7 DP524254 Part Lot 3 DP506449
Naremburn	Sisters of St Joseph's Convent	36 Merrenburn Avenue	Lot 2 DP115889 Lot B DP341975
Naremburn	23 & 25 Dalleys Road	23-25 Dalleys Road	Lot CP SP9070 Lot A DP306470

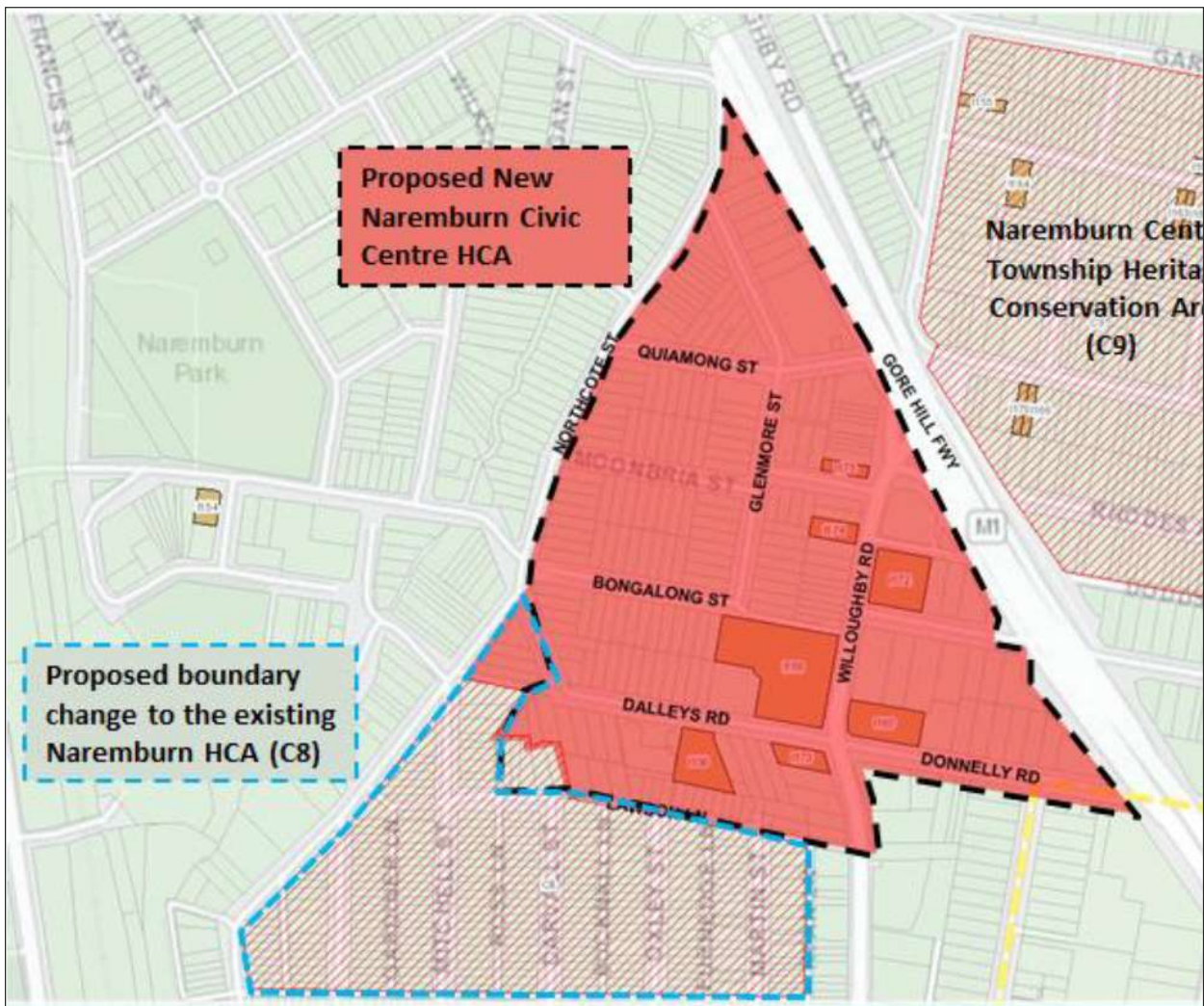


Figure 1: Proposed new and amended HCAs (source: planning proposal 2024)

1.4 Site description and surrounding area

The planning proposal applies to multiple sites and areas within the Willoughby LGA, which is located within the Northern City District. The sites and areas subject to the proposal are described in section 1.4.1 and 1.4.2 below.

The Department has undertaken a review of the proposal and supporting draft heritage data forms. In some instances, the documents do not include clear photographic documentation of the proposed items and some of the property descriptions appear to be out of date. Required amendments to the proposal package include:



- Planning proposal and draft heritage data forms are updated to include appropriate visual documentation, including current site photographs, noting there are no images of the houses subject to the Naremburn HCA extension (13-17 Northcote Street and 32 Dalleys Road, Naremburn).
- Lot and DP Descriptions for all proposed heritage items to be included in the planning proposal.


Council should review the documents prior to exhibition. The Gateway determination includes a condition to update the proposal prior to exhibition to ensure property descriptions are up to date

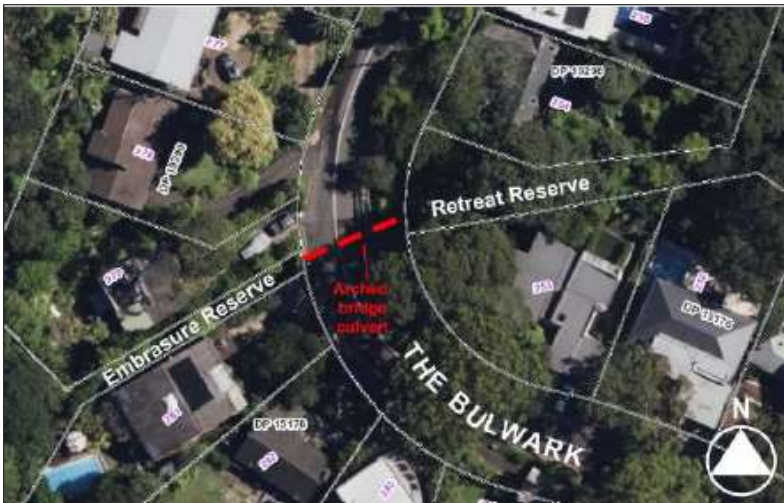

and that all supporting heritage data forms include photographs and figures which are accurate, clearly labelled and identify each of the sites or areas (including significant features where relevant).

1.4.1 Proposed local heritage items

Site 1 - The Scarp Retaining Wall, Castlecrag	
Address	The Scarp, adjacent to Castlehaven Reserve
Property description	Part of road reserve known as 'The Scarp'.
Site description	<p>The Scarp Retaining Wall is a wall made of rough sandstone blocks built between 1930 and 1936 by the Greater Sydney Development Association / Walter Burley Griffin. The wall is not visible from the street as it is located below the level of the roadway. It is approximately 30m long and 1.5m to 2m in height.</p>  <p>Figure 2: Site location in red (source: Planning Proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. No principal development standards apply to the site.
Site photos	 <p>Figure 3: Site photo (source: Lucas Stapleton Johnson & Partners)</p>



Site 2 - The Rampart Culvert, Castlecrag	
Address	The Rampart, Castlecrag. Near to Turret Reserve
Property description	Part of road reserve known as 'The Rampart'.
Site description	<p>The Rampart Culvert is a stone drainage culvert made of sandstone, constructed between 1922 and 1923 by the Greater Sydney Development Association / Walter Burley Griffin. It is approximately 8m long. A concrete lid has been placed over the channel at street level on the southern side of road.</p>  <p>Figure 4: Site location in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. No principal development standards apply to the site.
Site photos	 <p>Figure 5: Site photo (source: Lucas Stapleton Johnson & Partners)</p>



Site 3 - Flat Roofed Stone Bridge Culvert, Castlecrag	
Address	The Bulwark, Castlecrag. Between 79 and 81 The Bulwark
Property description	Part of road reserve known as 'The Bulwark'.
Site description	<p>The Flat Roofed Stone Bridge Culvert was constructed between 1928-1930, is approximately 10m in length and is made of rough-hewn sandstone. It comprises two rectangular 'ducts' that allow water to flow underneath, large sandstone abutments on the southeast side which support the timber pedestrian pathway, and an inlet on the northern side that has been covered over by a concrete lid and wire fence.</p>  <p>Figure 6: Site location identified in red (source: Planning Proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. No principal development standards apply to the site.
Site photos	 <p>Figure 7: Site photo (source: Lucas Stapleton Johnson & Partners)</p>



Site 4 - Arched Stone Bridge Culvert, Castlecrag	
Address	The Bulwark, Castlecrag. Between 86 and 88 The Bulwark
Property description	Part of road reserve known as 'The Bulwark'.
Site description	<p>The culvert was constructed between 1928-1930. It is approximately 12m in length and is made of rough-hewn sandstone blocks. It comprises a barrel vaulted tunnel with flanking angled buttresses approximately 5m in length projecting into the Retreat Reserve.</p>  <p>Figure 8: Site location identified in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. No principal development standards apply to the site.
Site photos	 <p>Figure 9: Site photos (source: Lucas Stapleton Johnson & Partners)</p>



Site 5 - Henry Lawson Cave, Naremburn	
Address	Flat Rock Gully, Naremburn
Property description	Part Lot 7 DP524254 & Part Lot 3 DP506449
Site description	<p>The cave is natural feature located within Flat Rock Gully, a public park that follows the original creek line of Flat Rock Creek.</p>  <p>Figure 10: Site location, identified in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned RE1 Public Recreation. No principal development standards apply to the site.
Site photos	 <p>Figure 11: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

Site 6 - Rivett House, Castlecrag	
Address	148 Edinburgh Road, Castlecrag
Property description	Lot 2 DP315876 & Lot 63 DP13141
Site description	<p>Rivett house was constructed in 1928, with the garage constructed in 1935. It is a rendered brick, modernist, single storey detached residence designed by Walter Burley Griffin.</p>  <p>Figure 12: Site location, identified in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. An Floor Space Ratio (FSR) of 0.25:1, minimum lot size of 650 m ² , and a height of buildings of 8m apply.
Site photos	 <p>Figure 13: Site photo (source: Lucas Stapleton Johnson & Partners Pty. Ltd)</p>

Site 7 - Albion House, Castlecrag	
Address	2 The Rampart, Castlecrag
Property description	Lot 171 DP13141
Site description	<p>Albion house was designed by Eric Nicholls and constructed in 1946. It is a rendered concrete, single storey, modernist detached residence.</p>  <p>Figure 14: Site location, identified in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. An FSR 0.25:1, a minimum lot size of 650 m ² , and a height of buildings of 8m apply to the site.
Site photos	 <p>Figure 15: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

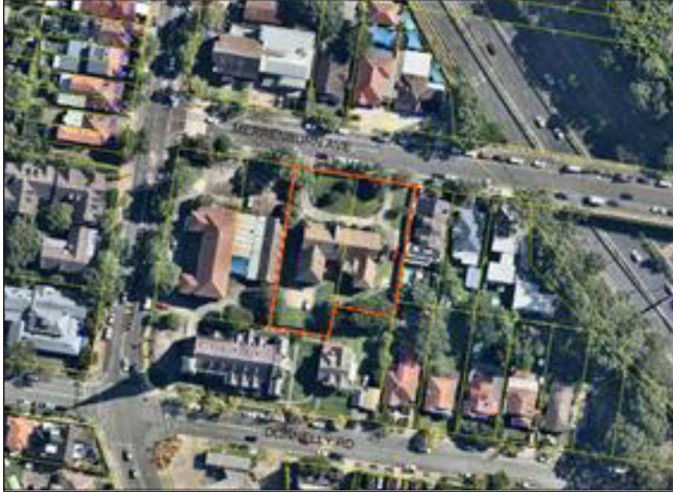

Site 8 - Hedberg House, Castlecrag	
Address	42 The Bulwark, Castlecrag
Property description	Lot 465 DP19826
Site description	<p>Hedberg House was designed by Eric Nicholls and constructed around 1949. It is a sandstone clad, rendered, single storey, modernist detached residence.</p>  <p>Figure 16: Site location, identified in red (source: Planning Proposal 2024)</p>
Existing Controls	The site is zoned C4 Environmental Living. An FSR 0.25:1, a minimum lot size of 650 m ² , and a height of buildings of 8m apply to the site.
Site photos	 <p>Figure 17: Site photo (source: Lucas Stapleton Johnson & Partners)</p>



Site 9 - Former Salvation Army Citadel, Chatswood	
Address	121 Victoria Avenue, Chatswood
Property description	Lot 10 DP10079
Site description	<p>The former Salvation Army Citadel was constructed in 1923. It is a Place of worship, designed in the Edwardian baroque style, with a brick facade.</p>  <p>Figure 18: Site location, identified in red (source: planning proposal 2024)</p>
Existing Controls	The site is zoned R2 Low Density Residential. An FSR of 0.4:1, minimum lot size of 550 m ² , and a height of buildings of 8.5m apply to the site.
Site photos	 <p>Figure 19: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

Site 10 – Boronia (Loreto), Chatswood	
Address	58 Johnson Street, Chatswood
Property description	Lot 23 DP1556
Site description	<p>Boronia was constructed in 1913. It is a brick face, single storey, detached Federation cottage, which is substantially intact externally and internally. The property serves as the headquarters and museum of the Willoughby District Historical Society since its establishment in 1993.</p>  <p>Figure 20: Site location, identified in red (source: Planning proposal 2024)</p>
Existing Controls	The site is zoned R2 Low Density Residential. An FSR of 0.4:1, minimum lot size of 550 m ² , and height of buildings of 8m apply to the site.
Site photos	 <p>Figure 21: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

Site 11 - Chatswood Bowling Club, Chatswood	
Address	655 Pacific Highway, Chatswood
Property description	Lot 2 DP861346
Site description	<p>The bowling club was constructed in 1901 and remodelled in 1938 and is a mix of Federation and Interwar styles. The original building was designed by William Matheson Gordon and the remodel by Clifford Horace Finch.</p>  <p>Figure 22: Site location, identified in red (source: planning proposal 2024)</p>
Existing Controls	The site is zoned RE2 Private Recreation. No principal development standards apply to the site.
Site photos	 <p>Figure 23: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

Site 12 - Front wall and gate pier in front of 655A Pacific Highway, Chatswood	
Address	Part 655A Pacific Highway, Chatswood
Property description	Part CP SP57067
Site description	<p>The Front wall and gate pier are surviving elements of the original allotment and configuration of the Chatswood Bowling Club prior to 1995.</p>  <p>Figure 24: Site location, identified in red (source: planning proposal 2024)</p>
Existing Controls	The site is zoned R3 Medium Density Residential. It has an FSR of 0.9:1 and a maximum height of buildings of 12m.
Site photos	 <p>Figure 25: Site photos (source: Lucas Stapleton Johnson & Partners)</p>

Site 13 - Sisters of St Joseph's Convent, Naremburn	
Address	36 Merrenburn Avenue, Naremburn
Property description	Lot 2 DP115889 & Lot B DP341975
Site description	<p>The convent is a face brick building built in 1935/1936 and designed by Edward Rodwell Green in the Simplified Romanesque style.</p>  <p>Figure 26: Site location, identified in red (source: planning proposal 2024)</p>
Existing Controls	The site is zoned R3 Medium Density Residential. It has an FSR of 0.7:1 and a height of buildings of 9m.
Site photos	 <p>Figure 27: Site photo (source: Lucas Stapleton Johnson & Partners)</p>

Site 14 - 23 & 25 Dalleys Road, Naremburn	
Address	23 & 25 Dalleys Road, Naremburn
Property description	Lot CP SP9070 & Lot A DP306470
Site description	<p>The sites are occupied by a pair of substantially intact Modern/Moderne era residential flat buildings. They were constructed in 1941 and designed by Harold Osmond Wilfred. No. 25 has since been amalgamated into one residence.</p>  <p>Figure 28: Site location, identified in red (source: planning proposal 2024)</p>
Existing Controls	The site is zoned R2 Low Density Residential. An FSR of 0.45:1, minimum lot size of 550 m ² , and a height of buildings of 8.5m apply to the site.
Site photos	 <p>Figure 29: Site photos (No. 23 on left and 25 right) (source: Lucas Stapleton Johnson & Partners)</p>

1.4.2 Proposed amendments to the Naremburn HCA

The existing HCA is bounded by Northcote Street, Henry Lane, Ryan Lane, Lawson Lane and Ross Lane Naremburn. Existing development is primarily characterised by detached single storey houses.

The current Naremburn HCA was created in response to the *Willoughby Heritage Study 1986*, prepared by Jonathan Falk Planning Consultants Pty Ltd. Whilst the assessment of heritage significance for this study was completed prior to the introduction of the updated criteria by the Heritage Council of NSW in 1999, Council have provided an Inventory Sheet for the proposed amended HCA.

The area proposed to be added to the HCA is to the north of the existing area and bounded by Hutton Lane, Northcote Street and Dalleys Road Naremburn. The area proposed to be added to the HCA is located 460m northeast of St Leonards train station, and 300m southwest of Naremburn local centre.

The proposed and existing HCA is zoned R2 Low Density Residential.

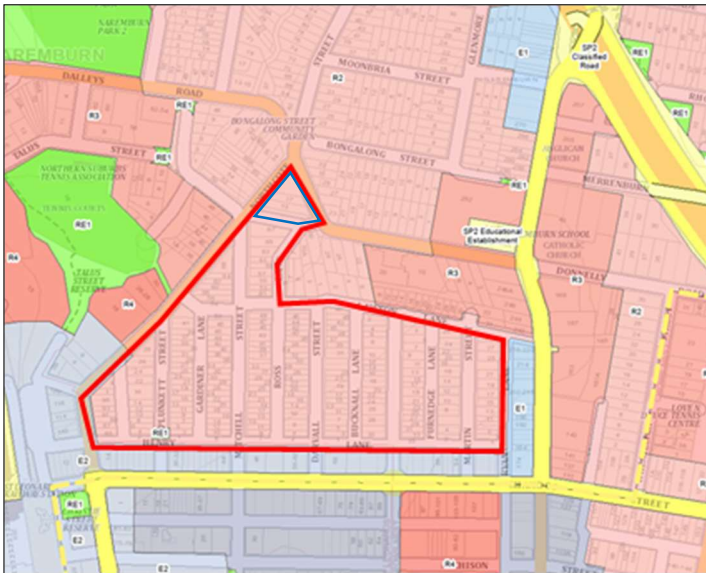


Figure 30: Land use zoning, with proposed extension shown in blue (source: NSW Planning Portal Spatial Viewer, September 2024)



Figure 31: View of 13-17 Northcote Street Naremburn, to be added to Naremburn HCA (source: DPHI September 2024)



Figure 32: View of 32 Dalleys Rd Naremburn, to be added to Naremburn HCA (source: DPHI September 2024)

1.4.3 Proposed new Naremburn Civic Centre HCA

The subject area is bounded by the Gore Hill Freeway, Northcote Street, Ross Street/ Lawson Lane and Donnelly Road. It is proposed to also include 1- 9 Ross Street which is currently part of the existing Naremburn HCA.

The area site is principally zoned for a mix of R2 Low Density Residential, R3 Medium Density Residential, and E1 Local Centre. Existing development is characterised by a mix of detached houses, local shops, community buildings, low-rise residential flat buildings and townhouse developments.

The area is located 410m northeast of St Leonards train station and 600m from the Crows Nest Metro Station at their closest points.

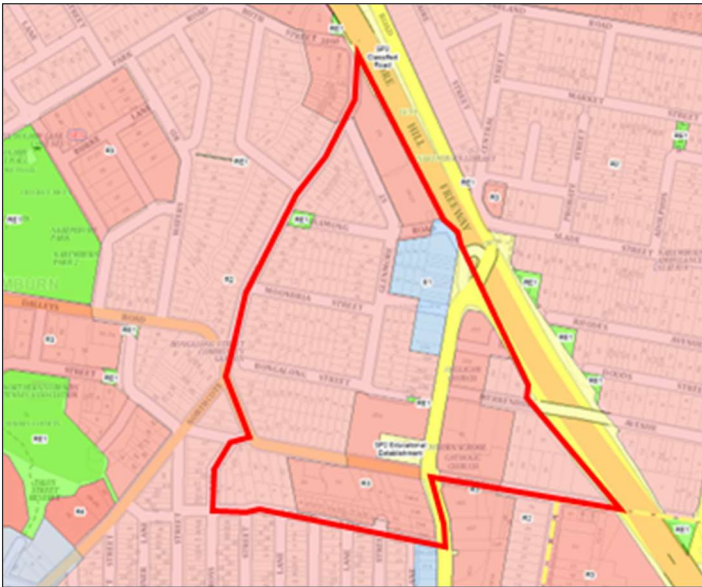


Figure 33: Land use zoning (source: NSW Planning Portal Spatial Viewer, September 2024)



Figure 34: Photos of 11-15 Bongalong Street (left) and 7 Moonbria Street (right) (source: Lucas Stapleton Johnson & Partners)



Figure 35: Shops along Willoughby Road (source: Lucas Stapleton Johnson & Partners)

1.5 Mapping

The planning proposal includes mapping to identify the proposed changes to the Willoughby LEP 2012 Heritage Map and is considered suitable for community consultation.

1.6 Background

Table 3: Timeline of planning proposal

Date	Event
March 2024	Willoughby Heritage Review completed by LSJ Architects.
14 May 2024	Willoughby Local Planning Panel supported the planning proposal progressing to Gateway, with additional advice on consideration of the recent rezoning of Naremburn town centre and implications for the integrity of the heritage conservation area. In response to this advice an addendum was included with the Willoughby Heritage Review, addressing the Naremburn town centre.
24 June 2024	Council resolved to submit the planning proposal for Gateway.
26 August 2024	Planning proposal lodged with the Department for Gateway determination.

2 Need for the planning proposal

The planning proposal is the result of the Willoughby Heritage Review, undertaken by LSJ Architects on behalf of Council, which identifies new heritage items, a new HCA and amendments to an existing HCA.

The heritage review states that it was informed by guidelines and documents used for determining heritage significance recommended by the NSW Heritage Office, including:

- Assessing Heritage Significance Guidelines 2023
- Heritage Conservation Areas, NSW Heritage, 1996
- NSW Heritage Office Heritage Manual 2000
- The Burra Charter.

A planning proposal is the mechanism to amend the Waverley LEP 2012 and provide statutory listings for local heritage items and HCAs.

2.1 Proposed local heritage items

Each site was assessed against the seven criteria included in the Heritage Office Guideline in the Heritage Review undertaken by LSJ Architects on behalf of Council. If an item meets one of the seven listing criteria at a local level and retains the integrity of its key attributes, it can be considered to have local heritage significance. The key findings of this assessment are summarised in **Table 7**.

As noted in section 1.3, 'Chatswood Bowling Club' and 'Front wall and gate pier in front of 655A Pacific Highway' have been captured collectively in the heritage review and share an assessment against the criteria but are identified as separate items in the planning proposal. This inconsistency should be resolved prior to consultation.

Table 4: Summary of Heritage Review – Proposed heritage items

Site	a) Historic	b) Historical association	c) Aesthetic / creative / technical achievement	d) Social, cultural and spiritual	e) Research potential	f) Rare	g) Representative
The Scarp Retaining Wall	✓	✓	✓	✓	✓	✓	✓
The Rampart Culvert	✓	✓	✓	✓	✓	✓	✓
Flat Roofed Stone Bridge	✓	✓	✓	✓	✓	✓	✓
Arched Stone Bridge	✓	✓	✓	✓	✓	✓	✓
Rivett House	✓	✓	✓	✓	✓	✓	✗
Albion House	✓	✓	✓	✓	✓	✓	✓
Hedberg House	✓	✓	✓	✓	✓	✓	✓
The Salvation Army Citadel	✓	✓	✓	✓	✓	✓	✓
Boronia	✓	✓	✗	✓	✓	✗	✓
Chatswood Bowling Club	✓	✓	✓	✓	✓	✗	✗
Front wall and gate pier	✓	✓	✓	✓	✓	✗	✗

Site	a) Historic	b) Historical association	c) Aesthetic / creative / technical achievement	d) Social, cultural and spiritual	e) Research potential	f) Rare	g) Representative
in front of 655A Pacific Highway, Chatswood							
Henry Lawson Cave, Flat Rock Gully	✓	✓	✓	✓	✗	✓	✓
23 & 25 Dalleys Road	✓	✓	✓	✗	✗	✓	✓
Sisters of St Joseph's Convent	✓	✗	✓	✓	✓	✓	✓

The documentation provided by Council in support of the planning proposal addresses the local criteria for assessing heritage. A summary is provided below.

Criterion (a) Historical significance

To meet this criterion an item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

The heritage review identified that all of the sites have cultural significance at a local level:

- Many of the Castlecrag items are examples of Walter Burley Griffin's design for the suburb in the early 20th century.
- The Chatswood Bowling Club has been in continuous use since 1900.

Criterion (b) Historical association

To meet this criterion a place or object 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 the local area.

The planning proposal identifies that, excluding the Sisters of St Joseph's Convent, the sites meet these criteria as they have associations with persons and groups of importance, including:

- Figures and sportspeople associated with the Chatswood Bowling Club including bowler Norm Berry, club founders William Wilkie and Harry Augustus Young, the Archbold family, and designers/architects William Matheson Gordon and Clifford Horace Finch.
- Locally significant architects and designers including Walter Burley Griffin, Marion Mahoney Griffin, Harold Osmond Wilfred, and Eric Milton Nicholls.
- 'Boronia' is associated with the Willoughby District Historical Society and has been used as a local history museum since 1993.
- Henry Lawson Cave is associated with renowned poet Henry Lawson.

Criterion (c) Aesthetic/creative/technical achievement

To meet this criterion a place or object is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.

All of the sites, with the exception of Boronia, have been identified as having cultural significance at a local level on account of:

- The sites being identified as aesthetically distinctive, displaying features and detailing of Georgian, Simplified Romanesque, Federation, Moderne/Modernist, Edwardian baroque, Inter-War or Post-War Functionalist style development in the Willoughby LGA.
- The sites retaining their original design integrity despite some alterations on certain sites.

Criterion (d) Social, cultural and spiritual significance

To meet this criterion a place or object has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.

All sites, with the exception of 23 & 25 Dalleys Road, were identified as meeting the criteria for social significance at a local level on account of:

- The Sisters of St Josephs continual use of the convent since its construction in the 1930s
- Henry Lawson Cave being associated with poet Henry Lawson and continued use of the cave for poetry readings and other community gatherings.
- Contribution of Castlecrag landscape heritage items to the character of the historic subdivision.
- The connection of historical figure Walter Burley Griffin with the design of several items proposed for listing.
- Ongoing use of the Chatswood Bowling Club for recreational sport since 1900.

Criterion (e) Research Potential

To meet this criterion a place or object has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.

With the exception of Henry Lawson Cave and 23 & 25 Dalleys Road, all sites were identified as having research potential. The heritage review justifies this largely in relation to the historic associations with items and their respective designers.

In the case of Boronia, research potential is noted in connection with its current use since 1993 as a local history museum, which focuses on the following elements of Willoughby's history:

- Local industries and working lives
- Domestic life
- Towns, suburbs and villages
- Immigration and ethnic influences

The Department is of the view that some items do not meet the threshold for this criterion and should be reviewed prior to consultation. As the items meet other criterion this does not prevent the planning proposal proceeding.

Criterion (f) Rarity

To meet this criterion a place or object possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.

The heritage review found that all sites meet this criterion with the exception of Boronia and Chatswood Bowling Club. Rarity was largely justified in the heritage review in relation to:

- Continual operation of the St Joseph's Convent since the 1930s as its original use, where other convent buildings have since been repurposed.
- Historical connection of Henry Lawson Cave to famous poet Henry Lawson.
- Being surviving and/or intact works of either Harold Osmond Wilfred, Walter Burley Griffin or Eric Nicholls.

The Department is of the view that some items do not meet the threshold for this criterion and should be reviewed prior to consultation. As the items meet other criterion this does not prevent the planning proposal proceeding.

Criterion (g) Representativeness

To meet this criterion a place or object is important in demonstrating the principal characteristics of a class of the local area's:

- cultural or natural places
- cultural or natural environments.

The planning proposal identifies that 11 of the 14 proposed items met the criterion for having significance at a local level on account of the following:

- Several sites are representative of a residential development that contains fine examples of Georgian, Simplified Romanesque, Federation, Moderne/Modernist, Edwardian baroque, Inter-War or Post-War Functionalist style architecture, demonstrative of early development of estate subdivisions, as well as the change in historical land use.
- St Joseph's Convent being a good representative example of a *'functioning convent building displaying most of the key features of this building type'*.
- 23 & 25 Dalleys Road, The Salvation Army Citadel, Boronia, Rivett House, and Albion House all demonstrating a level of internal intactness.
- Henry Lawson Cave being *'representative of a natural sandstone outcrop cave in a public park'*.
- Castlecrag landscape items *'collectively demonstrate Griffin's approach to the design of Castlecrag and the integration of the landscape and natural topography with built forms'*.

In summary, each of the 14 sites has met at least five of the criteria for heritage listing at a local level. The Department considers there is sufficient merit for the proposed new local heritage listings to proceed to public exhibition.

2.2 Proposed new and amended HCAs

Each area was assessed against the seven criteria included in the Heritage Office Guideline. If an item meets one of the seven listing criteria at a local level and retains the integrity of its key attributes, it can be considered to have local heritage significance.

Council's assessment has found that the proposed new HCA meets at least 5 of the criteria for assessing heritage significance. The criteria assessment of the existing Naremburn Heritage Conservation Area is based on criteria assessment from the Willoughby Heritage Study (1986) and the additional Naremburn HCA Inventory Sheet provided by Council in November 2024.

Proposed amended Naremburn HCA (C8)

The planning proposal states that the proposed amended Naremburn HCA aims to conserve an additional portion along Hutton Lane, Northcote Street, and Dalleys Road (No. 13 to 17 Northcote Street and No. 32 Dalleys Road) which aligns closely with the historical development pattern of the existing Naremburn HCA, as was identified in the 1986 heritage review. As part of the amended boundary 1-9 Ross Street is proposed to be transferred to the new Naremburn Civic Centre Heritage Conservation Area.

The current Naremburn HCA was created in response to the *Willoughby Heritage Study 1986*, prepared by a suitably qualified heritage consultant, Jonathan Falk Planning Consultants Pty Ltd.

Council have provided an Inventory Sheet for the proposed amended HCA. It states the HCA meets criteria for historic, historical and historical association significance due to its location on part of Edward Wollstonecraft's land grant and subsequent formation of the Crow's Nest Subdivision No. 4, released in 1903. The subdivision pattern set in 1903 has remained substantially intact and is inclusive of the area proposed for extension.

The planning proposal and supporting information do not provide adequate justification for the expansion of the Naremburn HCA or explain how the features of the properties proposed to be including (13 to 17 Northcote Street and 32 Dalleys Road) are consistent with the statement of significance and physical description of the existing HCA. Furthermore, there is no commentary on what impact the significant alterations to the properties at 13-17 Northcote Street have on the heritage significance.

Accordingly, a Gateway condition is recommended to remove these properties from the proposed Naremburn HCA alterations prior to public exhibition of the planning proposal.

Proposed new Naremburn Civic Centre HCA

The planning proposal states the proposed new Naremburn Civic Centre HCA aims to conserve the local centre of Naremburn and surrounding residential as it demonstrates a mostly intact subdivision pattern, street layout, and buildings, dating from the late 19th and early 20th centuries. It is noted in the proposal, The HCA *'retains evidence of early development, particularly in its commercial, civic, and institutional precincts, reflecting the historical evolution of Naremburn as one of the council's earliest areas'*.

The proposal states that the proposed HCA meets the criteria for historic, historical association, aesthetic and representative significance. The proposal states the area has a strong Federation style character characterised by single storey, free-standing houses and small groups of matching cottages, and retains its original subdivision pattern. There is a clustering of institutional and community buildings along Willoughby Road, including The Naremburn Public School, St Cuthbert's Church (now Naremburn-Cammeray Anglican Church) and hall, and St Leonards Catholic Church (inclusive of the Sisters of St. Joseph's Convent and school), and a group of early 20th century commercial buildings is located at the northern end of Willoughby Road.

While the history and aesthetic of the Federation style character development in the area is acknowledged, it is evident in the Willoughby Heritage Review and Addendum there are substantial groupings of neutral and detracting buildings at the edges of the proposed HCA which do not contribute to its significance (see figure 36 below), particularly areas close to the Gore Hill Freeway and land along Ross Street, including:

- 19-27 Glenmore Street
- 29-31 Glenmore Street, 33-35 Glenmore Street
- 207-211 Willoughby Road
- 28-30 Merrenburn Avenue
- 31-33 Merrenburn Avenue

- 31-35 Donnelly Road
- Lot 11 DP1217286 Donnelly Road
- 2-30 Lawson Lane
- 31-33 Martin Street.

There is insufficient justification for these areas to be included in the HCA. Accordingly, a Gateway condition is recommended to remove these areas from the proposed HCA prior to public exhibition of the planning proposal.



Figure 36: Map of the study area showing contributory, neutral and detracting items (source: Willoughby Heritage Review and Addendum March 2024)

3 Strategic assessment

3.1 Regional Plan

The Greater Sydney Region Plan – *A Metropolis of Three Cities* (the Region Plan), released by the NSW Government in 2018, integrates land use, transport and infrastructure planning and sets a 40-year vision for Greater Sydney. The Plan contains objectives, strategies and actions which provide the strategic direction to manage growth and change across Greater Sydney over the next 20 years.

Under section 3.8 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) a planning proposal is to give effect to the relevant District Plan. By giving effect to the District Plan, the proposal is also consistent with the Regional Plan. Consistency with the District Plan is assessed in section 3.2 below.

3.2 District Plan

The Willoughby LGA is within the North District and the Greater Sydney Commission released the North District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the priorities for infrastructure and collaboration, liveability, productivity, and sustainability. In particular, the planning proposal is consistent with *Planning Priority N6 - Creating and renewing great places and local centres, and respecting the District's heritage*.

The planning proposal, subject to the recommended Gateway conditions, is consistent with the District Plan as it identifies sites that have been assessed to have local heritage significance for statutory listing. This listing in Schedule 5 of the LEP would facilitate conservation of the environmental heritage and provide ongoing protection of its values in the LGA.

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

3.3 Local

The proposal states that it is consistent with the following local plans and endorsed strategies.

Table 6 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement (LSPS)	<p>The Willoughby LSPS plans for the LGA's economic, social and environmental needs to 2036. The planning proposal is consistent with the relevant priorities and actions of the LSPS, including:</p> <ul style="list-style-type: none"> <i>Priority 5: Respecting and enhancing heritage and local suburban character</i> <p>The planning proposal is consistent with this planning priority as it will provide statutory protection for the 14 sites and proposed HCAs which have been identified as having local heritage significance. The proposal would conserve, protect and promote their values in the LGA.</p> <p>The planning proposal is consistent with the LSPS.</p>

Community
Strategic Plan

Our Future Willoughby 2036 sets out a long-term vision for the future of the City which informs Council's decision making and planning.

The planning proposal is consistent with Community Priority 2.2 'Respect and celebrate our indigenous and non-indigenous history and heritage', as it provides for the protection of sites and areas identified as having local heritage significance.

3.4 Local planning panel (LPP) recommendation

On 14 May 2024, the Willoughby LPP provided the following advice to Council:

The Panel advises it supports the planning proposal being forwarded the DPHI for a Gateway consideration as drafted. Further consideration needs to be undertaken of the implications of the recent rezoning in the Naremburn town centre blocks on the integrity of the heritage conservation area as proposed to explain the rationale for the inclusion of this area, including the significance of individual buildings, contributing buildings and significant urban elements such as the street awnings.

An addendum to the Heritage Review (March 2024) was prepared to clarify how future development is intended to be managed in the town centre.

On 24 June 2024, Council considered the advice of the LPP and resolved to submit the planning proposal for Gateway determination.

3.5 Section 9.1 Ministerial Directions

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

Table 7 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
3.1 Conservation zones	Consistent	<p>This direction aims to protect and conserve environmentally sensitive areas.</p> <p>The proposal is consistent with this Direction because it is administrative in nature. The proposed heritage listings do not affect or reduce the conservation provisions applying to environmentally sensitive areas.</p> <p>The proposal is consistent with this Direction.</p>
3.2 Heritage conservation	Consistent	<p>The objective of this direction is to conserve items, areas, objects and places of environmental and indigenous heritage significance.</p> <p>The proposal is consistent with this direction, subject to the changes recommended in the Gateway conditions, as it contains provisions that seeks to facilitate the statutory implementation of Council's endorsed Heritage Review.</p> <p>The proposal is consistent with the Direction, subject to the changes recommended in the Gateway conditions.</p>
6.1 Residential Zones	Consistent	<p>Direction 6.1 aims to encourage a variety of housing types, make efficient use of infrastructure and service and minimise the impact</p>

		<p>of residential development on the environment and resource lands.</p> <p>This Direction applies to as the proposal relates to land within existing R2 and R3 residential zones.</p> <p>The proposal is consistent with this direction as it does not seek to alter the existing residential zoning or development standards that currently apply to the sites. The proposed listing of the subject sites as local heritage items would require any future development applications for the subject land to be assessed in accordance with the provisions of clause 5.10 Heritage conservation of the Willoughby LEP 2012.</p> <p>The proposal is consistent with the Direction.</p>
7.1 Employment zones	Consistent	<p>Direction 7.1 aims to encourage employment growth and protect industrial and employment lands.</p> <p>This direction applies to the planning proposal as it will affect land zoned E1 Local Centre under the Willoughby LEP 2012. Although the proposal seeks to the heritage list properties in the zone, it does not seek to reduce floorspace for employment uses.</p> <p>The planning proposal is consistent with this Direction.</p>

3.6 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs. It is noted that as the proposal will reduce the application of some parts of the *SEPP (Exempt and Complying Development Codes) 2008* (Codes SEPP) in relation to exempt and complying development which do not apply to heritage items.

Since the submission of the planning proposal, SEPP (Housing) 2021 has been amended to facilitate the Low and Mid-Rise Housing Policy. The policy changes planning controls to encourage more low and mid-rise housing to be built within 800 metres walk from nominated town centres and transport hubs.

Both the St Leonards and Crows Nest stations are nominated as Low and Mid-Rise Housing areas and are in proximity to land subject to this planning proposal. The Department has prepared indicative mapping which suggests areas of the existing Naremburn HCA and the edge of the new Naremburn Civic Centre HCA may be able to access the LMR planning controls (**Figure 37**). The indicative map does not reflect all property constraints, nor adopt all local walking networks, and the legislation should be considered to determine land applicability of the policy. It is noted that the policy applies to land in heritage conservation areas but not to land containing a heritage item.

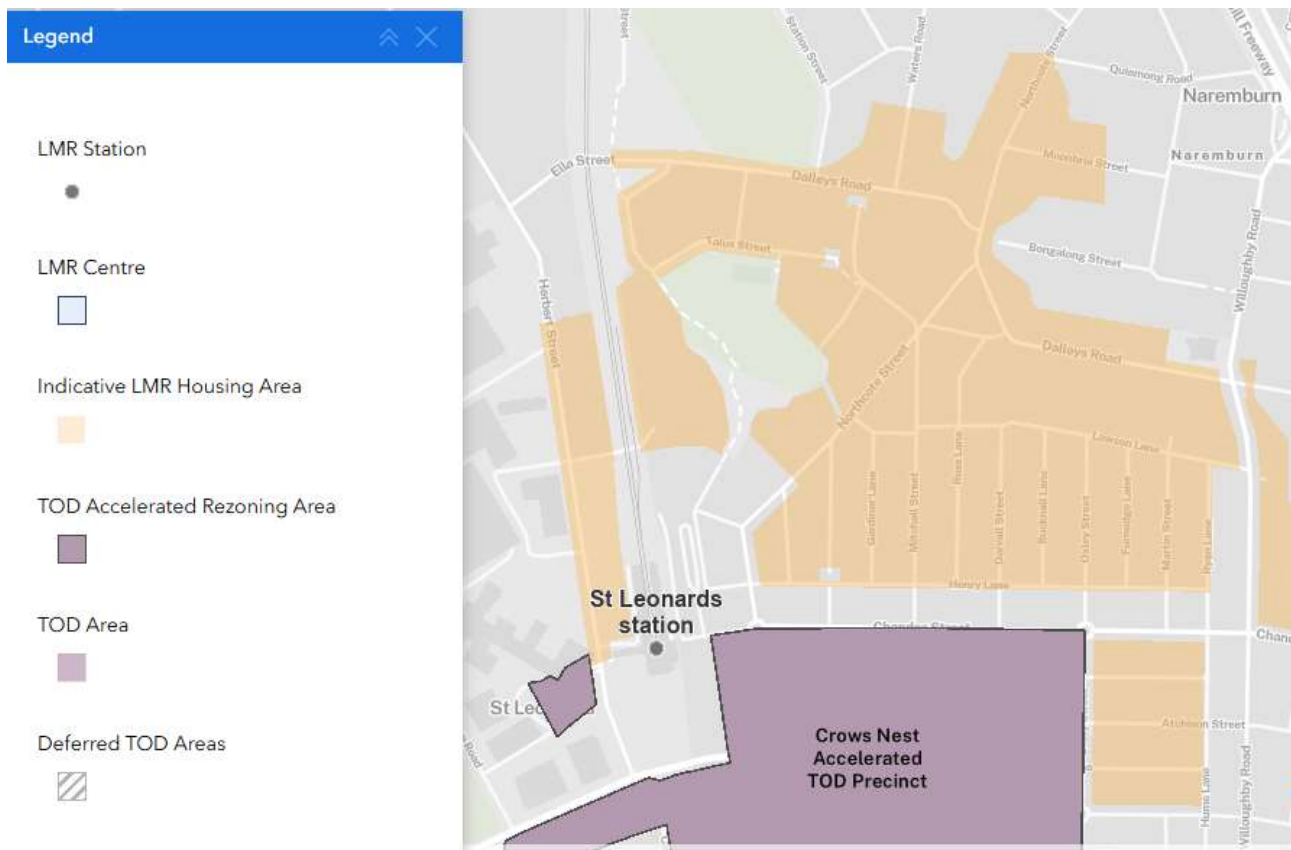


Figure 37 Excerpt of DPHI Indicative Mapping of Low and Mid Rise Housing Areas

4 Site-specific assessment

4.1 Environmental

The planning proposal relates only to the listing of the sites and areas of local heritage significance and does not propose any changes to the LEP controls that would facilitate intensification of land use.

The proposal is not expected to have any adverse environmental impacts and is unlikely to adversely impact critical habitat areas or threatened species, populations or ecological communities, or their habitats within the Willoughby LGA.

4.2 Social and economic

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

Table 10 Social and economic impact assessment

Social and Economic Impact	Assessment
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Social	The proposed new local heritage listings are unlikely to generate any significant adverse social impacts. The proposed new statutory listing of sites and areas as heritage items or HCAs of local significance under the Willoughby LEP 2012 will help to conserve their heritage significance for the benefit of Willoughby's current and future community.
Economic	<p>The proposal would likely result in some economic impact for the land or asset owner/operator as the heritage listing of the properties may require specialist heritage studies to form part of a development application for proposed work, or prior to any work being undertaken. However, the proposal does not change the zoning or development standards applicable to the sites and will facilitate conservation of their heritage significance.</p> <p>It is noted Council should ensure consultation with affected landowners.</p>

4.3 Infrastructure

There is no significant infrastructure demand that will result from the planning proposal. The planning proposal does not involve any amendments to the planning controls that will facilitate intensified development.

5 Consultation

5.1 Community

Council proposes a community consultation period of 28 days.

The planning proposal is categorised as a standard under the NSW Local Environmental Plan Making Guidelines (August 2023). Accordingly, a community consultation period of 20 working days is recommended and this forms part of the conditions to the Gateway determination.

Council should ensure that consultation is undertaken with affected landowners.

5.2 Agencies

Given the proposal applies to local heritage matters, consultation on the proposal with authorities and public agencies is not required by the Gateway determination.

6 Timeframe

Council proposes a 6 month time frame to complete the LEP.

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

The Department recommends an LEP completion date of 26 March 2026 in line with its commitment to reducing processing times and with regard to the benchmark timeframes. A condition to the above effect is recommended in the Gateway determination.

7 Local plan-making authority

Council has advised that it would like to exercise its functions as a local plan-making authority.

As the planning proposal relates to a local planning matter and is consistent with the overarching strategic plans and relevant Ministerial Directions, the Department recommends that Council be authorised to be the local plan-making authority for this proposal.

8 Assessment summary

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

- it is consistent with the Greater Sydney Region Plan, Eastern City District Plan, Council's Local Strategic Planning Statement, the relevant SEPPs and Section 9.1 Ministerial Directions
- the proposed local heritage listings are supported by a heritage significance assessment prepared by a qualified heritage consultant in accordance with the relevant guidelines.
- the proposal will recognise and provide ongoing protection of the local heritage significance of each of the properties identified and promote heritage conservation.

As discussed in Sections 4 and 5, the proposal should be updated prior to consultation to:

- Clarify whether the Chatswood Bowling Club and the bowling club gate and fence at 655A Pacific Highway are separate items.
- Ensure property descriptions for all heritage items are up to date and include lot and DP numbers within the planning proposal document.
- Remove reference to the proposed addition to the Naremburn HCA (13-17 Northcote Street and 32 Dalleys Road, Naremburn), with retention of the proposed transfer of 1-9 Ross Street to the proposed new Naremburn Civic Centre HCA.
- Reduce the extent of the proposed Naremburn Civic Centre HCA to exclude key detracting or neutral lots on the periphery of the proposed HCA.

9 Recommendation

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

The following conditions are recommended to be included on the Gateway determination:

1. The planning proposal is to be updated to:
 - Clarify whether the Chatswood Bowling Club and the bowling club gate and fence at 655A Pacific Highway are separate items and if so prepare a heritage data form for 655A Pacific Highway.
 - Ensure the planning proposal, maps and heritage data forms are consistent and include up-to-date property descriptions, and photographs that are clearly labelled and accurately identify the sites and/or areas (including significant features where relevant).
 - Remove reference to the proposed additions of 13-17 Northcote Street and 32 Dalleys Road, Naremburn to the Naremburn HCA.
 - Reduce the extent of the proposed Naremburn Civic Centre HCA to exclude key detracting or neutral lots on the periphery of the proposed HCA; including 19-27 Glenmore Street, 29-31 Glenmore Street, 33-35 Glenmore Street, 207-211 Willoughby Road, 28-30 Merrenburn Avenue, 31-33 Merrenburn Avenue, 31-35 Donnelly Road, Lot 11 DP1217286 Donnelly Road, 2-30 Lawson Lane and 31-33 Martin Street.
2. The planning proposal should be made available for community consultation for a minimum of 20 working days.

Given the nature of the planning proposal, it is recommended that the Gateway authorise council to be the local plan-making authority and that an LEP completion date of 26 March 2026 be included on the Gateway.



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7 July 2025

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