

**Item No:** D1  
**Subject:** **PLANNING PROPOSAL - HERITAGE LISTING OF SYDNEY CROQUET CLUB, ROSE BAY**  
**Author:** Shona Lindsay, Heritage Officer  
**Approvers:** Chris Bluett, Manager - Strategic Planning  
Allan Coker, Director - Planning & Development  
**File No:** 20/67933  
**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 Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns) at Woollahra Park, off O'Sullivan Road, Rose Bay as a local heritage item in Woollahra Local Environmental Plan 2014.

**Recommendation:**

THAT the Woollahra Local Planning Panel advises Council to:

- A. Proceed with the planning proposal to list *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* at Woollahra Park, off O'Sullivan Road, Rose Bay as a local heritage item in Schedule 5 of the *Woollahra Local Environmental Plan 2014*.
- B. Forward the planning proposal to the Department of Planning, Industry and Environment to list *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* at Woollahra Park, off O'Sullivan Road, Rose Bay as a local heritage item in Schedule 5 of the *Woollahra Local Environmental Plan 2014*, requesting a gateway determination to allow public exhibition.
- C. Request delegation from the Department of Planning, Industry and Environment in relation to the planning proposal, to carry out the plan-making functions of the Minister for Planning and Public Spaces under section 3.36 of the *Environmental Planning and Assessment Act 1979*.

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

This report seeks the advice of the Woollahra LPP on the planning proposal to list the *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* at Woollahra Park, off O'Sullivan Road, Rose Bay as a heritage item in the *Woollahra Local Environmental Plan 2014* (Woollahra LEP 2014). A copy of the planning proposal is attached as **Annexure 1**.

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 or his delegate, the Director of Planning, has not made a determination in regard to items 1 (a), (b) or (c), above.

## 2. 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.*

In response to Council's decision the heritage consultant firm Weir Phillips Heritage and Planning was engaged to prepare an assessment of heritage significance for the *Sydney Croquet Club*. A copy of the assessment is provided as **Annexure 2**.

On 17 February 2020 a report on the assessment of heritage significance for the *Sydney Croquet Club* was presented to a meeting of the Environmental Planning Committee (EPC) (**Annexure 3**).

At the EPC meeting representatives from the Club tabled late correspondence. That correspondence highlighted the club's future plans for the grounds and also asked questions about the heritage listing. Representatives from the Club also addressed the Committee.

The Committee recommended that the matter be deferred and subsequently the Council resolved on 24 February 2020, in part:

*D. THAT consideration of the Sydney Croquet Club (clubhouse, moveable heritage items and lawns) as a heritage item in Woollahra Local Environmental Plan 2014, be deferred for a period of two weeks.*

The purpose of the deferral was to enable discussion between the Club and Council staff about the potential heritage listing and matters relating to the operation of the Club.

Following discussions between the Club and Council staff, the report was presented on to the EPC meeting on 16 March 2020 (**Annexure 4**). On 6 April 2020 Council resolved, in part:

*A. THAT a planning proposal be prepared to list the Sydney Croquet Club (clubhouse, moveable heritage items and lawns) 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.*

*D. THAT following the progress of the local heritage listing through the public exhibition process, a report be brought to the relevant Council committee addressing submissions received and also the nomination for State heritage listing.*

### **3. The site**

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)*

#### **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.

Table 1 below provides a summary of the assessment of heritage significance for the *Sydney Croquet Club (clubhouse including interiors, 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 including interiors, 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"> <li>• cultural or natural places; or</li> <li>• cultural or natural environments.</li> </ul>	✓	✗

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

The assessment of heritage significance provides the following statement of significance for the *Sydney Croquet Club (clubhouse including interiors, 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)

The assessment recommends the listing of the *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* as a local heritage items in Schedule 5 of Woollahra LEP 2014. The assessment also recommends the listing of the *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* on the State Heritage Register.

The planning proposal deals only with the local heritage listing under Woollahra LEP 2014. A nomination for listing on the SHR under the *Heritage Act 1977* will be prepared following the listing in Woollahra LEP 2014, should that occur.

## 5. Consultation with the land owner

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

Woollahra Council are the landowner of the site. The leaseholder, Sydney Croquet Club, were consulted during the project. The following table outlines the contact with the Club. Overall, the Sydney Croquet Club is in support of the potential heritage listing.

31 May 2019	Notice of the heritage assessment project and request for access to the building.
1 November 2019	Notice regarding completion of draft assessment of heritage significance. Provision of the electronic link to the draft document. Invitation to provide comments.
13 February 2020	Notice of the Environmental Planning Committee meeting on 17 February 2020. Provision of the Woollahra website link to the report and the draft assessment of heritage significance.
27 February 2020	Notice requesting a meeting in response to Council's decision to defer consideration of matter. Provision of the electronic link to draft assessment of heritage significance.
12 March 2020	Notice of the Environmental Planning Committee meeting on 16 March 2020. Provision of the Woollahra website link to the report and the draft assessment of heritage significance.

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

## **6. Planning proposal**

A planning proposal has been prepared to list the *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* as a heritage item in the Woollahra LEP 2014 (*Annexure I*).

### **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 of amendment to Woollahra LEP 2014**

The objective of the amendment to Woollahra LEP 2014 is to recognise the heritage significance of *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* at Woollahra Park, off O'Sullivan Road, Rose Bay and provide it with a statutory heritage protection.

### **6.3. Explanation of provisions**

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

- Insert a listing for the *Sydney Croquet Club (clubhouse including interiors, moveable heritage items and lawns)* 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\_006) to identify a heritage item on the site at Woollahra Park, off O'Sullivan Road, 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 and residential amenity, including significant architecture and the natural environment.*

The planning proposal is also consistent with the *Woollahra Local Strategic Planning Statement* (approved by Council on 24 February 2020). 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).

## 7. Conclusion



This report seeks the advice of the Woollahra LPP on a planning proposal to list the *Sydney Croquet Club* (clubhouse including interiors, moveable heritage items and lawns) at Woollahra Park, off O'Sullivan Road, 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 outcome of the amendment to Woollahra LEP 2014.
- An explanation of the provisions that are to be included in the amendment to Woollahra LEP 2014.
- 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 for Sydney Croquet Club [↓](#) 
2. Heritage Significance Assessment for Sydney Croquet Club [↓](#) 
3. Environmental Planning Committee Agenda 17 February 2020 (Annexures removed) [↓](#)
4. Environmental Planning Committee Agenda 16 March 2020 (Annexures removed) [↓](#) 