

Item No: D6
Subject: **PLANNING PROPOSAL - HERITAGE LISTING OF THE ROSE BAY SEWAGE PUMPING STATION AND GATES IN PERCIVAL PARK AT 13 COLLINS AVENUE, ROSE BAY**
Author: Shona Lindsay, Heritage Officer
Approvers: Anne White, Acting Manager - Strategic Planning
Allan Coker, Director - Planning & Development
File No: 19/153623
Reason for Report: To seek the advice of the Woollahra Local Planning Panel in relation to the preparation of a planning proposal to list the Sewage Pumping Station (SPS 46) – including interiors and moveable heritage, and sandstone gate posts and metal gates, at 13 Collins Avenue, Rose Bay as a local heritage item in Woollahra Local Environmental Plan 2014.

Recommendation:

THAT the Woollahra Local Planning Panel advises Council that it supports the planning proposal at *Annexure 1* to list the *Sewage Pumping Station (SPS 46) – including interiors and moveable heritage, and sandstone gate posts and metal gates*, at 13 Collins Avenue, Rose Bay, as a local heritage item in Schedule 5 of the *Woollahra Local Environmental Plan 2014*.

1. Reason for report to the Woollahra Local Planning Panel (Woollahra LPP)

This report seeks the advice of the Woollahra LPP on the listing of the *Sewage Pumping Station (SPS 46) – including interiors and moveable heritage, and sandstone gate posts and metal gates* at 13 Collins Avenue, Rose Bay as a heritage item in the *Woollahra Local Environmental Plan 2014* (Woollahra LEP 2014).

On 27 September 2018, the Minister for Planning issued a Local Planning Panel Direction – Planning Proposals:

- A Council to whom this direction applies is required to refer all planning proposals to be prepared after 1 June 2018 to the local planning panel for advice, unless the council's general manager determines that the planning proposal relates to:
 - (a) the correction of an obvious error in a local environmental plan,
 - (b) matters that are of a consequential, transitional, machinery or other minor nature, or
 - (c) matters that council's general manager considers will not have any significant adverse impact on the environment or adjoining land.
- When a planning proposal is referred to the local planning panel, it must be accompanied by an assessment report prepared by council staff setting out recommendations, including whether or not the planning proposal should proceed.
- A proposal is to be referred to the local planning panel before it is forwarded to the Minister of the Greater Sydney Commission under section 3.34 of the *Environmental Planning and Assessment Act 1979* (the Act).

In this case, the planning proposal is required to be referred to the local planning panel because the general manager has not made a determination in regard to items 1 (a), (b) or (c), above.

2. Background

On 12 November 2018 Council resolved in part:

THAT Council:

1. *Requests staff to undertake an assessment of heritage significance for the Sewerage Pumping Station located at Percival Park, Rose Bay and the sandstone gates leading into the park and report to the Environmental Planning Committee on whether these items have sufficient heritage significance to be listed as a local heritage item in the Woollahra Local Environmental Plan 2014 (WLEP).*

The following background information accompanied the notice of motion on the agenda for that meeting:

Council's website notes:

The park is owned by Sydney Water. Percival Park was established in 1949 after Council negotiated with the then Metropolitan Board of Water Supply and Sewerage to obtain use of the land as public open space. Council named (Council Minutes 12/2/1951) the park in honour of Mr C. E. Percival who was the Woollahra Council Engineer from November 1926 till early in 1952.

It is understood that the Sewerage Pumping Station is a low-level pumping station and has historic, aesthetic and potentially technical/ research significance. It is among a number of low-level sewerage pumping stations constructed in Sydney between the wars to serve the Bondi Ocean Outfall Sewer (the construction of which effectively ended discharge of sewage into the harbour). Many of these stations have either local and/or State Heritage listing.

The sandstone gate leading to the Sewerage Pumping Station is a rare item, as it is understood that similar stations only have picket fences and therefore the sandstone gates have significance in themselves. Percival Park is well frequented by the public accessing Rose Bay beach. Residents have voiced their concerns about the state of Percival Park and have inquired as to whether it can be better managed and landscaped, whilst protecting the heritage significance of the Sewerage Pumping Station and its gates.

In response to Council's decision a Heritage Significance Assessment of the Sewage pumping station (SPS 46) and sandstone gate posts and metal gates was prepared by Shona Lindsay (Heritage Officer, Woollahra Council).

On 16 September 2019 a report on the Heritage Listing of the Sewage pumping station (SPS 46) and sandstone gate posts and metal gates at 13 Collins Avenue, Rose Bay was presented to a meeting of the Environmental Planning Committee and on 23 September 2019, Council resolved the following:

- A. *THAT a planning proposal be prepared to list the Sewage pumping station (SPS 46) and sandstone gate posts and metal gates in Percival Park at 13 Collins Avenue, Rose Bay as a heritage item in Woollahra Local Environmental Plan 2014.*
- B. *THAT the planning proposal be referred to the Woollahra Local Planning Panel for advice.*

- C. *THAT the advice of the Woollahra Local Planning Panel be reported to the Environmental Planning Committee.*

3. The site

The sewage pumping station (SPS 46) and sandstone gate posts and metal gates are located within Percival Park at 13 Collins Avenue, Rose Bay, Lot 2 DP 512907 (refer to Figures 1, 2 and 3 below). The site is bordered by Sydney Harbour to the north-west, residential properties to the north-east and south-west, and Collins Avenue to the south-east.

The sewage pumping station is known as Sewage Pumping Station No. 46 by Sydney Water. Other names of the sewage pumping station used by Sydney Water include SPS 46, Sewage Pumping Station 0046, SP0046 and WWPS46 (Waste Water Pumping Station).

The site is used by Sydney Water as a sewage pumping station. Percival Park is used as a public open space, which was established in 1949 after Council negotiated with the then Metropolitan Board of Water Supply and Sewage to obtain use of the land.

The subject site is not listed on the NSW State Heritage Register (SHR), nor is it identified as a local heritage item or located in a Heritage Conservation Area in Schedule 5 of *Woollahra Local Environmental Plan 2014* (Woollahra LEP 2014). The site is not in the vicinity of a listed heritage item.

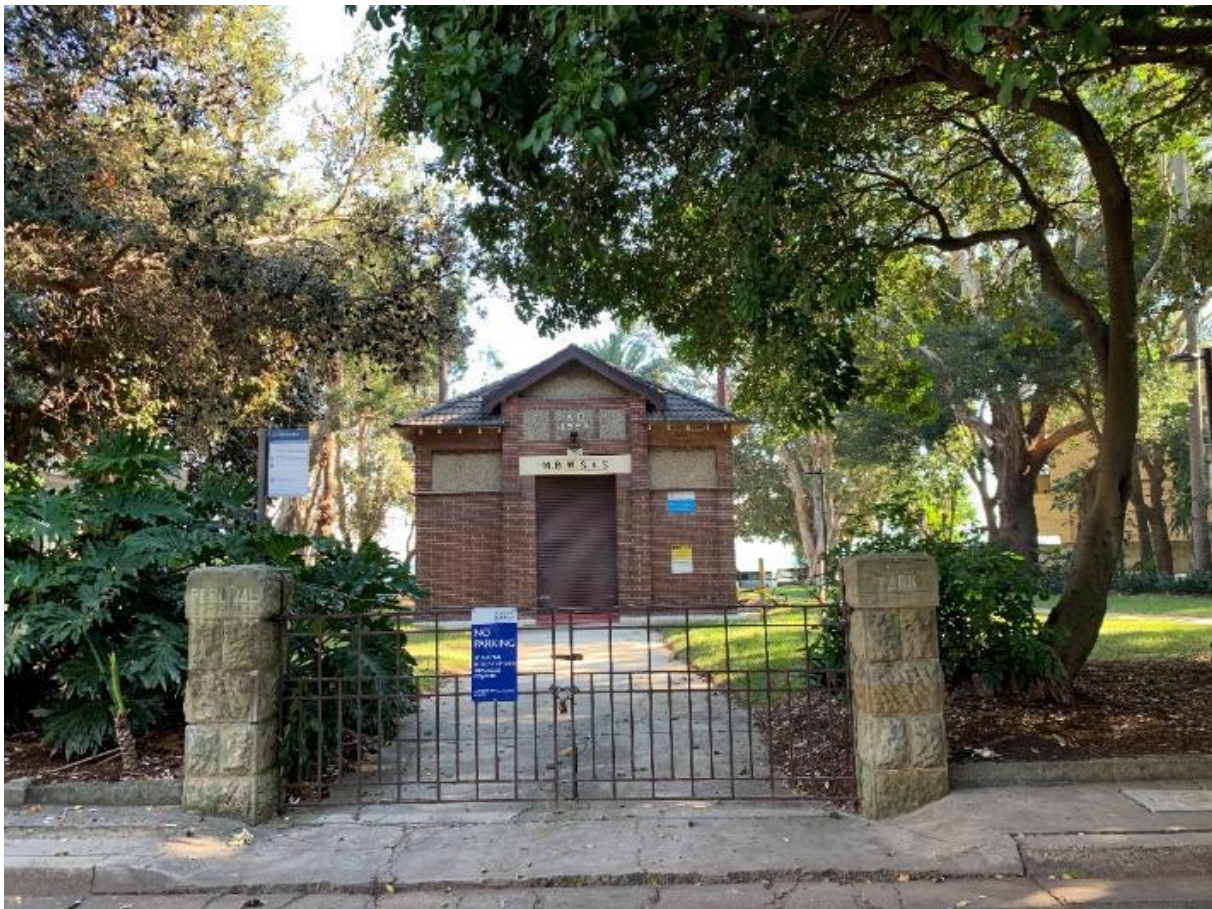


Figure 1: Sewage pumping station (SPS 46) and sandstone gate posts and metal gates viewed from Collins Avenue looking north-west (Source: Shona Lindsay, Heritage Officer)



Figure 2: 2018 aerial photograph of site (Source: Woollahra Council GIS Maps)



Figure 3: Cadastral map of Percival Park with the site outlined in red. (Source: Woollahra Council GIS Maps)

4. Assessment of heritage significance

The assessment of heritage significance was undertaken in accordance with the document titled *Assessing heritage significance*, published by the NSW Heritage Office in 2001. The assessment used the process and criteria set out in that document. There are seven criteria used in the process of assessing heritage significance:

Criterion (a)

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

Criterion (b)

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

Criterion (c)

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

Criterion (d)

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

Criterion (e)

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

Criterion (f)

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

Criterion (g)

- 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.)

Each criterion has inclusion and exclusion guidelines which are used to assist in the assessment process. If an item meets one of the seven heritage criteria at a local level, and retains the integrity of its key attributes, it can be considered to have local heritage significance. To be assessed for State significance an item will meet more than one of the seven heritage criteria at a State level, or if an item satisfies only one of the criteria, the item is of such particular significance to NSW that it should be listed.

A copy of the assessment prepared by Shona Lindsay (Heritage Officer, Woollahra Council), which includes the assessment against all criteria, is attached as ***Annexure 2***.

Table 1 below provides a summary of the assessment of the heritage significance of the *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* against the seven criteria, at the local and State levels.

Table 1: NSW Heritage assessment criteria summary

| Criteria | | Meets criteria for heritage listing and grading of significance | |
|----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|-------|
| | | Local | State |
| (a) | An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area) | ✓ | ✗ |
| (b) | An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area) | ✓ | ✗ |
| (c) | An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area) | ✓ | ✗ |
| (d) | An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons | ✗ | ✗ |
| (e) | An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area) | ✓ (sewage pumping station only) | ✗ |
| (f) | An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area) | ✓ (sandstone gate posts and metal gates only) | ✗ |
| (g) | An item is important in demonstrating the principal characteristics of a class of NSW's <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments. (or a class of the local area's <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments.) | ✓ | ✗ |

The heritage significance assessment provides the following statement of significance:

Sewage Pumping Station No. 46 was constructed in 1923 as a low level sewage pumping station that connected to the Bondi Ocean Outfall Sewer (BOOS). The building was built and designed by the Department of Public Works and is a representative example of a Federation Free Style sewage pumping station. It forms part of a group of similar pumping stations along the harbour foreshore of the Woollahra LGA, including Sewage Pumping Station No. 47 in Rose Bay and No. 50 in Watsons Bay.

Sewage Pumping Station No. 46 provides evidence of the growth of Woollahra and the expansion of municipal and sewage services during the Inter-War period. Located within Percival Park, which is set near the Sydney Harbour foreshore with mature trees, the sewage pumping station makes a valuable contribution to the streetscape and harbour foreshore. The sewage pumping station is technically significant for its continuous use since 1923. The original design of the building is intact with some mechanical and electrical modifications to upgrade the station as sewage needs have evolved. The mechanical components of the sewage pumping station may have research value for demonstrating the early sewage systems of Rose Bay. It has the potential to reveal information about the design and construction of the substructure and mechanical components, which contributes to the understanding of the development of sewage pumping technology during the Inter-War period.

Sewage Pumping Station No. 46 is of local heritage significance for historical, aesthetic, technical, research potential, and representative significance.

Woollahra Council constructed the 'ornamental' stone gateposts located at the front of the park on Collins Avenue in 1951 with the name 'Percival Park'. The gateposts provide evidence of the Council's continual involvement with the park since it acquired a lease to use the land as public open space in 1949. The sandstone gate posts and metal gates have landmark qualities for marking Percival Park and are aesthetically distinctive. The sandstone gate posts and metal gates make a contribution to the streetscape of Collins Avenue. The use of the sandstone gate posts and metal gates at the front of the park is rare for sewage pumping stations in Woollahra LGA and within the Sydney and NSW region. The sandstone gate posts and metal gates are a fine example of the construction of ornamental gates to a sewage pumping station, demonstrating the importance the Council had for the use of the land as a public open space.

The sandstone gate posts and metal gates are of local heritage significance for historical, aesthetic, rarity, and representative significance.

(5 September 2019: Shona Lindsay, Heritage Officer:
Heritage Significance Assessment, p. 67-68)

The assessment recommends the listing of the *Sewage pumping station (SPS 46) –including interiors and moveable heritage, and sandstone gate posts and metal gates* as a local heritage item in Schedule 5 of Woollahra LEP 2014. The report concluded that the *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* do not meet the threshold for State heritage listing.

5. Consultation with the land owner

Sydney Water were consulted during the heritage assessment process. Philip Bennet (Sydney Water) attended the site visit with Shona Lindsay (Heritage Officer) on 21 May 2019. Mr Bennet has reviewed the draft heritage significance assessment report and draft heritage inventory sheet. Sydney Water are generally supportive of the Assessment of Heritage Significance and the proposed heritage listing of the sewage pumping station. Should a planning proposal proceed to public exhibition, consultation with Sydney Water will continue.

6. Planning proposal

A planning proposal has been prepared to list the *Sewage pumping station (SPS 46) –including interiors and moveable heritage, and sandstone gate posts and metal gates* as a heritage item in the Woollahra LEP 2014 (see *Annexure 1*).

6.1. Planning proposal structure

The planning proposal has been prepared in accordance with section 3.33 of the Act and the two documents prepared by the NSW Department of Planning and Environment titled *A Guide to Preparing Planning Proposals* (December 2018) and *A Guide to Preparing Local Environmental Plans* (December 2018).

6.2. Objective

The objective of the planning proposal is to amend Woollahra LEP 2014, to list the *Sewage pumping station (SPS 46) –including interiors and moveable heritage, and sandstone gate posts and metal gates*, at 13 Collins Avenue, Rose Bay as a heritage item. Heritage listing will provide ongoing protection and recognition of the heritage significance of the item.

6.3. Explanation of provisions

The planning proposal outlines the following amendments to Woollahra LEP 2014:

- Insert a listing for the *Sewage pumping station (SPS 46) –including interiors and moveable heritage, and sandstone gate posts and metal gates*, in Part 1 (Heritage Items) of Schedule 5 (Environmental Heritage). The exact wording of the amendment will be determined by the Parliamentary Counsel prior to the making of the LEP.
- Amend the Heritage Map (Sheet HER_003A) to identify a heritage item on the site of the *Sewage pumping station (SPS 46) –including interiors and moveable heritage, and sandstone gate posts and metal gates* at 13 Collins Avenue, Rose Bay.

6.4. Relationship to strategic planning framework

The planning proposal is consistent with the relevant objectives of *Greater Sydney Region Plan: A Metropolis of Three Cities* (2018) and the actions of the *Eastern City District Plan* (2018), (refer to section 6.2 of the planning proposal).

The planning proposal is consistent with the Council's Community Strategic Plan titled *Our Woollahra 2030: Our community, our place, our plan*. Notably, the planning proposal meets the following strategy within Goal 4 (Well planned neighbourhood) under the theme Quality places and spaces.

- 4.3 Protect local heritage, including significant architecture and the natural environment.

The planning proposal is also consistent with the *Draft Woollahra Local Strategic Planning Statement* (endorsed by Council for exhibition 9 September 2019). In particular, the planning proposal is consistent with Planning Priority 5 under the theme of Liveability:

Planning Priority 5 Conserving our rich and diverse heritage

The planning proposal is consistent with the *Standard Instrument – Principal Local Environmental Plan* and all other applicable State environmental planning policies (refer to **Schedule 1** of the planning proposal).

The planning proposal is consistent with applicable section 9.1 directions (refer to **Schedule 2** of the planning proposal).

6.5. Community consultation

The public exhibition of the planning proposal will be undertaken in accordance with the requirements of the Act, the *Environmental Planning and Assessment Regulation 2000* and the gateway determination issued by the Department of Planning and Environment. The gateway determination will specify the minimum duration of the public exhibition period. This period is usually a minimum of 28 days, which is consistent with Council's standard practice for the exhibition of a planning proposal.

Public notification of the exhibition will comprise:

- A weekly notice in the local newspaper (the Wentworth Courier) for the duration of the exhibition period.
- A notice on Council's website.
- A letter to the land owner of the site.
- A letter to land owners in the vicinity of the site.
- Local community and business groups such as *The Rose Bay Residents Association*.

During the exhibition period the following material will be available on Council's website and in the customer service area at Woollahra Council offices:

- The planning proposal, in the form approved by the gateway determination.
- The gateway determination.
- Information relied upon by the planning proposal, such as relevant Council reports.

7. Conclusion



This report seeks the advice of the Woollahra LPP on a planning proposal to list the *Sewage Pumping Station (SPS 46) – including interiors and moveable heritage, and sandstone gate post and metal gates* at 13 Collins Avenue, Rose Bay as a heritage item in the Woollahra LEP 2014.

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

- A statement of the objectives or intended outcomes.
- An explanation of the provisions that are to be included.
- The justification for the objectives, outcomes and provisions and the process for their implementation.
- Details of the community consultation that is to be undertaken.

Advice from the WLPP will be provided to Council.

Annexures

1. Planning Proposal – Local Heritage Listing – Sewage Pumping Station (SPS 46) and Sandstone Gate Posts and Metal Gates at 13 Collins Avenue, Rose Bay [↓](#) 
2. Heritage Significance Assessment for the Sewage Pumping Station and Gates located at Percival Park Rose Bay [↓](#) 
3. Report to the EPC meeting of 16 September 2019 (annexures removed) [↓](#) 