

**Item No:** R1 Recommendation to Council

**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, Team Leader - Strategic Planning  
Allan Coker, Director - Planning & Development

**File No:** 19/143101

**Reason for Report:** To respond to Council's resolution of 12 November 2018 to investigate the heritage listing of the Sewage Pumping Station and Gates in Percival Park at 13 Collins Avenue, Rose Bay.

To obtain Council's approval to prepare a planning proposal to list the Sewage pumping station (SPS 46) and sandstone gate posts and metal gates at 13 Collins Avenue, Rose Bay, as a heritage item 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 *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.

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**1. Background**

On 12 November 2018 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).

## **2. 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 Part with the site outlined in red.**  
(Source: Woollahra Council GIS Maps)

### 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.

A copy of the assessment prepared by Shona Lindsay (Heritage Officer, Woollahra Council), which includes the assessment against all criteria, is attached as **Annexure 1**.

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)	✗

Criteria		Meets criteria for heritage listing and grading of significance	
		Local	State
(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"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul> or a class of the local area's <ul style="list-style-type: none"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul>	✓	✗

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.

#### **4. Consultation with the land owner**

Sydney Water have been 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 also 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.

#### **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 *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* as a local heritage item 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 property as a heritage item 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.
- 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 *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* has been assessed in accordance with the NSW heritage best practice guidelines. The Assessment of Heritage Significance prepared by Shona Lindsay (Heritage Officer, Woollahra Council) identifies that the sewage Pumping Station No. 46 is of local heritage significance for historical, aesthetic, technical, research potential and representative significance. The sandstone gate posts and metal gates are of local heritage significance for historical, aesthetic, rarity, and representative significance.

We recommend the listing of the *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* as a local heritage item in Schedule 5 of Woollahra LEP 2014.

The *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* do 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 *Sewage pumping station (SPS 46) and sandstone gate posts and metal gates* to the list of heritage items. The planning proposal should be referred to the Woollahra LPP for advice.

## Annexures

1. Heritage Significance Assessment for Sewage Pumping Station and Gates located at Percival Park Rose Bay (*circulated under separate cover*) 