

AGENDA



City Planning & Environment Committee

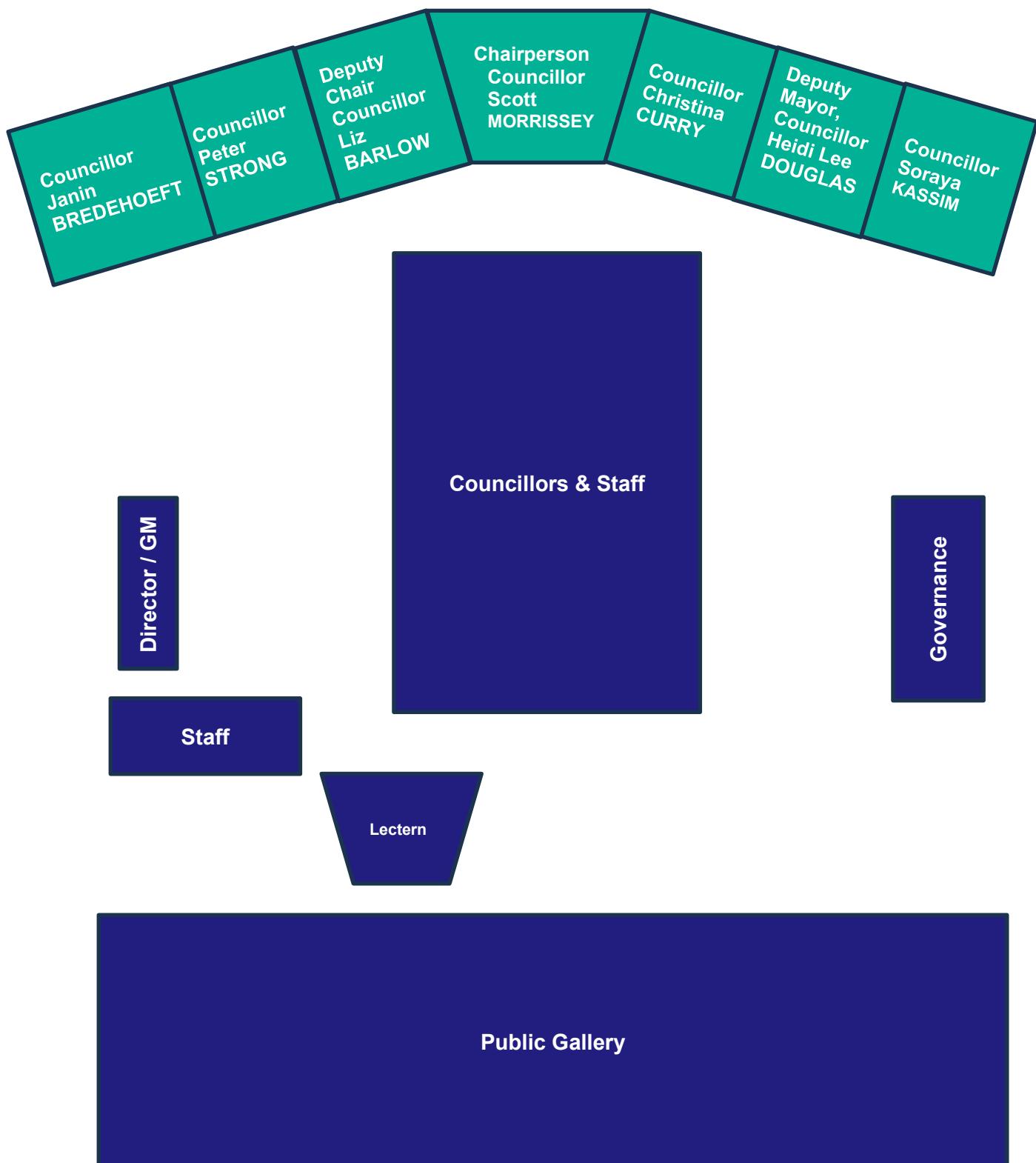
7:00 PM
Wednesday 4 February 2026

Venue:
Committee Room, Botany Town Hall
1423 Botany Road, Botany
(Corner of Edward Street and Botany Road, Botany)

Contact Us:

1300 581 299 or 9562 1666
council@bayside.nsw.gov.au
PO Box 21, Rockdale NSW 2216
ABN: 80 690 785 443

City Planning & Environment Committee Seating Plan



Statement of Ethical Obligations

Obligations

Oath [Affirmation] of Office by Councillors	<p>Oath</p> <p>I swear that I will undertake the duties of the office of councillor in the best interests of the people of Bayside Local Government Area and the Bayside Council and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the <i>Local Government Act 1993</i> or any other Act to the best of my ability and judgment.</p> <p>Affirmation</p> <p>I solemnly and sincerely declare and affirm that I will undertake the duties of the office of councillor in the best interests of the people of Bayside Local Government Area and the Bayside Council and that I will faithfully and impartially carry out the functions, powers, authorities and discretions vested in me under the <i>Local Government Act 1993</i> or any other Act to the best of my ability and judgment.</p>
--	--

Code of Conduct conflict of interests

Pecuniary interests	A Councillor who has a pecuniary interest in any matter with which the council is concerned, and who is present at a meeting of the council at which the matter is being considered, must disclose the nature of the interest to the meeting. The Councillor must not be present at, or in sight of, the meeting: <ol style="list-style-type: none">at any time during which the matter is being considered or discussed, orat any time during which the council is voting on any question in relation to the matter.
Non-pecuniary conflicts of interests	A Councillor who has a non-pecuniary conflict of interest in a matter, must disclose the relevant private interest in relation to the matter fully and on each occasion on which the non-pecuniary conflict of interest arises in relation to the matter.
Significant non-pecuniary interests	A Councillor who has a significant non-pecuniary conflict of interest in relation to a matter under consideration at a council meeting, must manage the conflict of interest as if they had a pecuniary interest in the matter.
Non-significant non-pecuniary interests	A Councillor who determines that they have a non-pecuniary conflict of interest in a matter that is not significant and does not require further action, when disclosing the interest must also explain why conflict of interest is not significant and does not require further action in the circumstances.

MEETING NOTICE

A meeting of the
City Planning & Environment Committee
will be held in the Committee Room, Botany Town Hall
1423 Botany Road, Botany
(Corner of Edward Street and Botany Road, Botany)
on **Wednesday 4 February 2026 at 7:00 PM**

AGENDA

1	ACKNOWLEDGEMENT OF COUNTRY.....	5
2	APOLOGIES, LEAVE OF ABSENCE & ATTENDANCE VIA AUDIO-VISUAL LINK	5
3	DISCLOSURES OF INTEREST	5
4	MINUTES OF PREVIOUS MEETINGS	6
4.1	Minutes of the City Planning & Environment Committee Meeting - 3 December 2025	6
5	ITEMS BY EXCEPTION	10
6	REPORTS	11
CPE26.001	Independent Heritage Assessment: 116 Villiers Street, Rockdale.....	11
CPE26.002	Update on Brighton Le Sands and Bay Street Master Plan	104
CPE26.003	Planning Proposal to Permit Restaurants and Cafes in RE1 Public Recreation zone of Bayside Local Environmental Plan 2021.....	138

The meeting will be video recorded and live streamed to the community via Council's YouTube channel, in accordance with Council's Code of Meeting Practice.

Meredith Wallace
General Manager

1 ACKNOWLEDGEMENT OF COUNTRY

Bayside Council acknowledges the Bidjigal Clan, the traditional owners of the land on which we meet and work and acknowledges the Gadigal people of the Eora Nation. Bayside Council pays respects to Elders past and present.

2 APOLOGIES, LEAVE OF ABSENCE & ATTENDANCE VIA AUDIO-VISUAL LINK

3 DISCLOSURES OF INTEREST

In accordance with Council's Code of Meeting Practice, Councillors are reminded of their Oath or Affirmation of Office made under Section 233A of the Local Government Act and their obligations under the Council's Code of Conduct to disclose and appropriately manage conflicts of interest.

4 MINUTES OF PREVIOUS MEETINGS

City Planning & Environment Committee

4/02/2026

Item No	4.1
Subject	Minutes of the City Planning & Environment Committee Meeting - 3 December 2025
Report by	Richard Sheridan, Director City Performance
File	SF25/8173

Officer Recommendation

That the Minutes of the City Planning & Environment Committee meeting held on 3 December 2025 be noted

Present

Councillor Scott Morrissey, Chairperson
Councillor Liz Barlow, Deputy Chairperson
Councillor Janin Bredehoeft
Councillor Peter Strong
Councillor Christina Curry
Councillor Heidi Lee Douglas
Councillor Soraya Kassim

Also present

The Mayor, Councillor Edward McDougall (via Audio-Visual Link)
Meredith Wallace, General Manager
Peter Barber, Director City Futures
Helen Tola, Manager Governance & Risk (via Audio-Visual Link)
David Smith, Manager Strategic Planning
Darren O'Connell, Lead Governance
Linda Hackett, Governance Officer
Wolfgang Gill, IT Service Management Officer

The Chairperson opened the meeting in the Committee Room, Botany Town Hall at 6:33pm.

1 Acknowledgement of Country

The Chairperson affirmed that Bayside Council acknowledges the Bidjigal Clan, the traditional owners of the land on which we meet and work and acknowledges the Gadigal people of the Eora Nation. Bayside Council pays respects to Elders past and present.

2 Apologies, Leave of Absence & Attendance Via Audio-Visual Link

Apologies

There were no apologies received.

Leave of Absence

There were no applications for Leave of Absence received.

Attendance Via Audio-Visual Link

There were no Committee members in attendance via audio-visual link.

3 Disclosures of Interest

There were no disclosures of interest.

4 Minutes of Previous Meetings

4.1 Minutes of the City Planning & Environment Committee Meeting - 5 November 2025

Committee Recommendation

Moved by Councillors Douglas and Bredehoeft

That the Minutes of the City Planning & Environment Committee meeting held on 5 November 2025 be noted.

4.2 Business Arising

The Committee notes that the Minutes of the City Planning & Environment Committee of Wednesday 5 November 2025 were received, and the recommendations therein were adopted by the Council at its meeting of 26 November 2025.

5 Items by Exception

There were no Items by Exception

6 Public Forum

CPE25.038 Proposed Brighton Le Sands and Bay Street Masterplan

The following person spoke at the meeting:

- Mr Kire Buneski, Affected Neighbour, speaking for the Committee Recommendation.
- Mr Con and Mrs Doris Kousoulas, Affected Neighbour, speaking against the Committee Recommendation.
- Mr Peter Michalos, Affected resident, speaking against the Committee Recommendation.
- Ms Mia Kauppinen, Affected Neighbour, speaking against the Committee Recommendation.

Note: The Committee then considered Item CPE25.038 – Proposed Brighton Le Sands and Bay Street Masterplan. Refer to recommendation below.

7 Reports

CPE25.038 Proposed Brighton Le Sands and Bay Street Masterplan

Note: This item was considered after the Public Forum.

Note: A presentation was given by Peter Barber, Director City Futures.

Committee Recommendation

Moved by Councillors Douglas and Bredehoeft

- 1 That Council endorse the Project Plan for the future Brighton Le Sands and Bay Street Masterplan.
- 2 That a further report be prepared to the City Planning & Environment Committee in February 2026, around the principles of what the differences might be in the rollout of the 'Complete Streets' Project and its integration into the Proposed Brighton Le Sands and Bay Street Masterplan, noting that this is to be independent of the proposed timeline within the Masterplan.
- 3 That the Rockdale School be identified within the Project Plan.
- 4 That the existing Heritage Area be identified within the Project Plan, and an estimate of the number of additional homes that could be facilitated by feasible development be provided before the May 2026 City Planning and Environment Committee Meeting.

CPE25.039 Proposal to Expand Future Park - Meriton, Bunnerong Road, Eastgardens

Note: That a presentation was given by Peter Barber, Director City Futures.

Committee Recommendation

Moved by Councillors Curry and Morrissey

- 1 That Council endorse the proposal to realign the kerb adjacent to 134-136 Bunnerong Road Eastgardens, to expand the area of the future park by approximately 750 square metres.
- 2 That Council endorse the works being undertaken by Meriton in conjunction with their already required works to construct, embellish and dedicate land owned by Meriton to create the new park, on the basis that this will be the most practical and cost effective delivery path.
- 3 That Council endorse the proposed park expansion works being funded through an internal loan and recouped from Council's new Developer Contributions Plan (currently under preparation) by adding this project to the Plan's Work Schedule.

The next meeting will be held in the Committee Room, Botany Town Hall at 6:30pm on Wednesday, 4 February 2026.

The Chairperson closed the meeting at 7:30pm.

Attachments

Nil

5 ITEMS BY EXCEPTION

These are items that have been identified to be confirmed in bulk in accordance with the Officer Recommendation and without debate. These items will not include items identified in the Public Forum, items in which councillors have declared a Significant Conflict of Interest and a Pecuniary Interest, items requiring a Division and any other item that a Councillor has identified as one they intend to speak on or vote against the recommendation

6 REPORTS

City Planning & Environment Committee

4/02/2026

Item No	CPE26.001
Subject	Independent Heritage Assessment: 116 Villiers Street, Rockdale
Report by	Peter Barber, Director City Futures
File	SF25/7283

Summary

On 16 October 2025, Council received notification from a private certifier that a complying development application had been lodged for 116 Villiers Street, Rockdale, proposing the demolition of existing structures and the construction of a two-storey dwelling.

Council's Heritage Officer undertook a preliminary heritage assessment and determined that the site met the heritage significance criteria, and was considered to be under threat, warranting further investigation for potential statutory listing. Consequently, Council issued an Interim Heritage Order (IHO) over the property on 23 October 2025, as published in the NSW Government Gazette No. 443 of 24 October 2025.

The IHO allows Council 6 months to confirm whether the subject site has heritage significance, and if it does, a further 6 months to prepare a Planning Proposal to add the property to the heritage schedule in Council's Local Environmental Plan.

In November 2025, Council engaged GML Heritage Pty Ltd (GML) to undertake an independent heritage assessment of the subject site. GML have completed their assessment and have recommended that the subject site, 116 Villiers Street, Rockdale, be listed as an item of local heritage significance under the Bayside Local Environmental Plan 2021 (BLEP).

Officer Recommendation

- 1 That the independent Heritage Assessment Report, prepared by GML Heritage Pty Ltd be received and noted.
- 2 That a Planning Proposal be prepared to list 116 Villiers Street, Rockdale, as an item of local heritage significance under Schedule 5 of Bayside Local Environmental Plan 2021.
- 3 That Bayside Council Interim Heritage Order No.1 be extended by a further 6 months, to a date of 24 October 2026.

Background

On 23 September 2025, St George Historical Society (SGHS) advised Council that the property at 116 Villiers Street Rockdale had recently been sold. SGHS expressed

concerns regarding potential demolition or development on the site, as they believe that the property is likely to have heritage significance. SGHS requested Council to investigate issuing an Interim Heritage Order (IHO) on the property.

On 16 October 2025, Council received notification from a private certifier that a complying development application had been lodged for 116 Villiers Street, Rockdale, proposing the demolition of existing structures and the construction of a two-storey dwelling.

Council's Heritage Officer undertook a preliminary heritage assessment and determined that the site met the heritage significance criteria, and was considered to be under threat, warranting further investigation for potential statutory listing. Consequently, Council issued an Interim Heritage Order (IHO) over the property on 24 October 2025, as published in the NSW Government Gazette No. 443 of 24 October 2025 (**Attachment 1**).

The IHO allows Council 6 months to determine whether the subject site in fact has heritage significance, and if it does, a further 6 months to prepare a Planning Proposal to add the property to the heritage schedule in Council's Local Environmental Plan. During this time, Complying Development Applications cannot be determined, and the item is protected from any proposed demolition/alterations to the item.

In November 2025, Council engaged GML Heritage Pty Ltd (GML) to undertake an independent heritage assessment of the subject site. GML completed an internal and external site inspection of the subject site and have completed their heritage assessment. GML have recommended that the subject site, 116 Villiers Street, Rockdale, be listed as an item of local heritage significance under the Bayside Local Environmental Plan 2021 (BLEP). (**Attachment 2**).

It should be noted that appeals have been lodged against the issuing of the IHO in the Land and Environment Court. Council is intending to defend the IHO against the appeal.

The timeframes and outcome of the appeal process are unknown at this time. The running of appeals does not prevent Council from continuing with the process of extending the IHO and preparing an LEP amendment, should it wish to do so.

Implications of Heritage Listing

The listing of individual properties as Items of Environmental Heritage is common practice in Sydney and across NSW. Bayside currently has over 450 properties listed in its Heritage schedule.

The listing of a property brings constraints and opportunities. Bayside LEP 2021 (clause 5.10) contains provisions that aim to conserve heritage items by carefully managing what can be done to buildings and how the impact is assessed. It also contains a heritage incentive provision that development that would not ordinarily be permitted on the property if it will assist in conservation of the item.

Heritage listing does not mean that a property cannot be altered or added to. There are many examples, including Victoria House in Bexley (492 Forest Rd), where heritage properties have been sensitively developed while conserving the heritage building.

The table below contains some initial thoughts from GML about potential development opportunities for 116 Villiers that go beyond restoration and/or additions to the existing house. The information is preliminary, being provided in the absence of any plans or a firm

scope of work, any formal heritage impact assessment, and recognising that a development application would need to be submitted and possibly determined by the independent Bayside Local Planning Panel.

Item	Proposed Option	Opportunities	Constraints
1	<ul style="list-style-type: none"> Subdivide off a lot at the rear fronting Osstell Street. With a setback from the house of about 1.5m, you could create a lot of around 360 sqm, which is similar to other nearby lots. 	<ul style="list-style-type: none"> Retain the width of the property which has always addressed Villiers Street. A property that differs from others in the street and contributes to its heritage significance. Retain a wider more substantial block which distinguishes 116 Villiers from others within the streetscape. Retain the sandstone boundary wall which contributes to the significance of the residence. Retain the garden area which contributes to the setting of residence. There is the possibility to provide on-site carparking (carport or garaging) within the northern portion of the property, with shared access off Orwell Street. Retain the visual curtilage associated with views and vistas from the southern and eastern verandahs. Retention of garden setting south of the residence and adjacent to the verandahs. 	<ul style="list-style-type: none"> Loss of the existing garage—an element of Moderate-Little significance that likely dates to the construction of the original building. Loss of the amenity of carparking for the future owners of 116 Villiers Street. Potential to lose the date palm as this is likely to be on the boundary of the subdivided property. Loss of original curtilage.
2	<ul style="list-style-type: none"> Build another dwelling as either a dual occupancy or a secondary dwelling, or construct two or more dwellings adjacent the house and perhaps set them up in a strata plan. 	<ul style="list-style-type: none"> An aerial view of the neighbourhood identifies that a dual occupancy arrangement has been developed within the rear portion of 99 Villiers Street. This offers a precedent within the neighbourhood. The construction of a dual occupancy dwelling at the southwestern corner of the site would be feasible. There is the potential for the dual occupancy dwelling to be two-storey in design to reduce the footprint of the additional dwelling on the site. Dormers within the roof space could be considered to reduce issues of bulk and scale of the potential dual occupancy. Careful landscaping would help to conceal any development when viewed from 116 Villiers Street. 	<ul style="list-style-type: none"> The option for 2x new allotments with dwellings would result in lots that will be small and constrained. This will significantly reduce the garden setting of the heritage items. This option would not be recommended. The construction of a dwelling to the south of 116 Vickers Street would require loss of part of the sandstone boundary wall on Villiers Street to create openings for pedestrian or vehicular access.

Heritage listing also opens opportunities for grants, including Council's small grants scheme, to assist in maintenance and conservation work.

While the constraints of heritage listing are considered by some to potentially devalue a property, others view listing as a positive in terms of recognising and attaching a significance status to a property.

Financial Implications

Not applicable	<input type="checkbox"/>	
Included in existing approved budget	<input checked="" type="checkbox"/>	The Strategic Planning budget has sufficient funds to prepare a planning proposal
Additional funds required	<input type="checkbox"/>	

Community Strategic Plan

Theme One – In 2035 Bayside will be a vibrant and liveable place	<input checked="" type="checkbox"/>
Theme Two – In 2035 our Bayside community will be connected and feel that they belong	<input checked="" type="checkbox"/>
Theme Three – In 2035 Bayside will be green, resilient and sustainable	<input type="checkbox"/>
Theme Four – In 2035 Bayside will be financially sustainable and support a dynamic local economy	<input type="checkbox"/>

Risk Management – Risk Level Rating

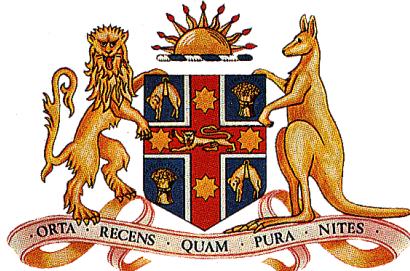
No risk	<input type="checkbox"/>
Low risk	<input checked="" type="checkbox"/>
Medium risk	<input type="checkbox"/>
High risk	<input type="checkbox"/>
Very High risk	<input type="checkbox"/>
Extreme risk	<input type="checkbox"/>

Community Engagement

If the Planning Proposal proceeds, community engagement will be conducted as part of that process.

Attachments

1 [24 October 2025 Gazette for Interim Heritage Order 116 Villiers St Rockdale](#)
2 [Independent Heritage Assessment: 116 Villiers Street, Rockdale](#)



Government Gazette

of the State of

New South Wales

Number 443 - Planning and Heritage

Friday, 24 October 2025

The New South Wales Government Gazette is the permanent public record of official NSW Government notices. It can also contain local council, non-government and other notices.

Each notice in the Government Gazette has a unique reference number that appears in parentheses at the end of each page of the notice and can be used as a reference for that notice. For example, [NSWGG-2024-10-1].

The Gazette is compiled by the Parliamentary Counsel's Office and published on the NSW Government Gazette website (www.gazette.nsw.gov.au) under the authority of the NSW Government. The website contains a permanent archive of past Gazettes.

To submit a notice for gazettal, visit the website.

ISSN 2201-7534

By Authority
Government Printer

NSW Government Gazette No 443 of 24 October 2025

HERITAGE ACT 1977

INTERIM HERITAGE ORDER NO. 1

Under Section 25 of the *Heritage Act 1977*, Bayside Council does by this order:

- (1) make an interim heritage order to cover the item of the environmental heritage specified or described in Schedule "A"; and
- (2) declares that the Interim Heritage Order shall apply to the curtilage or site of such an item, being the land described in Schedule "B".

Schedule "A"

All landscaping, works, relics and buildings that are attached to, located upon or form part of the land described in Schedule B.

Schedule "B"

All that parcel of land known as Lot 1 DP 938205 (also known as 116 Villiers Street, Rockdale).

Condition

This Interim Heritage Order will lapse six months from the date that it is made unless the local council has passed a resolution before that date; and

- (i) in the case of an item which, in the council's opinion, is of local significance, the resolution seeks to place the item on the heritage schedule of a local environmental plan with appropriate provisions for protecting and managing the item; or
- (ii) In the case of an item which, in the Council's opinion, is of State heritage significance, the resolution requests the Heritage Council to make a recommendation to the Minister for Heritage under section 32(2) of the Heritage Act to include the item on the State Heritage Register.

Executed this 23rd day of October 2025 at Rockdale in the State of New South Wales, for and on behalf of Bayside Council by Meredith Wallace General Manager, in accordance with delegated authority under Section 377 of the *Local Government Act 1993*.


Meredith Wallace
General Manager
Bayside Council

23.10.25.



116 Villiers Street, Rockdale

Heritage Assessment Report

Prepared for Bayside Council

January 2026

GVL
HERITAGE

Acknowledgement of Country

We respect and acknowledge the First Nations peoples of the lands and waterways on which we live and work, 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 First Nations peoples to support the protection of their culture and heritage. We strongly advocate social, cultural and political 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 the GML Heritage Pty Ltd (GML) Quality Management System.

Job No.	Issue No.	Notes/description	Issue date
25-0409	1	Draft Report	12 December 2025
25-0409	2	Final Report	15 December 2025
25-0409	3	Revised Final	7 January 2026
25-0409	4	Revised Final Report	8 January 2026
25-0409	5	Revised Final Report	23 January 2026

Quality management

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

It aligns with best-practice heritage conservation and management, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013* and heritage and environmental legislation and guidelines relevant to the subject place.

Copyright

© GML Heritage Pty Ltd 2026

This report has been produced for the client as an internal document. Except as allowed under the *Copyright Act 1968* (Cth), no part may be copied, transmitted, published, or otherwise dealt with in any form without permission in writing from GML and the owners of copyright in images or other matter in that part of the document.

Pre-existing copyright in images and other matter is acknowledged where appropriate. Although a reasonable effort has been made to obtain permission to reproduce copyright material, GML does not warrant that permission has been obtained in all cases.

Source of images is GML unless otherwise stated.

Cover image

Primary elevation of 116 Villiers Street, Rockdale. (Source: © GML Heritage)

SYDNEY Level 17, 323 Castlereagh Street, Haymarket NSW 2000 Australia T +61 2 9319 4811
CANBERRA 2A Mugga Way, Red Hill ACT 2603 Australia T +61 2 6273 7540
MELBOURNE 17 Drummond Street, Carlton VIC 3053 Australia T +61 3 9380 6933
www.gml.com.au | @GMLheritage



Contents

1	Introduction	1
1.1	Background	1
1.2	Identification of the site	1
1.3	Heritage context.....	3
1.4	Methodology.....	4
1.5	Terminology	4
1.6	Limitations	5
1.7	Authorship and acknowledgements	5
1.8	Endnotes	5
2	Statutory context.....	6
2.1	Introduction	6
2.2	Heritage Act 1977	6
2.3	Environmental Planning and Assessment Act 1979	6
2.4	Bayside Local Environmental Plan 2021	6
3	Historical overview.....	8
3.1	Introduction	8
3.2	Aboriginal occupation.....	8
3.3	Early land grants and European occupation.....	9
3.4	Ferrier's Estate.....	13
3.5	116 Villiers Street	16
3.5.1	The Ferguson and Little family and Fergusons Nurseries.....	20
3.6	Endnotes	23
4	Site analysis.....	25
4.1	Site and setting	25
4.1.1	Exterior—Residence.....	25
4.1.2	Interior—Residence	27
4.1.3	Garage and Storage	28
4.1.4	Landscape	28
4.1.5	Integrity	29
4.1.6	Condition.....	30
4.2	Site photographs	31

116 Villiers Street, Rockdale—Heritage Assessment, January 2026



5	Comparative assessment.....	41
5.1	Conclusion	48
6	Assessment of significance.....	50
6.1	Assessment against standard criteria	50
6.1.1	Criterion (a) Historic significance.....	51
6.1.2	Criterion (b) Historical association.....	57
6.1.3	Criterion (c) Aesthetic/creative/technical achievement.....	61
6.1.4	Criterion (d) Social, cultural and spiritual significance	66
6.1.5	Criterion (e) Research potential.....	71
6.1.6	Criterion (f) Rare	73
6.1.7	Criterion (g) (Representative)	75
6.2	Statement of significance.....	80
7	Conclusions and recommendations	81
7.1	Conclusion	81
7.2	Recommendations	81



116 Villiers Street, Rockdale—Heritage Assessment, January 2026



1 Introduction

1.1 Background

Bayside Council (Council) has commissioned GML Heritage Pty Ltd (GML) to provide a heritage assessment of 116 Villiers Street, Rockdale (the site) to determine whether it reaches the threshold for listing as a heritage item under the *Bayside Local Environmental Plan 2021* (BLEP 2021).

St George Historical Society (SGHS) expressed concerns to Council regarding the site being purchased by a developer for potential demolition and redevelopment. SGHS believes that the site has potential heritage values that could warrant a statutory heritage listing.

On 16 October 2025, Council received a notification from a private certifier that a complying development application for the subject site had been received for demolition of existing structures and construction of a two-storey dwelling.

In response to the Complying Development Certificate (CDC), Council's heritage officer undertook a preliminary heritage assessment and determined that the site meets the heritage significance criteria to warrant further investigations for statutory listing of the site. Council issued an Interim Heritage Order (IHO) on the property on 24 October 2025 (NSW Government Gazette No 443 of 24 October 2025).

In response to the IHO, GML undertook an independent heritage assessment of the site to determine whether it meets the threshold for heritage listing in accordance with the *Assessing Heritage Significance: Guidelines for Assessing Places and Objects against the Heritage Council of NSW Criteria*.¹

1.2 Identification of the site

The subject site is located at 116 Villiers Street, Rockdale, within the Bayside Local Government Area (LGA), and is identified in Figures 1.1 and 1.2. The property is located on Lot 1, DP938205. The land is zoned R2: Low Density Residential.

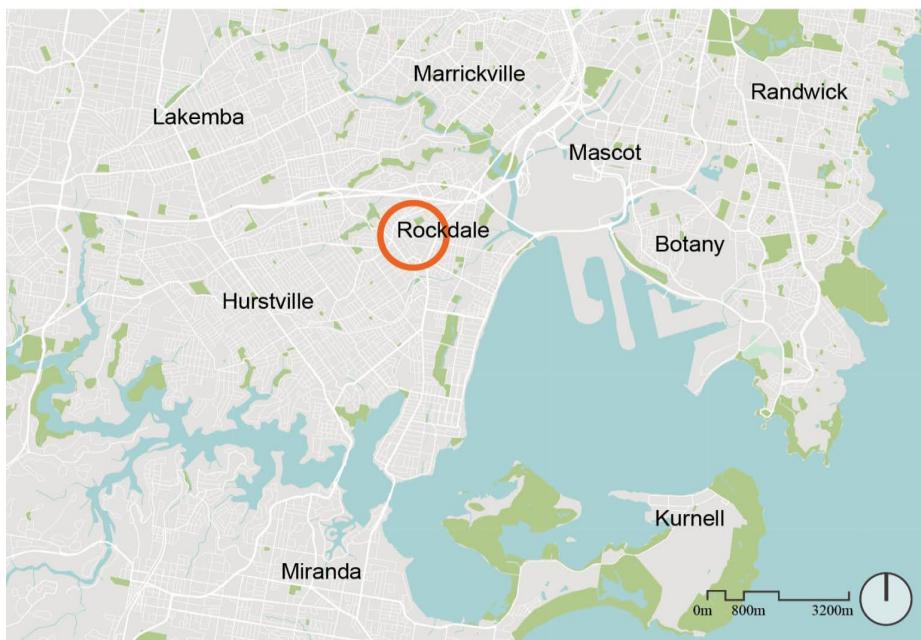


Figure 1.1 Map showing the location of 116 Villiers Street, Rockdale. (Source: Google Maps with GML overlay)



Figure 1.2 Site layout showing the subject site outlined in red. (Source: SIX Maps with GML overlay)

1.3 Heritage context

The subject site is not listed as a heritage item nor located within a Heritage Conservation Area (HCA) under the *BLEP 2021*. The nearest heritage item to the subject site, Item I352 'Lyndham Hall', is located at 18 Lyndham Avenue, Rockdale. It is listed under the BLP 2021 and on the NSW State Heritage Register (#00477). It is located approximately 300 metres to the northwest of the subject site. Although located in the general vicinity of the subject site, Lyndham Hall and the subject site do not share any direct visual relationship.

The subject site has previously been identified as a heritage item of local significance, as follows:

- The Rockdale Heritage Study by Meredith Walker and Terry Kass dated 1991; and
- Rockdale Heritage Inventory Review by Graham Brooks & Associated dated 1996.

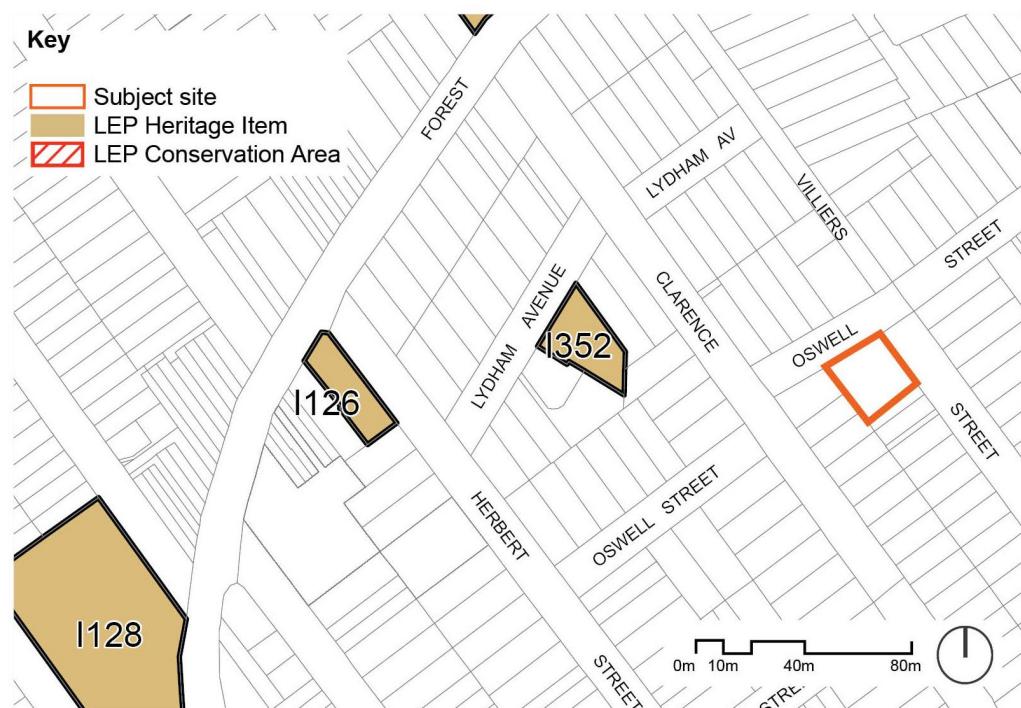


Figure 1.3 Heritage context of the subject site. (Source: Bayside LEP 2021 with GML overlay)



1.4 Methodology

This heritage assessment (HA) report uses methodology and terminology consistent with NSW Government guidelines, including *Assessing Heritage Significance: Guidelines for Assessing Places and Objects against the Heritage Council of NSW Criteria*,² and the guidelines of the Burra Charter.³

1.5 Terminology

The terminology used in this report is consistent with NSW Government guidelines 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 as 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 hindering 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.

1.6 Limitations

The physical assessment has been prepared based on the site inspection of the property from the public domain undertaken by GML on 4 December 2025. An inspection of the interior has not been undertaken due to restricted site access. At the time, a physical analysis of the interiors was based on publicly available documentation of the site on real estate websites.

A further inspection took place on 19 December 2025. This inspection enabled access to the grounds, close inspection of the exterior of the buildings, as well as the interior of the residence and existing garage.

1.7 Authorship and acknowledgements

This report has been prepared by Shikha Swaroop, Senior Consultant and Leonie Masson, Associate and historian, with review and input from Lynette Gurr, Principal.

1.8 Endnotes

- ¹ Department of Planning and Environment 2023, *Assessing Heritage Significance: Guidelines for Assessing Places and Objects against the Heritage Council of NSW Criteria*, <https://www.environment.nsw.gov.au/research-and-publications/publications-search/assessing-heritage-significance>.
- ² Department of Planning and Environment 2023, *Assessing Heritage Significance: Guidelines for Assessing Places and Objects against the Heritage Council of NSW Criteria*, <https://www.environment.nsw.gov.au/research-and-publications/publications-search/assessing-heritage-significance>.
- ³ Australia ICOMOS Inc, *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013*, Australia ICOMOS Inc, Burwood, VIC, 2000.



2 Statutory context

2.1 Introduction

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

- *Heritage Act 1977* (Heritage Act); and
- *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 site is not listed on the State Heritage Register (SHR). There are no items in the vicinity listed on the SHR.

2.3 Environmental Planning and Assessment Act 1979

The EPA Act is administered by the NSW Department of Planning, Housing and Infrastructure 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 Bayside Local Environmental Plan 2021

The *Bayside Local Environmental Plan 2021* (BLEP 2021) is the principal environmental planning instrument applying to the land. Schedule 5 of the LEP identifies heritage items and heritage conservation areas. The subject site is not listed as a heritage item nor is it located within a listed heritage conservation area. The objectives of Clause 5.10 are as follows:



- (a) to conserve the environmental heritage of Bayside,
- (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 site is not currently listed as a heritage item, nor is it within a heritage conservation area, within the Bayside LGA.



3 Historical overview

3.1 Introduction

This section provides an overview of the historical background of the subject site. It is based upon secondary sources, supplemented with additional primary research from the National Library of Australia (NLA), the State Library of NSW, NSW Land Registry Services and Bayside Council Library's Local History Collections.

3.2 Aboriginal occupation

The study area, located in the Bayside Council LGA, is located on the traditional land of the Gweagal, Gadigal and Bidjigal peoples of the Eora Nation.¹

The Bayside Council area has a long and remarkable history of occupation by Aboriginal People, who have lived in the area for over 10,000 years. Kamay (Botany Bay) was the site of some of the earliest and most consequential encounters between Aboriginals and Europeans, including Captain Cook's arrival in 1770 and the beginning of Pemulwuy's resistance against European occupation in 1790. The Aboriginal history of the Bayside LGA is one of the area's key stories with significance that extends far beyond the local level.

Botany Bay and the Georges and Cooks Rivers have been an important economic, cultural and social resource for Aboriginal people for thousands of years. To this day, Aboriginal people of the area maintain a connection with and feel a sense of custodianship for the bay and its rivers. Kamay is the land of the Gamegal north of the Georges River and the Gweagal to the south, but other groups such as the Bidjigal also maintain connections to the land. The Georges River is generally the boundary between two Aboriginal language groups—the Eora in the north and the Dharawal to the South. Exact boundaries between these groups are not known, but it is understood that Aboriginal groups maintained ties with others and would readily travel between areas to meet social and cultural obligations.

Early evidence of Aboriginal occupation near Kamay includes a 10,000-year-old firepit in Wolli Creek and a 4,500-year-old midden along the Cooks River in Tempe. Aboriginal people would have lived in the area before then, but these traces show the long history of Aboriginal people's occupation and use of Botany Bay and its surrounds. Aboriginal people lived through the formation of Botany Bay and witnessed its transformation into scrubby sandhills, swamps and wetlands.



In 1883, the Aborigines Protection Board was established, and most Aboriginal people were moved to government missions or reserves outside of Sydney, such as the one at La Perouse. The Aboriginal people at La Perouse ran a commercial fishing business and would have likely fished at the Cooks River. At the same time, there were independent Aboriginal settlements located south of Cooks River at Kogarah and Salt Pan Creek. It is said that another independent settlement existed near Wolli Creek at Kingsgrove and it is likely there were others, yet to be rediscovered.

Aboriginal people have maintained their physical and spiritual connection to Country. Aboriginal and First Nations People represent 2.2% of the population in the Bayside LGA. The Council acknowledges the Gweagal, Bidjigal and Gadigal Clans which are the traditional custodians of the land.

3.3 Early land grants and European occupation

In the early nineteenth century, Rockdale remained generally untouched by Europeans. James Chandler received the first grant of 1,200 acres (485.6 hectares) in 1822, which he called Bexley. Chandler's attempts to farm the land proved unsuccessful, as Rockdale was still heavily wooded and rocky, forcing him to mortgage and sell the land in the 1840s. Spurred by Alexander Brodie Sparks, colonists began to regard the area around Rockdale as picturesque and desirable, resulting in a number buying up land in the area. One such person was Joseph Davis, a butcher, who bought an estate in Rockdale in 1859 on which he built his villa, Lydham Hall. Davis' villa was made from locally quarried stone, which was in abundance in the area.

During the mid-nineteenth century, Rockdale remained sparsely populated. The land was mainly dedicated to farming and grazing, though a sizeable timber-getting industry existed. This was later replaced by quarrying. Rockdale was part of the Municipality of West Botany when it was established in 1871. In 1888, this became the Municipality of Rockdale.

Residential development in Rockdale began after the Illawarra Railway was opened in 1884, which included a station at Rockdale. Thomas Saywell's private tramway opened in 1885. Over the next decade, Rockdale was gradually transformed into a major shopping centre and residential suburb, as specialised shops began to open along Rocky Creek Road and subdivision of the large estates alongside the railway commenced. Still considered an outlying suburb, the Rockdale subdivisions of this period remained largely undeveloped, and many allotments unsold into the twentieth century.

During the 1890s and the first decade of the twentieth century, Rockdale experienced substantial growth and development.

The 1901 Census recorded a large population increase in the Municipality of Rockdale during the previous 10 years—from 4,908 to 7,875—and 1,718 houses; the adjoining municipalities in the St George area were a fraction of the size with the respective populations of Hurstville, Kogarah and Bexley being 4,022, 3,895 and 3,081. According to the St George Advocate, 'the older settled districts of Kogarah and Rockdale possess a vastly superior style of architecture'² compared to Hurstville and Bexley.



Figure 3.1 Undated Parish of St George showing the earliest land grants within the region. (Source: NSW LRS, Historic Land Records Viewer)

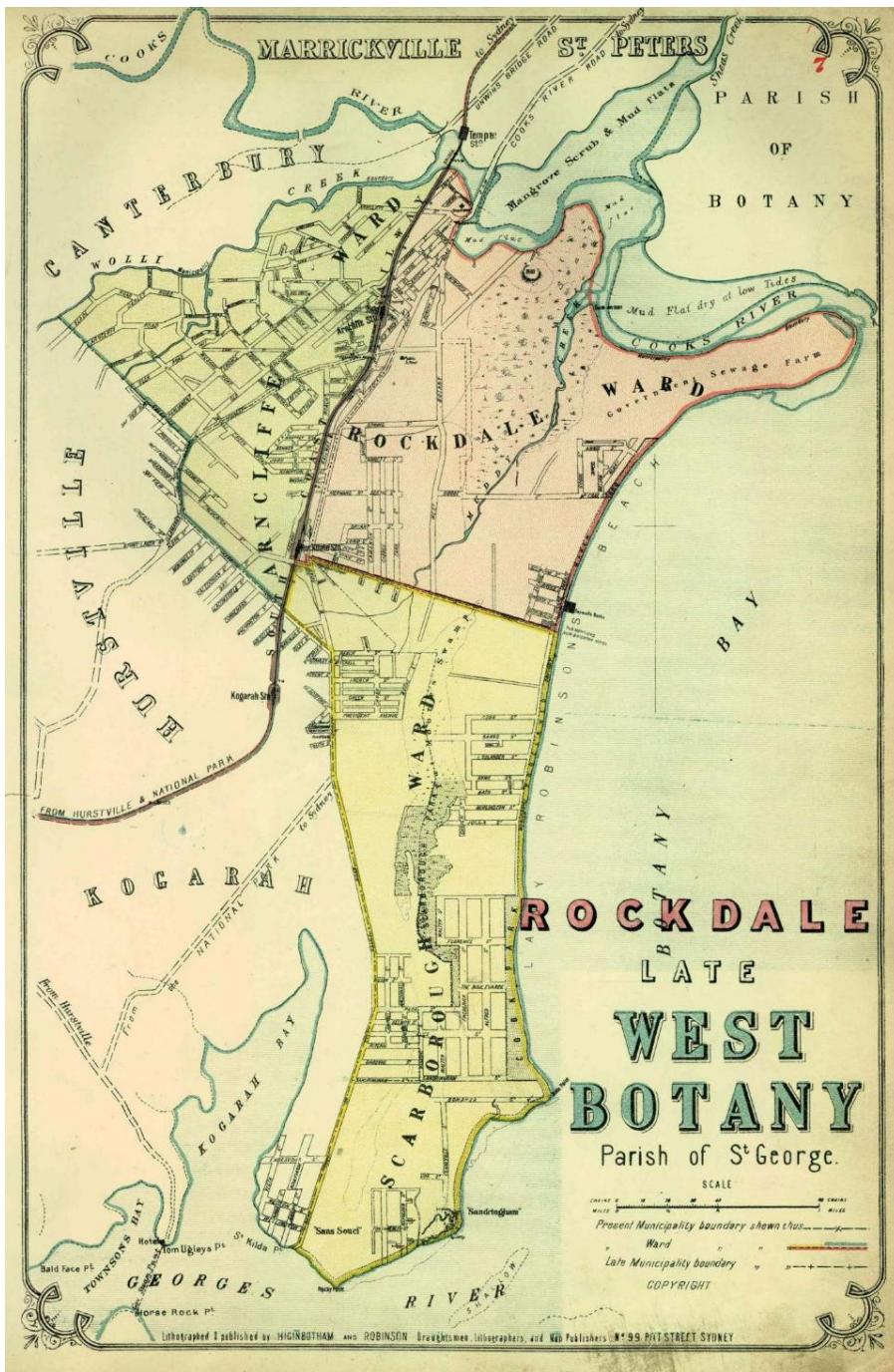


Figure 3.2 Rockdale, formerly West Botany plan prepared by Higinbotham and Robinson, 1888. (Source: State Library of NSW)



The increase in population and houses continued to grow between 1901 and 1910. In 1902–03, 26 new houses were built in the Rockdale Ward, the highest figure across the municipality's four wards³. The following year, 55 new houses were built in the Rockdale Ward.⁴ In February 1904, the annual valuation for the Rockdale Municipality for 1904–05 was based on an estimated increase of the population of 366 with a total of 169 new houses.

The valuers state that this increase in the number of residences is by far the greatest increase in any one year.⁵

The following year, retiring Alderman Judd, after 25 years serving the district, described the changes he had witnessed as the municipality had grown from two bush tracks and a population of about 300 at West Botany to a population of 10,000 with a municipal revenue of £4,000.⁶ The Council boasted of steady progress during 1905 including construction of many new houses and commercial premises alongside council works to roads, sanitation and gas lamps plus alterations and improvements to the town hall.⁷ The number of houses in the municipality had grown to 2,575 by the end of 1907.⁸

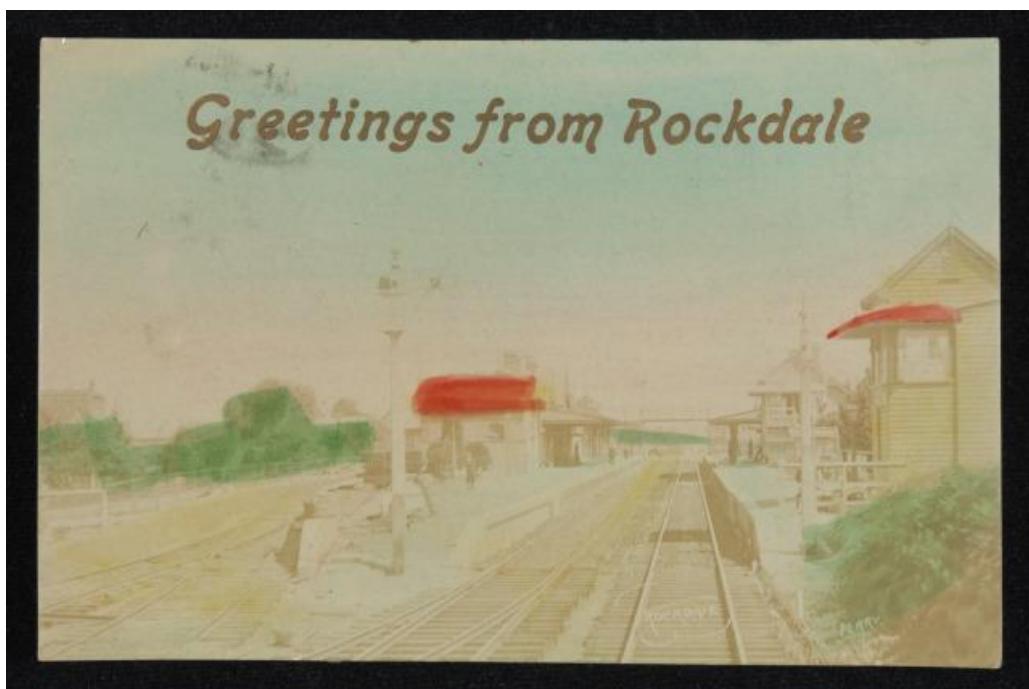


Figure 3.3 Rockdale Railway Station, 1907. (Source: National Museum of Australia, 1986.0117.4616)



Under the headline 'a prosperous suburb', the Sydney Morning Herald summarised the Mayor's annual report for 1907; the key takeaway from the Mayor's report was an increase in rate revenue coupled with council's improved financial position, which in part was due to the construction of about 100 new buildings in the municipality. During the same year, the Commissioners of Railways announced planned improvements to the railway station to 'make Rockdale what is known as the principal stop station from Sydney on this [railway] line'.

The *St George Call* reported in December 1910 on triennial valuation of rateable property in the Municipality, declaring that 'Rockdale progress is something wonderful. Nearly five hundred new houses have been built during the three years, and this means a large increase of population'.⁹ The municipality's increasing population and settlement, continued up to the war years. Until this time, the greatest growth was occurring in the Rockdale Ward, but on the eve of World War I, the suburbs of Sandringham and Sans Souci (in Scarborough Ward) were the areas of rapid development and improving values. By 1915, the number of buildings in the municipality had increased in the previous five years from 2,800 to 4,000, the population grew from 14,000 to 20,000 and Rockdale was regarded as the 'biggest business centre of the Illawarra suburbs'.¹⁰

There was an abundance of stone throughout the Rockdale area (giving Rockdale its name) and the local quarries were active into the twentieth century. Throughout Rockdale and the neighbouring suburbs, quarried sandstone was used to build kerbs, drains, retaining walls and to build cottages and houses.¹¹

3.4 Ferrier's Estate

In 1880, Frederick Ferrier, a publican, purchased a portion of the Bexley Estate and Seaview Estate. The two parcels of land were subsequently consolidated on a single title in 1885 comprising 25 acres 11 perches (10 hectares). In the intervening period, he lodged an application to convert the property to Torrens title.¹² The land remained undeveloped until 1892, when Ferrier's estate was sequestered and his financial affairs handed over to an official assignee, Mr Morris.¹³ In the lead up to this event, Ferrier appears to have acquired a number of debts including a mortgage of £5,000 for the land on which he built the Trocadero Skating Rink, Newtown. Ferrier's bankruptcy also coincided with the beginning of a country-wide economic depression partly caused by several major bank collapses which came after a decade of sustained growth and prosperity founded in real estate investment and residential development.

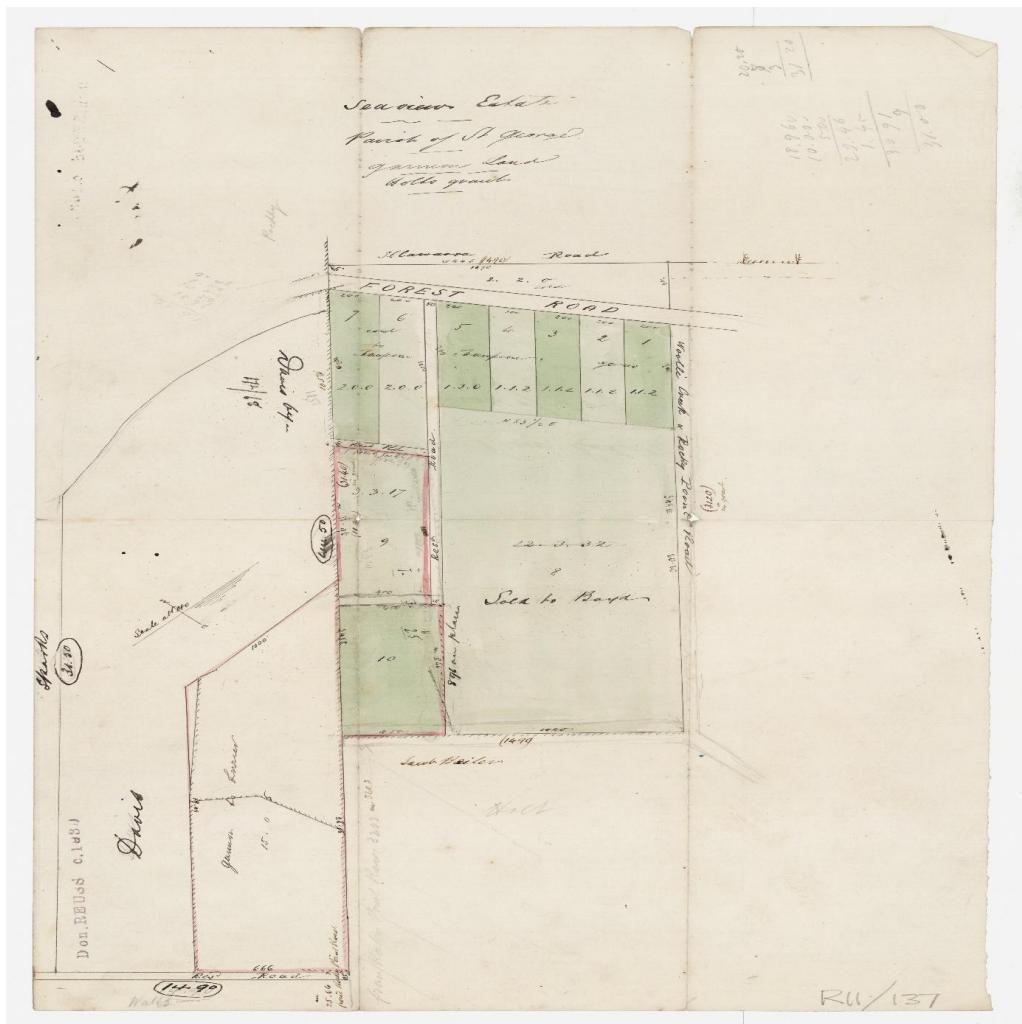


Figure 3.4 Seaview estate subdivision plan, undated (Source: State Library of NSW, FL9109464)

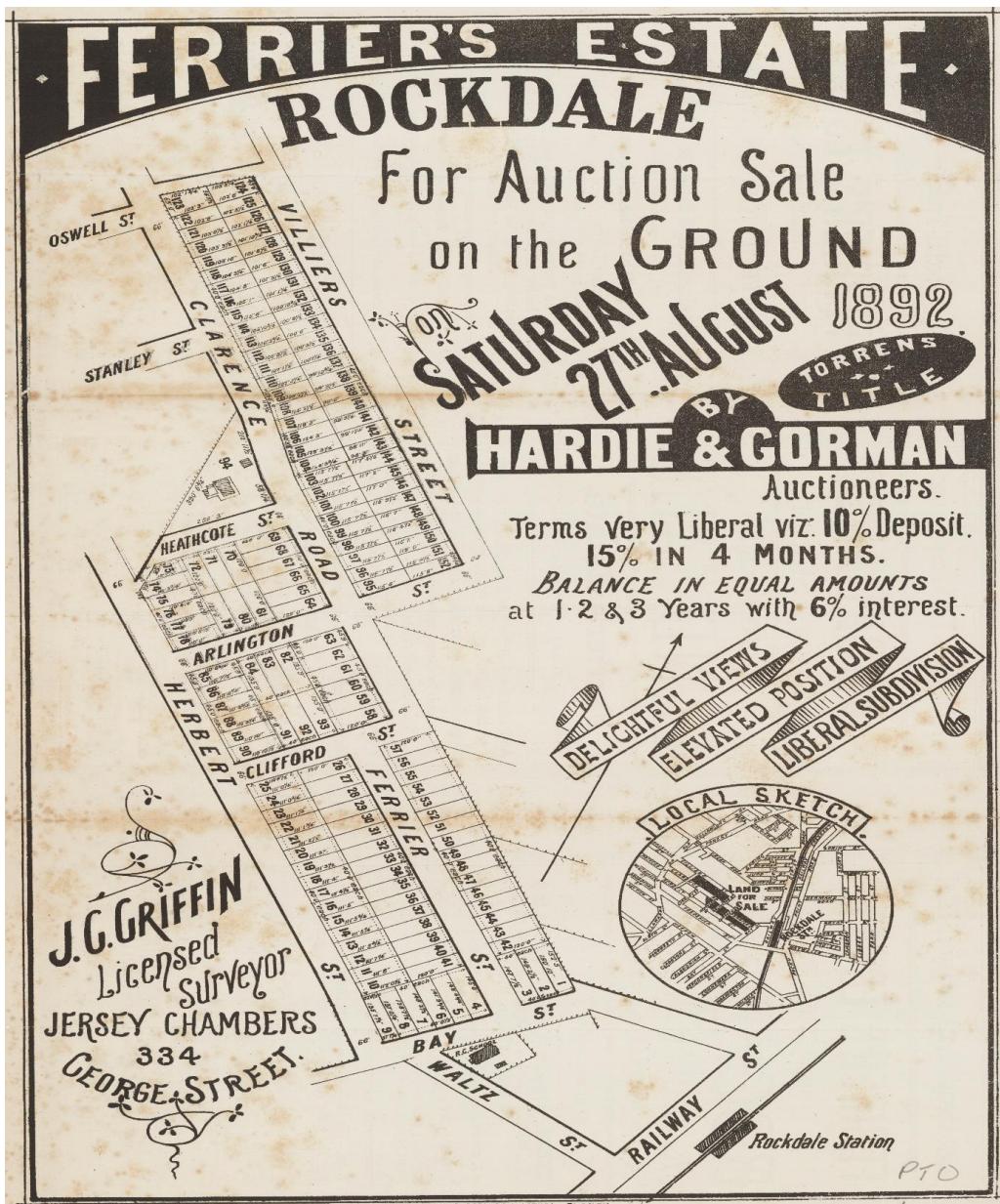


Figure 3.5 1892 plan of Ferrier's Estate, Rockdale (Source: State Library of NSW, F19099200)

With the concurrence of the official assignee, Ferrier subdivided his land at Rockdale and advertised the estate for auction sale (Deposited Plan 3043). Although the real estate poster notes the auction date as 27 August 1892, the auction sale did not take place until 3 December when several allotments were sold on the day.



The subdivision comprised 152 building allotments fronting Bay, Herbert, Ferrier, Clifford, Arlington, Heathcote and Villiers Street and Clarence Road as shown in the plan (Figure 3.5).

Ferrier's mortgagees over this land exercised power of sale of the residue of unsold allotments between 1894 and 1902. However, a major part of the estate remained unsold. It was sold in one transaction in early 1905 to a single vendor, Richard Arthur of Mosman, medical practitioner, totalling 23 acres 29 $\frac{3}{4}$ perches (11 hectares). He continued to sell allotments in the subdivision from February, advertising sales through WR Storm of 76 Pitt Street, City.

3.5 116 Villiers Street

116 Villiers Street is located on Lots 124 and 125 and part 126 of DP 3043 (Ferrier's Estate) as shown in the subdivision plan below.

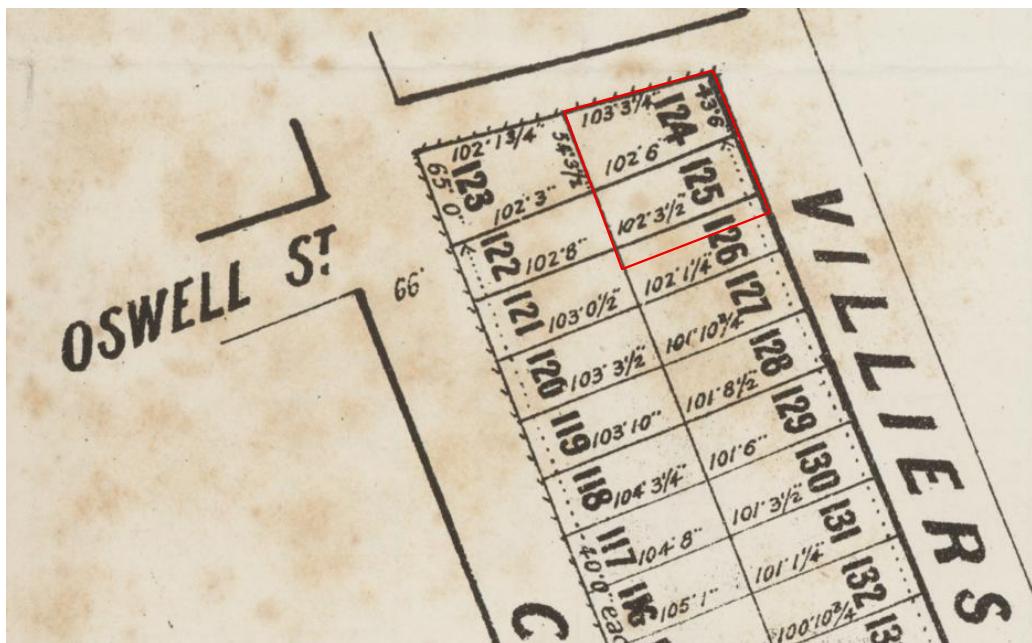


Figure 3.6 Extract from 1892 plan of Ferrier's Estate, Rockdale with subject site outlined in red.
(Source: State Library of NSW, F19099200)

Louisa Berryman, wife of William John Berryman, formerly of Curban near Gilgandra, purchased Lot 124 of Ferrier's Estate in February 1908. She paid £54/7/6. Her husband purchased several allotments in this subdivision including Lots 125–129 (December 1907), Lots 123 (February 1908) and Lots 118–122 (June 1908). His brother, George Berryman, purchased Lots 130–134 in December 1907.



Louisa and William John Berryman apparently relocated to Rockdale to remain close to his elderly parents, James Alfred and Jane Emma Berryman, following their relocation to the area from Dubbo in 1907. In July 1908, James Berryman died at his residence, Truro, in Railway Street, Rockdale.¹⁴

In March 1908, William John Berryman and GH Whittingstall announced they had established themselves as auctioneers and estate agents opposite Carlton Station.¹⁵ Louisa transferred Lot 124 to her husband in May 1908. They promptly constructed a house on Lot 124 after purchasing the land. As the house predates state government rules requiring Councils to keep building application records as well as plans (from 1909), the architect and builder of Hillside is unknown.

The house was completed by the end of October 1908 and was referenced in the auction sale advertisement for Lots 127–134 of Ferrier's estate 'adjoining Mr Berryman's newly-erected residence'.¹⁶ They named the house 'Hillside' after their extensive rural property of the same name at Curban near Gilgandra. By February 1909, they had connected a telephone service to the house which was designated number 256.¹⁷

The Berrymans lived at Hillside until late 1910. In January 1911, William John Berryman sold Lots 124, 125 and part 126 to Annie Ferguson, the widow of Francis Ferguson. Annie was previously married to James Little, and after his death married Francis Ferguson in 1880, also his second marriage. F Ferguson & Sons was established in the late 1850s as the 'Australian Nursery'. Francis died at Camden in 1892. By 1904, Ferguson & Sons was operating from sites in both Hurstville (Kingsgrove) and Camden.

She moved into the house at 116 Villiers Street during 1911 and is listed at Hillside in the Sands Directory from 1912–1919. In September 1912, Mrs Ferguson, Hillside, Villiers-st, Rockdale', advertised for 'a young girl to work as a live-in general worker,. as general, sleep at home' potentially in the outbuilding to the rear of the site.¹⁸ Again in 1916, she sought 'lady help or middle-aged general' to work for her at 'Hillside, Villiers-street, Bexley' for 'two in family' (Annie and one of her sons, Frederick Buchan Little).¹⁹ As late as February 1926, she advertised for a 'middle-aged lady help or general, usual duties' to work for 'two adults in family, 30/- week [and] fares from city paid'.²⁰ She lived at Hillside until her death on 13 December 1927.

Probate of the will of Annie Ferguson was granted to her son Alfred Denison Little. He lived for many years at Camden where he served as Mayor in 1904 and 1905. He was also a senior partner in F Ferguson and Son, nurserymen, and managed the Camden Nursery. Alfred, along with Frederick Buchan Little and Archer Bruce Ferguson were the registered proprietors of F Ferguson & Son nurseries at Hurstville and Camden from 1917. The Ferguson's Nursery at Hurstville was located a short distance from the subject site and was managed by Frederick Buchan Little.



Hillside was advertised for auction sale on 28 February 1928 following the death of Mrs Annie Ferguson. The house and property were described as follows:

8 rooms, Large Hall, Kitchen, Laundry, Pantry, Bathroom, Built of Brick on Stone, with Purple Bangor Slate Roof, Brick Garage and Store Room, City water, Electric Light and Gas, and Standing in Fine Grounds and Gardens.²¹

The furniture, household appointment and effects in the house were also advertised for auction sale on the same day. The subject site does not appear to have changed ownership at the 1928 auction and according to the land title. 116 Villiers Street did not change hands until 1933 by transmission to Sydney Ferguson Little after the death of his father Alfred Denison Little.

From 1930 to 1935, Hillside was let to George Clayton Copeland and his wife Mabel Greenwood Clayton. In March 1936, the property was conveyed to Norman Geoffrey Kitchen, garage proprietor. He and his wife Lucy Ellis Kitchen are listed at 116 Villiers Street in the electoral rolls from 1937 until 1949.

John Lee Booler purchased the property from the Kitchens about March 1949 as an investment property and never lived there. Two years later, he sold the subject site to Robert Bertram Johnson and Nora Irene Johnson. They are listed at the address in electoral rolls until at least 1972. They are likely to have lived here until 1975 when the subject site was transferred to Peter Vive Justen and Robin Cecile Justen.

Robin Cecile Justen became the sole owner of the subject site in May 1985 and is listed at this address in the 1980 electoral roll (no electoral rolls available to search online after this date).

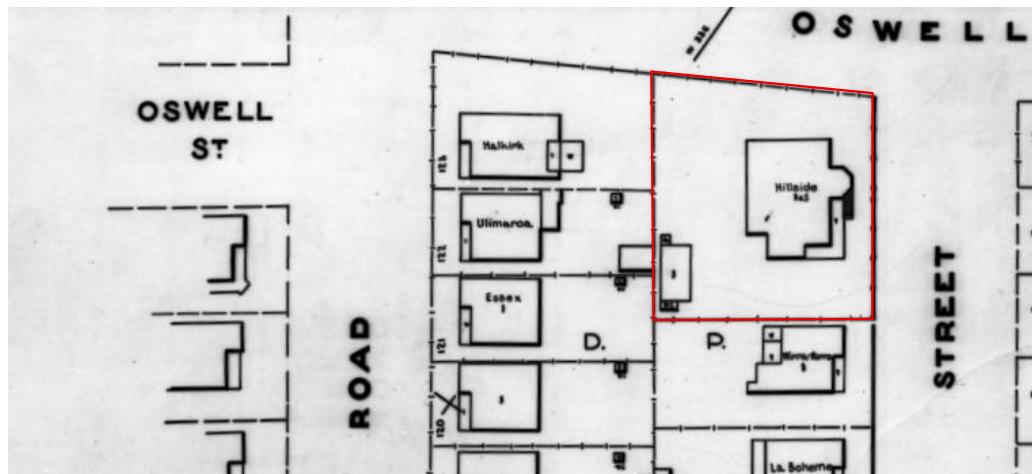


Figure 3.7 Extract from Rockdale Detail Sheet 3000, undated. Subject site outlined in red.
(Source: Sydney Water Archives DS3000)

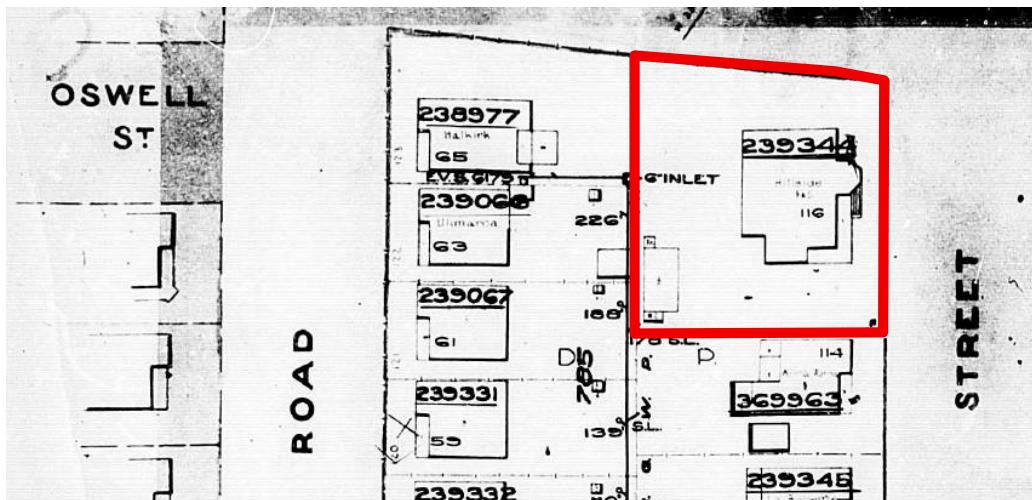


Figure 3.8 Extract from Rockdale Detail Sheet 3000, 1956. Subject site outlined in red. (Source: Sydney Water Archives SRS3000)

A search of Rockdale Council's Building Registers did not uncover any building applications (BA) excepting a 1976 BA for a swimming pool lodged by UP Justen which was approved in September but not built.²²

Table 3.1 Table of property owners and details.

Date	Owner	Description	Vol-Fol
Jul 1853	Joseph John Watts	46 ac Portion number 57 Parish of Saint George	Colonial Secretary Land Purchase Vol 145
Dec 1874	Jane Watts	46 ac Portion number 57 Parish of Saint George	Ecclesiastical Jurisdiction - NSW Government Gazette 30 Dec 1873 p 3664
May 1874	Michael Gannon	46 ac Portion number 57 Parish of Saint George	Bk 142 No 631
Jun 1880	Frederick Ferrier	Part of lot 6 of Bexley Estate (15 ac) and part of Seaview Estate (7 ac 3 r 25p)	Bk 203 No 384
Feb 1885	Frederick Ferrier	25 ac 11 per Part of 1200 ac granted to James Chandler (Bexley Estate) + part of 46 ac granted to Joseph John watts	Vol 730 Fol 171
Feb 1905	Richard Arthur	23 ac 29 3/4 per	Vol 1587 Fol 220



Date	Owner	Description	Vol-Fol
Dec 1907	William John Berryman	Lots 125-129 DP 3043	Vol 1857 Fol 135
Feb 1908	Louisa Berryman	Lot 124 DP 3043	Vol 1869 Fol 104
May 1908	William John Berryman	18 1/4 p Part of portion 57 Parish of Saint George	
Feb 1910	William John Berryman	Lots 125, 126 and part 127 DP 3043	Vol 2036 Fol 41
Jan 1911	Annie Ferguson	Lots 124, 125 and part 126	Vol 2129 Fol 17
Nov 1933	Sydney Ferguson Little (by transmission)	1 r 3/4 p	
Mar 1936	Norman Geoffrey Kitchen		
Apr 1949	John Leo Booler		
Apr 1951	Robert Bertram Johnson and Nora Irene Johnson		
Feb 1975	Peter Vive Justen and Robin Cecile Justen		
May 1985	Robin Cecile Justen		

3.5.1 The Ferguson and Little family and Fergusons Nurseries

Annie Ferguson (184?-13 December 1927), the owner and occupier of Hillside, 116 Villiers Street, Rockdale from 1911 to her death in 1927. She was the second wife of Francis Ferguson who established the nationally renowned Australian Nursery at Camden in 1857 which came to known as Fergusons Nursery. The Australian Nursery later expanded to a second site at Double Bay (1878) managed by his son, also Francis Ferguson.

By 1907, the Fergusons were also operating on a site at Hurstville. In 1915, Ferguson and Sons were renowned for the 'first quality citrus and deciduous fruit trees, also the raising of roses, palms, ornamental trees and shrubs'.²³

The various: interests of Messrs Ferguson and Son are to be noted as follows: At Hurstville there are the general nurseries and the despatching centre -where 40 acres are under cultivation; at Camden, fruit trees, &c., are produced on an area of 60 acres; grape



vine nurseries and orchards, covering 40 acres, are at Gosford, while at Ronkana (near Ourimbah) there are' now 100 acres under preparation.²⁴

Annie Ferguson's sons went on to work in horticulture and manage the nursery business. In the 1920s, Fredrick Buchan Little lived in the house. Frederick Buchan Little, for instance, was the managing head of the business in 1915 and had been involved with the firm since he was "a lad":

The firm has been established since 1850, and have built up a reputation to be proud of.

The managing head is Mr Fred Little, who has been with the firm since a lad.

The Ferguson's Nursery at Hurstville was located a short distance from the subject site and was managed by Frederick Buchan Little. On his death in April 1927, *The Propeller* wrote: 'by the death of Mr Little the fruitgrowers of the State have lost a valued craftsman and friend. Mr Little was among the best-known nurserymen in the Commonwealth'.

Probate of the will of Annie Ferguson was granted to her son, Alfred Denison Little. He was also a senior partner in F Ferguson and Son, nurserymen, and managed the Camden Nursery. Alfred, along with Frederick Buchan Little and Archer Bruce Ferguson were the registered proprietors of F Ferguson & Son nurseries at Hurstville and Camden from 1917. The Ferguson's Nursery at Hurstville was located a short distance from the subject site and was managed by Frederick Buchan Little.

By the 1940s, the nursery was considered one of the oldest and largest in Australia.²⁵ They distributed stock interstate and overseas and became known for their fruit trees and palms. The Camden Nursery ceased operation by 1946 however the business continued at Hurstville in the postwar years. By 1957 the business had a Kingsgrove address and branches at Sylvania and Mittagong.



Figure 3.9 F Ferguson & Son catalogue for 1914. (Source: Internet Archive)

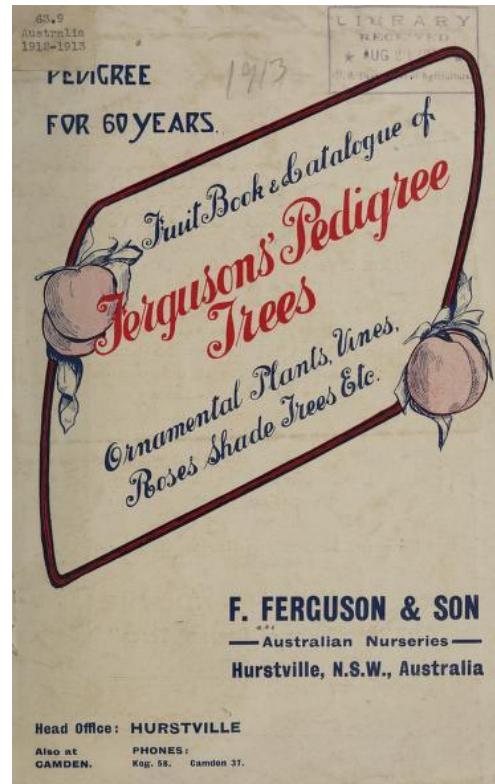


Figure 3.10 F Ferguson & Son catalogue, 1917. (Source: Internet Archive)



3.6 Endnotes

- ¹ Attenbrow, V 2010 (second edition), *Sydney's Aboriginal Past: Investigating the Archaeological and Historical Records*, Sydney, University of NSW Press, p 23.
- ² 'The Census.', *The St Georges Advocate*, 27 April 1901, p 3, Trove, National Library of Australia, viewed 8 December 2025 <<http://nla.gov.au/nla.news-article267671414>>.
- ³ 'Rockdale Council', *The St Georges Advocate*, 15 March 1902, p 3, Trove, National Library of Australia, viewed 8 December 2025
- ⁴ 'Rockdale Council', *The St Georges Advocate*, 28 February 1903, p 3, Trove, National Library of Australia, viewed 8 December 2025
- ⁵ 'Rockdale's position', *Evening News*, 18 February 1904, p 8, Trove, National Library of Australia, viewed 8 December 2025
- ⁶ 'Rockdale's progress', *Evening News*, 11 February 1905, p 5, Trove, National Library of Australia, viewed 8 December 2025
- ⁷ 'Rockdale', *The St George Call*, 30 December 1905, p 4, Trove, National Library of Australia, viewed 8 December 2025
- ⁸ 'Rockdale', *The Daily Telegraph*, 16 November 1907, p 11, Trove, National Library of Australia, viewed 1 December 2025
- ⁹ 'Rockdale progress', *St George Call*, 31 December 1910, p 3, Trove, National Library of Australia, viewed 8 December 2025
- ¹⁰ 'Rockdale – Kogarah', *The Daily Telegraph*, 20 February 1915, p 11, Trove, National Library of Australia, viewed 8 December 2025 <<http://nla.gov.au/nla.news-article238849023>>.
- ¹¹ 'Rockdale Heritage Study' Meredith Walker and Terry Kass, 1991, p 16-17
- ¹² Primary Application 5689, NSW Land Registry Services.
- ¹³ 'In Bankruptcy', *The Australian Star*, 15 February 1892, p 6 (SPECIAL EDITION), Trove, National Library of Australia, viewed 1 December 2025 <<http://nla.gov.au/nla.news-article229584301>>.
- ¹⁴ 'Death', *Dubbo Dispatch and Wellington Independent*, 25 July 1908, p 4), Trove, National Library of Australia, viewed 1 December 2025 <<http://nla.gov.au/nla.news-article227047750>>.
- ¹⁵ 'Advertising', *The St George Call*, 21 March 1908, p 4, Trove, National Library of Australia, viewed 1 December 2025 <<http://nla.gov.au/nla.news-article209630525>>.
- ¹⁶ 'Advertising', *The Sydney Morning Herald*, 31 October 1908, p 24, Trove, National Library of Australia, viewed 2 December 2025 <<http://nla.gov.au/nla.news-article15013013>>.
- ¹⁷ 'Advertising', *The Daily Telegraph*, 27 February 1909, p 20, Trove, National Library of Australia, viewed 2 December 2025 <<http://nla.gov.au/nla.news-article238216992>>.
- ¹⁸ 'Advertising', *The St George Call*, 21 September 1912, p 4, Trove, National Library of Australia, viewed 11 December 2025 <<http://nla.gov.au/nla.news-article211312813>>.
- ¹⁹ 'Advertising', *The St George Call*, 19 February 1916, p 6, Trove, National Library of Australia, viewed 2 December 2025
- ²⁰ 'Advertising', *The Methodist*, 27 February 1926, p 10, Trove, National Library of Australia, viewed 25 November 2025 <<http://nla.gov.au/nla.news-article155358148>>.
- ²¹ 'Advertising', *Propeller*, 24 February 1928, p 6, Trove, National Library of Australia, viewed 25 November 2025 <<http://nla.gov.au/nla.news-article162766710>>.
- ²² BA667/76, Rockdale Council, *Register of Applications for Approval to the Erection of Buildings*. The search of building registers was undertaken for GML by Kirsten Broderick, Local History Librarian, Bayside Council.



²³ 'A Great Nursery Business', *The Gosford Times and Wyong District Advocate*, 21 May 1915, p 5, Trove, National Library of Australia, viewed 11 December 2025 <<http://nla.gov.au/nla.news-article166926404>>.

²⁴ 'A Great Nursery Business', *The Gosford Times and Wyong District Advocate*, 21 May 1915, p 5, Trove, National Library of Australia, viewed 11 December 2025 <<http://nla.gov.au/nla.news-article166926404>>.

'Roses and Real Estate: The Nurseries of St. George, *Kogarah Historical Society Inc Newsletter*, January/February 2025, p 2, viewed 12 December 2025 <kogarah.historicalsociety.com.au/wp-content/uploads/KHS-2025-01-02.pdf>



4 Site analysis

This section summarises the setting and key characteristic features of 116 Villiers Street relevant to assessing its heritage significance. This has been prepared based on a site inspection of the property from the public domain undertaken by GML on 4 December 2025. An initial physical analysis of the interiors was not undertaken due to limited site access. At the time, GML used publicly available documentation of the site using real estate websites.

A further inspection took place on 19 December 2025. This inspection enabled access to the grounds, close inspection of the exterior of the buildings, as well as the interior of the residence and existing garage. This heritage assessment was updated accordingly.

4.1 Site and setting

116 Villiers Street is located on a corner lot on the western side of Villiers Street and the southern intersection of Villiers and Oswell Streets. The topography of the immediate area is undulating. The land slopes upwards to the west along Oswell Street, downwards to the south along Villiers Street. The subject site is on an elevated lot. There are limited street plantings, mainly consisting of young trees. Due to the elevated corner lot and the direct views to the site from the public domain, the subject dwelling has a prominent streetscape presence.

The area is residential and characterised by modest single- and two-storey dwellings. Dwellings in the vicinity of the subject site largely date from the Federation and postwar periods. These dwellings are characterised by their narrow lot sizes, consistent front and side setbacks with small front gardens, face brickwork walls and hipped terracotta roofs. The boundaries of the property are marked by low brickwork and timber fences. Relative to the dwellings in the vicinity, the subject site is visually distinct due to its scale, architectural features, materiality and larger allotment.

4.1.1 Exterior—Residence

The house at 116 Villiers Street has its primary (eastern) elevation facing Villiers Street. The northern elevation faces Oswell Street. The house is set back from Villiers Street, with a narrow front garden with lawn, low hedge at the northern extent of the eastern boundary, and young Jacaranda tree to the north. The Villiers Street site boundary has a low sandstone fence with pillars and wrought iron gate. The low stone fence allows direct views to the front elevation.



The northern, southern and western boundaries have high metal fence additions. The northern metal fence limits visibility to the house from Oswell Street.

Constructed in 1908–1909, 116 Villiers is a detached single-storey Federation dwelling with stylistic influences from the Federation Queen Anne style. The primary façade is asymmetrical, featuring a prominent slate hipped roof, two gable-ended bays to the east and south elevations and a verandah that wraps around the eastern and southern sides of the dwelling. There is a brass naming plate near the front door with the original name of the house, 'HILLSIDE', engraved on it.

The dwelling is elevated above ground level with a sandstone base. A set of sandstone steps leads to the verandah. The external walls are face brickwork in stretcher bond. The projecting bay to the main elevation has a pebble dash finish with a sandstone base. The bay has a timber frieze and metal panelling. The verandah roof is supported by ornate timber posts embedded in tapering sandstone piers. A decorative timber frieze and brackets are present along the verandah. The verandah has retained its tessellated tile flooring and slate edge. There is evidence of termite damage to the turned timber verandah columns. The verandah wall is splaying outwards.

The fenestration pattern of the dwelling is consistent with its architectural style and comprises doors and windows of traditional proportions. The primary (east) and side (north and south) façades consist of the original timber-framed double-hung sash windows with six panes to the top sash. There is a bay window on the east elevation. The windows have sandstone sills and lintels. The main door consists of a timber panel door with a glass panel, side panel and fanlight with decorative lead light. There are two doors along the southern elevation which include a timber door with a glass panel and fanlight with leadlight.

The dwelling features a hipped roof form with gable ends to the eastern (main) and southern elevations. The roof is finished with slates with terracotta ridge capping and finials. The main roof extends over the verandah. There are three chimneys with pebble dash finish and terracotta chimney pots. The gable to the east elevation has a pebble dash finish with decorative timbering. The original gable feature to the south elevation has been removed. The roof has exposed rafters along the eaves. The eaves of the gable are lined with timber battens.

The rear elevation consists of a skillion roof to the main dwelling—likely an infilled verandah. The consistency of the brickwork along the north elevation suggests an original laundry or bathroom was constructed in this corner, with some modifications. The face brickwork along the western wall of the rear wing has been painted. The west elevation comprises later addition aluminium-framed sliding windows with unsympathetic awnings over. Two original timber-framed double hung sash windows are extant. The rear wing is covered with metal roofing.



4.1.2 Interior—Residence

The interior spaces were inspected on 19 December 2025. The following description and photographs are based on that site inspection.

The original configuration, fabric and ornamentation along the eastern (front) section of the dwelling—hallway, lounge room, front bedrooms, and dining rooms—are largely intact. The rooms in the western (rear) portion of the dwelling—bedroom, sunroom, bathroom and kitchen—have undergone little to some modifications.

The central hallway is accessed from the main entry door on the east elevation. The entry hall has an east-west alignment, and a tiled floor finish. Whilst tiled flooring was common in the Federation period, the pattern and colour of the tiles appear to date from the 1940s, and likely to be a later alteration replacing earlier tiles (no documentation has been identified to confirm this).

The main hall intersects with a secondary hall that has a north-south alignment. The 'private' part of the dwelling is located to the west (rear) of the secondary hall. The rooms throughout the house (except for the laundry) have timber flooring finished with carpets. The timber flooring, concealed by the carpets, seems sound. The integrity of the timber flooring is unknown. The bathroom, located at the eastern end of the hall, has floor tiles dating from the postwar period and appear stylistically similar to those in the main entry hall.

The internal rendered plaster walls along the original section of the dwelling feature the original decorative plaster ventilation grilles located high on the walls, below the cornices and above the original timber picture rails. Timber skirtings throughout the original sections of the dwelling have been retained. The internal walls of some rooms are finished with later addition wallpaper. The entry hallway has an ornate archway with decorative plaster mouldings. The bathroom has later addition floor (1940s) and wall tiles. The sunroom (enclosed deck) to the rear have later addition timber panelling and aluminium windows.

The original timber panel internal doors, fanlight, stained glass panels, architraves and associated hardware have been retained within the front section of the dwelling. Original door and window joinery have been retained throughout with some minor modifications.

The original fireplaces within the front rooms are retained and intact. The fireplaces differ in design and location within each room. Fireplaces feature original cast iron grates and fireboxes, glazed tiles and the ornate marble surrounds. Rendered plaster chimney breasts consist of stop chamfered edges. One fireplace in a front room has been retained with some modifications, possibly dating to the 1970s. The original surrounds have been replaced with brickwork, however, the chimney breast with stop chamfered edging is retained.



The formal rooms in the eastern portion of the house have decorative plaster ceiling and cornices. The designs of the decorative details differ in each room, and include intricate floral detailing. There is evidence of water ingress from the roof in some of these rooms. The secondary hall and rooms in the western portion of the house have fibrous plaster ceilings with exposed timber battens. The ceiling to the hall has evidence of water ingress and is bowing due to water damage.

The kitchen has recent fitouts and finishes. The kitchen comprises an archway that is a modification dating to the c1970s and the original timber framed sash window has been replaced with an aluminium sliding window. There is evidence of the location of a former cooker and slow combustion stove, since removed.

The bathroom has recent fitouts and finishes including new bathtub, handbasins and wall tiles. The floor tiles appear to date to the post-war period. This bathroom may have been installed during the post-war period to supplement an original washroom/laundry in the northwestern corner of the house. There is evidence of cracking to the northern wall of the bathroom, possibly due to settlement.

4.1.3 Garage and Storage

A single storey freestanding structure is located along the western boundary. Its original period of construction is likely to be the same time as the dwelling, however, the original use is unknown. Given that the Ferguson family had live-in help staff, it is possible this outbuilding provided accommodation for the help. It is currently used as a garage and for storage and has a former lavatory.

The garage has timber batten double doors to the north elevation and a single door to the east elevation. A second door opening and fanlight on the east elevation has been infilled with brickwork. The structure is covered by a zincalume hipped roof with a gable. It is possible the structure had a slate roof. Two paths of brickwork pavers lead from Oswell Street to the garage.

The interior of the 'garage' has decorative wall vents on the western wall that indicate the area was likely habitable. The floor of the northern-most space is finished in brick paving. Close inspection of the internal walls indicate that this open area originally had brick walls that subdivided the space. There has been some discussion that the area was used as a stable. A lavatory was likely found on the southern extent of the outbuildings.

4.1.4 Landscape

The dwelling is located on a large allotment. The front (eastern) boundary has the original low sandstone boundary wall while the side and rear boundary have a later addition tall metal fence. The gardens consist of a large lawned area.



A Jacaranda tree is located in the northern garden. A mature Canary Island date palm is visible within the southwestern garden, near the garage. Other plantings include shrubs such as Hydrangeas. The steel mesh fence and brick fence (northern garden) separating the rear and front yards appear to have been added in the late twentieth century.

4.1.5 Integrity

Historical evidence suggests that the existing lot boundaries have remained unaltered since the construction of the existing dwelling. The lot size of the site is substantially larger than that of the surrounding lots. As is common with other dwellings of this style and period, the house is set within a garden with plantings. The site has retained its original setting and curtilage.

The external features, including the presentation of the primary façade, the roof form, verandah, fenestrations and materiality of the dwelling exhibit a high degree of intactness. There is little evidence of major physical alterations to the external fabric.

Alterations to the exteriors of the dwelling include:

- Addition of a metal handrail to the front stairs;
- Windows and doors are fitted with aluminium-framed flyscreens and security doors;
- An air conditioning unit installed within a window on the south elevation;
- Metal awnings with timber bracket supports have been added over the windows on the south elevation;
- A window has been removed and replaced with aluminium-framed sliding windows to the north elevation (the kitchen), but the sandstone sill is intact;
- Alterations to the rear wing include the painting of the face brickwork, addition of aluminium-framed sliding windows and door; and
- Addition of zincalume roofing sheets and new doors to the southern façade of the brick garage.

Similarly, the internal configuration of the dwelling and the original fabric is largely unaltered. The front section of the house—the central hallway flanked by rooms on either side—is typical of the period and style. Alterations to the interiors include:

- Modification of the fireplace surrounds in one room;
- Addition of wallpaper to an internal room in the front section of the dwelling;
- Later addition fitouts and finishes in the kitchen and bathroom;
- Alterations in the kitchen associated with the construction of an arched opening and installation of an aluminium sliding window with modifications to the brick wall;
- Timber panels to the internal walls of the rear deck infill extension; and
- Alterations and modifications to the garage/storage area.

The above additions and alterations do not impact the overall legibility of the original form and features of the dwelling and the Federation Queen Anne features remain discernible. Further some of the alterations are reversible in nature.



4.1.6 Condition

Although a detailed assessment of the condition of the fabric has not been carried out and is not within the scope of this report, a general visual survey suggests that the dwelling is in fair to good condition with the following visible damages or defects:

- Slipped slates on the roof;
- Loose and deflecting sandstone blocks in the front fence;
- Corrosion to wrought iron front gate;
- Evidence of rotation of the boundary sandstone fence;
- Flaking paint to the metal panel in the project bay to the eastern elevation;
- Metal awnings to the south elevation above the windows are in poor condition;
- Water ingress from above, evident in the ceilings of some rooms including the secondary hall;
- Termite damage to verandah posts;
- Cracking evident in the northern wall of the bathroom and western wall of the garage; and
- Verandah wall detaching from the verandah flooring due to minor rotation; and
- Cracking in verandah floor tiles.

These damages and defects are considered to be repairable and do not adversely degrade the architectural merit of the dwelling.

4.2 Site photographs

The following photographs were taken by GML on 4 and 19 December 2025.

Setting and streetscape



Figure 4.1 View southwest to streetscape along Villiers Street.



Figure 4.2 View southeast to streetscape along Villiers Street opposite the subject site.



Figure 4.3 View west to the streetscape along Oswell Street.



Figure 4.4 View east to the streetscape along Oswell Street.



Exterior Images—Residence



Figure 4.5 View west to the subject property from Villiers Street.



Figure 4.6 View west to the primary (east) elevation of the subject dwelling.



Figure 4.7 View to the east and south façades of the subject dwelling.



Figure 4.8 View to the north and western elevations of the subject dwelling.



Figure 4.9 View to the rear yard and garage. The Canary Island palm is located in the distance.



Figure 4.10 View to the dwelling showing the western wing with skillion roof at the rear of the dwelling .



Figure 4.11 View of the south elevation with later addition awnings over the windows.



Figure 4.12 View of the west elevation of the residence showing the later addition infilled area between the original two rear wings.



Figure 4.13 Eastern verandah tiling and design.



Figure 4.14 Eastern verandah tiling and design.



Figure 4.15 Timber verandah post in poor condition.



Figure 4.16 Verandah flooring has cracked tiles and structure requires repair works.



Interior Images—Residence



Figure 4.17 Main entry hall showing the arched detail, decorative plaster ceiling, fanlights over doors, and later addition tiled floor.



Figure 4.18 Main entry door with fanlights and sidelight and stained glass within upper door panels.



Figure 4.19 Living room showing internal doors with fanlights and decorative plaster ceiling. Wallpaper below timber picture rail.



Figure 4.20 Detail of decorative plaster ceiling and cornices. Evidence of water ingress from above.



Figure 4.21 Living room showing door to verandah with stained glass panel and fanlight, fireplace with timber fire surrounds and tiles.



Figure 4.22 View of rose patterned decorative plaster ceiling.



Figure 4.23 Laundry forms part of the original structure with skillion roof lined with timber panelling.



Figure 4.24 View to bathroom with later addition floor and wall finishes and fixtures. Note cracking to northern wall. Undecorated ceiling and original decorative wall vent



Figure 4.25 Living area showing restrained decorative ceiling.



Figure 4.26 Living area showing marble fireplace, picture rails, door to exterior with stained glass, and panelled doors with fanlight.



Figure 4.27 Bedroom within the western portion of the residence with timber picture rails and skirting boards.



Figure 4.28 Details of decorative plaster ceiling and cornices that are simple in design.



Figure 4.29 Living room showing door to verandah with stained glass panel and fanlight, fireplace with timber fire surrounds and tiles.



Figure 4.30 Room with fireplace, timber fire surrounds and decorative ceramic tiling and cast-iron grate.



Figure 4.31 Western room is a former deck area has been infilled with view to adjacent laundry. Later addition ceiling, cornices and timber lining.



Figure 4.32 Detail of ceiling of western infilled room.



Exterior and Interior Images—Garage/Storage



Figure 4.33 View of former lavatory adjoining garage/store.



Figure 4.34 View of former garage/store structure with brickwork corner details



Figure 4.35 East elevation of garage/store showing location of former doorways now bricked in.



Figure 4.36 Interior of garage/store with decorative vents indicating the space may have been used for accommodation. The flooring is brick paved



Figure 4.37 Internal view of storage area with brickwork infill.



Figure 4.38 Internal view of former lavatory.



5 Comparative assessment

Bayside LGA has a considerable stock of Federation dwellings, many of which are considered good examples of their type. The following properties located within the Bayside LGA and listed as local heritage items within the Bayside LEP 2021 were used in the comparative analysis:

- 18 Oakura Street, Rockdale;
- 4 Carrington Street, Bexley;
- 193 Wollongong Road, Arncliffe;
- 258 Wollongong Road, Arncliffe; and
- 9 Brennans Road, Arncliffe.

The historical overview, physical description and statement of significance have been extracted from the NSW Heritage Management System (HMS).

18 Oakura Street, Rockdale “Federation House”—item I353	
A photograph of a Federation-style house with a red brick facade, a tiled gabled roof with decorative timber bargeboards, and a front porch supported by timber posts. The house is surrounded by a low stone wall and some landscaping, including a small tree and some shrubs. The NSW Government logo is visible in the bottom right corner of the image.	A photograph showing the same house from a slightly different angle, revealing more of the surrounding street and a stone wall. A green garage door is visible on the left. The NSW Government logo is visible in the bottom right corner of the image.
Primary elevation of 18 Oakura Street. (Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council ([formerly Rockdale Council]))	Primary elevation and setting of 18 Oakura Street. (Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council [formerly Rockdale Council]))

Historical summary

The subject property is part of land auctioned to Thomas Holt the Younger in 1853. The subject house was built c1912–1916, apparently for Edward John Gardiner, a long-serving Mayor of Rockdale who formerly lived in Harrow Road, Bexley and his wife Mary Estelle (née Beard) (Sands Directory). The couple lived there together until Mary's death in 1946, following which Edward Gardiner remained at the house ('Herald's Flood Relief', SMH, 13 September 1949). Their son, architect Douglas Babington Gardiner (b.1905) lived next door at 16 Oakura Street ('Tenders', SMH, 22 May 1937).



18 Oakura Street, Rockdale "Federation House"—item I353

Physical Description

Large Federation house with corner wrapping veranda on a rockfaced sandstone ashlar base. Windows in the stone veranda wall indicate a room under the verandah. Face brick with red lead wash and hipped slate roof with terracotta ridge capping and finials. Projecting front gable with bay window with original awning on timber brackets. Bay windows have coloured glass in upper sashes. Timber shingles infill gable end. Twin timber veranda columns with decorative brackets. Rough course rock fence along the front of the property. Original c1920 garage at eastern front corner.

Statement of Significance

This Federation house is historically significant as part of the development of commuter suburbs in the Rockdale area. The house is significant because of its historical association with Mr E J Gardiner former Mayor and Alderman Rockdale Council for 35 years. The building is aesthetically significant as a large Federation detached house built in the Rockdale area and it makes a significant contribution to the streetscape of Oakura Street. The building is an excellent representative example of a Federation house in the Rockdale area.

Comparative Analysis

18 Oakura Street, Rockdale, was constructed around 1912–16, during the Federation period. This is a similar date to the subject site. They are both detached dwellings set within a garden with plantings. Their primary façades are visually prominent and contribute positively to the streetscape of their respective streets.

The two dwellings share some similar architectural features which are characteristic of the Federation period. This includes dwellings built on a sandstone base, an asymmetrical massing with gable-ended projecting bays to the front elevation, face brickwork, a wraparound verandah with decorative timber posts and fretwork, timber-framed double hung sash windows with six pane upper sash, a hipped slate roof with terracotta ridge cappings and finials and chimneys with pebble dash finish and terracotta pots.

Although the State Heritage Inventory (SHI) does not assess the internal fabric, real estate photographs suggest that 18 Oakura Street is intact, particularly in the front section of the dwelling.

Key features in common with 116 Villiers Street include its original configuration in the front section of the house, timber skirting boards, arched hallway, fireplaces, decorative floral ventilation grilles, cornices and ceilings. A similar degree of internal integrity is seen along the front sections of 116 Villiers Street. However, compared to Villiers Street, 18 Oakura Street has had major renovations to the rear and sides elevations, including the addition of a contemporary garage, swimming pool, barbecue area and a glass balustrade to the front verandah.

In comparison to the subject dwelling, 18 Oakura Street has some stylistic differences. Despite the external and internal modifications, both dwellings retain their legibility as Federation dwellings with architectural features characteristic of their period and style.

The two dwellings have comparative associative significance with prominent members in the Rockdale area—former mayor Mr E J Gardiner who resided at 18 Oakura Street and the Ferguson family who established Ferguson Nurseries resided at 116 Villiers Street.



4 Carrington Street, Bexley "Federation House"—item I104



Primary elevation of 4 Carrington Street.
(Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])



Primary elevation of 4 Carrington Street.
(Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])

Historical summary

The subject property is part of 1,200 acres granted by Governor Brisbane to merchant James Chandler in 1831. The land was auctioned as part of the Ocean View Estate.

The exact date of construction and initial occupants of the subject house are unclear. In 1909, only one house was listed on the northern side of Carrington Street, with Walter Preddey (from a well-known Bexley family) the occupant. It is not known whether this was the subject house.

By 1920, there were a great many more houses in the street. The subject house was occupied by William Day from 1920 to at least 1930. The house is shown on a water board plan dated 1920–1946 (MWS&DB, Bexley Sheet 20, 1920–1946). By 1951, Stanislaus Alfred Fazakerly and his wife Margaret (Maisie) Adele (née Gould) were in residence ('Funerals', SMH, 22 October 1951). Margaret's father Arthur Henry Gould was also resident at the house at the time of his death in 1953 ('Funerals', 25 August 1953).

Physical Description

Part of a group of 4 late Federation style double-fronted single-storey brick cottages. The cottages are almost identical hipped Marseilles tile roofs, decorative timber woodwork around the front porches and timber detailed, shingled window awnings, and distinctive patterning on projecting gable fronts. The subject property has a carport at the front.

Largely intact with original Marseilles tile roof, timber details to veranda, windows awning and original chimneys.

Statement of Significance

The Federation house at 4 Carrington Street, Bexley, is historically significant as evidence of the historical development of the area at the turn of the nineteenth and twentieth centuries. This dwelling is aesthetically significant for its contribution to the historic character of Carrington Street. It is one of a group of four almost identical, late-Federation houses with original Marseilles tiles roofs and timber verandahs which contribute to the streetscape of Carrington Street and were probably the work of one builder. The building is a good representative example of smaller Federation-style houses in Rockdale.



4 Carrington Street, Bexley "Federation House"—item I104

Comparative Analysis

4 Carrington Street was constructed in the Federation period, similar to the subject site. They are both single-storey detached dwellings. However, compared to 116 Villiers Street, 4 Carrington Street is more modest in scale and is located on a narrower lot with only a small garden to the front.

The statement of significance of 4 Carrington Street notes its streetscape contribution as part of four Federation dwellings of similar scale and architectural style. In comparison, although 116 Villiers Street is in the vicinity of other Federation dwellings, it is more visually prominent than the surrounding dwellings due to its larger scale, lot size and distinct architectural features.

The two dwellings share some similar architectural features which are characteristic of the Federation period. This includes a sandstone base, asymmetrical massing with gable-ended projecting bays to the front elevation, face brickwork, a verandah with decorative timber posts and fretwork, timber-framed double hung sash windows and a hipped roof form. However, in comparison to 4 Carrington Street, the subject dwelling is grander in scale. The subject dwelling has slate roof with intact chimneys compared to the terracotta roof with the chimneys removed at 4 Carrington Street. 4 Carrington Street has a modest verandah, whereas the subject site has a spacious wraparound verandah.

Although the SHI does not assess the internal fabric, real estate photographs suggest that 4 Carrington Street has a fair degree of intactness to the front section of the dwelling. Key features in common with 116 Villiers Street include its original configuration in the front section of the house, timber skirting boards, decorative floral ventilation grilles, cornices and ceilings. The fireplaces at 4 Carrington Street are either highly altered or infilled and the corresponding chimneys have been removed, whereas the fireplaces at Villiers Street and the chimneys are extant.

In comparison to the subject dwelling, 4 Carrington Street, Bexley, has some stylistic differences. Overall, compared to the subject dwelling, 4 Carrington Street is more modest in terms of its scale and expression of architectural features dating from the Federation period. It also forms part of a group of four modest Federation period dwellings.

193 Wollongong Road, Arncliffe "Federation House"—item I65



Primary elevation of 193 Wollongong Road.
(Source: NSW HMS, photographed by Louise Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])



Primary elevation of 193 Wollongong Road.
(Source: NSW HMS, photographed by Louise Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])



193 Wollongong Road, Arncliffe "Federation House"—item 165

Historical summary

The subject property is part of land purchased at auction by Thomas Hill Bardwell in 1853. In 1881, brothers Thomas and Alexander Milsop each purchased adjacent 6-acre parcels of Bardwell's land (Rathbone 49); together, the 12 acres were bounded by present-day Lorraine Street, Wolli Creek Road, Wollongong Road and Wilson's Road. The brothers Milsop, of Protestant Irish stock, had been attracted to Australia in 1852 by the discovery of gold in Victoria. After failing to make their fortunes there or in New Zealand, they returned to NSW where they found their fortune on the Kurrajong Goldfield near Forbes. Alexander Milsop later became the first Mayor of Hurstville. On their two parcels of 6 acres each they erected two identical houses, Belmont and Fairview. Both houses are extant. In c1900, the land formerly belonging to Fairview (bounded by present-day Lorraine Street, Wilson's Road, Wollongong Road and a division between it and the Belmont Estate to the west) was subdivided. The date of construction of the subject house is unknown, although it was likely between 1900 and 1910. The earliest owners and occupants are unknown. By c1914, the occupant was Robert J Ferguson, possibly a relation of Arthur Bruce Ferguson who lived next door at No. 191. Ferguson named the house Loch Marie and lived there until at least 1930.

Physical Description

Single-storey brick Federation-style dwelling with hipped terracotta tiled roof and two decorated projecting gables one facing the street and one the side with a wraparound corner veranda between. Bay windows with their own roofs within the gabled wings and a bay under the veranda on the chamfered corner of the building. The decorative timber verandah posts and brackets rest on a balustrade of brick balustrade accentuated with curves and darker coloured bull nosed bricks. The house name "Lipari" is on the front wall next to a bull's-eye window. The original chimneys are extant and are half stucco half brick.

Statement of Significance

The house once known as "Loch Marie" is historically significant as part of a largely Federation streetscape on Wollongong Road, one of the earliest roads in Rockdale. The house is aesthetically significant as part of a largely intact group of similar scale Federation houses with intact front gardens. The building is a good representative example of a Federation period house in Rockdale.

Comparative Analysis

193 Wollongong Road was constructed in the Federation period, the same time as the subject site. They are both single-storey detached dwellings. However, compared to 116 Villiers Street, 193 Wollongong Road is on a narrower lot with only a small garden to the front. 193 Wollongong Road is visually prominent and is part of a group of Federation dwellings on the street with similar scale, architectural style and streetscape presence all of which enhance the streetscape character. In comparison, although 116 Villiers Street is in the vicinity of other Federation dwellings, it is more visually prominent than the surrounding dwellings due to its larger scale, lot size and distinct architectural features.

The two dwellings share some similar architectural features which are characteristic of the Federation period. These include an asymmetrical design with gable-ended projecting bays to the front elevation, face brickwork, a wraparound verandah with decorative timber posts and a hipped roof with tall chimneys. There are some architectural and stylistic differences between the two dwellings. The subject dwelling has a slate roof with intact chimneys compared to the terracotta roof at 193 Wollongong Road. 193 Wollongong Road has timber-framed casement windows to the front elevation, whereas 193 Wollongong Road has timber-framed double hung sash windows.

Although the SHI does not assess the internal fabric, real estate photographs suggest that 193 Wollongong has a fair degree of intactness to the front section of the dwelling.



193 Wollongong Road, Arncliffe “Federation House”—item I65

Key features in common with 116 Villiers Street include its original configuration in the front section of the house, timber skirting boards, decorative floral ventilation grilles, cornices and ceilings. The fireplace at 193 Wollongong Road is intact, but the hearth has been boarded over. In comparison to the subject dwelling, 193 Wollongong Road has some stylistic differences, but overall displays a similar degree of integrity and intactness.

258 Wollongong Road, Arncliffe “Federation House”—item I61



Primary elevation of 258 Wollongong Road.
(Source: NSW HMS, photographed by Louise Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])



Primary elevation of 258 Wollongong Road.
(Source: NSW HMS, photographed by Louise Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])

Historical summary

The land on which this dwelling is constructed was first purchased at auction by Robert Cammels Oliphant in 1854. The land was subsequently acquired by Mrs Patience Amelia Knight. In 1900, the subject block was offered for sale as part of the Knight's Estate subdivision. The date of construction of the subject house is unknown, although it was likely between 1900 and 1910. The earliest owners and occupants are unknown. By c1919, William Alexander Howe Ramsay and his wife Margaret Jane were living at the house, where they remained until at least 1941 ('Funerals', SMH, 21 October 1941). In 1946, William Ramsay advertised for a choir conductor for St Andrew's Presbyterian Church, Bexley (Advertising', SMH, 8 May 1946).

Physical Description

Modest Federation-style dwelling with red brick walls, hipped Marseilles tiled roof with front-facing gable. The projecting wing has a shallow bay window with a tiled awning roof. The gable end is timber and timber shingles. The verandah roof is supported on twin timber posts with timber brackets resting on a plain brick pier and balustrade.

Statement of Significance

The house is significant as part of an intact streetscape of similar Federation-style bungalows in their garden settings located on Wollongong Road, one of Rockdale's most historically significant streets. The building is a good representative example of a Federation house in Rockdale.



258 Wollongong Road, Arncliffe "Federation House"—item I61

Comparative Analysis

258 Wollongong Road, Arncliffe, was constructed in the Federation period, in similarity with the subject site.

They are both single-storey detached dwellings. However, compared to 116 Villiers Street, 258 Wollongong Road is more modest and is sited on a narrow lot with a small front garden.

The two dwellings share some similar architectural features which are characteristic of the Federation period. This includes an asymmetrical design with gable-ended projecting bays to the front elevation, face brickwork, a verandah with ornate timber posts and a hipped roof. There are some architectural and stylistic differences between the two dwellings. The subject dwelling has a slate roof with intact chimneys compared to the terracotta roof with the chimneys removed at 258 Wollongong Road.

Although the SHI does not assess the internal fabric, real estate photographs suggest that 258 Wollongong has a fair degree of intactness to the front section of the dwelling. Key features in common with 116 Villiers Street include its original configuration in the front section of the house, timber skirting boards, decorative floral ventilation grilles, cornices and ceilings. The two feature rear extensions with some early or original fabric but are otherwise heavily modified.

In comparison to the subject dwelling, 258 Wollongong Road is generally more modest and located on a narrow lot. The two have some stylistic differences, but display a similar degree of integrity and intactness overall.

9 Brennans Road, Arncliffe "Federation House"—item I359



Primary elevation of 9 Brennans Road.
(Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])



East elevation of 9 Brennans Road along Niblick Street. (Source: NSW HMS, photographed by Lousie Thom & Associates, copyright: Bayside Council [formerly Rockdale Council])

Historical summary

9 Brennans Road forms part of land purchased at auction by Alexander Brodie Spark in 1840. The house appears to have been built in the early 1920s, as the Sands Directory did not list any houses on the south side of Brennan's Road before 1920. By 1929, the house was occupied by Frank Davies and the house's name was Deeside.



9 Brennans Road, Arncliffe "Federation House"—item I359

Physical Description

Single-storey brick Federation style dwelling with hipped roof and two gabled roofs facing the two street frontages. Wide corner wrapping verandah between the two gables with Marseilles tiled roof. A matching verandah beyond the gable, facing Niblick Street has been extended along this frontage in an addition to the dwelling, which also incorporates garages under.

The addition is sympathetic to the character of the original house. The original rockface stone fence is extant and is incorporated into a topiary hedge.

Statement of Significance

The house originally called Deeside, at 9 Brennans Road, Arncliffe, is historically significant as part of the development of commuter suburbs in the Rockdale area. The house is aesthetically significant as a large late Federation detached cottage built in the Rockdale area that makes a significant contribution to the streetscape of Brennans Road.

Comparative Analysis

9 Brennans Road, constructed in the Federation period, has similarities to the subject site. They are both detached dwellings located on a large corner lot and set within a garden with plantings. Due to their location on a corner and distinct architectural features, the two dwellings are visually prominent and contribute positively to the streetscape character.

The two dwellings share some similar architectural features which are characteristic of the Federation period. This includes a low sandstone fence, having been built on a sandstone base, an asymmetrical massing with gable-ended projecting bays to the front and side elevations, face brickwork, a wraparound verandah with decorative timber posts and fretwork, timber-framed double hung sash windows, half timbering to the gable ends, a hipped roof with terracotta ridge cappings and finials and chimneys with pebble dash finish and terracotta pots. Due to the steep landform of the area, 9 Brennans Street has an undercroft area which is used for garaging and is a later addition. 9 Brennans Street has a terracotta tiled roof, whereas the subject site features a slate roof.

Although the SHI does not assess the internal fabric, real estate photographs suggest that 9 Brennans Road is intact, particularly in the front section of the dwelling. Key features in common with 116 Villiers Street include its original configuration in the front section of the house, timber skirting boards, arched hallway, fireplaces, decorative floral ventilation grilles, cornices and ceilings and original wall tiles in the bathroom. A similar degree of internal integrity is seen along the front sections of 116 Villiers Street.

In comparison to the subject dwelling, 9 Brennans Road has some stylistic differences. Despite the external and internal modifications both dwelling retain their legibility as Federation dwellings with architectural features characteristic of their period and style.

5.1 Conclusion

The heritage-listed Federation dwellings discussed in this comparative analysis have been assessed as having historical, aesthetic and representative significance at a local level.

The analysis of the heritage items within Bayside 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 property were constructed during the Federation period.



- The dwellings all reflect stylistic and architectural characteristics typical of the period. Although it is understood that they were not designed by prominent architects of the period and likely were constructed to the designs of builders, they incorporate architectural features, detailing and materiality prevalent in the period.
- 9 Brennans Road and the subject site are both located on large corner lots with a prominent streetscape presence.
- Each of the dwellings contribute to the streetscape character either as part of a group (4 Carrington Street, Bexley) or as individual dwellings.
- 4 Carrington Street, and 193 and 258 Wollongong Road are modest in scale and architectural detailing and located on narrow lots, whereas the dwellings at 18 Oakura Road, 9 Brennans Road and the subject site are grander and located on larger allotments.
- The subject dwellings and the comparative examples share many architectural features typically attributed to the Federation period within the Rockdale area. These include the sandstone base of the dwellings, asymmetrical design with gable-ended projecting bays, hipped roof forms with gable ends, face brickwork external walls, timber-framed double hung sash windows, timber panel doors with fanlights and verandahs with ornate timber posts, brackets and frieze.
- The subject dwelling and the comparative examples display a similar degree of integrity and intactness. Although there have been modifications to the rear of the dwellings, bathroom and kitchens to meet contemporary needs, the exteriors and the front section of the dwelling are intact and their architectural form, features, detailing and materiality are easily discernible.



6 Assessment of significance

6.1 Assessment against standard criteria

This section sets out an assessment of the heritage significance of 116 Villiers Street, Rockdale in accordance with the standard 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 *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria*, prepared by the Department of Climate Change, Energy, the Environment and Water (28 March 2025), provide the framework for the assessment and of significance in this report.

These guidelines incorporate the five criteria 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.

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.



6.1.1 Criterion (a) Historic significance

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

The subject site is part of the land grant to James Chandler of 1,200 acres (485.6 hectares) in 1822, which he called Bexley. Frederick Ferrier, a publican, purchased a portion of the Bexley Estate and Seaview Estate in 1880 which came to be known as Ferrier's Estate. Ferrier subdivided his land at Rockdale, and 116 Villiers Street is located on Lots 124 and 125 and part 126 of DP 3043 (Ferrier's Estate).

Residential development in Rockdale began after the Illawarra Railway was opened in 1884. Over the next few decades, there was a population boom in Rockdale which continued into the mid-twentieth century.

Many dwellings were constructed in the Rockdale area to accommodate the growing population. Into the twentieth century, dwellings utilised local sandstone quarried for building material, giving Rockdale its name.

The subject dwelling was constructed in 1908–1909, a period in which many local Federation period dwellings were constructed in Rockdale. A distinct Federation style emerged which had stylistic influences of the Queen Anne style. The dwellings varied in scale and design from modest structures on narrow lots to grander dwellings on large lots. The subject site is an example of a larger dwelling built on a prominent corner lot. At the time of its construction, it was the first dwelling on Villiers Street.

The dwelling has retained its original allotment, setbacks, garden setting, architectural form, features, detailing and materiality all of which provide evidence of the historical residential development of Rockdale during the Federation period.



Table 6.1 Criterion (a)—Historic significance.

Significance indicator	Local significance threshold	Local significance threshold discussion
Association with an event, or series of events, of historical, cultural or natural significance	<p>Demonstrates the occurrence of an event(s) at the place that was significant to the local area</p> <p>Demonstrates the influence of an event(s) that occurred elsewhere and was significant to the local area</p>	<p>With the opening of the railway line in Rockdale in 1884, there was a population boom in the area over the next few decades (referred to as the Federation period) leading to substantial residential development within Rockdale.</p> <p>The subject dwelling was constructed in 1908–1909, a period in which many local Federation period dwellings were constructed. A distinct Federation style emerged which had influences of the Queen Anne architectural style. The subject dwelling form part of that historic phase of development and is a good example of residential development of the Federation period with Queen Anne stylistic influences.</p> <p>The dwelling has retained its original allotment, setbacks, garden setting, architectural form, features, detailing and materiality of the Queen Anne style, all of which provide sound evidence of the historical residential development of Rockdale during the early Federation period.</p> <p>Due to its overall intactness and demonstration of the Queen Anne architectural style, the dwelling provides evidence of the historical residential development of Rockdale during the Federation period.</p> <p>The subject site meets the local threshold under this significance indicator.</p>
Demonstration of important periods or phases in history	<p>An early example of settlement within the local area</p> <p>Demonstrates an important period or phase in the history of the local area</p>	<p>The subject dwelling was constructed in 1908–1909. The dwelling dates from the Federation period which is an important phase of development in the local area and demonstrates the population boom in Rockdale in the Federation period. This</p>



Significance indicator	Local significance threshold	Local significance threshold discussion
	Demonstrates the influence on the local area of a prominent period of economic prosperity or decline	development of the local area has associations with the construction of the railway and station at Rockdale. At the time of its construction, it was the first dwelling on Villiers Street. It represents the movement of the more prosperous middle class to the suburb of Rockland as part of the population boom in the Federation period.
	Demonstrates a notable period in the governance and administration of the local area.	The subject site meets the local threshold under this significance indicator.
Association with important cultural phases or movements	Notable association with changing demographic factors in the local area	The subject site does not meet the local threshold under this significance indicator.
	Notable association with an important phase of social development in the local area	
	Association with the development of an ideology derived from ethnic, religious, aesthetic, political, educational or other social beliefs, which had a notable influence on the local area	
Demonstration of important historical, natural or cultural processes or activities	Notable example of the harvesting and trade of natural and cultural resources associated with the key local historical themes of the area	The subject site does not meet the local threshold under this significance indicator.
	Notable example of industrialisation associated with the key local historic themes of the area	



Significance indicator	Local significance threshold	Local significance threshold discussion
	Notable example of civil infrastructure, transport and communications associated with the key local historical themes of the area	
	Notable example of the development and application of technology in the local area	
	Notable example of the development of centres for trade and governance, and the provision of community services in the local area	
	Notable example of patterns of domestic life in the local area	
Symbolism and influence of place for its association with an important historical, natural or cultural event, period, phase or movement	The place possesses symbolic meaning to the local community, irrespective of whether the related activity is demonstrated at the place	The subject site does not meet the local threshold under this significance indicator.
	The place or activity had a notable influence on physical or social outcomes in the local area	

Additionally, the following questions for consideration are outlined in *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria* to check the assessment:



Questions

Q. Is the association of the place with the historically important event, phase, period, process or movement incidental (minor, secondary)?

A. The dwelling is a highly intact Federation dwelling and demonstrates a key period of development of Rockdale as a suburb that is a desirable place to reside. Following the construction of the railway station at Rockdale in 1884 up to the first decades of the twentieth century there was a population boom in the local area. Rockdale provided an opportunity for the growing population of Sydney to live in a suburb with larger lot sizes and easily accessible to the business district.

Q. Can the association of the place with the historically important event, phase, period, process or movement be substantiated?

A. The dwelling has retained its original allotment, setbacks, garden setting, architectural form, features, detailing and materiality (outlined in Section 4 above) all of which provide evidence of the historical residential development of Rockdale during the Federation period. The overall integrity and intactness of the setting and fabric of the place provide evidence of residential growth in Rockdale during the Federation period.

Q. Is the association with, or demonstrated evidence of, an historical event, phase, period, process or movement of doubtful historical importance?

A. The Federation period was a key period of development in Rockdale and has historical importance for the growing middle class. Evidence of this has been provided in Section 3.4 above which outlines the role of the arrival of the railway in Rockdale in 1884 and the subsequent burgeoning population growth and residential development in the area. The subject site is a good example of a Federation period dwelling due to the fabric and setting of the dwelling. The growth of Rockdale during this phase is well documented and is known to be of significance to the local community.

Q. Has the significant fabric of the place been so altered that it can no longer provide evidence of the association?

A. Section 4.1.5 assesses the integrity and intact of the subject site including the later additions and alterations to the site. GML's assessment concludes the following:

- Historical evidence suggests that the existing lot boundaries have remained unaltered since the construction of the existing dwelling.
- The site has retained its original setting and curtilage.
- The external features, including the presentation of the primary façade, the roof form, verandah, fenestrations and materiality of the dwelling exhibit a high degree of intactness. There is little evidence of major physical alterations to the external fabric.



Questions

- Similarly, the internal configuration of the dwelling and the original fabric is largely unaltered. The front section of the house—the central hallway flanked by rooms on either side—is typical of the period and style.
- The additions and alterations to the dwelling do not impact the overall legibility of the original form and features of the dwelling and the Federation Queen Anne features remain discernible.

GML is of the opinion that the original lot boundaries, fabric and the setting of the subject site is not substantially altered and can still provide evidence of its association with the Federation period subdivision patterns for residential development in the LGA. Its original scale, form, features, detailing and materiality is readily discernible. Further we note that the dwelling displays a similar degree of intactness externally and internally when compared to other locally heritage listed Federation dwellings in the LGA. The size of the lot boundaries of the subject site has historic significance associated with the original resident who purchased the site was keen to have a property that differed from others by being larger than the smaller lots that surround it. The larger allotment of the subject site has associations with the aspirations of the middle class who were moving into the Rockdale area, and identifies the social mix of the Rockdale area in the first decade of the twentieth century.

116 Villiers Street, Rockdale meets the threshold for heritage significance under criterion A—historic significance at a local level.



6.1.2 Criterion (b) Historical association

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) .

It is unlikely that the dwelling was designed by a prominent architect, but rather was constructed to the design of a builder who followed the trends and architectural style of the period. To date, no information has come to light.

The Ferguson and Little families, were prominent within Rockdale. The grandeur and size of the allotment is indicative of the affluence of the family. The Ferguson family found and managed the Australian Nursery (also referred to as Fergusons' Nursery) which was operational from 1850s through to the 1940s.

At this time, the nursery was among the oldest and largest nursery in Australia and would have contributed greatly to the establishments of many significant landscape, garden and trees in NSW.

There is a direct connection between Fergusons Nursery, Fredrick Little (the son of Annie Ferguson's first marriage) and 116 Villiers Street. Fredrick Little resided in the subject dwelling along with his mother Annie Little. He was the managing head of the nursery and had been involved with the business "since a lad." The Ferguson's Nursery at Hurstville was located a short distance from the subject site and was managed by Frederick Buchan Little.

From 1917, Frederick Buchan Little, along with Alfred Denison Little and Archer Bruce Ferguson were the registered proprietors of F Ferguson & Son nurseries at Hurstville and Camden. Upon his death in 1927, newspaper *The Propeller* wrote: 'by the death of Mr Little the fruitgrowers of the State have lost a valued craftsman and friend. Mr Little was among the best-known nurserymen in the Commonwealth.'

Annie Ferguson lived in the subject house from 1911 until her death in 1927. Her son from her first marriage, Frederick Buchan Little, also lived in the house at that time. They both died in 1927.



Table 6.2 Criterion (b)—Historical association.

Significance indicator	Local significance threshold	Local significance threshold discussion
A key phase(s) in the establishment or subsequent development at the place or object was undertaken by, or directly influenced by, the important person(s) or organisation	The person(s) or organisation has made an important contribution to the history of the local area The person(s) or organisation has made an important contribution to the history of the local community and has a direct association with the place over an extended period	<p>As outlined above, there is a direct connection between the Ferguson and Little Families, Fergusons' nursery and the subject site.</p> <p>Fergusons' nursery was one of the oldest and largest plant establishments in Australia and played a significant role in the provision of plant stock for various gardens and landscapes in NSW from the 1850s to the 1940s.</p> <p>Fredrick Little, one of the managers of Fergusons' Nursery, resided in the subject house with his mother, Annie Ferguson, who owned the property. Fredrick Little was involved in the management of Fergusons' Nursery until his death in 1927. His contribution to the nursery has been recognised in various newspaper articles and obituary.</p> <p>From 1911 to 1927, the subject site was the home of owners and managers of Fergusons' Nursery. The choice of the property at 116 Villiers Street, with a house within a sizeable garden setting, has associations to the interest in plantings and horticultural supplies. The existing Canary Island date palm is likely to be a remnant of the occupation by the owners and managers of Fergusons' Nursery.</p> <p>The subject site meets the local threshold for this significance indicator.</p>
An event or series of events of historical importance occurring at the place or object were undertaken by, or directly influenced by, the important person(s) or organisation		
One or more achievements for which the person(s) or organisation are considered important are directly linked to the place or object		



Additionally, the following questions for consideration are outlined in *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria* to check the assessment:

Questions

Q. Does the person(s) or organisation associated with the place have reasonable prominence or historical importance to NSW or the local area

A. Frederick Little was an owner and manager of Fergusons' Nursery, one of Sydney's major nursery suppliers. Various newspaper articles have written in praise of his work in running Fergusons' Nursery, one of the largest and well-known nurseries in NSW. Based on the newspaper articles, it is understood that the nursery played a major role in the establishment of significant gardens and landscape in NSW. Fergusons' Nursery established various outlets in Camden, Hurstville and Double Bay from the 1850s to the 1940s.

Q. Can the association of the place with the historically important event, phase, period, process or movement be substantiated?

A. The connection between Frederick Little, the manager and proprietor of Ferguson's' Nursery is established through a local Sydney newspaper article ('Advertising', The St George Call, 19 February 1916, p 6, Trove, National Library of Australia, viewed 2 December 2025) that provide evidence of his residence at 116 Villiers Street, Rockdale. Several newspaper articles have been written about Fergusons' Nursery and its prominence within NSW. This includes praise for Frederick Little as a manager of the nursery, stating 'Mr Little was among the best-known nurserymen in the Commonwealth.'

Q. Is the association with, or demonstrated evidence of, an historical event, phase, period, process or movement of doubtful historical importance?

A. Fergusons' Nursery was among the oldest and largest nurseries in Australia. As a result, the Ferguson and Little families, who owned and managed the nurseries, were an affluent and influential family in the greater Sydney area. The success of the business and the affluence of the family is directly related to the family purchasing and residing at 'Hillside' 116 Villiers Street. Compared to the surrounding Federation dwellings and other heritage listed Federation dwellings, the subject dwelling is located on a larger allotment, of a grander scale, and more ambitious in design, detailing and materiality. The grandeur of 'Hillside' and its selection as a family home for the influential Ferguson and Little families, who owned and occupied the subject site from 1911 until 1936, is indicative of the historical association of the site.



Questions

Q. Has the significant fabric of the place been so altered that it can no longer provide evidence of the association?

A. The physical fabric of 116 Villiers Street has a good level of intactness and there are only minor changes to the fabric, including from the years the Little and Ferguson family lived in the residence. The large allotment size and the design and details of the dwelling, particularly when compared to other surrounding Federation dwellings and other heritage listed Federation dwellings within the LGA, is indicative of the aspirations of the original owner and the Little and Ferguson families. This affluence is directly connected the prosperity of the family business Fergusons' Nursery.

116 Villiers Street, Rockdale meets the threshold for heritage significance under criterion (b)—historical association at a local level.



6.1.3 Criterion (c) Aesthetic/creative/technical achievement

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

The dwelling at 116 Villiers Street demonstrates the typology of a Federation dwelling displaying influences of the Queen Anne style within Bayside LGA. It is a good example of its typology. It demonstrates a high degree of integrity and intactness and incorporates several architectural features typical of the style and period.

The original lot boundaries of the site have not been altered since the construction of the dwelling, and it occupies a relatively larger lot, compared to the surrounding dwellings. The curtilage and setting of the site are intact. The front and rear gardens appear to have lost evidence of early plantings; however, the Canary Island date palm has been retained as a specimen planting. Located on a prominent elevated corner lot and due to its distinct architectural features, the dwelling contributes positively to the streetscape along Villiers Street. The dwelling contributes to the setting and visual character of the broader Rockdale area.

The house displays a high degree of intactness with few modifications. Its original scale, form, features, detailing and materiality is readily discernible. Significant external elements include the asymmetric form with projecting bay, the verandah and timber joinery, the prominent slate roof with terracotta decorations, tall roughcast render chimneys and terracotta pots, the gable ends with half timbering, the timber and glass panelled doors with leadlight and timber-framed double hung windows.

The original internal configuration, architectural features and decorations remain largely unaltered. This includes the original configuration in the front section of the dwelling, internal walls, hallway with original tiles and an ornate archway, intricate plaster ceiling and cornices, original wall tiles of the bathroom, timber doors with fanlights and detailed architraves and fireplaces and its surrounds display a high degree of integrity.

The dwelling thus has distinct aesthetic qualities and is indicative of a Federation dwelling with Queen Anne influences.



Table 6.3 Criterion (c)—Aesthetic/creative/technical achievement.

Significance indicator	Local significance threshold	Local significance threshold discussion
Recognition as a landmark or distinctive aesthetic natural environment	Distinctive in its formation, qualities, nature, size, or application within a local context or otherwise of particular interest in a local comparison of similar places	<p>The subject dwelling is located on a corner lot and has an elevated position along Villiers and Oswell Street. The dwelling demonstrates influences of the Queen Anne style with intact streetscape presentation. Accordingly, due to its corner location and distinct architectural features, the dwelling has landmark qualities. The dwelling is a good example of the Federation Queen Anne architectural style.</p> <p>A comparative analysis was undertaken with other Federation dwellings in the LGA in Section 5. The subject site is grander and located on a larger lot compared to other heritage listed Federation dwellings-4 Carrington Street, Bexley and 193 and 258 Wollongong Road, Arncliffe.</p> <p>The subject site meets the local threshold under this significance indicator.</p>
Recognition of artistic or design excellence	<p>Critical acclaim of a place as a notable local example by prominent members of a discipline</p> <p>Acknowledgement of merit in local media</p> <p>Promoting the artistic or built environment of the local area</p>	<p>It is not known to be the work of a prominent architect.</p> <p>The subject building has not been acknowledged for its aesthetic merits in the local press / media</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>



Significance indicator	Local significance threshold	Local significance threshold discussion
Represents a breakthrough or innovation in design, fabrication or construction technique, including design/technological responses to changing social conditions	Example of creative and technical achievements that influenced techniques used within the discipline/industry or influenced outcomes at other places or changing social, economic or political conditions in the local area	The subject site is a fine example of a Federation Queen Ann style residential design, however, it is not known for any creative or technical achievements. The subject site does not meet the local threshold under this significance indicator.
Distinctiveness as a design solution, treatment or use of technology	Unusual in its nature, size, or application within such a local context or otherwise of particular interest in a local comparison of similar places	The subject site does not meet the local threshold under this significance indicator.
	Notable or distinctive construction response to local constraints due to the availability of certain building materials at the time (known as 'vernacular' construction)	
	Example of an adaptation or extension to the characteristics of a class of place, or blending of the characteristics of different classes in the local area	
Adapts technology in a creative manner or extends the limits of available technology	Notable example of an unorthodox use or adaptation of the technology of the period in a local area	The subject site is a good representative example of the Federation Queen Anne style of residence, however, it is not a notable example, nor does it extend the limits of available technology. The subject site does not meet the local threshold under this significance indicator.



Additionally, the following questions for consideration are outlined in *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria* to check the assessment:

Questions

Q. Is the place or object a major landmark in a town, or is it an early or outstanding example of a particular architectural style?

A. The dwelling is a good example of a Federation home with stylistic influences of the Queen Anne style. The significant fabric of the dwelling includes the asymmetric form with projecting bay, the verandah and timber joinery, the prominent slate roof with terracotta decorations, tall roughcast render chimneys and terracotta pots, the gable ends with half timbering, the timber and glass panelled doors with leadlight and timber-framed double hung windows.

Due its distinct architectural form and features, the corner position of the lot, its elevated location and the lot size, the site contributes positively to the streetscape of Villiers Street. The site therefore has landmark qualities at a local level.

Q. Is the place or object a substantial achievement, work of an important designer or artist that is demonstrated in the place itself and has been awarded or is otherwise worthy of recognition for its excellence?

A. No the dwelling is not the work of an important designer or artist or awarded for its excellence. Although it is understood the dwelling was unlikely designed by a prominent architects of the period and rather constructed and designed by a builder, in the Queen Anne style using architectural features, detailing and materiality prevalent in the Federation period. The comparative analysis with other heritage items of the period indicative that the comparative examples were also not designed by prominent architects of the period. Although the dwelling was unlikely designed by a prominent architect, this does not diminish the aesthetic merits of the place.

Q. Has the place or object substantially lost its design or technical integrity through subsequent changes to, or deterioration of, the significant elements of the place?

A. An analysis of the design integrity has been undertaken in Section 4.1.5. GML is of the opinion that the additions and alterations do not impact the overall legibility of the original form and features of the dwelling and its Federation Queen Anne features remain discernible. Many of the alterations are reversible.

An assessment of the site's condition has been undertaken in Section 4.1.6. GML is of the opinion damages and defects are repairable and do not adversely degrade the architectural merit of the dwelling.



Questions

Q. Has the place or object had its landmark or scenic qualities substantially and irreversibly degraded?

A. The additions and alterations to the exteriors of the dwelling are minor, do not impact its landmark qualities and are reversible. The condition of the dwelling is fair to good. The defects and damages are repairable incorporating standard maintenance and conservation methods.

Q. Does the place or object have a strong and clearly demonstrated association with creative or technical achievement or is the association tenuous and/or indirect?

A. The dwelling and its design details are distinctively of the Federation Queen Anne style. The setting and physical fabric of the place provides direct associations with its building typology.

Q. Is the place or object a surviving, tangible evidence of a former place or use and can it be interpreted as such (i.e. an archaeological resource)?

A. No, the place is not a surviving, tangible evidence of a former place.

116 Villiers Street, Rockdale meets the threshold for heritage significance under criterion (c)—

Aesthetic/creative/technical achievement at a local level.



6.1.4 Criterion (d) Social, cultural and spiritual significance

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.

A detailed community consultation has not been undertaken as part of this assessment. The dwelling has been under private ownership since its construction. There is no evidence that the dwelling was ever in use by a community or cultural group.

However, the potential heritage significance of the dwelling and concerns regarding its demolition was noted by the St George Historical Society and other members of the community. St George Historical Society is a not-for-profit voluntary organisation which was founded in 1961 and is dedicated to promoting and conserving the history of St George District of NSW-where the subject site is located.

Further, since the news of the potential demolition of the site through a Complying Development Application was made public, the news has garnered attention of social media sites such as Instagram and there have been objections to its demolition by the broader community.

Two previous heritage studies— The Rockdale Heritage Study by Meredith Walker and Terry Kass dated 1991 and Rockdale Heritage Inventory Review by Graham Brooks & Associated dated 1996 recognised the heritage value of the property.

116 Villiers Street, Rockdale has potential to meet the threshold for the criterion of social significance.



Table 6.4 Criterion (d)—Social, cultural and spiritual significance.

Significance indicator	Local significance threshold	Local significance threshold discussion
Highly regarded by a community as a key landmark (built feature, landscape or streetscape) within the physical environment	<p>A landmark that is visually prominent and possesses picturesque attributes or aesthetic qualities acknowledged by the local community</p> <p>Use of imagery in media promoting the artistic or built environment of the local area</p>	<p>The aesthetic qualities of the place were recognised by St Georges Historical Society who recognised that the subject site had potential heritage significance and merit.</p> <p>Since the Complying Development Application for the demolition of the site was filed and the IHO was in place, objections to the proposed demolition of the site were reported on various social media accounts including Instagram. As a result, the retention and conservation of the subject property has garnered public support.</p>
Important to the community as a landmark within social and political history	The site of an event(s) that had a profound effect on a particular community or group from the local area	<p>The subject site is not a site that has had a profound effect on a particular community or group.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>



Significance indicator	Local significance threshold	Local significance threshold discussion
Important as a place of symbolic meaning and community identity	A place that symbolically represents some aspect of the past that a local community or cultural group feels contributes to the local identity	<p>The interest of St George Historical Society in the retention of the site indicates that the group values the Federation dwelling as it contributes to the local identity and built environment of St George district.</p> <p>The subject site meets the local threshold under this significance indicator.</p>
Important as a place of public socialisation	A place in which a local community or cultural group gathers for rituals or ceremonies	<p>The subject site is not a place where local community or cultural groups gathers for social or recreational interaction.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>
Important as a place of community service (including health, education, worship, pastoral care, communications, emergency services, museums)	Public places that form the hub of local community services and cultural institutions	<p>The subject site is not a public place that form the hub of local community services and cultural institutions.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>
Important in linking the past affectionately to the present	A place that is known, used and valued as a link between the past and present by the local community	<p>The subject site does not meet the local threshold under this significance indicator.</p>

Additionally, the following questions for consideration are outlined in *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria* to check the assessment:



Questions

Q. Does evidence exist that the place or object demonstrates social value to a community or cultural group in the present day in the context of its cultural heritage significance? Evidence must be provided that the following 3 facets of social value are all met:

- **existence of a community or cultural group**
- **existence of a strong attachment of a community or cultural group to the place or object**
- **existence of a time depth to that attachment**

A. St George Historical Society (SGHS) notified to Bayside Council of the potential demolition of the dwelling at 116 Villiers Street, Rockdale. St George Historical Society organisation has existed since 1961 and is dedicated for the promotion and conservation of St George district within which the site is located. Further, the retention and conservation of the dwelling have garnered public support on social media sites.

The *Assessing heritage significance Guidelines (2025)* notes the following about "time depth": *time depth can be of more recent origin, often provoked by a sense of loss or change, including change of use. People are sometimes unaware of their attachment to a place or object until it is under threat.*

The sense of loss evoked by the potential demolition of the dwelling was raised by SGHS and by the wider community on social media all of which are indicative of the social values of the place.

Q. Who is the community or cultural group?

The community group St George Historical Society is a non-profit group who share a common interest in promoting and conserving the history of St George district, in which the site is located. Further, members of the broader community have also expressed their concerns about the potential loss of the dwelling.

Q. What is the intensity of the attachment to the place or object?

A. The additions and alterations to the exteriors of the dwelling are minor, do not impact on its landmark qualities, and are reversible. The condition of the dwelling is fair to good condition. The defects and damages are repairable.

Q. What is the time depth of the attachment?

A. The 'time depth' in this case is of a more recent origin instigated by the potential loss of the dwelling. However, this does not negate the importance of the place for the associated community group—SGHS and the members of the public who have expressed their concerns about the potential demolition of the place.



Questions

Heritage studies of the Rockdale LGA—Meredith Walker and Terry Kass (1991), and the Graham Brooks & Associates (1996)—identify that the subject site has been acknowledged previously as having heritage significance, recommended as a potential heritage item, and held in high esteem by reputable heritage professionals.

Q. Does the social value resonate at a state level, i.e. across the broader NSW community?

A. No, the social value does not resonate at a state level and is pertinent to Bayside LGA and St George district.

Q. Is the social value part of an event or story that contributes to the state or NSW identity?

A. The social value is not part of an event or story which contributes at a state level. The social value is more local in nature-within the Bayside LGA.

Q. Is the social value historical rather than in the present day; that is, the association with the community, or the community itself, no longer exists?

A. The social value association with SGHS is in the present day and not historical.

A detailed assessment of the social value has not been undertaken as the nature of the public submissions and objections have not been analysed. Based on the preliminary evidence, **116 Villiers Street, Rockdale has the potential to meet the threshold for heritage significance under criterion (d)—social, cultural and spiritual significance at a local level.**



6.1.5 Criterion (e) Research potential

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

The property is unlikely to yield any information that is unknown and that could contribute to the understanding of the local area. An assessment of the subject site's archaeological potential was beyond the scope of this assessment. However, this was the first known structure to be built within the subdivision.

Table 6.5 Criterion (e)—Research potential.

Significance indicator	Local significance threshold	Local significance threshold discussion
Comparative analysis	A comparative analysis suggests that further research of the place or of an object could improve our understanding of local history or archaeology.	The comparative analysis undertaken in this heritage assessment does not suggest that further research of the place could improve our understanding of any aspect of local history or archaeology. The subject site does not meet the local threshold under this significance indicator.
Potential to improve knowledge of a little-recorded aspect of an area's past or to fill gaps in our existing knowledge of the past	Has potential archaeological/ environmental or architectural evidence, through analysis and interpretation, to provide information about a place, practice or people that could not be derived from any other source and that contributes to the understanding of that place and its environment, fabric and relics, and is important to understanding the past of the local area	The subject site is unlikely to have archaeological potential. It is the first known structure to be built within this subdivision. Its environmental and architectural evidence is unlike to provide any additional information that is not already known. The subject site does not meet the local threshold under this significance indicator.



Significance indicator	Local significance threshold	Local significance threshold discussion
Potential to inform/confirm unproven historical concepts or research questions relevant to our past	The place or object has high research merit in that the relevant historical concepts or research questions relevant to the local area's past have not been explored	<p>The subject site does not have high research merit in terms of historical concepts or research questions relevant to the local area's past have not been previously explored.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>
Potential to provide information about single or multiple periods of occupation or use	<p>The place, collection or object contains relics and remains that may illustrate a significant pattern in local history.</p> <p>A benchmark or reference site or object with potential to represent a period, occupation, practice or tradition important to the local area or its people</p>	<p>The subject site is unlikely to have any collection, or object or contain relics and remains that may illustrate a significant pattern in local history.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>
Potential to yield site-specific information that would contribute to an understanding of significance against other criteria	<p>Archaeological, environmental or fabric remains may have particular associations with individuals, groups and events that may transform mundane places or objects into significant items through the association with historical occurrences important to the local area</p> <p>The place, collection or objects is likely to embody an architectural or engineering style or pattern/layout that is distinctive in the local area</p>	<p>Archaeological, environmental or fabric remains in the subject site is unlikely to transform mundane places or objects into significant items through the association with historical occurrences important to the local area.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>

116 Villiers Street, Rockdale does not meet the threshold for heritage significance under Criterion (e)—Research potential.



6.1.6 Criterion (f) Rare

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

There are numerous Federation dwellings in the Bayside LGA. Many examples, including heritage-listed properties, still survive in the Bayside LGA as

116 Villiers Street, Rockdale does not meet the threshold for the criterion of rarity.

Table 6.6 Criterion (f)—Rare.

Significance indicator	Local significance threshold	Local significance threshold discussion
Rare surviving evidence of an event, phase, period, process, function, movement, custom or way of life in an area's history that continues to be practised or is no longer practised	One of few comparable places in the local area that demonstrates any evidence of this event, etc., a place that is unusually extensive, intact or undisturbed that demonstrates evidence of this event, etc., or the movement, custom or way of life is of particular interest to a community group	While the site has distinct architectural features associated with the Federation Queen Anne style and displays a good level of integrity and intactness, the comparative analysis with other heritage listed places in the LGA suggests that there are other similar heritage listed examples with similar architectural style and high degree of intactness. The subject site does not meet the local threshold under this significance indicator.
Evidence of a rare historical activity that was considered distinctive, uncommon or unusual at the time it occurred	One of few comparable places in the local area that is associated with or demonstrates an activity that was distinctive for what it achieved, or was so unusual in its nature it is now of particular interest to a group or community in the local area	The site does not demonstrate or have associations with any activity that was distinctive for what it achieved, or was so unusual in its nature it is now of particular interest to a group or community in the local area. The subject site does not meet the local threshold under this significance indicator.



Significance indicator	Local significance threshold	Local significance threshold discussion
Distinctiveness in demonstrating an unusual historical, natural, architectural, archaeological, scientific, social or technical attribute(s) that is of special interest	Demonstrates a distinctive attribute that is rare within the local area	<p>The architectural style of the dwelling is distinct due to the design finesse and high degree of intactness. However, there are other similar heritage listed examples of Federation dwellings within the LGA.</p> <p>The subject site does not meet the threshold under this significance indicator.</p>
Demonstrates an unusual composition of historical, natural, architectural, archaeological, scientific, social or technical attributes that are of greater importance or interest as a composition/collection	Demonstrates a composition of attributes that is unique within the local area	<p>The subject site does not demonstrate any unique composition of examples that is unique within the LGA. Rather it is a good representative example of a Federation dwelling with Queen Anne architectural style influences, which is not uncommon within the LGA.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>

116 Villiers Street, Rockdale does not meet the threshold for heritage significance under Criterion (f)—rare.



6.1.7 Criterion (g) (Representative)

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.

The building demonstrates the typology of a Federation dwelling within the Rockdale area.

The house at 116 Villiers Street is a fine example of a Federation dwelling with stylistic influences from the Federation Queen Anne style. It exhibits typical features of this period, including face brickwork external walls, a prominent slate roof with intact decorations and chimneys, asymmetrical massing with gable-ended projecting bays, sandstone plinth, timber-framed doors, windows of narrow proportions and a wrap-around verandah. Similarly, the internal configuration, ceilings, fireplaces, timber doors and decorations are typical of the style and period. The very high and unusual degree of integrity and intactness of the fabric make it a fine example of its type.

116 Villiers Street, Rockdale meets the threshold for the criterion of representativeness at a local level.

Table 6.7 Criterion (g)—Representative

Significance indicator	Local significance threshold	Local significance threshold discussion
A class of places or objects that demonstrate an aesthetic composition, design, architectural style, applied finish or decoration of historical importance	A particularly fine example of the class in the local area, demonstrating a range of characteristics that are typical of the class A particularly intact example of the class in the local area, demonstrating a range of physical characteristics that typify the class and which remain mostly unchanged since built/created	The subject dwelling is a fine example of a residence in the Federation Queen Anne style which demonstrate a range of architectural features when compared with others in the Bayside LGA. Its setting, scale, form, features, internal layout detailing and materials are representative of the Federation Queen Anne residential typology.



Significance indicator	Local significance threshold	Local significance threshold discussion
	<p>A clear/pivotal example of the class in a local context, being a place that notably influenced subsequent examples of the class, or encapsulates a key evolutionary stage in the development of the class, or incorporates notable variations to the characteristics of the class that are of special interest</p>	<p>Defining features of the dwelling include face brickwork external walls, a prominent slate roof with intact decorations and chimneys, asymmetrical massing with gable-ended projecting bays, sandstone plinth, timber-framed doors, windows of narrow proportions and a wrap-around verandah.</p> <p>Similarly, the internal configuration, ceilings, fireplaces, timber doors and decorations are typical of the style and period.</p> <p>Further, the high degree of integrity and intactness of the quality fabric make it a fine example of its type.</p> <p>The subject site meets the local threshold under this significance indicator.</p>
Representative of a class of places that demonstrate a construction method, engineering design, technology, or use of materials, of historical importance	<p>A fine, intact or pivotal example (as per above) in the local area</p>	<p>The subject site consists of a Federation dwelling with Queen Anne architectural style. Its construction method, design details, technology and use of materials are typical of the period and style and a good representative example due to its high degree of intactness.</p> <p>A unique attribute of the dwelling its use of materials is the sandstone plinth, piers to the verandah and front fence. These materials are likely sourced from a local quarry-thereby the name Rockdale. Dwellings were built from the quarry at Rockdale well into the Federation period.</p> <p>The subject site meets the local threshold under this significance indicator.</p>



Significance indicator	Local significance threshold	Local significance threshold discussion
Representative of a class of places that demonstrate an historical land use, environment, function, or process, of historical importance	A fine, intact or pivotal example (as per above) in the local area	<p>The dwelling is a good representative example of the historical residential development which flourished in Rockdale during the Federation period.</p> <p>The subject site meets the local threshold under this significance indicator.</p>
Representative of a class of places that demonstrates an ideology, custom or way of life of historical importance	A fine, intact or pivotal example (as per above) in the local area	<p>The subject site is not representative of any class of place that demonstrate an ideology, custom or way of life.</p> <p>The subject site does not meet the local threshold under this significance indicator.</p>



Additionally, the following questions for consideration are outlined in *Assessing heritage significance Guidelines for assessing places and objects against the Heritage Council of NSW criteria* to check the assessment:

Questions

Q. Does the place or object have a degree of distinctiveness within the class?

A. The subject site is a distinct example of a Federation dwelling as it exhibits form and features typical of the Queen Anne architectural style. The degree of intactness of the Queen Anne style features, the corner lot of the site on an elevated lot and its landmark qualities, all contribute to the distinctiveness of the subject site.

A comparative assessment of the site (Section 5) has concluded that the dwelling is grander in scale and design finesse and located on a larger lot compared to other heritage listed Federation dwellings-4 Carrington Street, Bexley and 193 and 258 Wollongong Road, Arncliffe-located within the LGA.

Q. Does the place include a reasonable range of characteristics that define the class?

A. The subject sites includes a wide range of features which is characteristic of a Federation Queen Anne dwelling. This includes face brickwork external walls, a prominent slate roof with intact decorations and chimneys, asymmetrical massing with gable-ended projecting bays, sandstone plinth, timber-framed doors, windows of narrow proportions and a wrap-around verandah. Similarly, the internal configuration, ceilings, fireplaces, timber doors and decorations are typical of the style and period.

Q. Does the place or object have reliable or verifiable physical, documentary or other evidence to indicate the place or object clearly belongs to a specific class of place or object and is a notable example within that class?

A. The setting of the site, its scale, form, architectural features, finishes and materiality are all representative of the Federation Queen Anne architectural style.

Q. Is the class identified of low or questionable historical importance?

A. The Federation dwelling is of historical importance within Bayside LGA as it is indicative of the residential development boom in the Federation period. As noted in the comparative assessment, there are other heritage listed Federation dwellings listed within Bayside LGA which are listed for their historic and representative values. The subject site is comparable to the heritage listed examples in terms of their historic and representative values.



Questions

Q. Is it a 'notable example' of a class?

The dwelling displays a large range of characteristics typical of a Federation dwelling with Queen Anne architectural style influences. The finesse in design, high and unusual degree of integrity and intactness of the fabric make it a fine example of its type. Compared to some of heritage listed examples in LGA, the dwelling is grander in scale, located on a larger corner lot with positive streetscape contribution and more intricate in the architectural form, detailing and materiality.

116 Villiers Street, Rockdale meets the threshold for heritage significance under Criterion (g)— Representative at a local level.



6.2 Statement of significance

The dwelling at 116 Villiers Street, known as 'Hillside', is a good example of a Federation Queen Anne style dwelling. It exhibits features, form and design elements that characterise its typology, and is a good example of residential development built within the Rockdale area in the early twentieth century.

The dwelling is associated with the Ferguson and Little family who resided in 'Hillside' from 1911 and 1936. The Ferguson and Little families, were prominent families within Rockdale local area. The scale and size of the allotment is indicative of the affluence of the family. The Ferguson family found and managed the Australian Nursery. The nursery was among the oldest and largest nursery in Australia and would have contributed greatly to the establishments of many significant landscape, garden and trees in NSW.

The site is located on a large corner lot which has remained unaltered since the construction of the dwelling. The original curtilage and its setting remain intact. It is unusual in the Rockdale area, where properties dating from that period are located within narrower allotments. Located on a prominent elevated corner lot and with distinct architectural features, the dwelling contributes positively to the streetscape of Villiers Street. The dwelling complements and contributes to the setting and visual character of the broader Rockdale area.

116 Villiers Street displays a high degree of integrity and intactness and is representative of early twentieth century housing in Rockdale. Given that the original lot size of the site has remained unaltered, the historic garden setting of the site with its Canary Island date palm contributes to its aesthetic value. The dwelling displays many architectural features typical of the Federation Queen Anne style.

These includes its asymmetrical form with projecting bays, face brickwork-dominant hipped roof form characterised by gable ends, tall chimneys and terracotta decorations, wraparound verandah with intricate timber joinery, timber doors with leadlight and timber-framed double hung sash windows.

The degree of integrity of the fabric, original layout, and decorative features are highly intact. The original decorative plaster ceilings, internal doors, fireplaces, timber joinery and decorations are in good condition. The intact internal fabric contributes to the aesthetic value of the dwelling.

Due to its intact setting, scale, form, architectural features, internal layout and fabric and materiality, the dwelling is considered a good example of a Federation Queen Anne style dwelling.

Based on the information available for the purpose of this assessment, the dwelling at 116 Villiers, Rockdale meets the threshold for local heritage listing based on its historical, associative, aesthetic and representative attributes.



7 Conclusions and recommendations

7.1 Conclusion

This report has assessed the heritage significance of the dwelling at 116 Villiers Street, Rockdale, based on historical research, physical analysis, and a comparative assessment. It includes a detailed assessment of the site against the standard evaluation criteria to determine the significance of the place to the Rockdale LGA. The report concludes that 116 Villiers Street, Rockdale meets the threshold for heritage listing at a local level for the following reasons:

- The dwelling dates from the first decade of the twentieth century and demonstrates residential development in Rockdale during the Federation period.
- The dwelling with associated with the Ferguson and Little family who established the Fergusons' Nursery, among the oldest and largest nursery in Australia at the time.
- The original lot size of the site has not been modified since the construction of the dwelling and thus, the original curtilage and setting of the dwelling is retained.
- The dwelling exhibits features typical of the Federation Queen Anne style influences.
- The site is a fine example of its type—the internal and external fabric of the dwelling display a high degree of integrity.
- When assessed within the broader context of the heritage setting of Rockdale, the dwelling contributes to the historical and visual character of the Bayside LGA.
- The scale, setting, form, architectural features, materiality and high degree of intactness of the dwelling are comparable to other heritage items listed in the BLEP 2021.
- The social heritage significance has not been assessed fully at this stage as community consultation has not occurred. However, given the community's and St Georges Historical Society's recognition of the potential heritage values of the site, it has the potential for social significance.

7.2 Recommendations

116 Villiers Street, Rockdale has been assessed as being of cultural significance at a local level and warrants listing as a heritage item respectively under Schedule 5 of the BLEP 2021. It is recommended that 116 Villiers Street, Rockdale, 'Hillside', is listed as a heritage item under Schedule 5 (Heritage Items) of the BLEP 2021.

City Planning & Environment Committee

4/02/2026

Item No	CPE26.002
Subject	Update on Brighton Le Sands and Bay Street Master Plan
Report by	Peter Barber, Director City Futures
File	SF25/1397

Summary

On 10 December 2025 Council endorsed a Project Plan for the future Brighton Le Sands and Bay Street Masterplan. This report provides a response to Items 2, 3, 4, 5 and 6 of Council's 10 December, 2025 resolution, and addresses minor changes to the Project Plan, discusses the impact of undertaking a Complete Streets project in isolation to the Masterplan and addresses the request to consider expanding the study area.

Officer Recommendation

- 1 That Council note the changes to the Project Plan to show Rockdale School and the existing heritage areas, and an amendment to the project timeline to include Councillor Training Sessions, as resolved by Council.
- 2 That Council notes the information requested around the "*principles of what the differences might be in the rollout of the 'Complete Streets' Project and its integration into the Proposed Brighton Le Sands and Bay Street Masterplan*" and note the inclusion of the Complete Streets component as an integral part of the comprehensive masterplan, not as a standalone project.
- 3 That Council does not extend the study area to the north to encompass the area of the Little Grand Parade (north of Bruce Street bounded by General Holmes Drive) and the eastern side of Bestic Street.

Background

In relation to the scope of a new masterplan for Brighton Le Sands, Council at its meeting of 25 June 2025 resolved as follows:

- 1 *That Council proceeds with investigating the items identified for Brighton Le Sands in the 27 November 2024 resolution via a "Complete Streets" Project.*
- 2 *That Council explores opportunities for improved active transport on Bay Street and revisit the previous Bay Street Planning Proposal to connect Brighton Le Sands and Rockdale.*
- 3 *That the scope includes investigation of increased residential density in Brighton Le Sands, including a review of the urban design and feasibility work previously undertaken by Council, to provide redevelopment scenario options including planning controls from Brighton Le Sands to the Rockdale spine.*

A more detailed Project Plan was reported to the 10 December 2025 Council meeting for consideration, and Council resolved as follows:

- 1 *That Council endorses the Project Plan for the future Brighton Le Sands and Bay Street Masterplan.*
- 2 *That a further report be prepared to the City Planning & Environment Committee in February 2026, around the principles of what the differences might be in the rollout of the 'Complete Streets' Project and its integration into the Proposed Brighton Le Sands and Bay Street Masterplan, noting that this is to be independent of the proposed timeline within the Masterplan.*
- 3 *That the Rockdale School be identified within the Project Plan.*
- 4 *That the existing Heritage Area be identified within the Project Plan, and an estimate of the number of additional homes that could be facilitated by feasible development be provided before the May 2026 City Planning and Environment Committee Meeting.*
- 5 *The project timeline includes a Councillor Training Session with external consultants during the early engagement phase for the Brighton Le Sands and Bay Street components.*
- 6 *That staff prepare a report to the City Planning & Environment Committee in February 2026, in relation to the study area being extended to include the area of The Little Grand Parade (north of Bruce Street bounded by General Holmes Drive) and the eastern side of Bestic Street.*

This report is in response to resolution points 2-6 shown above.

Resolution Point 2

Complete Streets Project

A Complete Streets Project (also known as Healthy Streets Project) is an urban design and transportation policy approach that aims to ensure streets are designed for all road users. This type of project requires a multi-disciplinary team including urban designers, landscape architects and traffic and transport planners. The aim of a Complete Streets project is to improve the function, safety and amenity of streets for all users by prioritising walking, cycling, public transport, local access and place quality. This will lead to capital projects that make physical changes in the place.

Scope for Complete Streets

- Street and corridor focused.
- Emphasis on movement, safety and public domain.
- Targeted, place-based community engagement.
- Design-led with the ability to pilot and refine outcomes.
- Typically delivered in the short to medium term, some projects are longer term depending on land ownership and cost.

Outcomes from Complete Streets

- Safer and more legible streets.
- Improved pedestrian and cyclist experience.
- Enhanced public domain and street character.
- Early, visible improvements that can be adapted over time.

Comprehensive Masterplan

A Comprehensive Masterplan is used to establish a long-term, integrated framework for land use, residential and commercial development, built form, transport, infrastructure and public domain outcomes across a broader precinct than only a main street. This is also a multi-disciplinary project that includes urban designers, landscape architects, traffic and transport planners, urban planners, land economics expertise and a range of other inputs.

The usual process for areas that are expected to transform is for a Complete Streets project to follow a resolved Comprehensive Masterplan or that the comprehensive masterplan includes a Complete Streets Project as an integral part of its development.

Scope for a Comprehensive Masterplan

- Precinct focus.
- Considers land use, density, built form, street hierarchy, movement and public domain (some of the elements are included in the Complete Street Projects)
- Broad community and stakeholder engagement with target groups.
- Scenario testing and feasibility analysis.
- Typically informs planning controls such as LEP amendments and DCP provisions.
- Long-term 10–20+ years.

Outcomes for a Comprehensive Masterplan

- Clear spatial framework and structure plan.
- Defined built form controls (height, FSR, setbacks, active frontages).
- Coordinated infrastructure and servicing strategy.
- Staged implementation plan.
- Property Strategy.
- Public Domain Plan.
- Aligned with funding and contributions.

The diagram below illustrates the shared scope for each type of program, and this shows that there are significant overlaps if both projects are run in parallel.

- Both projects share a common vision.

- They share the same guiding principles for movement and public domain elements.
- The Complete Streets Project focuses on street-level/ public domain design and delivery, progressing from analysis to concept design and implementation.
- The Masterplan focuses on strategic integration, progressing from analysis to framework, planning controls and long-term implementation;
- While analysis and principles may overlap, decisions on land use and built form are reserved for the Masterplan process.

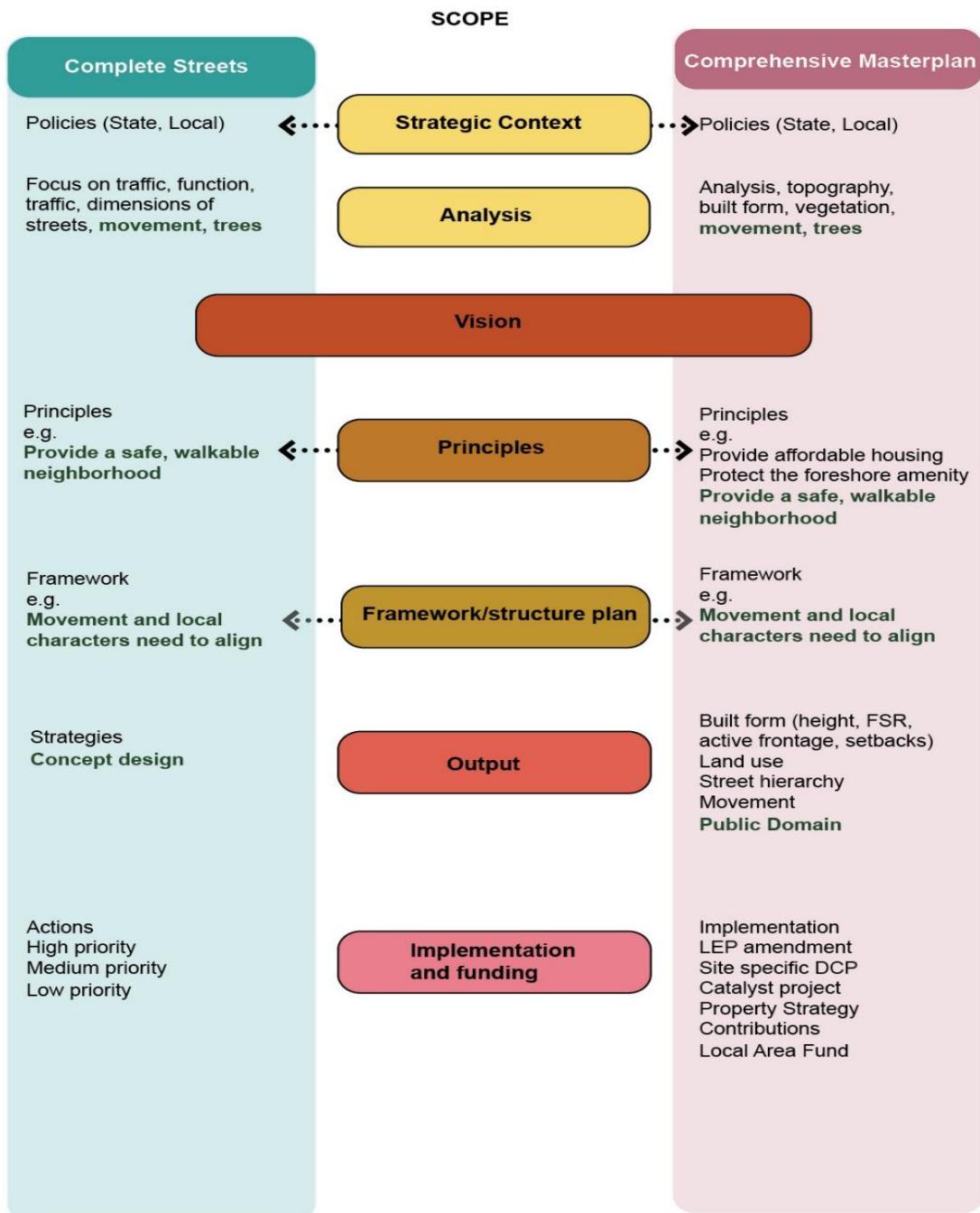


Figure 1: Comparison of scope – Complete Streets and Comprehensive Masterplan

Challenges

Running a Complete Streets Project concurrently with a Comprehensive Masterplan can present challenges. These include:

1. Future Land Use and Density Change

Where an area is subject to transformational change through a Masterplan, future increases in population and density may:

- Change street hierarchy and movement patterns;
- Increase demand for public transport, servicing, vehicles and pedestrians; and
- Affect long-term traffic volumes and access arrangements.

2. Access and Development Interfaces

Future redevelopment may present opportunities for:

- Site amalgamation.
- Reduced vehicle access points.
- Road dedication or widened footpaths.

These opportunities may not be fully understood if the Complete Streets project commences prematurely.

Council may be required to implement infrastructure works in the short term that could be paid for by development over a longer period.

3. Traffic Modelling Uncertainty

Land use and built form outcomes significantly influence traffic modelling assumptions. Undertaking street design before these outcomes are finalised requires a flexible and adaptable approach.

4. Community Engagement

The Community may not understand the difference between the processes and outcomes resulting in:

- Confusion about the timing for change.
- Saturation of information about the same precinct.
- Raise unrealistic expectations with respect to extent of change.

The report to City Planning and Environment Committee of 4 June 2025 detailed the options for a master planning approach offering a Complete Streets program in lieu of a comprehensive masterplan. The Council decision was to proceed with a Comprehensive Masterplan (incorporating the public domain elements). It is recommended that Council note the inclusion of the Complete Streets component as an integral part of the comprehensive masterplan, not as a standalone project.

Resolution points 3 to 5 – Project Plan

Figures 1 to 5 have been updated in the Project Plan to reflect the requested amendments to show the Rockdale Public School and identify heritages areas and items.

The Project Timeline has also been updated to include Councillor Training Sessions during the early engagement phase. See Figure 2 Project Timeline excerpt highlighted in green below:

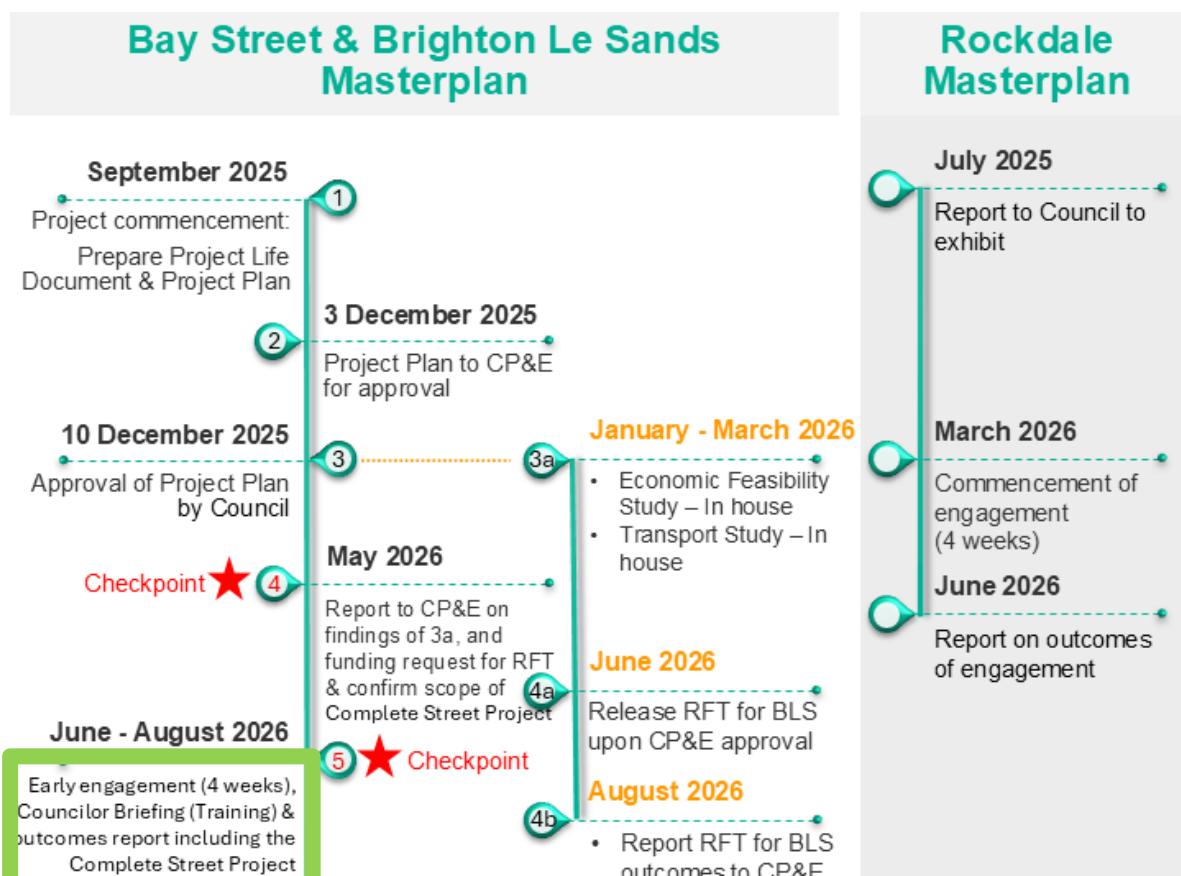


Figure 2: Excerpt of the Project Timeline with changes boxed in green.

The estimated number of additional homes will be provided in a future report as requested in the Council resolution. This will require modelling of various height and floor space scenarios that have not been developed at this time.

The revised project plan is attached.

Resolution point 6 - Extension of Study Area

At its meeting on 10 December 2025, Council resolved:

"That staff prepare a report to the City Planning & Environment Committee in February 2026, in relation to the study area being extended to include the area of The Little Grand Parade (north of Bruce Street bounded by General Holmes Drive) and the eastern side of Bestic Street."

The area referred to in the resolution is marked in the diagram below:

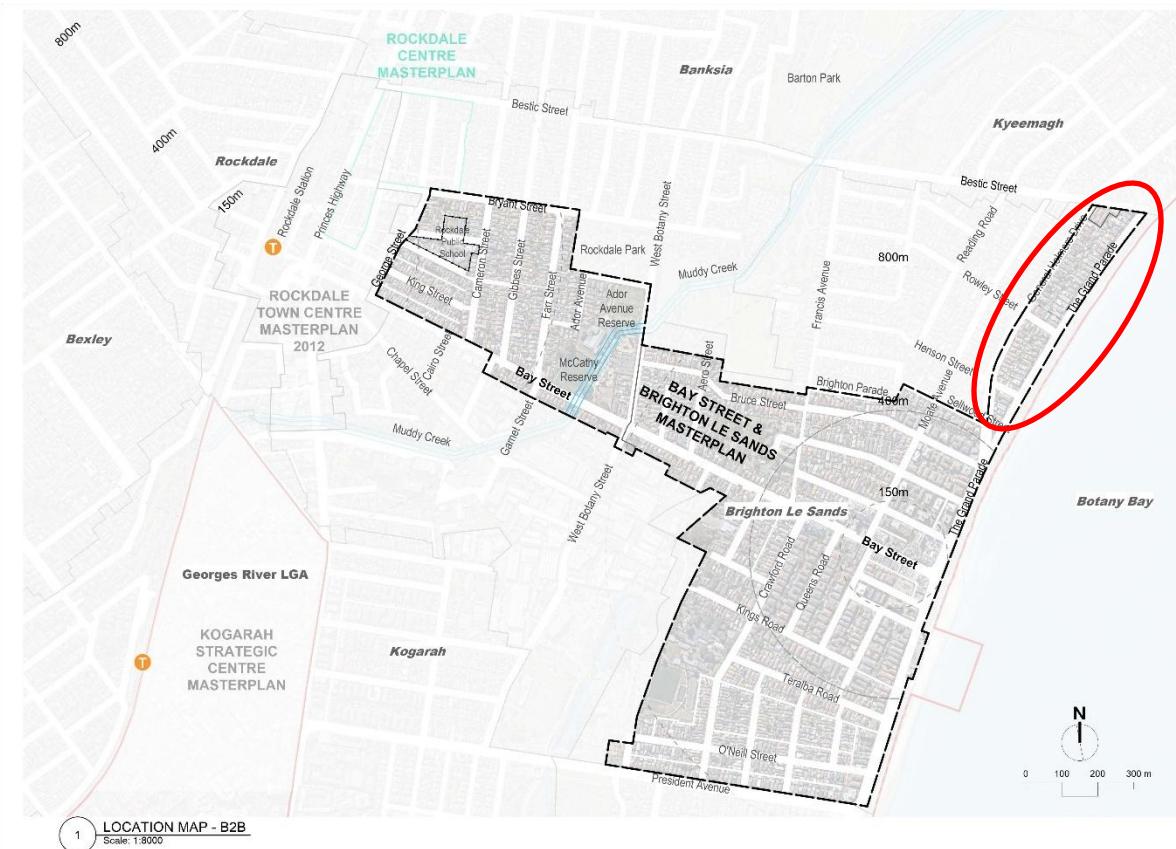


Figure 3: Revised study area being considered in red.

The decision to determine the final study area ultimately rests with Council. Whilst extension of the study area for the Brighton Le Sands and Bay Street Masterplan to include the Little Grand Parade "wedge" may support additional housing along Lady Robinsons Beach, this area also presents a number of challenges and is unlikely to be feasible to support sustainable high density beach front living including:

1. Infrastructure Constraints and Movement Limitations

The inclusion of The Little Grand Parade "wedge" was considered during project planning, though excluded due to its distinct character and physical isolation.

- The current study area is based on the study area from the previous work.
- The area is isolated by General Holmes Drive, a major arterial road with no safe east-west pedestrian crossings for over 1km between Bay Street and Bestic Street.

- Introducing new crossings would likely compromise traffic flow and safety, making this option unlikely to gain Transport for NSW support.
- The area is poorly serviced by public transport and lacks pedestrian connectivity to the town centre, undermining walkability and accessibility goals.
- The proposed extended Study Area is difficult to access by vehicles and is only accessible in and out via a major arterial road, General Holmes Drive, southbound or through Bestic Street to the north. General Holmes Drive is a busy 6 lane arterial road being the main north-south connector through to the M1, which is separated by a median and serves as a physical buffer to the rest of the Study Area.
- The Little Grand Parade (The Grand Parade north) is quite narrow for a two-way road and parking on one side and further narrows to one way traffic south of Henson St. There are limitations to road widening in this area.
- The physical isolation limits its integration with the Brighton Le Sands centre and the broader precinct.
- There is no mass transit servicing the area and given its distance from visionary mass transit links and the already constrained road network, extending the study area would necessitate additional traffic modelling, infrastructure assessments, and servicing strategies – adding cost and time without likely proportional benefit.

2. Focus on areas with closer connectivity and proximity to Brighton Le Sands

The current study area prioritises Brighton Le Sands centre and the Bay Street corridor, which are locations being investigated for growth, transport upgrades, and public domain improvements.

- The current Study Area is based on investigating opportunities for uplift closer to the activity centres. These areas are likely to have the highest potential for housing uplift and economic activation.
- The current study area extends in an L-shape south as it follows the activity centre which extends to the south with the restaurants and kiosk at Le Sands Pavillion and The Grand Roxy function centre being located further towards President Avenue.
- Activity is also drawn further south facilitated by more signalised east-west crossings across Grand Parade to the south of Bay St and advanced pedestrian and active transport movement links through the southern portion.
- Adding the “wedge” would create an irregular, disconnected arm, reducing spatial clarity and legibility.
- Expanding north would dilute resources and attention away from these priority precincts, reducing the effectiveness of the masterplan.

3. Land Use Constraints and Strategic Context

The Little Grand Parade area to the north is not earmarked for change in the Local Strategic Planning Statement (LSPS) or Local Housing Strategy, meaning inclusion would unlikely deliver meaningful additional housing. The proposed extension comprises low-density residential land with limited redevelopment potential due to:

- Sandy substrate and geotechnical constraints. This will also result in difficulties in building basements more than one or two levels deep to support carparking for any high density residential uses, and sleeving of car parking above ground will greatly impact bulk and scale and development feasibility. AJC's previous feasibility work for the previous Brighton Le Sands masterplan work had touched on this as well as the adverse flow-on effects from parking requirements on the existing road network.
- Fragmented ownership patterns that make site consolidation challenging.
- Costs of acquisition will be significantly high given the land values in the location. There are a number of relatively new luxury homes along the waterfront that would be very expensive to acquire to create consolidated development sites, which will impact development feasibility.
- Proximity to the beach and potential overshadowing of regional open space would limit development potential, possibly to below the threshold of feasibility.
- The current northern and southern extents of the current study area were chosen given the distribution of residential flat buildings within the locality.
- If the extended area was transformed into a mixed use precinct with retail or hospitality on ground level, plus residential or visitor accommodation above, there is a risk that trade will be drawn away from less appealing space in Bay Street and detrimentally affect the vibrancy of the centre.

4. Community Engagement Risks

- Inclusion of additional land within the Study Area does not mean that the area will be recommended for uplift in the future – only that it will be considered.
- Enlarging the study area boundary could create confusion for residents about the extent of change and raise unrealistic expectations/concerns for redevelopment in areas where feasibility for transformation is limited.

5. Project Timeline and Budget

- The endorsed project plan and timeline are based on the current study area. Expanding the scope would likely delay delivery of key milestones and require additional funding beyond the approved budget.

Maintaining the current boundary ensures the masterplan remains focused, achievable, and consistent with Council's strategic priorities. The proposed extension would increase complexity and cost without delivering proportional planning or urban design benefits.

If Council wishes to include the extension to Little Grand Parade in the scope, it is recommended that it form part of the preliminary feasibility studies, including development feasibility and transport, first before further consideration. It may be that this preliminary work confirms some of the constraints and concerns outlined above, and that this area is then removed from the masterplan boundary.

Financial Implications

Not applicable	<input type="checkbox"/>
Included in existing approved budget	<input type="checkbox"/>
Additional funds required	<input checked="" type="checkbox"/>
	Additional budget will be required to expand the study area or to commence a Complete Streets project as a standalone project. The Complete Streets component is estimated at \$150,000 dependant on the scope.
	Additional budget required for extending the study area scope is estimated at \$80,000.

Community Strategic Plan

Theme One – In 2035 Bayside will be a vibrant and liveable place	<input checked="" type="checkbox"/>
Theme Two – In 2035 our Bayside community will be connected and feel that they belong	<input type="checkbox"/>
Theme Three – In 2035 Bayside will be green, resilient and sustainable	<input type="checkbox"/>
Theme Four – In 2035 Bayside will be financially sustainable and support a dynamic local economy	<input type="checkbox"/>

Risk Management – Risk Level Rating

No risk	<input type="checkbox"/>
Low risk	<input checked="" type="checkbox"/>
Medium risk	<input type="checkbox"/>
High risk	<input type="checkbox"/>
Very High risk	<input type="checkbox"/>
Extreme risk	<input type="checkbox"/>

Community Engagement

Not undertaken at this stage of the project.

Attachments

1 [1](#) Revised Project Plan for Brighton Le Sands and Bay Street Masterplan February 2026



Brighton Le Sands & Bay Street Masterplan: Project Plan

**Version 1.1
Adopted 10 December 2025
(Revised February 2026)**



© Bayside Council



131 450

Telephone Interpreter Services - 131 450 Τηλεφωνικές Υπηρεσίες Διερμηνεών بخدمة الترجمة الهاتفية 電話傳譯服務處 Служба за преводување по телефон

Contents

Contents.....	3
1. Introduction.....	4
2. Study Area.....	6
3. Strategic Context.....	8
4. Local Context.....	11
5. Historical Background.....	13
6. Project Scope	15
7. Project Methodology.....	17
8. Project timeline.....	20
9. Project Cost.....	21
10. Assumptions.....	23
11. Next Steps.....	24

1. Introduction

On 25 June 2025, Bayside Council resolved:

1. *That Council proceeds with investigating the items identified for Brighton Le Sands in the 27 November 2024 resolution via a "Complete Streets" Project.*
2. *That Council explores opportunities for improved active transport on Bay Street and revisit the previous Bay Street Planning Proposal to connect Brighton Le Sands and Rockdale.*
3. *That the scope includes investigation of increased residential density in Brighton Le Sands, including a review of the urban design and feasibility work previously undertaken by Council, to provide redevelopment scenario options including planning controls from Brighton Le Sands to the Rockdale spine.*

(CPE25.014 Brighton Le Sands Masterplan)

This resolution reflects Council's commitment to creating a place-based approach that prioritises both place and movement and encouraging stronger connections between Rockdale and Brighton Le Sands via Bay Street.

Strategically, Bay Street and Brighton Le Sands are located between Rockdale Town Centre (Council's nominated Strategic Centre in the LSPS) and Regional Recreation Open Space at Lady Robinson's Beach, Brighton Le Sands, while bypassing the regional wetland system (Rockdale Wetland corridor – Green Grid) and open space (Ador Reserve) – a regional piece of work. With Brighton Le Sands and Rockdale only 2km apart, this represents a regional connectivity initiative focusing on connectivity, amenity, housing, and growth.

In response, a comprehensive Masterplan for Bay Street and Brighton Le Sands is proposed, the Masterplan will explore opportunities to transform the area into a vibrant, well-connected urban area that serves current, future residents and regional visitors, including:

- **Place and Movement:** Opportunity to implement NSW Government's Movement and Place principles, creating people-focused spaces that balance accessibility with liveability.
- **Regional Connectivity:** With less than 2km between Brighton Le Sands and Rockdale and relatively flat in topography, this project can establish a direct multi-modal connection that enhances Rockdale and Brighton Le Sands via Bay Street.
- **Rockdale Masterplan Coordination:** Enables integration with the Rockdale Centre Masterplan, currently adopted by Council for public exhibition. This creates a three-part integrated planning approach that ensures consistent strategic alignment across the entire regional corridor.

- **Transport Oriented Development:** Rockdale is a Transit-Oriented Development centre with increased density, which presents opportunities to secure complementary community benefits, including active transport routes and community facilities.
- **M6 Motorway:** The M6 Motorway project (first stage to President Avenue underway) represents an opportunity to redirect traffic flow and create safer, more liveable spaces in Brighton Le Sands.
- **Housing and Growth Management:** Provides a framework for addressing housing needs, including opportunities for affordable housing and well-planned residential growth.

This document serves as a comprehensive roadmap for the Bay Street and Brighton Le Sands Masterplan. It articulates the proposed scope, methodology, deliverables, timeline, and cost to implement the project from the start to completion.

2. Study Area

Figure 1 illustrates the study area of the Masterplan.

It is bounded by The Grand Parade to the east, Sellwood Street to the north (Brighton Le Sands) and Bryant Street (Rockdale) President Avenue to the south and George Street (Rockdale) to the west. The precinct features a diverse mix of uses, including residential, retail, commercial, community and open space.

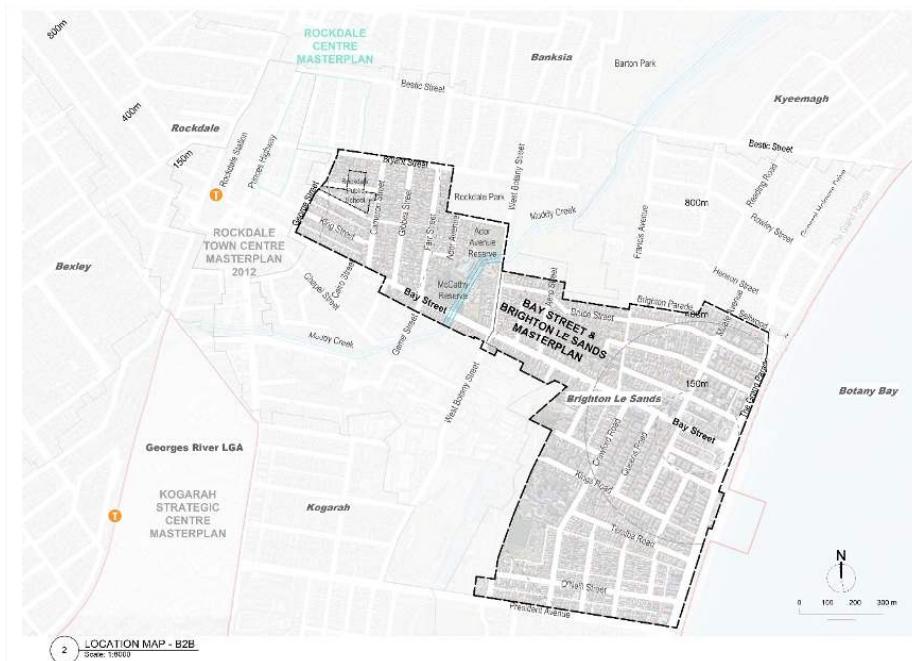


Figure 1 The study area

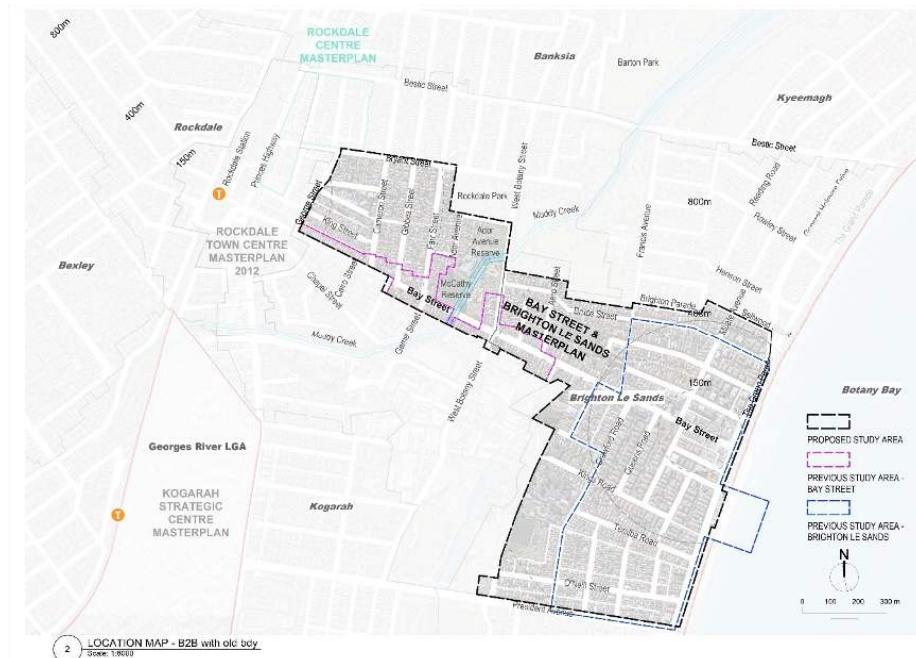


Figure 2 The comparison between the Study Area and the previous study areas.

The Bay Street and Brighton Le Sands Masterplan study area builds upon previous studies conducted for the Bay Street and Brighton Le Sands precincts, extending the study area northward to include areas up to Bryant Street and Sellwood Street. The study area boundary is subject to change and may be refined based on feedback received from Councillors and the community during the consultation process. This proposed strategic extension has considered the following:

- Recent NSW housing reforms, particularly the Transit-Oriented Development (TOD) framework and Low Medium Rise Housing Policy, aim to deliver increased housing capacity near public transport infrastructure.
- To include the catchment of the possible Metro station as identified in the Future Transport Strategy 2056 prepared by Transport for NSW, ensuring a comprehensive and integrated approach to precinct planning.
- By extending the boundary northward to these major roads, the Masterplan can better capitalise on the transport investment, create a cohesive urban renewal corridor, and deliver housing diversity and enhanced public amenities across a logical and connected area.

3. Strategic Context

Eight key state and local level strategic planning documents inform land use planning within the Brighton Le Sands and Bay Street Precinct and collectively create the strategic line of sight from a regional to local level.

- The Greater Sydney Region Plan
- Eastern Sydney District Plan
- Future Transport 2056 and South-East Transport Strategy 2056
- Bayside Local Strategic Planning Statement (LSPS)
- Bayside Local Housing Strategy
- Bayside 2035 Community Strategic Plan 2025-2035
- Transport Orientated Development (TOD)
- Low and Mid-Rise Housing Policy (LMRHP)

3.1. The Greater Sydney Region Plan

The Greater Sydney Regional Plan sets a 40-year vision for Greater Sydney. While the Plan does not name Brighton Le Sands and Bay Street Precinct, the area falls within the Eastern Harbour City, close to Sydney Airport and key transport corridors. The Plan's objectives such as creating a '30-minute city', aligning new infrastructure with growth and encouraging higher density housing around transport nodes are relevant to the precinct, particularly if a future metro station proceeds. It also emphasises liveability, open space and coastal resilience which are important considerations for foreshore areas such as the Brighton Le Sands and Bay Street precincts.

3.2. Eastern City District Plan

The Brighton Le Sands and Bay Street precinct is located within the Eastern City District Plan, a 20-year plan to manage growth in the context of economic, social and environmental matters to achieve the 40-year vision outlined in the Greater Sydney Region Plan.

The Plan identifies Brighton Le Sands as a local centre in close proximity to Rockdale (Local Centre) and Kogarah (Strategic Centre). This means it is expected to provide neighbourhood services, retail, and potential for additional medium density housing.

The Plan highlights opportunities for renewal around local centres with good walking and cycling access, and links future growth to improve amenity and transport connections. Local centres are also seen as hubs for connected neighbourhoods that support the 30-minute city vision, focusing on providing local services, fostering a sense of community and accommodating growth while retaining neighbourhood character.

3.3. Future Transport 2056 and South-East Transport Strategy 2056

The Future Transport 2056 and South- East Transport Strategy 2056 both identify Brighton Le Sands within a key transport corridor linking CBD, Sydney Airport, Port Botany and Kogarah. A possible metro station on a future Randwick-Kogarah line via the Airport is proposed in the long term, subject to future investigation and funding, that could change local transport access and support higher density development around the centre. In the shorter term, improvements such as traffic management on Bay Street, road safety upgrades and better walking and cycling connections are intended to enhance accessibility and the local environment.

Bay Street is a key corridor adjacent to Rockdale Railway Station and forms a direct link between Rockdale Town Centre and Brighton Le Sands. Given its strategic role and proximity to public transport, Bay Street is well-placed to accommodate Transport Orientated Development (TOD) related planning outcomes.

3.4. Bayside Local Strategic Planning Statement 2020 (LSPS)

The Bayside LSPS sets a 20-year vision for growth, guiding change while protecting local character. For the Brighton Le Sands and Bay Street Precinct, it identifies the centre for renewal through master planning, with potential for higher density development along Bay Street and The Grand Parade.

Action 9.5 of the Bayside Local Strategic Planning Statement notes that Council will take a place-based approach and finalise and adopt Masterplans for local centres, including Brighton Le Sands.

Issues requiring consideration in any Masterplan proposing development uplift in Brighton Le Sands included inadequate public transport, elevated ground water levels, and issues related to amenity and overshadowing near the beach.

Council's LSPS also notes that in the longer terms (10+ years), Council will investigate opportunities for additional urban growth at Brighton Le Sands in conjunction with a potential 'visionary' mass transit link from the Eastern Suburbs to Miranda identified in the NSW Government strategy document Future Transport 2056.

3.5. Bayside Local Housing Strategy

The Bayside Local Housing Strategy sets housing targets to 2036 and identifies centres suited for growth for Brighton Le Sands, it highlights potential for additional housing around the centre, supported by ongoing master planning, with recent planning changes such as increased building heights on the Grand Parade that reflect this direction. Growth is expected to focus on medium density housing and mixed-use development while balancing neighbourhood character, amenity and proposed heritage protections.

3.6. Bayside 2035 Community Strategic Plan 2025-2035

The Bayside 2035 Community Strategic Plan (2025-2035) sets long term goals for a vibrant, sustainable and connected city. For the Brighton Le Sands and Bay Street precinct, this means town centre renewal through master planning and a parking strategy, upgrades to public spaces and pedestrian connections and a focus on foreshore protection and resilience. The plan also supports strengthening the local economy and enhancing amenity, aligning growth with the suburb's role as a key foreshore centre.

3.7. Transit Orientated Development (TOD)

The NSW Transit Orientated Development focuses on delivering higher density housing and mixed-use development around train stations and future metro precincts, supported by the Housing SEPP 2021.

Bay Street plays a strategic role in connecting the Rockdale TOD precinct with Brighton Le Sands. While Brighton Le Sands is not identified as a TOD location under the Housing SEPP, the Bay Street corridor forms an important connection between the higher density housing and transport services at Rockdale Station and the dining, retail and recreation focus on Brighton Le Sands.

3.8. Low and Mid-Rise Housing (LMRHP)

The NSW Government's Low and Mid-Rise Housing Policy delivered under the Housing SEPP supports a range of housing types including dual occupancies, terraces, townhouses and small apartment buildings. While Brighton Le Sands is generally not a priority location for this type of housing Bay Street represents a corridor where incremental growth for these types of housing may be accommodated.

The LMRHP applies to residential zones within 800 metres from the Rockdale Station, which includes the R2 residential zone along some portions of Bay Street. The new development standards under the SEPP are significantly lower than the recommendations in the Urban Design and Built Form study report delivered as part of the Council Planning Proposal for Bay Street. It also does not address the opportunities for land dedication for the Active Transport Corridor and Public Domain upgrade.

4. Local Context

This section highlighted the main local attributes of the study area:

- **Topography** 1km flat walk of either Rockdale Town Centre or Brighton Le Sands Town Centre.
- **Short distance** to Rockdale station and Kogarah Collaboration Area
- **Infrastructure services** the precinct including Rockdale Railway Station, the Rockdale Wetlands Corridor, M6 Corridor, Cook Park and Lady Robinsons Beach.
- **Easy access** to Sydney Airport either by road or by public transport.
- **Regional attractors** the Botany Bay foreshore and Rockdale wetland. The bay and the wetland contribute to the centre's unique character.
- **Bay Street** (the eastern end) is a vibrant "eating" street with heavy traffic at peak hours.
- **The Grand Parade** is a high traffic thoroughfare. While there is a high-quality foreshore promenade to the east, the quality of the public domain on the western side is unattractive.
- **Rockdale Wetlands Corridor Open Space (Green Grid)** and Coastal Walk: Botany Foreshore (Green Grid) are within walking distance.

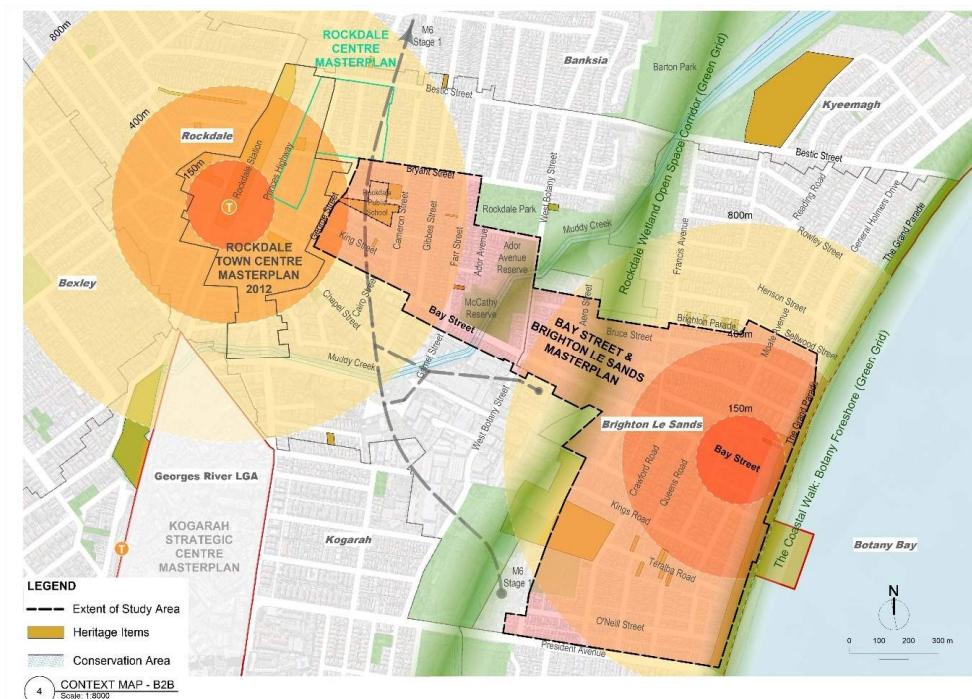


Figure 3 Local Context

Constraints:

- **Airport Impacts:** The area is identified as part of airspace obstacle limitation (OLS) with a maximum height of up to 51m AHD. The majority of the surrounding area is located within the 20-25 ANEF zone. Sydney Airport has safety controls and influences the surrounding area in several ways, including the Maximum Height of Buildings, Noise Impacts, and Public Safety Areas (PSA). These controls will limit development potential in certain areas.
- **Traffic:** Heavy traffic along General Holmes Drive and The Grand Parade, segregate the town centre from Lady Robinsons Beach which limits the chance of pedestrian engagement with the public domain. Bay Street functions as a key movement corridor between Rockdale and Brighton Le Sands, creating challenges for pedestrian amenity, active transport and place-making.
- **Transport:** limited public transport choices to support the centre and provide connection to the major centres including Kogarah and Rockdale. The limited choice for public transport exacerbates the precincts private vehicle dependency as the main mode transport.
- **Limited public domain:** Narrow footpaths, limited landscaping, and few public open space opportunities restrict the potential for high-quality public realm and street activation without significant upgrades.
- **Infrastructure capacity:** Utility and social infrastructure (schools, community facilities, open space) will require upgrades to support increased population and employment.
- **State Environmental Planning Policy (Resilience and Hazards) 2021:** requires future development to minimise the overshadowing impacts on foreshore areas.
- **Environmental:** the existing environmental land (wetland) to the western boundary of the study area. Lady Robinson Beach is a listed item with local heritage significance. It is also classified as biodiversity corridor and erosion is also an issue along Lady Robinson Beach.

5. Historical Background

Bay Street and Brighton Le Sands has an extensive history of planning and development and is summarised as below:

5.1. Public Spaces Legacy Program and Initial Planning (2020-2021)

In 2020, the Department of Planning, Industry and Environment announced the Public Spaces Legacy Program, under which Bayside Council became eligible for a grant of up to \$5.5M to deliver new or upgraded public and open spaces. A key requirement of this grant was Council's commitment to deliver housing and jobs growth by exhibiting an updated Local Environmental Plan (LEP) to incorporate housing or employment supply for at least 6-10 years.

The Draft LEP was released in August 2021, identifying four "0-5 year investigation areas," including the Bay Street Precinct and Rockdale Town Centre Precinct. These areas were recognised as strategic locations with capacity to accommodate growth and deliver improved planning outcomes. Council prepared Urban Design Reports and associated Planning Proposals for increased housing density for submission to the Planning Department. However, the Bay Street proposal did not proceed at the time.

5.2. Brighton Le Sands Planning Work (2018-2021)

Since February 2018, Council had been undertaking parallel work examining development uplift options for Brighton Le Sands. A comprehensive report presented to Council on 12 August 2020 outlined 8 potential options.

The accompanying urban design assessment proposed building heights capped at levels that would maintain good amenity for existing and future apartments while protecting public domain quality. The recommendations aimed to achieve carefully balanced density along the foreshore whilst preserving solar access and foreshore amenity.

However, a separate economic feasibility analysis using three theoretical development sites revealed a critical challenge: the heights determined through the urban design assessment were not economically viable for facilitating profitable redevelopment. In some locations, heights would need to be doubled to achieve economic feasibility.

The matter was deferred and reconsidered by the Brighton Le Sands Working Party at a GM Briefing on 17 February 2021, but no decision was reached.

5.3. Transport Oriented Development (2023 – now)

In December 2023, the NSW Government announced the Transport Oriented Development (TOD) Program, aimed at increasing housing supply and density around existing and planned transport hubs including Rockdale, Kogarah, Banksia and Turrella. The program seeks to encourage affordable housing to meet the needs

of essential workers and vulnerable community members. The TOD State Environmental Planning Policy (SEPP) formally commenced on 13 May 2024 through the creation of Chapter 5 of the Housing SEPP 2021.

5.4. The Boulevard Carpark (2024)

In December 2024, Council endorsed a concept to redevelop the Council car park on The Boulevard in Brighton Le Sands, including:

- Ground level community facility and cafe
- Seven levels of parking
- Rooftop dining precinct

This car park project has now progressed to detailed feasibility and design.

5.5. Current Opportunity (2025 +)

The most recent Council resolution in June 2025 (see below) presents an opportunity to review and integrate previous planning work for both Bay Street and Brighton Le Sands. An integrated approach can ensure alignment with the TOD SEPP while supporting improved urban design, multi modal transport opportunities, high quality built form and connectivity along the entire corridor from Rockdale Town Centre to Brighton Le Sands foreshore.

On 25 June 2025, Bayside Council resolved:

1. *That Council proceeds with investigating the items identified for Brighton Le Sands in the 27 November 2024 resolution via a "Complete Streets" Project.*
2. *That Council explores opportunities for improved active transport on Bay Street and revisit the previous Bay Street Planning Proposal to connect Brighton Le Sands and Rockdale.*
3. *That the scope includes investigation of increased residential density in Brighton Le Sands, including a review of the urban design and feasibility work previously undertaken by Council, to provide redevelopment scenario options including planning controls from Brighton Le Sands to the Rockdale spine.*

(CPE25.014 Brighton Le Sands Masterplan)

6. Project Scope

Given the extent of the study area and its diverse historical context, the Masterplan has been organised into two distinct precincts for project management purposes.

1. The **Bay Street precinct** will leverage significant in-housework already completed in 2021 (Public Space Legacy Program) and continue to be progressed internally as a more cost-effective approach.
2. The **Brighton Le Sands precinct** will require the engagement of external consultants to bring additional resources to the project. The lead consultant will be required to manage other specialists that will support both aspects of the whole project such as traffic consultants, geotechnical advice, feasibility, flooding and other services that cannot be provided in-house by council staff. This is reflected in the Project Cost.

The **Bay Street precinct** - is bounded by the Rockdale Town Centre to the west, Bryant Street to the north, the Green Grid Corridor to the east, and includes residential areas south of Bay Street. This precinct is currently characterised by low density residential development.



Figure 4 Bay Street Precinct

The **Brighton Le Sands component** – is bounded by The Grand Parade to the east, Sellwood Street and Brighton Parade to the north, President Avenue to the south, and the Green Grid Corridor to the west. This precinct features a diverse mix of uses, including residential, retail, commercial, community and open space foreshore.

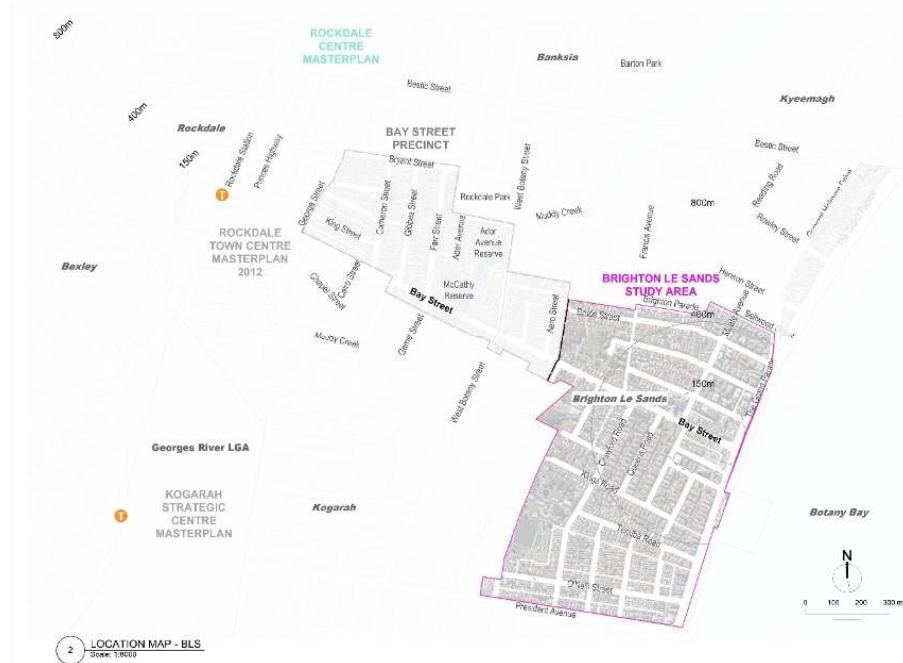


Figure 5 Brighton Le Sands precinct

In Scope

- Review all urban design work completed to date, including site analysis, built form studies, and proposed design and recommendations prepared so far.
- Review relevant State and Council policies and guidelines to ensure the project is aligning with current planning and design frameworks.
- Assess the impact of Low to Mid-Rise Housing (LMRHP) Policy and proximity of nearby Transport Oriented Development (TOD) centres.
- Conduct technical studies required for the development of the Masterplan, which may include a Heritage study, Development Feasibility study, Flood study, and Built Form study.
- Prepare a draft Masterplan and accompanying urban design report. The Masterplan will provide a strategic framework to guide the co-ordinated growth and development of the area. The urban design report will detail the place analysis, policy alignment, technical study findings, and the proposed

urban design framework and implementation strategies. The Masterplan will need to address the key items outlined in the 25 June 2025 Council resolution.

- Undertake internal stakeholder engagement throughout the Masterplan development process.
- Prepare a final draft Masterplan that incorporates feedback.
- Public exhibition of the draft Masterplan subject to Council approval.
- Prepare the final Masterplan incorporating feedback from the public exhibition and final refinements as directed by Council.
- Seek Council endorsement of final Masterplan.

Key Deliverables

- Site Analysis
- Masterplan framework

Out of Scope

- Detailed Design and Construction Documentation: The project will not produce finalised engineering drawings, specifications, or tender-ready documentation, as the current budget is limited to feasibility and concept stages.
- Physical Works or Pilot Installations: No on-ground works will be undertaken as part of this phase.

7. Project Methodology

The Bay Street and Brighton Le Sands Masterplan is structured in phases to provide a clear and logical approach to planning the precinct. Each phase focuses on strategic analysis, vision development, and high-level planning directions, ensuring the Masterplan responds to policy requirements, local needs and future growth opportunities.

7.1. Plan and Initiate Phase

Overview – Project Initiation & Site Analysis

This phase establishes the project framework, confirms objectives, and gathers baseline information. It includes initial liaison with stakeholders, review of existing studies, carry out early engagement and analysis of current site conditions and constraints.

1. Feasibility Studies:

- a) An Economic feasibility study will be conducted to establish a baseline understanding of development densities that can trigger commercially viable development in the current market context, while providing a framework for future growth. The results will inform Phase 2 – Concept Design and Internal

Engagement. The study will not override sound planning and urban design principles but enables the Masterplan to be both pragmatic and visionary, delivering real change in the near term while safeguarding the area's capacity for considered, sustainable growth across multiple generations.

b) A Transport study will establish the evidence base to support Council advocacy for enhanced public transport from Brighton Le Sands to Rockdale. The study will equip Council with analysis and evidence-based strategies to engage with the State Government and Transport for NSW, should the Council determine that a density increase warrants the pursuit of rapid transit improvements.

The study includes current and future transport demand through a detailed examination of Opal card patronage data, route performance, and capacity utilisation. The study establishes clear relationships between residential density scenarios and corresponding service provision requirements. This density vs service framework provides the Council with evidence to demonstrate that transport capacity is a critical enabling factor for urban intensification.

The study also includes developing concept design options for transforming Bay Street into a multimodal transit corridor that integrates rapid bus and active transport facilities. Each option provides concept plan design and artist impression perspectives.

2. Early Engagement

Subject to the findings of the feasibility studies and approval at a Council meeting, early engagement with the local community is proposed to gather feedback and ideas before developing the Masterplan. This approach would ensure transparency and clear communication with the community at the outset, helping to identify local opportunities, challenges and priorities for Brighton Le Sands, and shaping a shared vision for its future.

If approved, engagement activities may include:

- Landowner survey for initial feedback on the Have Your Say Website
- Distributing information through social media and email lists

This early engagement approach would ensure that the Masterplan reflects local needs and aspirations, fosters community trust, and supports stronger community understanding and acceptance of the final plan.

Deliverables

- Review of existing documentation, guidelines and standards
- Site Analysis Report (document)
- Preparation of Project Plan to be adopted by Council to confirm scope

- Conduct an early-stage Economic Feasibility Study
- Conduct a preliminary Transport Study
- Conduct early engagement to confirm project acceptance, vision and scope
- Procure external resources resulting in engagement of external consultants

7.2. Execute Phase – Concept Design

Overview – Concept Development & Internal Engagement

In this phase, the preliminary Masterplan will be developed based on the findings from Phase 1.

This phase will confirm the direction for the project and result in internal approvals to proceed to exhibition.

Deliverables

- Preliminary Urban Design Report
- Report to City Planning and Environment (CP&E) Committee
- Respond to feedback and adjust design

7.3. Execute Phase – Engagement

This phase prepares the design for exhibition ensuring it meets all heritage, environmental, and accessibility requirements. The draft design package will be prepared for approval.

Deliverables

- Final Draft Masterplan for exhibition (document)
- Report to CP&E Committee seeking approval to exhibit the proposal
- Undertake engagement
- Review all feedback received during exhibition
- Report to CP&E Committee on outcomes of engagement and prepare response to design
- Refine Masterplan and seek endorsement of Council

7.4. Close and Handover Phase

This phase finalises the project and all associated documentation.

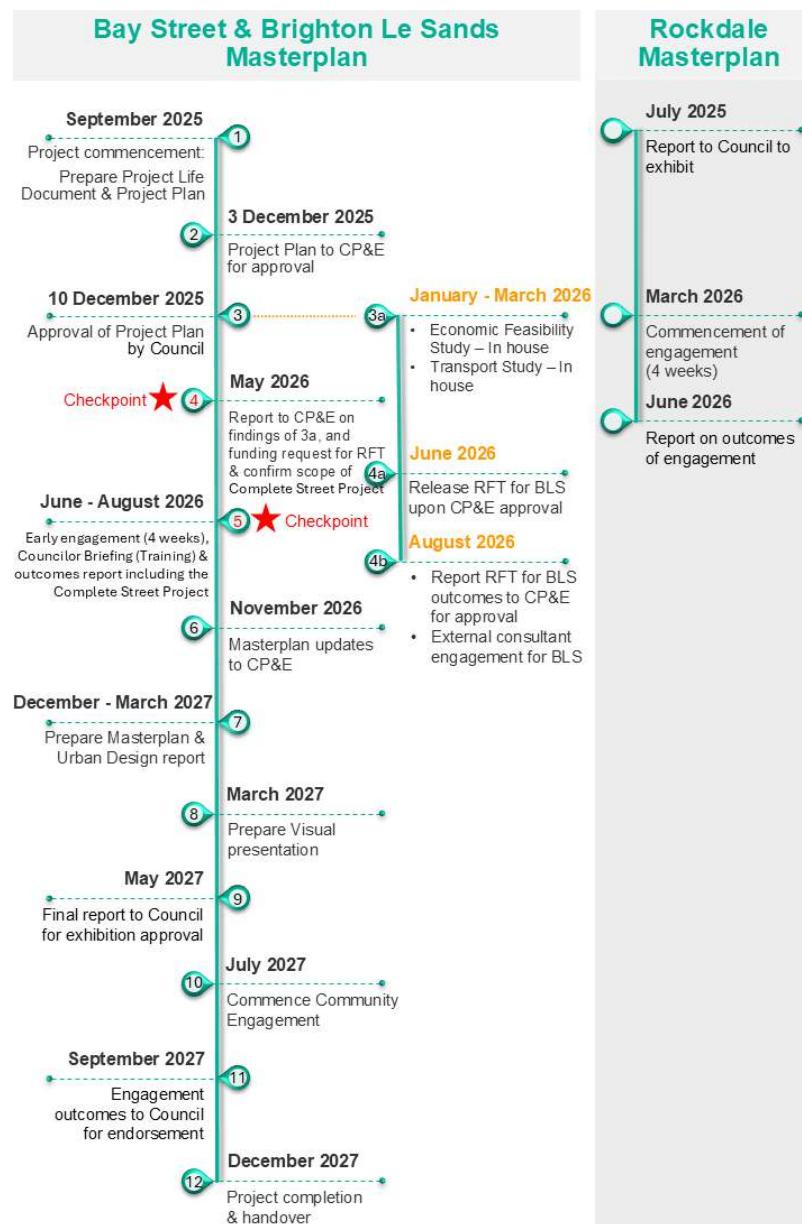
Deliverables

- Publish Council Endorsed copy for public record
- Finalise HYS page and advise participants of Council's decision
- Handover to enable implementation phases including submission of Planning Proposal and any other Council driven initiatives such as catalyst projects associated with Council landholdings.

8. Project timeline

The diagram below shows the proposed time frame for the Masterplan project. The project identifies multiple checkpoints in the process. The first one is to report back to Council about the preliminary findings from the Transport Study and Economic Feasibility report. Another checkpoint would be community feedback from early engagement. This staged approach ensures the Council can make informed decisions about whether to proceed to subsequent phases.

The Complete Streets component will be subject to a separate project plan if it proceeds at Milestone 3a.



9. Project Cost

Before committing to developing the full Masterplan, Council in-house experts will undertake both economic feasibility and transport studies. This preliminary stage will

be conducted with minimal budget allocation, primarily for essential data collection and technical analysis. The findings will inform the Council's decision at the first checkpoint regarding whether to progress to the comprehensive Masterplan phase outlined below.

The cost of the project will be approximately **\$455,000** and this funding is sought to support the delivery of this project. This includes the engagement of an external consultant to prepare a comprehensive Masterplan for the Brighton Le Sands precinct, and other technical studies required for the delivery of the Masterplan.

Resource	Bay Street	Brighton Le Sands
Preliminary Study Cost		
Feasibility Assessment		In house
Preliminary Transport Study		In house + \$15,000 (data collection)
Projected Cost (next phase)		
Preliminary Urban Design analysis	In house*	\$250,000
Preliminary Heritage and Contamination	In house	In house
Feasibility Assessment		\$30,000
Transport & Traffic Assessment		\$80,000
Visualisation to support engagement		\$60,000
Engagement costs (In house + Engagement Team)		\$20,000
Total budget		\$455,000

*Council staff have completed extensive investigations that can be utilised for the urban design development of the Masterplan. Therefore, it is more cost-effective to develop the Bay Street precinct in-house and collaborate with external consultants on the Brighton Le Sands precinct

The engagement of external resources must comply with the requirements of the Local Government Act and the value requires a tender process (RFT) as the estimate cost exceeds the \$250,000 threshold. Section 55 of the LG Act mandates that local councils must invite tenders before entering a wide range of contracts. This

ensures compliance to demonstrate probity and ensure the services provide value for money and confidence that the appointed consultant has the capability and experience to deliver the project of this scale and complexity.

10. Assumptions

- **Strategic Alignment** - The Masterplan aligns with NSW Government and Council planning policies, supporting co-ordinated growth and infrastructure delivery.
- **Transport Orientated Development (TOD) SEPP** - The State Environmental Planning Policy (Housing) 2021, or Housing SEPP, contains relevant provisions for the Transport Orientated Development (TOD) Program and the Low and Mid-Rise Housing Policy (LMRHP). The TOD provisions do not apply to Brighton Le Sands, due to the availability of less constrained areas within the LGA that could satisfy housing targets.
- **Infrastructure Capacity and Upgrade Delivery** - Existing utilities can be upgraded feasibly, and State agencies will co-ordinate with Council to deliver necessary infrastructure, ensuring growth is supported without overloading current systems.
- **Transport Hub Role of Rockdale Station** - Rockdale Station will continue to operate as a major transport hub with capacity to serve increased demand. Public transport, walking and cycling will be enhanced to reduce car dependence and manage Bay Street's traffic load.
- **Market Feasibility and Development Appetite** - There will be sufficient developer and investor interest to deliver higher-density, mixed-use projects. Developers are expected to accept planning incentives and contribute to affordable housing and public domain upgrades in exchange for uplift.
- **Community and Stakeholder Support** - Residents, businesses and landowners will support redevelopment if clear benefits are delivered, such as better public spaces, improved services and enhanced connectivity. Engagement will help manage concerns over density and change in character.
- **The Bayside Housing Strategy** - This Strategy adopted in July 2021 acknowledges Brighton Le Sands as a coastal destination, with its growth contingent upon enhancements in public transport (refer to Page 30 of the Strategy). Additionally, Brighton Le Sands is specifically recognised as an area where clusters of walk-up apartments should be protected from redevelopment to maintain the current inventory of rental housing that remains relatively affordable (refer to Page 48 of the Strategy).
- **Bay Street Planning Proposal** - Council explored options for increasing housing density along Bay Street, from Rockdale Town Centre to Brighton Le Sands, including a boulevard with an active transport corridor. This planning proposal was presented to Council on 9 June 2021 and was not supported by Council (Minute 2021/138).

- **The South-East Sydney Transport Strategy** - This Strategy published in August 2020, prepared by Transport for NSW, has identified a potential metro line extending from Randwick to Kogarah. Within this proposed metro route, Brighton Le Sands is identified as one of the two potential metro stations with extensive long-term growth prospects and substantially increased development potential. This possible metro line is still in the investigation stage with no committed funding or timeframe for delivery.

11. Next Steps

The project plan is presented to Council for endorsement, including the project plan the study area boundary, project scope and project outcomes so that the project can commence.

Currently, the project is not funded. Before committing to developing the full Masterplan, Council in-house experts will undertake both economic feasibility and transport studies as a preliminary stage. This initial phase will require approximately \$15,000 for essential data collection and technical analysis to determine project viability.

The Bay Street precinct can be commenced in-house with minimal additional resources. However, the preliminary studies demonstrate merit in proceeding. In that case, funds will be required to undertake a comprehensive urban design approach for the Brighton Le Sands precinct, along with supporting specialised investigations. This would require a budget of approximately \$455,000 to support the implementation phases in due course.

It is anticipated that an update on the Masterplan will be presented to the Council in May 2026, with a final draft for exhibition by March 2027.

City Planning & Environment Committee

4/02/2026

Item No	CPE26.003
Subject	Planning Proposal to Permit Restaurants and Cafes in RE1 Public Recreation zone of Bayside Local Environmental Plan 2021
Report by	Peter Barber, Director City Futures
File	SF25/1877

Summary

This report seeks Council's endorsement to prepare a Planning Proposal to amend the Bayside Local Environmental Plan 2021 (BLEP 2021) to enable the land use 'restaurants or cafe' as a permissible with development consent on land within the RE1 Public Recreation zone.

The aim of the planning proposal is to provide greater flexibility for Council to respond to sites relying on existing use rights and future development scenarios concerning the use of parks and reserves zoned RE1 Public Recreation. Such uses, in appropriate locations, enhance the recreational amenity of public parks and increase usage.

Consideration was given to the potential for "Registered Club" and "Function Centre" uses to be included in the planning proposal, as there are some registered clubs (3 sites) and a function centre currently permitted within the RE1 zone through "Additional Permitted Use" (APU) clauses under Schedule 1 of the BLED 2021. Analysis undertaken concluded that these uses are most appropriately managed through APU provisions, given the higher risk and potential impacts associated with the size and intensity of such development types. A future planning proposal may be considered to facilitate registered clubs and functions centres via APUs on a case-by-case basis if necessary.

It is recommended that a planning proposal be prepared seeking to include 'restaurant or cafe' as a permissible land use with consent in the Land Use Table for RE1 Public Recreation zone within Bayside Local Environmental Plan 2021.

Officer Recommendation

- 1 That Council endorses proceeding to prepare a Planning Proposal, incorporating 'restaurant or cafe' as a permissible land use with consent within the RE1 Public Recreation zone.
- 2 That Council receives a further report detailing a Planning Proposal that would achieve (1), before seeking a Gateway Determination and community consultation.

Background

Under BLED 2021, restaurants and cafes are prohibited within the RE1 zone, except where an Additional Permitted Use has been added to Bayside LEP 2021 for specific sites.

Currently under the existing RE1 Public Recreation zone, only the following uses are permissible with consent:

Aquaculture; Boat launching ramps; Centre-based childcare facilities; Community facilities; Emergency services facilities; Environmental facilities; Information and education facilities; Jetties; Kiosks; Recreation areas; Recreation facilities (indoor); Recreation facilities (major); Recreation facilities (outdoor); Respite day care centres; Roads; Signage; Water supply systems

Restaurant or café is defined in BLEP 2021 as:

restaurant or cafe means a building or place the principal purpose of which is the preparation and serving, on a retail basis, of food and drink to people for consumption on the premises, whether or not liquor, take away meals and drinks or entertainment are also provided, but does not include the preparation and serving of food and drink to people that occurs as part of—

- (a) an artisan food and drink industry, or
- (b) farm gate premises.

Note. Restaurants or cafes are a type of **food and drink premises**—see the definition of that term in [the BLEP2021] Dictionary.

The issue has arisen on several occasions where existing restaurants or cafes in public open space have been heavily constrained from changing, being renewed, or expanding due to them operating under existing use rights and being prohibited under Bayside LEP 2021. The restaurant at Botany Golf Course and the Le Beach Hut are two recent examples.

Previous Bayside Local Planning Panel Advice (BLPP)

On 25 November 2019, draft Bayside Local Environmental Plan 2020 (draft BLEP 2020) was reported to the BLPP and as part of this draft, it was proposed to include 'Registered clubs', 'Restaurants or cafes' and 'Take-away food & drink premises' as uses permitted with consent in the Land Use Table for RE1 Public Recreation zone. The PP report explained that these uses can complement public recreation, and enhance the enjoyment of open space. The PP also stated that any development for the restaurant or café would be subject to community consultation, approvals and be consistent with relevant Park Plans of Management.

In its advice, the BLPP noted that the proposal to allow additional commercial uses in the RE1 zone differed from the Standard Instrument, and it did not support including the uses in the land use table. The BLPP advice was that any changes be considered through a formal land reclassification process with public consultation prior to changing the permissible uses. At the time, the BLPP recommendation was to change "*the proposed RE1 land use table to be consistent with that in the Standard Instrument.*"

Permitting Restaurants and Cafes in Zone RE1 Public Recreation

The primary intent of a PP will be to achieve permissibility for the purposes of a Restaurant or Café in the RE1 zone.

The need for this PP has arisen following a review of several Council sites that permit development for the purpose of a restaurant or cafe on specific land through separate APU clauses. It also affects existing restaurants and cafés on other sites that rely on existing use rights. Existing use rights applies when a development type that was permitted and had

approval (if required) under an old planning instrument is now prohibited because of a change in planning controls.

Whilst existing restaurant or cafe uses relying on existing use rights can continue (provided they are not abandoned), and can be changed, altered or expanded to an extent, it is not considered appropriate in the longer term to have businesses relying on existing use rights.

There can be uncertainty in respect of establishing and defining an existing use and other issues hindering the refurbishment of Council owned and / or managed assets. One such example is Le Beach Hut at Depena Reserve, where the demolition of the existing building, which was not fit for purpose, would have resulted in the loss of existing use rights. In that case a site specific PP was undertaken for an APU provision to permit development for a restaurant or café, which took a considerable period of time and delayed the renewal project.

Enabling 'restaurants or cafe' as a permitted uses with consent in the RE1 Public Recreation zone secures their inclusion in the Land Use Table for the long-term. This approach does not guarantee such uses will be approved anywhere in the RE1 zone but provides greater flexibility for Council to respond to sites relying on existing use rights and to consider future development proposals for new premises within the zone where reasonable. It represents a more refined approach and avoids the need for the complexity and extensive APU clauses and mapping of sites. It will also expedite asset renewal and result in time savings, rather than requiring a PP, then a Development Application for each development.

Land zoned RE1 is generally owned by Council and covered by a Plan of Management, giving Council control as landowner. Any future development and potential impacts can be managed by Council through merit assessment at the DA stage and associated Plan of Management.

LEP Analysis

Restaurants and cafes are currently a prohibited use in the RE1 zone under BLEP 2021. These uses were prohibited in the RE1 zone of repealed Rockdale LEP 2011, Botany Bay LEP 2013, and Rockdale LEP 2000. Consequently, these uses are only permitted as an APU or through existing use rights.

BLEP 2021 already has an APU arrangement for the development of restaurants or cafes at:

- Georges River 16ft Sailing Club (Depena Reserve) (APU "32", Clause 28),
- Ramsgate RSL (APU "31", Clause 30),
- Cahill Park (APU "29", Clause 31) and
- Le Beach Hut (APU "46", Clause 46).

A review of other Council LEPs within NSW (135 LEPs) found that 37% of in force LEPs permit restaurants or cafés in the RE1 zone with development consent.

Should Council endorse progressing with a PP seeking to permit 'restaurant or cafe' as a permissible use with consent, the above APUs will no longer be needed, and the PP will include deletion of the redundant APUs. This will make the LEP simpler and more legible.

A restaurant or cafe use, in a similar manner to the currently permitted 'kiosk' use, would be consistent with the RE1 zone objectives, which seek "to provide a range of recreational settings and activities and compatible land uses". Such uses can complement recreational

areas in Council's parks and reserves where considered reasonable, enhancing the community's use of a location. A restaurant / café use can serve as a focal point, bringing together users of the park, providing a point of refreshment and associated facilities, as well as encouraging patrons to utilise the recreational open space.

Plans of Management

In order for a restaurant or cafe to gain development consent in an RE1 zone, it must also be allowed under the applicable Plan of Management. The process of making (or amending) Plans of Management requires significant community consultation and evaluation by Council under the *Local Government Act 1993*.

In addition, a new or modification application for a restaurant or café would be subject of a DA. The DA will consider the relevant site affectations, including traffic and parking impact assessment, acoustic reports, social impact and be subject to public notification.

Given the above, the potential for adverse impacts on public parks classified as 'community land' is considered minimal, as their use is governed by a Plan of Management developed in accordance with Chapter 6, Part 2, Division 2 Use and Management of Community Land of the *Local Government Act 1993*.

Consideration of Registered Clubs and Function Centres

Consideration was also given to including permissibility of registered clubs and function centres within the RE1 zone through APUs. 'Clubs' were previously permitted in Zone No 6(a) Open Space and Recreation within Botany Bay LEP 1995. An analysis shows that 16% of in force LEPs in NSW permit 'registered club' in the RE1 zone with development consent. The land use table of 22% of other NSW LEPs permit 'function centre'.

Registered clubs and function centres represent potentially higher impact uses compared to restaurants and cafes. Restaurants and cafes owned by Council within RE1 zone are subject to commercial leases, giving Council control as landowner. In contrast, larger community clubs can often accommodate multiple uses, making them more challenging to manage. There is a risk that these uses could dominate or alienate public spaces and diverge from their core purpose of providing sporting or other activities for the community.

Inclusion of registered clubs and function centres as a permitted use with consent broadly within the RE1 zone is not considered appropriate, as these uses are not always compatible with the public recreation context. It may be more appropriate to consider these uses as an APU under Schedule 1 to assess the compatibility of individual sites on a case-by-case basis if the need arises.

Recommendation

It is recommended that Council supports preparation of a Council-led PP to make restaurants and cafes a permissible land use with consent in the RE1 Public Recreation Zone in BLEP2021. Any future development facilitated by this PP, should it proceed and be supported, will be guided by relevant Plans of Management and assessed through the development application process to ensure these uses are appropriately located, enhance public recreation spaces, and minimise adverse impacts.

Any consideration of registered clubs or function centres should be addressed through separate Planning Proposals on an as need basis.

Next Steps

Should Council endorse progressing with the PP as recommended, a draft Planning Proposal Report will be prepared and reported back to Council in accordance with the relevant legislative processes and the NSW Government's *Local Environmental Plan Making Guideline* (August 2023). If supported by Council, the PP would be referred to the NSW Government for permission to consult with the community (known as Gateway determination).

Financial Implications

Not applicable	<input type="checkbox"/>
Included in existing approved budget	<input checked="" type="checkbox"/>
Additional funds required	<input type="checkbox"/>

Community Strategic Plan

Theme One – In 2035 Bayside will be a vibrant and liveable place	<input checked="" type="checkbox"/>
Theme Two – In 2035 our Bayside community will be connected and feel that they belong	<input type="checkbox"/>
Theme Three – In 2035 Bayside will be green, resilient and sustainable	<input type="checkbox"/>
Theme Four – In 2035 Bayside will be financially sustainable and support a dynamic local economy	<input checked="" type="checkbox"/>

Risk Management – Risk Level Rating

No risk	<input type="checkbox"/>
Low risk	<input checked="" type="checkbox"/>
Medium risk	<input type="checkbox"/>
High risk	<input type="checkbox"/>
Very High risk	<input type="checkbox"/>
Extreme risk	<input type="checkbox"/>

Community Engagement

Not applicable at this stage. If the project progresses to the PP stage, community engagement will be undertaken as required by the Gateway determination.

Attachments

Nil