



Positively

PENRITH

Planning Proposal

**PP-2026-1709 – Jamisontown Uniting
Church – 185 Mulgoa Road, Jamisontown**

Contents

Executive Summary	2
Part 1 – Objectives.....	7
Part 2 – Explanation of Provisions	8
Part 3 – Justification	10
Section A – Need for the Planning Proposal	10
Section B – Relationship to Strategic Planning Framework.....	13
Section C – Environmental, Social and Economic Impacts.....	20
Section D – Infrastructure (Local, State and Commonwealth).....	22
Section E – State and Commonwealth Interests.....	22
Part 4 – Mapping	23
Part 5 – Community Consultation	24
Part 6 – Project Timeline	25
Appendices	26

Appendices

1	Proposed Heritage Map
2	Heritage Assessment
3	Local Planning Panel Report
4	Council Report

Executive Summary

Purpose of the Planning Proposal

An amendment to Penrith Local Environmental Plan 2010 (PLEP 2010) is proposed to facilitate the heritage listing of the Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown. The Planning Proposal seeks to amend Schedule 5 Environmental Heritage Part 1 Heritage items of the PLEP 2010 to include Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown (also referred to in this report as the “United School Church Building”). It also seeks to amend the PLEP 2010 Heritage Maps to reflect the heritage listing of 185 Mulgoa Road, Jamisontown.

The Department of Planning, Housing, and Infrastructure’s (DPHI) process for making or amending LEPs has several stages, which are outlined in Table 1. The preparation of a Planning Proposal is the second stage in the DPE’s process for amending PLEP 2010.

Table 1: LEP Making Process

No.	Stage	Explanation
1	Pre-Lodgement	The proponent or Council undertakes early analysis of the development potential of the relevant land including key environmental or site constraints, reviews the strategic planning framework, obtains advice, and consults with authorities and government agencies and identifies study requirements to underpin a Planning Proposal.
2	Planning Proposal	Where the Planning Proposal has been initiated by a proponent, Council reviews and assesses the Planning Proposal and decides whether to support and submit it to the DPE for a Gateway determination. Where the Planning Proposal has been initiated by Council, Council prepares the Planning Proposal and submits it to the DPHI for a Gateway determination.
3	Gateway Determination	The DPHI assesses the strategic and site-specific merit of the Planning Proposal and issues a Gateway determination specifying if the Planning Proposal should proceed and whether consultation with authorities and government agencies is required.

4	Post-Gateway	Council reviews the Gateway determination and actions any required conditions prior to public exhibition.
5	Public Exhibition and Assessment	Council places the Planning Proposal on public exhibition to enable consultation with the community, key authorities, and government agencies (as required). Council considers the submissions received in response to the public exhibition and varies the Planning Proposal if required.
6	Finalisation	The local plan making authority (the Minister/DPHI or Council) completes a final assessment of the Planning Proposal and works with Parliamentary Counsel to prepare the draft LEP amendment. Once finalised, the LEP is made and notified on the NSW legislation website, making it law.

Background

The Planning Proposal relates to 185 Mulgoa Road, Jamisontown, as shown in the table below:

Address	Legal Description	Area	Existing zoning
185 Mulgoa Road, Jamisontown, NSW, 2750	Lot 1 DP 910915	130m ²	R3 Medium Density Residential
	Lot 25 DP 456311	384m ²	
	Lot 26 DP 456311	517m ²	

The Jamisontown Uniting Church building, located at 185 Mulgoa Road, Jamisontown was erected in 1889, designed by prominent 19th century architect, William Sykes. The site has not been used for weekly congregational purposes since May 2025 and was put up for sale in January 2026. The listing has since been removed. The site was not included in Council's Heritage Studies conducted in 1987 or 2007 and is not currently listed as a heritage item in PLEP 2010. However, the site's exclusion from these studies does not preclude the site from having heritage significance.

In 2026, further investigation as to the heritage significance of the building was initiated by Council, due to community concerns regarding the future of the site. Council engaged Vanessa Holtham Heritage & Architecture to assess the site's heritage significance.

The matter was reported to Council's Heritage Advisory Committee (HAC) on the 29 April 2026. The HAC was informed that a Heritage Assessment was underway and discussions were had regarding the future of the site. Overall, the HAC supported the steps that Council are taking to investigate the significance of the site, including the preparation of a Heritage Assessment.

The study area for the Heritage Assessment (provided as Appendix 2) included four lots as shown in Figure 1. The assessment recommends that:

- the Jamisontown Uniting Church has local heritage significance due to its contribution to the early establishment of education and religion in the Penrith Local Government Area (LGA) and that should be listed within the PLEP 2010, and
- three lots within the study area (Lots 1 DP 910915, Lot 25 DP 456311, Lot 26 DP 456311) represent the heritage curtilage for the item and should be mapped in PLEP 2010

It is noted that while the community refers to the building as the Jamisontown Uniting Church, it is referred to within the Heritage Assessment as the 'United School Church Building'. For the purposes of this report the building will be referred to as the Jamisontown Uniting Church, however, the proposed amendment to the PLEP 2010 Schedule 5 will call the building the "United School Church Building" to align with the description provided in the Heritage Assessment.

Figure 1: Aerial image of 185 Mulgoa Road, Jamisontown showing site context



Figure 2: View of Jamisontown Uniting Church from Stuart Street



Figure 3: Aerial view of site showing various historical elements



INDICATIVE HISTORICAL LAYERS

	c.1889 United School Church		c.1980s Ancillary Building
	c.1964 Hall + Classroom		c.2006 Boundary Fence
	c.1970s Narthex + Ancillary Building		

Part 1 – Objectives

The objective of this Planning Proposal is to amend PLEP 2010 to:

- Add the “United School Church Building” at 185 Mulgoa Road, Jamisontown (Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311) to the Schedule 5 Environmental Heritage Part 1 Heritage items list to protect the sites cultural and heritage significance.
- Amend the Heritage Map to include 185 Mulgoa Road, Jamisontown – Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311.

The Planning Proposal recommends an amendment to the PLEP 2010 written instrument and map tiles.

Part 2 – Explanation of Provisions

The Planning Proposal seeks to amend Schedule 5 Part 1 of PLEP 2010 and Heritage Map Tile HER_006 to list the “United School Church Building” at 185 Mulgoa Road, Jamisontown (Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311) as a heritage item.

It is proposed that Schedule 5 Part 1 be amended to include the following:

Suburb	Item Name	Address	Property Description	Significance	Item No.
Jamisontown	United School Church Building	185 Mulgoa Road	Lot 25 and Lot 26 DP 456311, Lot 1 DP 910925	Local	Item No. TBA

The proposed amendment to the PLEP 2010 Heritage Map is depicted below:

Current Heritage Map



Proposed Heritage Map



Part 3 – Justification

This part of the Planning Proposal provides details on the need for the proposed amendment to PLEP 2010, the relationship with the strategic planning framework, the impacts of the proposed amendment, and State and Commonwealth interests.

Section A – Need for the Planning Proposal

Q1. Is the Planning Proposal a result of an endorsed local strategic planning statement, strategic study, or report?

Yes. The Planning Proposal is the result of a formal report (Heritage Assessment) commissioned by Penrith City Council that assessed the heritage of the site at 185 Mulgoa Road, Jamisontown. The report titled, Jamisontown Uniting Church 185 Mulgoa Road, Jamisontown Heritage Assessment (May 2026), is provided at Appendix 2.

Heritage Assessment

A heritage assessment was conducted for the site by Vanessa Holtham Heritage and Architecture. The report assessed the site's heritage significance against the standard criteria established in the NSW Heritage Office guidelines, considered the site's cultural, historical, and religious significance, and compared it to comparable sites in the vicinity.

Heritage Criteria

Below is a description of how the site meets the criteria established by the NSW Heritage Office laid out within the Heritage Assessment:

Table 2: Heritage Criteria and corresponding descriptions

Criteria	Description
<i>Criterion (a) – Historic Significance – A place or object is important in the course, or pattern, of the local area's cultural or natural history.</i>	The Heritage Assessment states that the site has local historical significance for its association with the early development of religion and education within Jamisontown.
<i>Criterion (b) – Historical Association – A place or object has strong or</i>	The site is cited as having historic associations as it is an example of the

<i>special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area.</i>	work of prominent architect William Sykes who also designed other significant buildings in Western Sydney such as the Governor Phillip Special Hospital and the Rooty Hill School of Arts.
<i>Criterion (c) – Aesthetic/Creative/Technical Achievement – A place or object is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	The site makes a positive contribution to the Stuart Streetscape. The church building is largely externally intact, and while the hall and classroom do not add any architectural merit to the site, they are also significant as a natural extension of the original building.
<i>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.</i>	The site has retained direct link to the Jamisontown community for over 130 years and is socially and spiritually significant as it has been used as a place of worship since its construction.
<i>Criterion (e) – Research Potential – A place or object has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i>	It is not known whether the site retains any research potential.
<i>Criterion (f) – Rarity – A place or object possesses uncommon, rare, or endangered aspects of the local area's cultural or natural history.</i>	The site is unique due to its association with the early historical and religious development of Jamisontown during the 19 th century.
<i>Criterion (g) – Representative – A place or object is important in demonstrating the principal characteristics of a class of the local area's: cultural or natural places OR cultural or natural environments.</i>	The site represents a typical, modest scale ecclesiastical and education building from the 19 th century. The site is representative of the symbiotic operation of religion and education as the site operated as a religious and education institute for many years. The site still represents the importance of education informed by religion, which is an historic concept that continues today in modern society and in the Penrith LGA through religious based schools.

Significance of Curtilage

Heritage curtilage is defined in the Assessment as 'the area of land surrounding an item or area of heritage significance, which is essential for retaining and interpreting its heritage significance.' The Heritage Assessment, informed by this definition, defines the curtilage of the proposed heritage item by three existing allotments, Lot 1 DP 910915, Lot 25 DP 456311, Lot 26 DP 456311 and excluding the northernmost parcel of land being Lot 24 DP 456311. This is to ensure future development of the site takes into consideration the setting of the heritage item.

Recommendation provided by Heritage Assessment

Based on the available historical and physical evidence, the Heritage Assessment says that the Jamisontown Uniting Church site does meet the threshold for heritage listing at a local level due to its significance to the Penrith LGA. It is recommended that Schedule 5 Part 1 of PLEP 2010 be amended to include the following:

Suburb	Item Name	Address	Property Description	Significance	Item No.
Jamisontown	United School Church Building	185 Mulgoa Road	Lot 25 and Lot 26 DP 456311, Lot 1 DP 910925	Local	Item No. TBA

The Heritage Assessment justifies this recommendation saying that the retention and conservation of Jamisontown Uniting Church would add character and value to any development that occurs on the site.

Q2. Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. An amendment to Schedule 5 of PLEP 2010, as well as the amendment of the PLEP 2010 heritage map is the most appropriate means of facilitating the heritage conservation of Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown. Formally heritage listing the site aids the preservation and conservation of local history within the Penrith LGA

Section B – Relationship to Strategic Planning Framework

Q3. Will the Planning Proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?

The Planning Proposal will give effect to the objectives and actions of the applicable regional district planning strategies as detailed below:

- NSW State Land Use Plan
- The Sydney Plan

NSW State Land Use Plan

The State Plan provides the overarching land use planning framework for the growth and development of New South Wales and establishes seven land use planning priorities that guide strategic planning across the State. Having regard to the nature, scale and purpose of the Planning Proposal, the following State Plan priority is relevant:

Table 3: State Land Use Plan – Priorities

State Land Use Plan Priorities	Consistency
Aboriginal Outcomes	Not applicable.
Housed	Not applicable – the Planning Proposal does not impact the delivery of housing in Penrith, and does not alter the underlying zoning of site.
Prosperous	Not applicable – the Planning Proposal does not impact employment or industrial land, or reduce the number of jobs available.
Connected	Not applicable – the Planning Proposal will not have impact on the local transport network.
Resilient	Not applicable – the Planning Proposal will not impact the surrounding environment and biodiversity and will

	not contribute to the negative effects of climate change.
Liveable	Consistent – See below
Coordinated	Not applicable – the Planning Proposal does not propose additional infrastructure or service coordination requirements.

Priority: Liveable

This priority focuses on building vibrant places that support quality of life through the delivery of more public spaces, better urban design and through stronger social cohesion. This priority also seeks to strengthen local cultural expression and community identity by protecting and enabling diverse public spaces, venues and precincts.

This Planning Proposal supports this priority by preserving and recognising a distinctive local heritage item that contributes to Penrith's sense of place and community identity. The heritage listing of the United School Church Building will help ensure the ongoing protection of its historical and cultural significance, thereby contributing to a vibrant and connected community. In addition, heritage recognition of the building has the potential to support Penrith's visitor economy by increasing interest in the area's cultural and historical assets, further aligning with the objectives of this priority.

The Sydney Plan

The Sydney Plan provides the strategic planning framework for the Sydney region and applies the seven state-wide priorities established under the NSW State Land Use Plan through targeted responses tailored to the needs and growth of Greater Sydney. Having regard to the nature, scale and purpose of the Planning Proposal, the following Sydney Plan response is considered relevant:

Response 5: Create a more vibrant Sydney

As stated above in response to the NSW State Land Use Plan, by heritage listing the United School Church Building at 185 Mulgoa Road, Jamisontown, it promotes and celebrates local heritage by preserving and recognising a local heritage item that contributes to Penrith's sense of place and community identity. The heritage listing will help ensure the ongoing protection of the building's heritage significance, recognising its historic, cultural and community values.

Having regard to the above assessment, the Planning Proposal is consistent with the relevant priorities of the NSW State Land Use Plan and responses of the Sydney Plan and is strategically justified.

Q4. Is the Planning Proposal consistent with a council local strategic planning statement that has been endorsed by the Planning Secretary or Greater Cities Commission, or another endorsed local strategy or strategic plan?

Penrith Local Strategic Planning Statement

The Penrith Local Strategic Planning Statement (LSPS) sets out the 20-year vision for land use in the Penrith LGA taking into consideration the economic, social, and environmental needs of the community. It recognises the special characteristics that contribute to Penrith's local identity and outlines how growth and change will be managed into the future.

This Proposal is consistent with Planning Priority 7 and 8 of the LSPS:

- *Planning Priority 7: Enrich our places.*

This proposal identifies and confirms local character within the community of Jamisontown and the wider community of the Penrith LGA. The LSPS states that local character is shaped by local people, history, built form, public places, and natural features. Therefore, the heritage listing of Jamisontown Uniting Church in Jamisontown will enhance local character as it is celebrating the history of the site.

- *Planning Priority 8: Recognise and celebrate our heritage.*

This proposal directly recognises and celebrates the heritage of Penrith. In preserving the site, it emphasises the historical significance of the area, creating a source of pride for residents and helping to attract visitors. The formal heritage listing of this site helps to mitigate any future negative impacts to the site, such as demolition, and helps achieve the best possible outcome for the community.

Q5. Is the Planning Proposal consistent with any other applicable State and regional studies and strategies?

The proposal is consistent with other State and regional studies and strategies.

NSW Heritage Strategy

The proposal aligns with the recently published NSW Heritage Strategy which was published in April 2026. The vision set out in the Heritage Strategy states that “heritage is valued as an essential part of our cultural identity, community wellbeing and sense of place for current and future generations.” This proposal aligns with this vision as Jamisontown Uniting Church’s heritage listing will contribute to the overarching cultural and historical identity of Penrith and Western Sydney. This proposal also largely aligns with the principles and objectives of this strategy.

- Objective 3 – Community voices are critical to understanding heritage significance.

This objective resonates with this proposal due to initial community concerns regarding the future of the site which triggered the commissioning of the Heritage Assessment.

- Objective 4 – Heritage is conserved for everyone.

Through the formal heritage listing of Jamisontown Uniting Church at Jamisontown, the site and historical buildings will be preserved and respectfully utilised for generations to come.

Overall, the proposal is in line with the NSW Heritage Strategy.

Penrith Heritage Study 2007

The proposal is necessary, as the site was not identified within Penrith’s most recent Heritage Study which was published in 2007.

Q6. Is the Planning Proposal consistent with applicable State Environmental Planning Policies?

The NSW Government publishes State Environmental Planning Policies (SEPPs), which deal with matters of State or regional planning significance. The Planning

Proposal is consistent with applicable SEPPs and their relevant chapters, as demonstrated in Table 3.

Table 4: State Environmental Planning Policies

SEPP	Applicable	Comment
SEPP (Precincts – Western Parkland City) 2021		
Chapter 2 State Significant Precincts	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
Chapter 4 – Western Sydney Aerotropolis	No	Chapter 4 applies to land in the Penrith LGA mapped as the Western Sydney Aerotropolis (which is zoned under this SEPP). This Planning Proposal relates to amendments to the Penrith PLEP 2010 only.
Chapter 5 – Penrith Lakes Scheme	No	Chapter 5 applies to land in the Penrith LGA mapped as the Penrith Lakes Scheme (which is zoned under this SEPP). This Planning Proposal relates to amendments to the PLEP 2010 only.
SEPP (Biodiversity and Conservation) 2021		
Chapter 2 – Vegetation in Non –Rural Areas	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
Chapter 6 – Water Catchments	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
Chapter 13 – Strategic Conservation Planning	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Primary Production) 2021		

SEPP	Applicable	Comment
Chapter 2 – Primary Production and Rural Development	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Resilience and Hazards) 2021		
Chapter 3 – Hazardous and Offensive Development	N/A to LGA	
Chapter 4 – Remediation of Land	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Resources and Energy) 2021		
Chapter 2 – Mining, Petroleum Production and Extractive Industries	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
Chapter 3 – Extractive Industries in Sydney Area	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
<i>Note: other chapters do not apply to Penrith LGA or have been repealed.</i>		
SEPP (Sustainable Buildings) 2022		
Chapter 2 – Standards for Residential Development	No	Nothing in the Planning Proposal will prevent the application of this SEPP.

SEPP	Applicable	Comment
Chapter 3 – Standards for Non-residential Development	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Transport and Infrastructure) 2021		
Chapter 2 – Infrastructure	Yes	Consistent Chapter 2 states that exempt development must not have more than minimal impact on the heritage significance of an item and must not involve the demolition of a building that is a State or local heritage item. This Planning Proposal seeks to list a heritage item and does not propose any development that will impact or demolish the item.
Chapter 3 – Educational Establishments and Child Care Facilities	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Exempt and Complying Development Codes) 2008		
	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Industry and Employment) 2021		
Chapter 3 – Advertising and signage	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Housing) 2021		
	No	Nothing in the Planning Proposal will prevent the application of this SEPP.
SEPP (Planning Systems) 2021		
Chapter 2 – State and	No	Nothing in the Planning Proposal will prevent the application of this SEPP.

SEPP	Applicable	Comment
regional development		

Q7. Is the Planning Proposal consistent with applicable Ministerial Directions (section 9.1 directions)?

Yes. The planning proposal is consistent with section 9.1 Ministerial Directions. The following table provides an overview of the proposal's consistency with the applicable Ministerial Directions.

Table 5: Section 9.1 Ministerial Directions – Local Planning Directions

Section 9.1 Ministerial Directions	Tick only one		Comment
	Consistent	Not Applicable	
Priority 1: Aboriginal Outcomes			
P1.1 Aboriginal Land Planning		✓	
P1.2 Cultural Guidance		✓	
Priority 2: Housed			
P2.1 Housing	✓		
Priority 3: Prosperous			
P3.1 Employment		✓	
P3.2 Rural		✓	
P3.3 Airport Safeguarding		✓	
P3.4 Mining and Petroleum Production		✓	
P3.5 Oyster Aquaculture		✓	
P3.6 Mine Subsidence and Unstable Land		✓	
Priority 4: Connected			
P4.1 Integrating Land Use and Infrastructure		✓	
Priority 5: Resilient			
P5.1 Strategic Conservation Planning		✓	
P5.2 Conservation		✓	

P5.3 Foreshores and Water Catchment Areas		✓	
P5.4 Contaminated Lands		✓	
P5.5 Acid Sulfate Soils		✓	
P5.6 Threatened species, threatened ecological communities and their habitat		✓	
P5.7 Flooding		✓	
P5.8 Coastal Management		✓	
P5.9 Planning for Bush Fire Protection		✓	
Priority 6: Liveable			
P6.1 Reserving land for public purposes		✓	
P6.2 Willandra Lakes Region		✓	
Priority 7: Coordinated			
P7.1 High pressure dangerous goods pipeline		✓	

Section C – Environmental, Social and Economic Impacts

Q8. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?

The Planning Proposal is not expected to adversely affect any critical habitat or threatened species, populations, or ecological communities.

Q9. Are there any other likely environmental effects of the Planning Proposal and how are they proposed to be managed?

No. The purpose of this Planning Proposal is to identify a new item of heritage significance and will not result in any adverse environmental impacts.

Q10. Has the Planning Proposal adequately addressed any social and economic effects?

Yes. This Planning Proposal will have a positive social impact by preserving important local heritage. It is not expected that the Planning Proposal will cause any economic effects.

Section D – Infrastructure (Local, State and Commonwealth)

Q11. Is there adequate public infrastructure for the Planning Proposal?

This Planning Proposal will not generate a need for additional public infrastructure as it is proposing to heritage list an item and does not propose any development that will increase demand for infrastructure.

Section E – State and Commonwealth Interests

Q12. What are the views of State and Federal public authorities and government agencies consulted in order to inform the Gateway determination?

The Gateway Determination will provide details on the consultation to be undertaken with State and Commonwealth public authorities.

Part 4 – Mapping

The following map tiles are proposed to be amended as part of the Planning Proposal.

Map	Tile Number
Heritage	HER_006

The proposed PLEP 2010 map tile is provided at Appendix 1.

Part 5 – Community Consultation

The Gateway Determination will outline any specific requirements for community consultation, including consultation with agencies and public authorities.

The public exhibition will occur in accordance with the Gateway Determination, the community consultation requirements of the *Environmental Planning and Assessment Act 1979* and *Environmental Planning and Assessment Regulation 2000*, and Council's Community Participation Plan.

Notice of the public exhibition will be provided in the local newspaper and notification letters will be sent to landowners and occupiers of adjoining and affected properties.

Exhibition material will be available on Council's Your Say webpage and the NSW Planning Portal.

Part 6 – Project Timeline

Milestone	Timeframe
Local Planning Panel Advice	June 2026
Council Endorsement for Gateway	July 2026
Submission to DPHI for Gateway	August 2026
Gateway Determination	September 2026
Public Exhibition	September – October 2026
Consideration of Submissions & Post-Exhibition Review	October – November 2026
Council Endorsement for Finalisation	November 2026
Gazettal of LEP Amendment	December 2026

These timeframes are estimates only and subject to change.

Appendices

Appendix 1

Proposed Heritage Map



Appendix 2

Heritage Assessment

JAMISONTOWN UNITING CHURCH
185 MULGOA ROAD, JAMISONTOWN

HERITAGE ASSESSMENT

PREPARED FOR
Penrith City Council

May 2026

TABLE OF CONTENTS

1.	INTRODUCTION	3
1.1	BRIEF	3
1.2	STUDY AREA	3
1.3	DEFINITIONS	4
1.4	STRUCTURE OF THE REPORT	5
1.5	AUTHOR IDENTIFICATION	5
1.6	STATUTE AND STANDARDS	5
1.7	SITE INSPECTION	5
1.8	LIMITATIONS	5
2.	HISTORICAL ANALYSIS	5
2.1	INTRODUCTION	6
2.2	INDIGENOUS HISTORY	6
2.4	EARLY EUROPEAN SETTLEMENT AND SUBDIVISION OF JAMISONTOWN	8
2.5	THE SUBJECT SITE: 185 MULGOA ROAD, JAMISONTOWN	8
2.6	THE ARCHITECT: WILLIAM SYKES	11
2.7	SUMMARY OF BUILDING APPLICATIONS	15
3.	PHYSICAL ANALYSIS	16
3.1	INTRODUCTION	16
3.2	THE SURROUNDING AREA	16
3.3	THE SITE	16
3.4	AERIAL PHOTOGRAPHY OF THE SITE AND CONTEXT	17
4.	COMPARATIVE ANALYSIS	31
4.1	INTRODUCTION	31
4.2	SUMMARY TABLE OF LOCALLY LISTED CHURCHES	31
5.	ASSESSMENT OF HERITAGE SIGNIFICANCE	37
5.1	INTRODUCTION	37
5.2	HERITAGE ITEMS IN THE VICINITY	37
5.3	NSW HERITAGE CRITERIA	38
5.4	INTEGRITY AND CONDITION	41
5.5	GRADING OF BUILT FABRIC	42
5.6	STATEMENT OF SIGNIFICANCE	43
6.	HERITAGE CURTILAGE REVIEW	44
6.1	INTRODUCTION	44
6.2	DISCUSSION	44
7.	CONCLUSION AND RECOMMENDATION	45

DOCUMENT / STATUS REGISTER

Issue	Date	Purpose	Written	Approved
DRAFT	18/05/2026	Assessment of heritage significance	VH/KS	VH
FINAL	21/05/2026	Assessment of heritage significance	VH/KS	VH

1. INTRODUCTION

1.1 BRIEF

This heritage assessment has been commissioned by Penrith City Council to consider the significance of the property at 185 Mulgoa Road, Jamisontown which is legally described as Lots 24 to 26 DP 456311 and Lot 1 DP 910925.

1.2 STUDY AREA

The location of the property is depicted in yellow on the aerial photograph below. The property is located in the suburb of Jamisontown, 56 kilometres west of the city of Sydney. It is located within the eastern half of the local government area of the City of Penrith and is part of the Greater Western Sydney region.

Jamisontown is a residential and industrial suburb with an expansive tract of former farmland. The suburban and industrial areas are located along Mulgoa Road, which is a major arterial road. The suburb is dissected by the prominent and historically significant Surveyors Creek, which is tributary of the Nepean River.



Figure 1: Location of 185 Mulgoa Road, Jamisontown (Source: Six Maps, NSW Spatial Services.)

1.3 DEFINITIONS

Definitions are based on Australia ICOMOS Burra Charter, 2013 and are as follows:

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 or social value for past, present or future generations.

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 retarding deterioration.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of materials [new or old] 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 the place. Such a use involves no, or minimal, impact on cultural significance.

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.

Related object means an object that contributes to the cultural significance of a place but is not at the place.

Associations mean the special connections that exist between people and a place.

Meanings denote what a place signifies, indicates, evokes or expresses.

Interpretation means all the ways of presenting the cultural significance of a place.

1.4 STRUCTURE OF THE REPORT

The report provides a heritage assessment, which generally follows the guidelines for Assessing Heritage Significance published by the Heritage Council of NSW in May 2023.

1.5 AUTHOR IDENTIFICATION

This document was prepared and written by Vanessa Holtham, BSc (Arch), BArch, MURP (Heritage Conservation), BLaws, NSW ARB No. 8614 and Kirrily Sullivan, PhD (Arch), MHeritCons, BA (Hons).

1.6 STATUTE AND STANDARDS

The following were used to inform this preliminary heritage assessment:

- *Heritage Act 1977* (NSW);
- *Penrith Local Environmental Plan 2010* ('PLEP')
- Australia ICOMOS Burra Charter, 2013
- *Assessing Heritage Significance* published by DPE, May 2023.
- *Heritage Council of NSW - NSW Historical Themes*, 4 October 2001.

1.7 SITE INSPECTION

An inspection of the site was undertaken on Wednesday 13 May 2026.

1.8 LIMITATIONS

This report does not include an assessment of Aboriginal or archaeological significance.

•

2. HISTORICAL ANALYSIS

2.1 INTRODUCTION

This section provides an understanding of the historical development of the site. Analysing and understanding historical context is an important consideration in the assessment of cultural significance, informing the assessment of historical significance and historical associations of significance. The main repositories for research documentation were the State Library of New South Wales and Penrith City Council including building plans, building and development application files, and valuation and rate records. A local studies history of the property also informed the background information for the site history.

2.2 INDIGENOUS HISTORY

The area of Penrith was originally inhabited by the Mulgoa people of the Darug language group. The Mulgoa people historically inhabited the Mulgoa Valley and Penrith region, living as hunter-gatherers in bark huts. The area was rich in resources, especially the nearby Nepean River.

The Mulgoa lived in a territory stretching from the river and participated in significant cultural practices such as the Kuringal ceremony (tooth evulsion) at sites that later became colonial properties. Following early nineteenth century land grants to white settlers including the Cox family and Thomas Jamison, the Mulgoa people faced immediate loss of land, which forced a shift in their traditional way of life. While there were areas of peaceful coexistence, the Mulgoa were heavily affected by the widespread Frontier Wars, including clashes with settlers in the nearby Hawkesbury and Green Hills areas.

2.3 EARLY EUROPEAN HISTORY OF JAMISONTOWN

Jamisontown originated from an 1805 land grant of 1000 acres to Surgeon-general Thomas Jamison (c.1753-1811) and smaller grants of 50 to 100 acres made to Thomas Rose, Obadiah Ikin and Charles Thompson in 1809.

Thomas Jamison was appointed surgeon's mate of the Sirius, arriving in New South Wales in the First Fleet in 1788, and was soon appointed as assistant surgeon at Norfolk Island. He remained there until 1799 and was appointed surgeon-general of New South Wales in 1801.

Jamison was heavily involved in trade. He was active in bringing wheat and pork from Norfolk Island and invested heavily in the sandalwood trade. He was granted 1000

acres on the Nepean in 1805, and later acquired farms at George's River and South Creek. After returning to England, he signed over his property in New South Wales to his son Sir John Jamison who came to the colony in 1814 to take it up.

Sir John Jamison (1776-1844) was an Irish born physician and landowner. When he inherited his father's properties, he arrived in Sydney in the *Broxbornebury* and soon became associated with the public and official affairs of the colony. He accompanied Governor Macquarie on his visit to the interior in June 1815, was a founder of the Bank of New South Wales in 1817 and explored the Warragamba River in 1818.

By the 1820s Jamison was 'one of the first Landed Proprietors in the Colony'; he acquired more land by grant and purchase and extended his Penrith estate to its maximum extent of 9600 acres. It was here c.1825 he built *Regentville*, a colonial style country house, named in honour of George IV, the former Prince Regent. Believed to be designed by either Henry Kitchen or Francis Greenway,¹ the house contained 15 rooms, including a breakfast room, billiard room and a library as well as a grand entrance hall. It quickly gained a reputation as one of the finest houses in New South Wales. *Regentville* was developed in the English rural manner, with a chapel, vineyards, an irrigation scheme, a bake house and a woollen mill. The tweed mill was erected c. 1840 and was considered to be an ambitious undertaking in requiring the construction of a three storey, eight bay brick-built structure with steam driven machinery. The venture initially collapsed along with the economy of the colony in the early 1840s but was intermittently revived though until the 1860s.²

Jameson established an experimental garden at Regentville, including the planting of imported crops and grasses, tobacco production and vines. In 1822, Regentville was reported to have had a good orchard of apples, quinces, peaches, apricots, oranges, lemons, grapevines and figs.³

In the early 1840s the great financial crisis destroyed Sir John Jamison, and he died at *Regentville* in 1844. In 1844, and again in 1863, the estate was put up for sale. With the breakup of the estate, present day Jamisontown formed part of the Western Division in the later sale of the 1860s. The plan of subdivision prepared by surveyor Samuel Jackson (Roll Plan 508) shows a tenant's farmhouse in the location of Ikin's 60-acre grant (in the vicinity of present-day Robinson Park). The Western Division subdivision provided for a number of farms comprising areas up to 40 acres. In 1883 700 acres was

¹ Paul Davies (2007) *Penrith Heritage Study Vol 2 – Thematic History*, p. 56.

² Ibid., p. 29.

³ Ibid., p. 22.

re-subdivided as the 'model township' of Jamison Town (Deposited Plans 1119 and 1687) which provided mainly villa and town allotments. Christiansen's brickworks, in operation by March 1884, was also established here.⁴



Figure 2: Regentville c. 1832 (Source: State Library of NSW, Dictionary of Sydney 'Regentville')

2.4 EARLY EUROPEAN SETTLEMENT AND SUBDIVISION OF JAMISONTOWN

Following the subdivision of Jamison's property towards the end of the nineteenth century, the increase in local residential population was reflected in the opening of a public school in 1882.

Present day Jamisontown was gazetted as a neighbourhood in 1976. The marked suburban growth in this and surrounding areas with the influx of young families in the late twentieth century has resulted in the opening of a high school in 1982.⁵

2.5 THE SUBJECT SITE: 185 MULGOA ROAD, JAMISONTOWN

The Jamisontown United Church and Sunday School was established in 1889. Its official opening was held on 31 March 1889, after the Sunday School taking place at the home of Mrs Smith and her daughters for many years. Elizabeth Smith migrated from England aged twenty. She lived in Sydney and married Mr Croome. They moved to

⁴ Ibid., p. 107.

⁵ Ibid., p. 107.

Clarendon, but Elizabeth was soon widowed and left with two small children. Sometime later she married James Smith and moved with him to Blaxland's Crossing, where she they opened a grocery store at Mulgoa in which they remained until they retired. James died soon afterwards, and Elizabeth moved in with her son, who had a bakery io High Street, Mulgoa. It was from this house she ran a Sunday School for the local children, helped by her two daughters.⁶ As times went on, the numbers increased until there were as many as 45 children and 5 teachers, which lead to the erection of the new building in 1889.⁷

The establishment of the United School was largely driven by John Price, superintendent and secretary of the school. He was also an active supporter of St Stephens Church of England and the Salvation Army. He was the first Town Clerk of Penrith and served as an Alderman. According to newspaper reports, 500 people attended his funeral, including the children of the Sunday School.⁸

The church began as an all-denominational United Sunday School to cater for the growing population of the Jamisontown subdivisions of mostly small farms. The school, described as a 'neat little brick structure', was built on Stuart Street "on a piece of land 50 x 30 feet purchased for £10, the interior dimensions being 30 x 20. Plans and specifications were gratuitously supplied by Mr W Sykes, the well-known architect of Penrith, but were not adopted in their entirety. The contract was entrusted to Messrs. Waugh (for brickwork) and Petith (for carpentering)".⁹ The total cost was reported to be about £150, of which £30 was raised through the effort of the committee, the principal subscribers being Mr and Mrs Ewan and Mr Jamison.¹⁰

At the opening of the new building, Mr SE Lees MLA from Sydney officiated, stating he did hope that the School House he had been asked to open would be the scene of many a pleasant gathering of men and women united to help each other and make preparation for the life that is to come. As for the little ones, he understood the building was for their special benefit.¹¹ In 1899, the school purchased the adjoining land, fronting Mulgoa Road, at a cost of £20, seen as "necessary as the growth of the school in the past shows plainly that the day is not far distant when it will have to be enlarged, as, as matters stood, we had no land for such a purpose".¹²

⁶ Penrith City Council (2009) *Booklet on the 120 Year Anniversary of the Jamison Uniting Church*, p. 3.

⁷ 'Opening of the United School, Jamison Town', *Nepean Times*, 6 April 1899, p. 5.

⁸ Penrith City Council (2009) *Booklet on the 120 Year Anniversary of the Jamison Uniting Church*, p. 4.

⁹ 'Opening of the United School, Jamison Town', *Nepean Times*, 6 April 1899, p. 5.

¹⁰ Ibid.

¹¹ Ibid.

¹² 'Jamisontown United Sunday School', *Nepean Times*, 8 April 1899, p. 7.

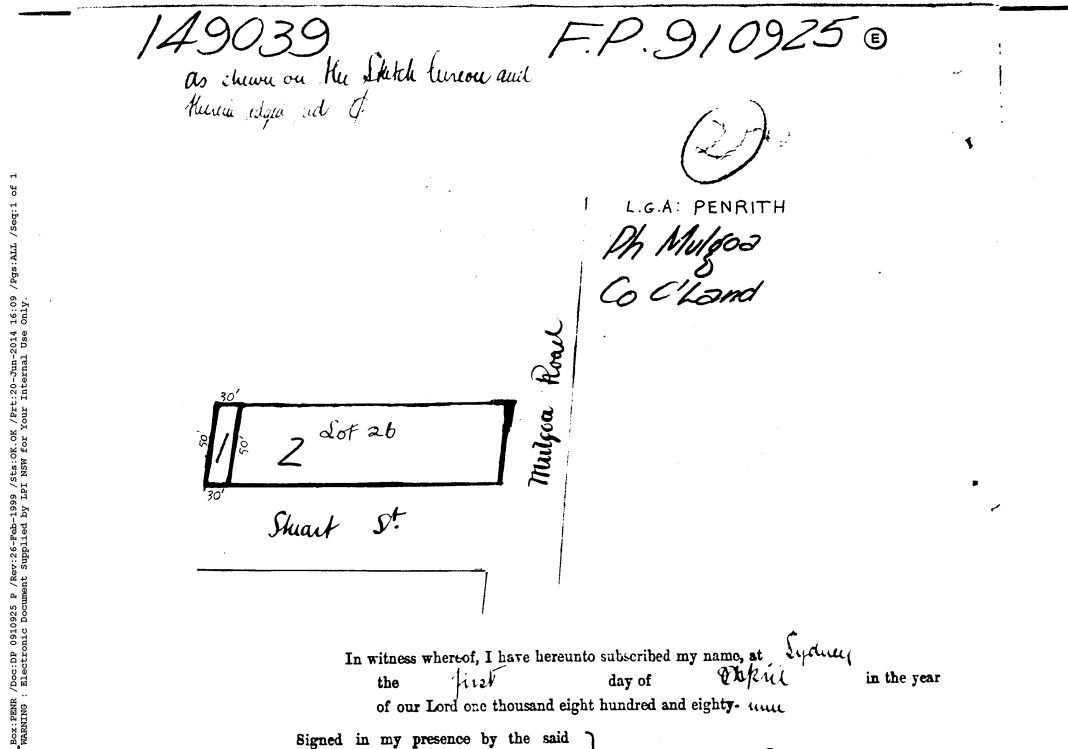


Figure 3: Deposited Plan 910925, 1889, indicating the site of the original church building on Lot 1, and the additional land purchased in 1889, marked as Lot 2. (Source: NSW Land Registry Services)



Figure 4: United Church Jamisontown, c.1910 (Source: Penrith City Council Call No. LH034)

On 20 September 2009 the Uniting Church celebrated the 120th anniversary of the Jamisontown Congregation in a service opened by Jim Aitken, Mayor of Penrith and conducted by Rev Dr Murray Earl.

2.6 THE ARCHITECT: WILLIAM SYKES

William Sykes (1859-1924) was a prominent architect in the Penrith area. Sykes was born in Yorkshire and arrived in New South Wales in 1889. He ran his architectural firm out of offices in both Penrith and Sydney City.



Figure 5: Advertisement for the services of William Sykes, Architect and Building Surveyor, Nepean Times, 21 October 1893, p. 4 (Source: Trove)

Sykes was responsible for the design of several significant buildings both within the Penrith LGA and further afield. Surviving buildings that are listed in the Penrith LEP include buildings outlined over the following pages.

1. 'Mimosa', dwelling, fence and garden, St Mary's, 1894 (PLEP Item I219)



Figure 6: Mimosa, St Marys, 1894 (currently Mirrabooka Study Centre) (Source: www.mirrabooka.org.au)

2. Governor Philip Special Hospital, Penrith, 1895 (PLEP Item I74)



Figure 7: Governor Phillip Special Hospital – Opening 1895 (Source: Penrith City Council)

3. Fulton's Store (former), 1890s (PLEP Item I97)

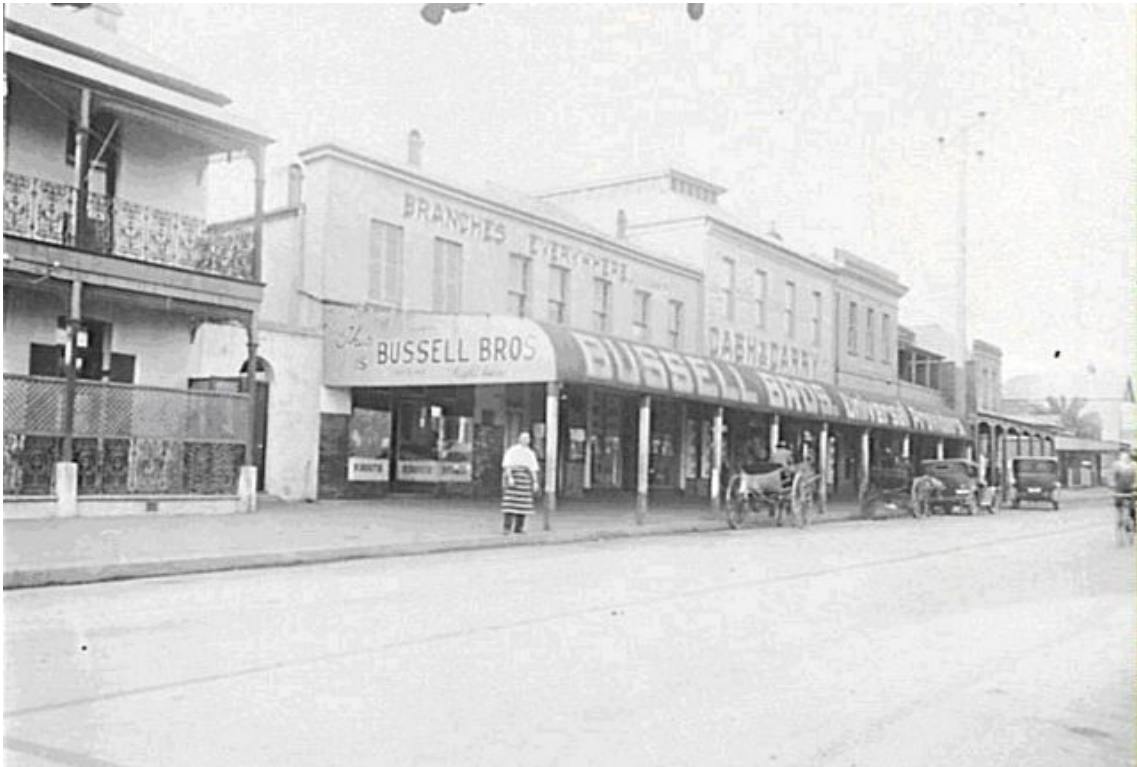


Figure 8: Fulton's Store (former) c.1900 (Source: Penrith City Library)

4. Bronte, Gidley Street, St Marys, 1889 (PLEP Item I299)



Figure 9: Bronte, 2020 (Source: Old Sydney Album Facebook)

5. 38 Gidley Street, St Marys (PLEP Item 298)



Figure 10: 40 Gidley Street, St Marys (Source: Heritage NSW)

6. Rooty Hill School of Arts, Rooty Hill, 1902 (Blacktown LEP Item 102)



Figure 11: Rooty Hill School of Arts, 2016 (Source: Blacktown Council)

2.7 SUMMARY OF BUILDING APPLICATIONS

NO.	BA DETAILS	STATUS
5/229/64	Large addition to the rear, including classrooms, kitchen, main hall, concrete patio	Approved
DA03/2034	Construction of a childcare attached to the rear of the church hall with play area and parking. This appears not to have proceeded.	Approved
DA06/1330	New fencing and gates to Mulgoa Road and Stuart Street	Approved

3. PHYSICAL ANALYSIS

3.1 INTRODUCTION

This section provides a summary physical analysis of the site and surrounds however this is limited by the inability to undertake an internal inspection of the buildings.

3.2 THE SURROUNDING AREA

The surrounding built environment is characterised by detached housing and large industrial units with expansive hard standing areas, dating from the late 20th and early 21st Centuries. There are some pre 1950 freestanding cottages fronting or near Mulgoa Road. Prior to the later subdivisions, the area was largely cleared with pockets of orchards and timbered forests and there are pockets of regenerated open forest along Mulgoa Road.

3.3 THE SITE

The Site contains a modest building dating from 1889 which has historically been used as a church. This church building is sited in the southwest corner of the amalgamated larger site and has a frontage to Stuart Street. The building features a simple and small rectangular plan, typical of a modest country church. It is constructed with sand mould apricot brick walls and a corrugated iron roof. The front elevation, facing Stuart Street, features two gothic arched recesses within the brickwork. The lower arch contains a stained-glass depiction of a crucifix and a dove. The upper arch is located near the peak of the gable and contains the wording “AD 1889 United School”, commemorating the construction date of the building and its original name. Both arches are topped by an arched plaster detail.

The eastern elevation, facing Mulgoa Road, features the narthex providing entry to the church building. The narthex is flat roofed and has double timber entry doors. Both the east and west elevations feature attached buttresses, which divide the walls into four bays with each containing lancet shaped windows with timber frames. Each window is topped by a decorative plaster arch detail. An interior inspection has not been undertaken however, there is a Roll of Honour board, which contains the names of 34 local residents who lost their lives during World War I.

The building was extended in 1964 to include a brick church hall and classrooms appended to the north and as part of this addition, the original northern church elevation was incorporated. Two ancillary buildings were subsequently constructed in the north-western corner of the Site and whilst a 2003 application for a child-care centre did not proceed, a black metal fence demarcates the Mulgoa Road boundary.

3.4 AERIAL PHOTOGRAPHY OF THE SITE AND CONTEXT

The aerial photography from 1943, 1947, 1955, 1975, 1986 and current indicates that the church building remained the sole construction on the larger site until the mid 1960s. In 1966 a large addition was constructed to the rear of the original church building, for the purpose of classrooms and associated areas including a hall, kitchen, and patio.



Figure 12: Indicative historic layers of the existing Site with the core church building shown in red.

INDICATIVE HISTORICAL LAYERS

	c.1889 United School Church		c.1980s Ancillary Building
	c.1964 Hall + Classroom		c.2006 Boundary Fence
	c.1970s Narthex + Ancillary Building		





Figure 13: 1943 Aerial image (Source: Penrith City Council)



Figure 14: 1947 Aerial Image (Source: Penrith City Council)



Figure 15: 1955 Aerial image (Source: Penrith City Council)



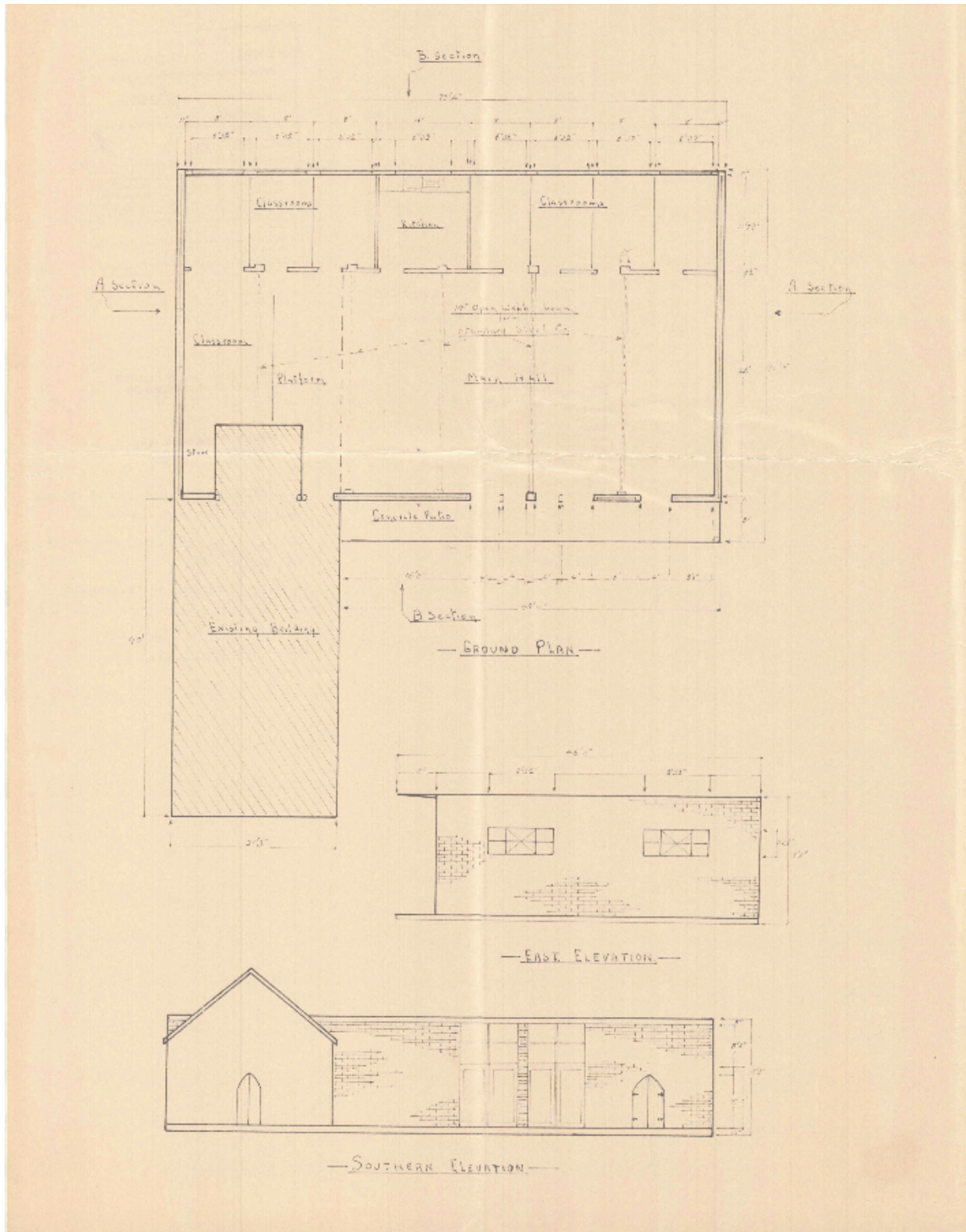
Figure 16: 1975 Aerial image (Source: Penrith City Council)



Figure 17: 1986 Aerial image (Source: Penrith City Council)



Figure 18: Current aerial photo of the subject site and surrounds.



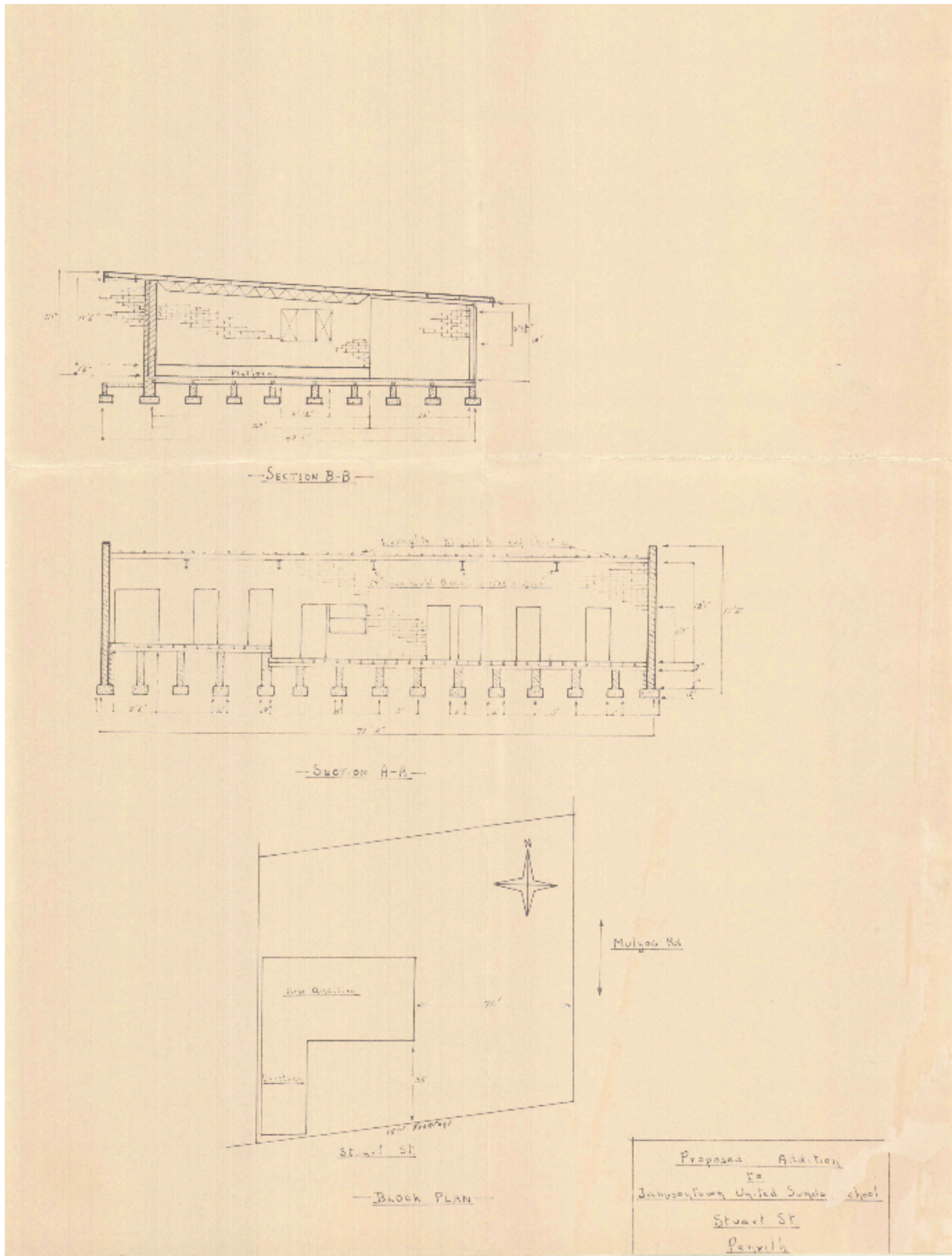


Figure 19: Building Application 5/229/64 indicating the location of original church and details of the addition of the main hall and classrooms, 1964 (Source: Penrith City Council)

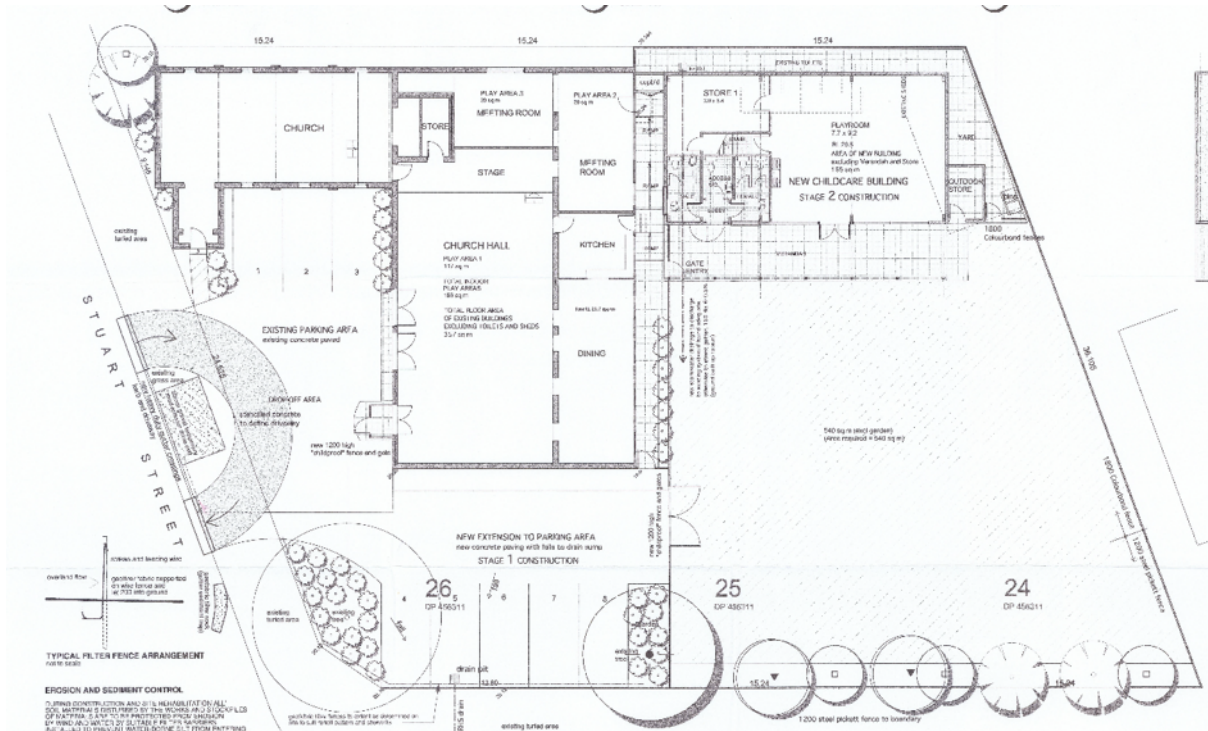


Figure 20: Building Application 03/2034 indicating the location of original church, the 1960s addition and the addition of the childcare centre, 2003 (Source: Penrith City Council)



Figure 21: View to the church and Site from Stuart Street.



Figure 22: View to the front of the church from the adjacent property on Stuart Street.



Figure 23: View to the Church and hall and classroom extension from Stuart Street.



Figure 24: View towards the north elevation of the church hall and classroom through the fence.



Figure 25: View towards the north elevation of the church hall and classroom



Figure 26: View across the Site to the northern adjacent neighbour.



Figure 27: Presentation of eastern wall of the hall and classroom addition.



Figure 28: Presentation of the southern wall of the hall and classroom addition.



Figure 29: Eastern elevation of the church including the later narthex.



Figure 30: View of the hall and classroom addition.



Figure 31: Eastern elevation of the church and southern elevation of the hall and classroom addition.



Figure 32: Concrete forecourt and southern elevation of the hall and classroom addition.



Figure 33: Non-original c.1970s narthex addition to the church.



Figure 34: Western church elevation on the boundary with adjacent neighbour.



Figure 35: Buttresses to western elevation.



Figure 36: Windows to western elevation.

4. COMPARATIVE ANALYSIS

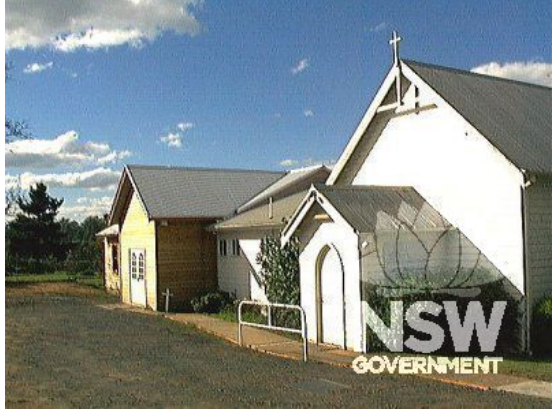
4.1 INTRODUCTION

The following summary comparative analysis provides examples of locally heritage-listed churches within the Penrith Local Government Area. Some of the items identified are no longer operational churches. This comparison aims to determine the level of integrity that is valued by the community from a heritage perspective. The comparative analysis is not necessarily undertaken to determine any degree of rarity; however, it can indicate situations where this may be the case.

This analysis considers the integrity of most of the other churches listed in Schedule 5 (Environmental Heritage) of Penrith Local Environmental Plan 2010. Whilst this analysis indicates that the subject church is not rare and is modest in scale, it is of comparable integrity to other churches that are deemed to be of at least local significance.

4.2 SUMMARY TABLE OF LOCALLY LISTED CHURCHES

Building	Significance	Listing
Christ Church Anglican Church 230-232 Church Lane, Castlereagh 	Completed in 1878, Christ Church is unique in the area for its age and historical associations with Hadley Park and Nepean Park. The setting for the church demonstrates the continuation of a tradition of Anglican Church mission in the area since the 1810s and provides insight into the early community of the region.	PLEP Local
St Andrews Anglican Church (former) 25 Park Road, Wallacia	The former church is a good representative example of a modest rural weatherboard church which demonstrates growth in the village in the 1920s necessitating provision of community services. The compact scale and resolution of design make the church the	PLEP Local

	most attractive of this type of church in Penrith LGA.	
Methodist Church (former) 74 Henry Street, Penrith 	The building, completed in 1861, is a rare example of an extant mid nineteenth century former Wesleyan Methodist Church in Penrith City which demonstrates the emergence of a town at Penrith and commencement of provision of community services with the opening of the railway link with Sydney. The building is designed in the Gothick Revival style and displays a high level of intactness of original detail.	PLEP Local
Orchard Hills Uniting Church 3 Frogmore Road, Orchard Hills 	The former Mount Hope Methodist Church (now Uniting) completed in 1904 is unique in the local area and represents the principal focus for development of community services for Orchard Hills. The church demonstrates the building of a rural community following farmstead subdivision of the 1880s. The church is the only early extant church in Orchard Hills. It is a good example of a modest rural church of its era.	PLEP Local

St James Anglican Church and Cemetery 3101-3125 The Northern Road, Luddenham 	Completed in 1871, the building demonstrates the development of a village at Luddenham in the late nineteenth century under the benefaction of the local landed gentry to serve the tenant farmers of the estate. The building is an excellent example of a rural church of the mid-nineteenth century retaining a form and detailing which provides insight into this type of building of the era.	PLEP Local
St Mary Magdalene Church, Hall, Cemetery and grounds 299-311 Great Western Highway, St Marys 	The church of St Mary Magdalene, erected between 1837 and 1840, provides unique insight into the Colonial era development of the region with its historic associations with the King family. The church is a fine example of the architecture of Francis Clarke and the whole site continues to function as a focal Christian place of worship for the local community and surrounding districts.	PLEP Local
St Marys Catholic Church 1262 Mulgoa Road, Mulgoa 	The church, completed in 1892, is a good example of a late nineteenth century church in the LGA and demonstrates the development of a village at Mulgoa in the late nineteenth century. The building retains a form and detailing which provides insight into this type of building of the era. Its location within the private village reserve	PLEP Local

	provides insight into the geographic range of the village.	
St Davids Anglican Church 257B Seventh Avenue, Llandilo 	The item is the former Anglican Church of St. David on Seventh Avenue. This timber weatherboard clad church with gabled corrugated iron roof was completed in 1899. A modest rural church the building lacks any architectural pretence in incorporating plain box-framed sash windows. The building is set within the village centre of Llandilo and is a key element of the built historic environment.	PLEP Local
St Pauls Anglican Church and Emu Plains General Cemetery Short, Mundy and Nixon Sts, Emu Plains 	St. Paul's Anglican Church was completed in 1848 and is a landmark in the local area. The site represents a continuum of European site occupation dating to Governor Macquarie. The church is the earliest of the extant churches in Emu Plains and the only example to include a cemetery. It is a good example of its era and its elevated, landscaped setting provides a local landmark that demonstrates the original rural nature of the locality.	PLEP Local
Uniting Church 5-7 Emerald Street, Emu Plains	The modest former Wesleyan Methodist church completed in 1862 demonstrates the emergence of a village community at Emu Plains in the mid-nineteenth century. Its scale and simplicity in detail evokes its original rural setting.	PLEP Local

		
St Phillips Anglican Church 32 Bringelly Road, Kingswood 	St. Phillip's Anglican Church, completed in 1898, is a landmark in the local area and now represents the principal focus for defining the centre of Kingswood. The church demonstrates the onset of village development at Kingswood following suburban subdivision of the 1880s. The church is a good example of a modest church of its era and is the earliest of the extant churches in Kingswood.	PLEP Local
St Thomas Anglican Church and Cemetery 43-57 St Thomas Road, Mulgoa 	The church is unique in New South Wales as the only extant example of a reasonably intact late 1830s Gothic Revival rural parish church which retains its rural setting of the important Fernhill, The Cottage and St Thomas' landscaped nexus and with a documented example of an early church drive possibly forming the entrance to Edward Cox's Fernhill and The Cottage. The church has a direct historical relationship to the Cox family as a private chapel.	PLEP Local

St Stephens Anglican Church, Hall and Cemetery

258-280 High Street, Penrith



This Church is significant because of its excellent representation of early colonial buildings in the Gothic style. It is the 16th oldest surviving Church in NSW and has provided a place for continuous worship since 1839. The Church is a recognised landmark in the Penrith area. The graveyard has historic importance as the oldest cemetery in Penrith township and is of aesthetic significance for demonstrating a wide range of monument types, styles and materials and retains evidence for formal landscaped scheme.

PLEP
Local

5. ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 INTRODUCTION

This section considers the heritage significance of the collection of the built elements contained within the properties known as 185 Mulgoa Road, Jamisontown.

5.2 HERITAGE ITEMS IN THE VICINITY

The property is in the vicinity of a heritage item at 56 – 62 Mulgoa Road, Workmen's Cottage. This is listed on Schedule 5 of PLEP as Item 94.

The significance of the **Workmen's Cottage** is as follows:

The terrace on Mulgoa Road demonstrates a phase in the development of the area in the late nineteenth century as an industrial base and is now the only tangible evidence of the early brickmaking of this area. The terrace is a prominent and well-built, albeit partly reconstructed, building which demonstrates purpose built, good quality working class housing of its era. The large scale of the terrace, distinctive design, and proximity to the road provide an item of historic interest on this arterial road.



Figure 37: Location of Site shaded red and nearby heritage item on Mulgoa Road shown in brown.

5.3 NSW HERITAGE CRITERIA

An assessment of cultural significance of the collection of buildings at 185 Mulgoa Road, Jamistown, has been undertaken below against the seven NSW Heritage Criteria. This assessment is based on the historical information available as well as the physical and comparative analysis.

a) Historical Significance

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

The Site, and specifically the United School Church building, has local historical significance for its association with the early development of religion and education in the establishment of Jamisontown and as one of the earliest buildings in the area. To a lesser degree, the 1960s church hall and classroom extension has played a part in the continued use of the site for religious and educational purposes.

b) Historic Associational Significance

An item has strong or special associations 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).

The United School Church building retains historic associations as a modest example of the work of William Sykes, a prominent architect in the Penrith area. Sykes designed several significant buildings in the late 19th Century including civic buildings, the Governor Phillip Special Hospital, and the Rooty Hill School of Arts.

c) Aesthetic and/or Technical Significance

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

The United School Church building makes a positive contribution to the Stuart Streetscape as a modest landmark with a high degree of integrity. Overall, the church building appears to be highly intact externally, except for where the narthex and hall and classroom addition have been added. Whilst these additions are visually inconsistent with the original church building, it is likely that the overall footprint and form of the original church remains intact underneath.

The hall and classroom addition does not exhibit any specific architectural merit as a standalone educational building rather it presents only as an oversized extension to the smaller church. The ancillary buildings on the Site as well as the c. 2006 boundary fencing make no valuable contribution to its overall significance.

d) Social and/or Cultural Significance

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

The United School Church building has retained direct links to the Jamisontown community for over 130 years and since the area was used primarily for farming. The United School Church building has social significance to the local community, for its long-term use as a place for public worship and education and the symbiotic operation of these functions, which were closely related.

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

It is not known whether the Site retains any research potential.

f) Rarity

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

There is no evidence to suggest that the United School Church building, or wider Site is rare beyond its unique association with the historical development of Jamisontown.

g) Representativeness

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

The United School Church building represents a typical, modest scale ecclesiastical and educational building dating from the late 19th Century. Inherent in the name, the United School Building and its hall and classroom addition are representative of the symbiotic operation of religious and educational functions contained within a single precinct. The United School church building is representative of the importance of education in religion, an historic concept that continues in modern society.

5.4 INTEGRITY AND CONDITION

The guidelines for assessing heritage significance do not prescribe how to consider the condition of the elements within the heritage curtilage. However, heritage practitioners usually consider the condition of the fabric within four or five categories.

The key to the condition of each building is explained in the first table.

CONDITION	EXPLANATION
Excellent	The fabric appears to have little deterioration.
Good	The fabric appears to be in good condition with limited deterioration. Some maintenance may be required.
Fair	The fabric is generally of sound condition but likely to require maintenance and repair.
Poor	The fabric may have lost its structural integrity and can be seen in an obvious state of deterioration.
Disrepair	The fabric has become dilapidated and may be partly or wholly irreparable.

A high-level assessment of significance of the elements within the site is provided below.

ELEMENT	GENERAL CONDITION
Church	Good
Hall + Classroom	Good
Ancillary Buildings	Fair
Narthex	Fair
Boundary Fence	Good
Grounds + landscaping	Poor

5.5 GRADING OF BUILT FABRIC

The following tables provide the guiding terminology for, and the high-level and general assessment of, each of the individual built elements within the heritage curtilage.

GRADING	JUSTIFICATION
Exceptional	Rare or outstanding element directly contributing to a place or object's significance.
High	High degree of original fabric. Demonstrates a key element of the place or object's significance. Alterations do not detract from its significance.
Moderate	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the place or object.
Little	Alterations detract from its significance. Difficult to interpret.
Intrusive	Damaging to the place or object's significance.

ELEMENT	LEVEL OF SIGNIFICANCE
Church	High
Hall + Classroom	Little
Ancillary Buildings	Intrusive
Narthex	Intrusive
Boundary Fence	Intrusive
Grounds + landscaping	Little

5.6 STATEMENT OF SIGNIFICANCE

The Site, and specifically the United School Church building, has local historical significance for its association with the early development of religion and education in the establishment of Jamisontown and as one of the earliest buildings in the area. To a lesser degree, the 1960s church hall and classroom extension has played a part in the continued use of the site for religious and educational purposes.

The United School Church building retains historic associations as a modest example of the work of William Sykes, a prominent architect in the Penrith area. Sykes designed several significant buildings in the late 19th Century including civic buildings, the Governor Phillip Special Hospital, and the Rooty Hill School of Arts.

The United School Church building makes a positive contribution to the Stuart Streetscape as a modest landmark with a high degree of integrity. Overall, the church building appears to be highly intact externally, except for where the narthex and hall and classroom addition have been added. Whilst the 1960s church hall and classroom extension has played a part in the continued use of the site for religious and educational purposes, the addition itself does not exhibit any specific architectural merit as a standalone educational building rather it presents only as an oversized extension to the church.

The United School Church building has retained direct links to the Jamisontown community for over 130 years and since the area was used primarily for farming. The United School Church building has social significance to the local community, for its long-term use as a place for public worship and education and the symbiotic operation of these functions, which were closely related.

The United School Church building represents a typical, modest scale ecclesiastical and educational building dating from the late 19th Century. Inherent in the name, the United School Building and its hall and classroom addition are representative of the symbiotic operation of religious and educational functions contained within a single precinct. The United School church building is representative of the importance of education in religion, an historic concept that continues in modern society.

6. HERITAGE CURTILAGE REVIEW

6.1 INTRODUCTION

This section has been included to provide some guidance in relation to curtilage of the United School Church at 185 Mulgoa Road. The assessment of significance indicates that whilst the buildings on the Site are clearly an associated collection, in this instance the significance of the site does not extend beyond the United School Church building.

6.2 DISCUSSION

The publication *Heritage Curtilages, prepared by the (former) Heritage Office, Department of Urban Affairs and Planning, 1996* ('publication') has been used as a guide to the determination of an appropriate curtilage for the church at 185 Mulgoa Road.

This publication defines "heritage curtilage" as:

'...the area of land surrounding an item or area of heritage significance, which is essential for retaining and interpreting its heritage significance.' (p3).

The document describes *Lot Boundary, Reduced, Expanded* and *Composite* curtilages. Most relevant to this assessment are the Boundary and Reduced Curtilages.

The Reduced Curtilage generally occurs when other parts of the site are not associated with the significance of the item and arises when *'it is necessary to identify a heritage curtilage which is less than the property boundary but is still sufficient to maintain the heritage significance of the item.'* (p6) It can occur following development and subdivision. In this case, the Reduced Curtilage would technically result in the excising of buildings which have evident historical associations with the church and are located on the same property. This could also lead to compromising the church's setting.

The publication describes a Lot Boundary Curtilage as extending to the boundary of the property containing the heritage item and outlines that this is the most common type of curtilage. The following commentary is provided in relation to Lot Boundary Curtilage: *'The property may also contain associated buildings, gardens and other significant features including walls, fences, driveways, or tennis courts, which contribute to the heritage significance of the property.'* (p5) On this basis, it is recommended that the curtilage of the proposed heritage item be defined by three existing allotments (excluding the northernmost Lot 24 DP 456311) to ensure future development takes into consideration setting of the heritage item.

7. CONCLUSION AND RECOMMENDATION

Based on the available historical and physical evidence, as well as a comparative analysis of similar properties, it is evident that the United School Church building at 185 Mulgoa Road, Jamisontown does meet the threshold for heritage listing at a local level and should be recognised for its significance to the Penrith Local Government Area.

It is therefore suggested that Schedule 5 of PLEP be amended to include:

Suburb	Item Name	Address	Property Description	Significance	Item No.
Jamisontown	United School Church Building	185 Mulgoa Road	Lot 25 and Lot 26 DP 456311, Lot 1 DP 910925.	Local	Item No. TBA

The PLEP heritage map should also be amended to identify the entirety of the three lots described above as the heritage item to recognise the continued association of these remnant lots and to ensure that future development on the site is cognisant of the significance and setting of the Uniting School Church building.

The following comments are made in relation to the proposed heritage item:

- United School Church building is located on the western boundary of the Site in the southern-most corner. If demolished, there would likely be no capacity to build again in this location due to required setbacks, relating to the amenity of the adjacent neighbour and fire requirements.
- The removal of some, or all the later additions, including the narthex, could enable a better interpretation and proper conservation of the modest church building.
- The existing fence should be replaced with an appropriate fence to enhance the presentation of the Site from Mulgoa Road.
- If three of the four allotments of the Site are heritage listed, then Clause 5.10.10 *Conservation Incentives* of PLEP may be invoked, to allow for the appropriate development of the Site whilst facilitating the ongoing conservation of the United School Church building.
- Retention and conservation of the United School Church building would add character and value to any development of the Site.

PLANNING PROPOSAL REF	PP-2026-XXXX
PLANNING PROPOSAL DESCRIPTION	Jamisontown Uniting Church – 185 Mulgoa Road, Jamisontown
DATE OF LPP MEETING	24 June 2026
PANEL MEMBERS	Graham Brown (Chair) Helen Mansfield (Expert) Juliet Suich (Expert) Vanessa Howe (Community Representative)
APOLOGY	None Listed
DECLARATIONS OF INTEREST	None Listed

Executive Summary

This report seeks advice from the Local Planning Panel regarding a Council initiated Planning Proposal for Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown.

The Planning Proposal seeks to amend the Penrith Local Environmental Plan 2010 (PLEP 2010) to heritage list Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown.

The objective of the Planning Proposal is to amend PLEP 2010 to:

- add the “United School Church Building” at 185 Mulgoa Road, Jamisontown (Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311) to the Schedule 5 Environmental Heritage Part 1 Heritage items list, and
- amend the Heritage Map (HER_006) to include 185 Mulgoa Road, Jamisontown.

The proposed amendment will enable the preservation and protection of the cultural and heritage significance of the site.

The Planning Proposal (supported by a Heritage Assessment) demonstrates site-specific and strategic merit. It is intended to report it to Council with a recommendation to forward the Planning Proposal to the Minister for Planning and Public Spaces to seek a Gateway Determination. A Gateway Determination will allow public exhibition and community and agency consultation to occur once any Gateway conditions are met.

Background

The Planning Proposal relates to 185 Mulgoa Road, Jamisontown, as shown in the table below:

Address	Legal Description	Area	Existing zoning
185 Mulgoa Road, Jamisontown	Lot 1 DP 910915, Lot 25 DP 456311, Lot 26 DP 456311	130m2 384m2 517m2	R3 Medium Density Residential

Currently, the subject site is zoned R3 Medium Density Residential under the Penrith Local Environmental Plan 2010. The subject site was not identified in Council's 1987 or 2007 Heritage Studies, however, although the site was not identified in either study, this does not preclude it from having heritage value.

In 2026, further investigation as to the heritage significance of the building was initiated by Council, due to community concerns regarding the future of the site. Council engaged Vanessa Holtham Heritage & Architecture to assess the site's heritage significance.

After analysing available historical and physical evidence, and conducting a comparative analysis of similar properties in the vicinity, the report states that "it is evident that the United School Church Building at 185 Mulgoa Road, Jamisontown does meet the threshold for heritage listing at a local level and should be recognised for its significance to the Penrith Local Government Area (LGA)." The report emphasises that conservation of the site through a heritage listing would add character and value to any future development of the site.

It is noted that while the community refers to the building as Jamisontown Uniting Church, it is referred to within the Heritage Assessment as the 'United School Church Building'. For the purposes of this report the building will be referred to as Jamisontown Uniting Church. The proposed PLEP 2010 amendment to Schedule 5 Part 1 will align with the description provided in the Heritage Assessment.

The matter was reported to Council's Heritage Advisory Committee (HAC) on the 29 April 2026. The HAC was informed that a Heritage Assessment was underway and discussions were had regarding the future of the site. Overall, the HAC supported the steps that Council are taking to investigate the significance of the site, including the preparation of a Heritage Assessment.

History of the site

Jamisontown Uniting Church was established and constructed in 1889. William Sykes, a prominent 19th century architect in the Penrith and Western Sydney area, designed the building. It has historically been used as a school and has more recently been used as a traditional church facility, hosting weekly congregational meetings.

Three development applications have been lodged in relation to the address in the past. The rear additions including classrooms, a kitchen, a hall and a patio, and new fencing and gates have all been added to the site over time through DAs. A DA was also lodged to construct a childcare at the site, however, this proposal did not proceed.

The site has not been used for weekly congregational purposes since May 2025. The site was listed for sale in January 2026, however, the listing has since been withdrawn.

Current Situation

A Planning Proposal (provided as Attachment 1) will be submitted to Council which seeks to amend the PLEP 2010 to heritage list Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown. The Planning Proposal seeks an amendment to the Schedule 5 Part 1 Heritage items list, as well as an amendment to the LEP Heritage Map.

The proposed amendments are identified in the tables below.

Suburb	Item Name	Address	Property Description	Significance	Item No.
Jamisontown	United School Church Building	185 Mulgoa Road	Lot 25 and Lot 26 DP 456311, Lot 1 DP 910925	Local	Item No. TBA

Current Heritage Map



Proposed Heritage Map



Heritage Assessment

A Heritage Assessment was carried out for the site by Vanessa Holtham Heritage and Architecture in May 2026. The report assessed the site's heritage significance against the standard criteria established in the NSW Heritage Office guidelines, considered the site's cultural, historical and religious significance, and compared it to similar sites in the vicinity.

Below is a description of how the site meets the criteria for local heritage significance established by the NSW Heritage Office laid out within the Heritage Assessment:

Criterion	Description
<i>Criterion (a) – Historic Significance – A place or object is important in the course, or pattern, of the local area's cultural or natural history.</i>	The Heritage Assessment states that the site has local historical significance for its association with the early development of religion and education within Jamisontown.
<i>Criterion (b) – Historical Association – A place or object has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area.</i>	The site is cited as having historic associations as it is an example of the work of prominent architect William Sykes who also designed other significant buildings in Western Sydney such as the Governor Phillip Special Hospital and the Rooty Hill School of Arts.
<i>Criterion (c) – Aesthetic/Creative/Technical Achievement - A place or object is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	The site makes a positive contribution to the Stuart Streetscape. The church building is largely externally intact, and while the hall and classroom do not add any architectural merit to the site, they are also significant as a natural extension of the original building.
<i>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.</i>	The site has retained direct link to the Jamisontown community for over 130 years and is socially and spiritually significant as it has been used as a place of worship since its construction.
<i>Criterion (e) – Research Potential - A place or object has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i>	It is not known whether the site retains any research potential.
<i>Criterion (f) – Rarity - A place or object possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i>	The site is unique due to its association with the early historical and religious development of Jamisontown during the 19 th century.
<i>Criterion (g) – Representative - A place or object is important in demonstrating the principal characteristics of a class of the local area's: cultural or natural places OR cultural or natural environments.</i>	The site represents a typical, modest scale ecclesiastical and education building from the 19 th century. The site is representative of the symbiotic operation of religion and education as the site operated as a religious and education institute for many years. The site still represents the importance of education

	informed by religion, which is an historic concept that continues today in modern society and in the Penrith LGA through religious based schools.
--	---

The Assessment also explains the significance of the curtilage of the site and recommends that 3 of the 4 lots surrounding the physical building be included in the heritage listing. The Assessment defines the curtilage of the proposed heritage item by three existing allotments, Lot 1 DP 910915, Lot 25 DP 456311, Lot 26 DP 456311, excluding the northernmost parcel of land being Lot 24 DP 456311. This is to ensure future development of the site takes into consideration the setting of the heritage item.

Based on the available historical and physical evidence, the Heritage Assessment states that the United School Church Building site does meet the threshold for heritage listing at a local level due to its significance to the Penrith LGA. The Heritage Assessment justifies this recommendation stating that the retention and conservation of the United School Church Building would add character and value to any development that occurs on the site.

Strategic Merit

The Planning Proposal supports and promotes the conservation and preservation of local heritage, which aligns with priorities within State and Local Plans.

Greater Sydney Region Plan: A Metropolis of Three Cities

The Planning Proposal is consistent with the Greater Sydney Region Plan as it will promote culturally and socially diverse communities, celebrates the character of the Penrith LGA within a Sydney context and directly identifies, conserves and enhances a site which is historically important and significant within the community.

Local Strategic Planning Statement (LSPS)

The relevant Planning Priorities in the LSPS are:

- Planning Priority 7: Enrich our places
- Planning Priority 8: Recognise and celebrate our heritage

This Proposal is consistent with Planning Priority 7 and 8 of the LSPS:

- Planning Priority 7: This proposal identifies local character within Jamisontown and the wider community of the Penrith LGA. The LSPS states that local character is shaped by local people, history, built form, public places and natural features. Therefore, the heritage listing of Jamisontown Uniting Church will enhance local character as it is celebrating the history of the site.
- Planning Priority 8: This proposal directly recognises and celebrates the heritage of Penrith. In preserving the site, the historical significance of the area is emphasised, creating a source of pride for residents and helping to attract visitors. The formal heritage listing of this site helps to mitigate any future negative impacts to the site, such as demolition, and helps achieve the best possible outcome for the community.

NSW Heritage Strategy

The relevant objectives within NSW's Heritage Strategy are

- Objective 3: Community voices are critical to understanding heritage significance
 - This objective resonates with this proposal due to initial community concerns regarding the future of the site which triggered the commissioning of the Heritage Assessment.
- Objective 4: Heritage is conserved for everyone
 - Through formal heritage listing, the site and historical buildings will be preserved and respectfully utilised for generations to come.

Conclusion

This report seeks advice from the LPP regarding a Planning Proposal for the heritage listing of Jamisontown Uniting Church at 185 Mulgoa Road, Jamisontown. The Planning Proposal seeks to amend PLEP 2010 to add the site to the Schedule 5 Part 1 list of Heritage Items. The proposed amendment facilitates the preservation of local history and the celebration of local character in the Penrith LGA. The Planning Proposal is consistent with all relevant strategic plans, including Council's Local Strategic Planning Statement and NSW's Greater Sydney Region Plan and Heritage Strategy.

The Planning Proposal will also be reported to Council with a recommendation to progress the Planning Proposal to the Minister for Planning and Public Spaces to seek a Gateway Determination. The Local Planning Panel's advice will be included in this report.

ATTACHMENTS

- Attachment 1: Planning Proposal and appendices

Panel Advice provided pursuant to Section 2.19 of the EP&A Act 1979

The Panel has considered the Planning Proposal and the preliminary assessment prepared by Council officers and provides the following advice:

1. The Planning Proposal is generally supported for the following reasons:
 - a. The Planning Proposal is consistent with Greater Sydney Region Plan and the NSW Heritage Strategy.
 - b. The Planning Proposal is consistent with Penrith Local Strategic Planning Statement.
 - c. The Planning Proposal is supported by a Heritage Assessment prepared by Vanessa Holtham Heritage and Architecture that recommends the site (Lot 1 DP 910925, Lot 25 DP 456311 & Lot 26 DP 456311) be included in Schedule 5 Part 1 of the Penrith LEP 2010 to formally heritage list the site.
 - d. The Planning Proposal supports an amendment to Penrith LEP 2010 to identify the site and building in Schedule 5 Part 1, enabling the preservation and protection of Jamisontown Uniting Church's cultural and heritage significance.
 - e. The site demonstrates both site specific and strategic merit.
2. It is recommended that the Planning Proposal be progressed through the Gateway process.

Graham Brown (Chair) 	Helen Mansfield (Expert) <i>Helen Mansfield</i>
Juliet Suich (Expert) 	Vanessa Howe (Community Representative) <i>Vanessa Howe</i>

5 Planning Proposal for 185 Mulgoa Road, Jamisontown - Jamisontown Uniting Church

Compiled by: Evie Wikaira-Paul, Planner
Wendy Connell, City Planning Coordinator

Authorised by: Christine Gough, Head of City Planning
Andrew Jackson, Director Planning and Regulatory Services

Outcome	<i>Shape our growing city</i>
Strategy	<i>Navigate balanced growth and plan strategically</i>
Principal Activity	<i>Ensure our strategic framework and vision are contemporary and guide land use planning to meet the needs of our community and growing population</i>

Procedural note: Section 375A of the Local Government Act 1993 requires that a division be called in relation to this matter.

Proponent: Penrith City Council

Subject Land: 185 Mulgoa Road, Jamisontown

Executive Summary

Council initiated an investigation in May 2026 into the heritage significance of the Jamisontown Uniting Church at 185 Mulgoa Road, following community concerns about its future. The site was not identified in previous heritage studies (1987 and 2007) and is not currently listed as a heritage item. Constructed in 1889 and designed by prominent local architect William Sykes, the building has served both religious and educational purposes for over 130 years. While the site has undergone additions over time and ceased regular congregational use in May 2025, it remains largely intact and retains strong historical, social, and architectural associations.

Council Officers engaged Vanessa Holtham Heritage and Architecture (VHH&A) to undertake a Heritage Assessment in May 2026. The assessment concluded that the “United School Church Building” meets the threshold for local heritage listing, citing its historical significance, association with William Sykes, contribution to the local streetscape, and longstanding social and spiritual connection to the Jamisontown community. The site is also considered representative of 19th-century ecclesiastical and educational buildings, reflecting the historical relationship between religion and education. Three of the four land parcels associated with the site were identified as forming the heritage curtilage to ensure future development respects the setting of the item.

The Planning Proposal seeks to amend the Penrith Local Environmental Plan (PLEP) 2010 to formally list the site as a heritage item and update the Heritage Map accordingly (Attachment 1). The Planning Proposal demonstrates strong strategic merit, aligning with the Greater Sydney Region Plan, the Penrith Local Strategic Planning Statement (particularly Planning Priorities 7 and 8), and the NSW Heritage Strategy. It supports the conservation of local heritage, enhances local character, and responds to community interest in preserving culturally significant places.

The Planning Proposal has received support from both the Heritage Advisory Committee (HAC) and the Penrith Local Planning Panel (LPP), which supports the recommended progression to Gateway Determination. An Interim Heritage Order (IHO) is not required at this time.

This report recommends that Council endorse the Planning Proposal being forwarded to the Minister for Planning and Public Spaces with a request for a Gateway Determination and seek delegation to act as at the local plan making authority for the proposal.

Background

In early 2026, Council initiated an investigation into the heritage significance of the Jamisontown Uniting Church in response to community concerns regarding its future. Although the site was not identified in Council's 1987 or 2007 Heritage Studies, this does not preclude it from having heritage value.

Constructed in 1889 and designed by prominent 19th-century architect William Sykes, the building has historical significance within the Penrith area. It has served both educational and religious functions, initially operating as a school and more recently as a church hosting regular congregational services.

The site has been subject to several development applications over time, resulting in additions such as classrooms, a kitchen, hall, patio, and fencing (Attachment 2). A proposal for a childcare facility was also approved but did not proceed. The site has not been used for weekly services since May 2025 and, while listed for sale in January 2026, has since been withdrawn from the market. The land is zoned R3 Medium Density Residential under PLEP 2010.

Current Situation

Council Officers engaged Vanessa Holtham Heritage and Architecture (VHH&A) to undertake a Heritage Assessment of the site. Based on analysis of historical and physical evidence, and conducting a comparative analysis of similar properties in the vicinity, the Heritage Assessment concluded that *"it is evident that the United School Church Building at 185 Mulgoa Road, Jamisontown does meet the threshold for heritage listing at a local level and should be recognised for its significance to the Penrith Local Government Area (LGA)."* The Heritage Assessment emphasises that conservation of the site through a heritage listing would add character and value to any future development of the site.

Heritage Assessment

A Heritage Assessment was carried out for the site by VHH&A in May 2026 (Attachment 3). The assessment evaluated the Jamisontown Uniting Church against the standard criteria established in the NSW Heritage Office guidelines, considered its cultural, historical and religious significance, and benchmarked it against comparable sites in the locality.

The below findings demonstrate that the site meets the criteria for local heritage significance, as outlined in the Heritage Assessment.

Criterion	Description
-----------	-------------

<i>Criterion (a) – Historic Significance – A place or object is important in the course, or pattern, of the local area’s cultural or natural history.</i>	The Heritage Assessment states that the site has local historical significance for its association with the early development of religion and education within Jamisontown.
<i>Criterion (b) – Historical Association – A place or object has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area.</i>	The site is cited as having historic associations as it is an example of the work of prominent architect William Sykes who also designed other significant buildings in Western Sydney such as the Governor Phillip Special Hospital and the Rooty Hill School of Arts.
<i>Criterion (c) – Aesthetic/Creative/Technical Achievement - A place or object is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	The site makes a positive contribution to the Stuart Street streetscape. The church building is largely externally intact, and while the hall and classroom do not add any architectural merit to the site, they are also significant as a natural extension of the original building.
<i>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.</i>	The site has retained direct link to the Jamisontown community for over 130 years and is socially and spiritually significant as it has been used as a place of worship since its construction.
<i>Criterion (e) – Research Potential - A place or object has potential to yield information that will contribute to an understanding of the local area’s cultural or natural history.</i>	It is not known whether the site retains any research potential.
<i>Criterion (f) – Rarity - A place or object possesses uncommon, rare or endangered aspects of the local area’s cultural or natural history.</i>	The site is unique due to its association with the early historical and religious development of Jamisontown during the 19th century.
<i>Criterion (g) – Representative - A place or object is important in demonstrating the principal characteristics of a class of the local area’s: cultural or natural places OR cultural or natural environments.</i>	The site represents a typical, modest scale ecclesiastical and education building from the 19th century. The site is representative of the symbiotic operation of religion and education as the site operated as a religious and education institute for many years. The site still represents the importance of education informed by religion, which is an historic concept that continues today in modern society and in the Penrith LGA through religious based schools.

Furthermore, it is important to note that while 185 Mulgoa Road Jamisontown is comprised of four parcels of land, three (Lot 1 DP 910915, Lot 25 DP 456311, Lot 26 DP 456311) have been identified as having heritage significance within the Heritage Assessment. These three parcels of land form the curtilage of the United School Church building, ensuring that the setting of the heritage item is appropriately considered in any future development.

Based on the available historical and physical evidence, the Heritage Assessment states that the 'United School Church Building', and surrounding land meets the criteria for heritage listing at a local level due to its significance to the Penrith LGA. The Heritage Assessment justifies this recommendation stating that the retention and conservation of United School Church building would add character and value to any development than occurs on the site.

An Interim Heritage Order (IHO) is not required at this stage, as the property is not under imminent threat. However, the State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 indicates that a church building (or place of worship) is not eligible for demolition under complying development. This means that any demolition intent must be submitted to Council via a development application. In circumstances where an imminent threat arises, such as the lodgement of a development application for demolition or site works, an IHO administered via the General Manager's Ministerial Delegation can be considered. If this was to occur, both criteria for an IHO would be met for this site, being: the heritage item is under imminent threat, and a Heritage Assessment states it is of heritage significance.

Strategic Merit

The Planning Proposal supports and promotes the conservation and preservation of local heritage, which aligns with priorities in relevant State and Local Plans.

Greater Sydney Region Plan: A Metropolis of Three Cities

The Planning Proposal is consistent with the Greater Sydney Region Plan as it promotes culturally and socially diverse communities, celebrates the character the Penrith LGA within a Sydney context and directly identifies, conserves and enhances a site which is historically important and significant within the community.

Local Strategic Planning Statement (LSPS)

The relevant Planning Priorities in the LSPS are:

- Planning Priority 7: Enrich our places
- Planning Priority 8: Recognise and celebrate our heritage

This Proposal is consistent with Planning Priority 7 and 8 of the LSPS:

- Planning Priority 7: This Planning Proposal identifies local character within Jamisontown and the wider community of the Penrith LGA. The LSPS states that local character is shaped by local people, history, built form, public places and natural features. Therefore, the heritage listing of Jamisontown Uniting Church will enhance local character as it is celebrating the history of the site.
- Planning Priority 8: This Planning Proposal directly recognises and celebrates the heritage of Penrith. In preserving the site, the historical significance of the area is emphasised, creating a source of pride for residents and helping to attract visitors. The formal heritage listing of this site helps to mitigate any future negative impacts to the site, such as demolition, and helps to achieve the best possible outcome for the community.

NSW Heritage Strategy

The relevant objectives within NSW's Heritage Strategy are:

- Objective 3: Community voices are critical to understanding heritage significance
- Objective 4: Heritage is conserved for everyone

The Planning Proposal is consistent with these objectives:

- Objective 3: This objective resonates with this Proposal due to initial community concerns regarding the future of the site which triggered the commissioning of the Heritage Assessment.
- Objective 4: Through formal heritage listing, the site and the buildings that make up Jamisontown Uniting Church will be preserved and respectfully utilised for generations to come.

Due to the recommendations provided within the Heritage Assessment, a Planning Proposal has been initiated by Council seeking to amend PLEP 2010 to:

- Add the "United School Church Building" at 185 Mulgoa Road, Jamisontown (Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311) to the Schedule 5 Environmental Heritage Part 1 Heritage items list, and
- Amend the Heritage Map (HER_006) to include 185 Mulgoa Road, Jamisontown.

The matter was reported to Council's Heritage Advisory Committee (HAC) on the 24 June 2026. The HAC was informed of the recommendations provided within the Heritage Assessment and was provided with the Planning Proposal to review. Overall, the HAC supported the steps that Council are taking to preserve the heritage significance of the Site.

The proposed amendments are in line with the recommendations within the Heritage Assessment and are in line with relevant strategic State and Local plans.

Local Planning Panel Advice

On 24 June, the Planning Proposal was presented to the Penrith Local Planning Panel (LPP) for advice. The LPP considered the Planning Proposal, the assessment prepared by Council officers, and the externally prepared Heritage Assessment, and recommended that the Planning Proposal be progressed through to receive Gateway Determination, as it is consistent with state and local strategic plans. A copy of the LPP's advice is provided as Attachment 4.

Financial Implications

If supported to proceed to Gateway determination and then supported to proceed to public exhibition, the Planning Proposal will be required to proceed to public exhibition. The costs associated with the public exhibition can be supported within existing budgets adopted as part of the 2026-27 Operational Plan. Similarly, the Planning Proposal can be managed by existing Council staff. Further, the cost associated with the preparation of the supporting Heritage Study was funded from within existing budgets included in the 2025-26 Operational Plan.

Risk Implications

There are no risk implications for Council associated with this report.

Next Steps

Should Council endorse the recommendations in this report, the Planning Proposal will be forwarded to the Minister for Planning and Public Spaces with a request for a Gateway Determination. The Planning Proposal will be assessed by delegated officers from the Department of Planning, Housing and Infrastructure, who will then issue a Gateway Determination which will indicate whether the proposal can proceed or not.

If the Gateway Determination allows the Planning Proposal to proceed, Council will publicly exhibit the proposal in accordance with the timeframes and conditions in the Gateway Determination and in accordance with the community consultation requirements of the Environmental Planning and Assessment Act 1979 and the Environmental Planning and Assessment Regulation 2021.

Following public exhibition, a further report will be presented to Council on the outcomes of the public exhibition and any submissions received.

Conclusion

Council has initiated a Planning Proposal which seeks to amend Schedule 5 Environment heritage, Part 1 Heritage items of the PLEP 2010 to:

- Add the “United School Church Building” at 185 Mulgoa Road, Jamisontown (Lot 1 DP 910915, Lot 25 DP 456311, and Lot 26 DP 456311) to the Schedule 5 Environmental Heritage Part 1 Heritage items list, and
- Amend the Heritage Map (HER_006) to include 185 Mulgoa Road, Jamisontown.

The Planning Proposal is consistent with all relevant State and local strategic plans and is supported by the LPP and the HAC.

This report recommends that Council endorse the Planning Proposal to be forwarded to the Minister for Planning and Public Spaces with a request for a Gateway Determination.

RECOMMENDATION

That:

1. The information contained in the report on Planning Proposal for 185 Mulgoa Road, Jamisontown - Jamisontown Uniting Church be received.
2. Council endorse the Planning Proposal being forwarded to the Minister for Planning and Public Spaces with a request to issue a Gateway Determination. The submission will include a request to issue Council with Delegation to be the local plan making authority.
3. The General Manager be granted delegation to make any necessary changes to the Planning Proposal:
 - Prior to Council’s submission of the Planning Proposal to the Minister for Planning and Public Spaces to request a Gateway Determination;
 - As a result of negotiated changes sought by the Department of Planning, Housing and Infrastructure in the lead up to issuing a Gateway Determination; and
 - Prior to public exhibition in response to the conditions of the Gateway Determination or negotiation with State agencies.
4. Council publicly exhibits the Planning Proposal for a period specified in the Gateway Determination and in accordance with the community consultation

requirements of the Environmental Planning and Assessment Act 1979 and the Environmental Planning and Assessment Regulation 2021.

5. A further report be presented to Council following the public exhibition.

ATTACHMENTS/APPENDICES

1. Planning Proposal Report - Jamisontown Uniting Church - 185 Mulgoa Road Jamisontown	30 Pages	Attachments Included
2. Site Context - 185 Mulgoa Road, Jamisontown	2 Pages	Attachments Included
3. Heritage Assessment - Jamisontown Uniting Church	45 Pages	Attachments Included
4. Penrith Local Planning Panel Report and Advice	7 Pages	Attachments Included