

Item No: R2 Recommendation to Council
Subject: **PLANNING PROPOSAL - HERITAGE LISTING OF SYDNEY CROQUET CLUB AND ROSE BAY SCOUT HALL, ROSE BAY**
Author: Shona Lindsay, Heritage Officer
Approvers: Chris Bluett, Manager - Strategic Planning
Allan Coker, Director - Planning & Development
File No: 20/3933
Reason for Report: To respond to Council's resolution of 23 April 2018 and 6 June 2018 to investigate the heritage listing of the Sydney Croquet Club and Rose Bay Scout Hall.
To obtain Council's approval to prepare a planning proposal to list the Sydney Croquet Club and Rose Bay Scout Hall as individual heritage items in Woollahra Local Environmental Plan 2014.
To obtain Council's approval for the planning proposal to be referred to the Woollahra Local Planning Panel for advice.

Recommendation:

- A. THAT a planning proposal be prepared to list the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* as individual heritage items 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.

1. Background:

On 23 April 2018 Woollahra Council resolved in part:

THAT Council requests staff to prepare and submit a report including a heritage assessment and draft heritage inventory sheet for each of:

- 1. The Sydney Croquet Club building and greens (having its address in Woollahra Park, O'Sullivan Road, Rose Bay); and*
- 2. The Woollahra Golf Club clubhouse and George Grimley Pavilion (having its address in Woollahra Park at 50 O'Sullivan Road, Rose Bay)*

to the relevant Council Committee to facilitate the Sydney Croquet Club building and greens and the Woollahra Golf Club clubhouse and George Grimley Pavilion (and their elements) being:

- 1. Included in the Woollahra Local Environmental Plan as a heritage item; and*
- 2. Listed as a heritage item of State significance on the NSW State Heritage Register.*

On 18 June 2018 Woollahra Council resolved in part:

THAT Council:

A. Request staff to undertake an assessment of heritage significance for the Rose Bay Scout Hall (former RAAF Officers' Canteen) located in Vickery Avenue, Rose Bay, and report to the Environmental Planning Committee on whether the property has sufficient heritage significance to be listed as:

- i) a local heritage item in the Woollahra Local Environmental Plan 2014(WLEP), and*
- ii) an item on the State Heritage under the Heritage Act 1977.*

In response to Council's decision heritage significance assessments of the *Sydney Croquet Club* and *Rose Bay Scout Hall* were prepared by Weir Phillips Heritage and Planning.

A draft heritage significance assessment of the George Grimley Pavilion and Woollahra Golf Club Clubhouse has also been completed by Weir Phillips Heritage and Planning and is being reviewed. A report will be presented to a forthcoming meeting of the Environmental Planning Committee in the next quarter.

2. The sites

Sydney Croquet Club

The Sydney Croquet Club (Figure 1) is located within Woollahra Park, off O'Sullivan Road, Rose Bay. Figure 2 shows the location of Woollahra Park within the surrounding area. Figure 3 shows the location of the Croquet Club within the grounds of Woollahra Park. The Croquet Club stands on part of Lot 1319 D.P. 1222163.

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).



Figure 1: Sydney Croquet Club, southern elevation (WP Heritage and Planning)



Figure 2: Location of Woollahra Park within Woollahra (Woollahra Park Plan of Management)



Figure 3: Location of the Croquet Club within Woollahra Park with Croquet Club indicated with arrow (Woollahra Council GIS)



Figure 4: Aerial photograph over the clubhouse and lawns with club house indicated with arrow (SIX Maps)

Rose Bay Scout Hall

The Rose Bay Scout Hall (Figure 5) is located at No. 3 Vickery Avenue, Rose Bay (Figure 6). The site is identified as Lots 1536 and 1537 D.P. 40022 and Lot 1475 D.P. 752011.

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).



Figure 5: Rose Bay Scout Hall, front (north-eastern) elevation (WP Heritage and Planning)



Figure 6: Site location. The arrow points to the site (Woollahra Council GIS)



Figure 7: Aerial photograph over the site with Scout Hall indicated by arrow (SIX Maps; annotation by WP Heritage and Planning)

3. 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.

The assessments prepared by Weir Phillips Heritage and Planning, which include the assessment against all criteria, are attached as **Annexures 1 and 2**.

Sydney Croquet Club

Table 1 below provides a summary of the assessment of the heritage significance of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* against the seven criteria, at the local and State levels.

Table 1: NSW Heritage assessment criteria summary - Sydney Croquet Club (clubhouse, moveable heritage items and lawns)

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)	✓	✓
(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)	✓	✓
(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 for the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)*:

The Sydney Croquet Club, off O'Sullivan Road, Woollahra, New South Wales has local and State significance. Designed by Council's architect M.V.E. Woodforde and built in 1934, the building is substantially intact.

The Clubhouse has State significance as a rare example of a large Inter-War period split-log building. The Sydney Croquet Club, including the Clubhouse (exterior, interior), moveable heritage items and lawns, has local significance as a long standing recreational Club with an unbroken association with its premises. The Clubhouse and lawns were one of a number of facilities established by Woollahra Council during the Inter-War period in line with their growing interest in the provision of public recreational facilities, an interest that continues

today. The Sydney Croquet Club is part of a wider pattern of croquet Clubs throughout New South Wales. The Clubhouse houses a significant collection of Club memorabilia.

The Clubhouse and lawns have aesthetic significance for the qualities of its setting. The Clubhouse and lawns are contained by trees which have matured over time, providing a distinct enclosed setting that has changed only as the trees have matured.

(October 2019: Weir Phillips Heritage and Planning:
Heritage Assessment, Sydney Croquet Club, p. 46)

Rose Bay Scout Hall

Table 2 below provides a summary of the assessment of the heritage significance of the *Rose Bay Scout Hall (including interiors)* against the seven criteria, at the local and State levels.

Table 2: NSW Heritage assessment criteria summary – Rose Bay Scout Hall (including interiors)

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)	✗	✗
(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)	✓	✗
(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 for the *Rose Bay Scout Hall (including interiors)*:

The Rose Bay Scout Hall, Rose Bay, has historic and aesthetic significance at a local level. The hall was designed by architect Charles Mack Walker and built in 1940 for the Rose Bay Scouts and Rose Bay Sea Scouts and, except for a brief period during World War II, it has been used by the Scouts (and other community groups) since this time. The hall is one of two known examples of buildings purpose-built for the Scouts in Woollahra during the Inter-War period. The building is a good example of a Scout hall that takes into consideration its setting, in this instance through the inclusion of porthole windows and a roof top deck from which to view Rose Bay. While the interior of the building has undergone some alteration, the exterior of the building is substantially 'as built.'

The Rose Bay Scout Hall has significance for its association, albeit brief, with the adjoining Rose Bay Flying Boat Base. Between October 1942 and the end of World War II, the building was used by the RAAF. The Rose Bay Flying Boat Base played an important service role during World War II and was the sight of huge receptions for returning Prisoners of War after World War II.

(October 2019: Weir Phillips Heritage and Planning:
Heritage Assessment, Rose Bay Scout Hall p. 48)

The assessment recommends the listing of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* as individual local heritage items in Schedule 5 of Woollahra LEP 2014. The report recommends the listing of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* on the State Heritage Register. The report concluded that the *Rose Bay Scout Hall (including interiors)* does not meet the threshold for State heritage listing.

4. Consultation with the land owner

All land owners and lease holders were consulted during the heritage assessment process.

All land owners and lease holders were provided a copy of the draft heritage significant assessment and draft heritage inventory sheet on 1 November 2019 for the relevant properties. The land owners and lease holders were given until the 2 December 2019 to make a submission. No comments were provided from the relevant land owners and lease holders.

Should a planning proposal proceed to public exhibition, consultation with land owners and tenants will continue.

5. Woollahra Local Planning Panel advice

Section 2.19 of the *Environmental Planning and Assessment Act 1979* sets out the functions of local planning panels. One of those functions is “to advise the council on any planning proposal that has been prepared or is to be prepared by the council under section 3.33 and that is referred to the panel by the council”.

Additionally, the Local Planning Panel Direction – Planning Proposals which was issued by the Minister for Planning on 27 September 2018 identifies the types of planning proposals that are to be referred to a local planning panel for advice prior to a planning proposal being sent to the Department of Planning, Industry and Environment for a gateway determination.

Under the terms of the Direction, the planning proposal to list the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* as individual local heritage items must be referred to the Woollahra Local Planning Panel (Woollahra LPP) for advice. This step will be undertaken at the next available meeting of the Woollahra LPP should the Council decide to prepare a planning proposal.

6. Next steps

If Council supports the recommendation of this report, the next steps in the process are:

- Prepare a planning proposal under section 3.33 of the Act to list the properties as heritage items in the Woollahra LEP 2014.
- Report a draft planning proposal to the Woollahra LPP for advice;
- Report the advice received from the Woollahra LPP to the Environmental Planning Committee.
- Prepare a State Heritage Register nomination form to be lodged with Heritage NSW for *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)*.
- Further steps will depend on advice from the Woollahra LPP and the decision of the Council following the Environmental Planning Committee meeting.

7. Conclusion

The heritage significance of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* have been assessed in accordance with the NSW heritage best practice guidelines. The assessments of heritage significance prepared by Weir Phillips Heritage and Planning identify that the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* is of local heritage significance for historical, associative, aesthetic, social, technical, rarity, and representative significance, and is of State heritage significance for aesthetic, technical, and rarity significance. *Rose Bay Scout Hall (including interiors)* is of local heritage significance for historical, associative, aesthetic, social, rarity, and representative significance.


We recommend the listing of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* as local heritage items in Schedule 5 of Woollahra LEP 2014.

We recommend the listing of the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* on the State Heritage Register.

The *Rose Bay Scout Hall (including interiors)* does not meet the threshold for State heritage listing.

To facilitate a listing at the local level, a planning proposal should be prepared with the aim of amending Schedule 5 of Woollahra LEP 2014 by adding the *Sydney Croquet Club (clubhouse, moveable heritage items and lawns)* and *Rose Bay Scout Hall (including interiors)* to the list of heritage items. The planning proposal should be referred to the Woollahra LPP for advice.

Annexures

1. Heritage Significance Assessment for Sydney Croquet Club, Rose Bay [↓](#) 
2. Heritage Significance Assessment for Rose Bay Scout Hall [↓](#) 