



Planning,  
Industry &  
Environment

IRF20/4622

## Gateway determination report – PP\_2020\_WOOLL\_010\_00

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Local heritage listing of the George S. Grimley Pavilion  
and the Sydney Croquet Club

October 20



Published by NSW Department of Planning, Industry and Environment

[dpie.nsw.gov.au](http://dpie.nsw.gov.au)

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# 1 Introduction

## 1.1 Overview of planning proposal

The planning proposal is supported by the following reports and plans:

- Heritage Significance Assessment – George S. Grimley Pavilion (September 2020, Weir Phillips Heritage and Planning)
- Heritage Significance Assessment – Sydney Croquet Club (September 2020, Weir Phillips Heritage and Planning)

**Table 1 Planning proposal details**

|                                 |  |
|---------------------------------|--|
| <b>LGA</b>                      | <b>Woollahra</b>   |
| <b>PPA</b>                      | <b>Woollahra Municipal Council</b>   |
| <b>NAME</b>                     | <b>Local heritage listing of the George S. Grimley Pavilion and the Sydney Croquet Club, off O'Sullivan Road, Rose Bay</b> |
| <b>NUMBER</b>                   | <b>PP_2020_WOOLL_010_00</b>  |
| <b>LEP TO BE AMENDED</b>        | <b>Woollahra Local Environmental Plan 2014</b>   |
| <b>ADDRESS</b>                  | <b>Woollahra Park, off O'Sullivan Road, Rose Bay</b>   |
| <b>DESCRIPTION</b>              | <b>Part Lot 1319 DP 1222163</b>  |
| <b>RECEIVED</b>                 | <b>11/09/2020</b>  |
| <b>FILE NO.</b>                 | <b>IRF20/4622</b>  |
| <b>POLITICAL DONATIONS</b>      | <b>There are no donations or gifts to disclose and a political donation disclosure is not required</b>                     |
| <b>LOBBYIST CODE OF CONDUCT</b> | <b>There have been no meetings or communications with registered lobbyists with respect to this proposal</b>               |

## 1.2 Site description and surrounding area

The planning proposal applies to the George S. Grimley Pavilion, and the Sydney Croquet Club which are both located in Woollahra Park, off O'Sullivan Road, Rose Bay. The land upon which the Pavilion and Club are situated on is legally described as part Lot 1319 DP 1222163 and is zoned RE1 Public Recreation.

Woollahra Park is a Council owned open space and sports area, approximately 21.4 hectares in area. The park includes the Woollahra Golf Club, various sporting clubhouses, three playing fields and car parking. The park is bounded by New South Head Road and Rose Bay to the north, Royal Sydney Golf Club to the east and south, and O'Sullivan Road and established residential areas (predominately R2 Low Density Residential) to the west (**Figure 1**).



**Figure 1 Local context map showing Woollahra Park (outlined in blue) and the subject sites (identified in red) (source: Nearmap)**

### ***George S. Grimley Pavilion***

The George S. Grimley Pavilion (**Figure 2**) is located at the southern end of Woollahra Park (**Figures 1 and 3**).

The original pavilion was designed by architectural firm E.A. Scott and Green and constructed in 1926 to serve as a grandstand for the adjoining oval and as a place for community and private activities and functions. The pavilion was named in honour of George S. Grimley, who was a long serving Alderman and Mayor at Council.

The building has a long history of alterations and additions, of note are alterations between 1937-1950, which included an eastern single storey extension, and further additions in 1978 to replace parts of the tiered seating area on the oval side with flat roofed changing rooms. There is a forecourt in front of the pavilion to the south-west that includes a tree at the centre and car parking spaces.

The pavilion is currently used as a gym, pro-shop for the Woollahra Golf Club and the dressing rooms are used by users of the oval.





**Figure 2 George S. Grimley Pavilion and forecourt - south-western elevation (source: Weir Phillips Heritage and Planning)**



**Figure 3 Aerial map of the George S. Grimley Pavilion and surrounds (source: Nearmap)**

### ***Sydney Croquet Club***

The Sydney Croquet Club (**Figure 4**) is located in the middle of Woollahra Park (**Figure 2**). The clubhouse was designed by architect M.V.E. Woodforde and constructed in 1934. The building is substantially intact and is a rare example of a large Inter-War period split-log building.

There are two croquet lawns in front of the clubhouse and surrounding the lawns are various established trees, identified as including 3 Hill's Weeping Figs, 3 Norfolk Island Pines, a Washingtonia Palm, 3 Yellowwoods, 2 Eucalyptus sp. and 2 Brush Box (**Figure 5**). Two timber shelters built in 1964 for the use of players and onlookers are on the southern side of the lawn.

Sydney Croquet Club members continue to use the site today as a croquet club. The eastern end of the Clubhouse building is used by the Sydney Croquet Club as their clubhouse and the western end is used by Council for staff rooms and storage.



**Figure 4 Sydney Croquet Clubhouse – south elevation (source: Weir Phillips Heritage and Planning)**





Figure 5 Aerial map of the Sydney Croquet Club (source: Nearmap)

## 2 Proposal

### 2.1 Objectives or intended outcomes

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objective of the planning proposal is to amend the Woollahra LEP 2014 to recognise the heritage significance of two sites located in Woollahra Park, off O'Sullivan Road, Rose Bay and provide them with statutory heritage protection. The subject sites are:

- the George S. Grimley Pavilion (1926 building and eastern single storey 1930s extension, including interiors) and forecourt on the southern side; and
- the Sydney Croquet Clubhouse (including the interiors), moveable heritage items (including rustic benches, timber lockers, opening plaque, honour boards, pennants, historical photographs and trophies), lawns, timber shelters and 3 Hill's Weeping Figs, 3 Norfolk Island Pines, a Washingtonia Palm, 3 Yellowwoods, 2 Eucalyptus sp. and 2 Brush Box located within and adjoining the boundaries of the Clubhouse facility.

The objectives of this planning proposal are clear and adequate.

### 2.2 Explanation of provisions

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

- Insert a listing for the *George S. Grimley Pavilion (1926 building and eastern single storey 1930s extension, including interiors) and forecourt on the southern side* and the *Sydney Croquet Clubhouse (including the interiors), moveable heritage items (including rustic benches, timber lockers, opening plaque, honour boards, pennants, historical photographs and trophies), lawns, timber shelters and 3 Hill's Weeping Figs, 3 Norfolk Island Pines, a Washingtonia Palm, 3 Yellowwoods, 2 Eucalyptus sp. and 2 Brush Box located within and*



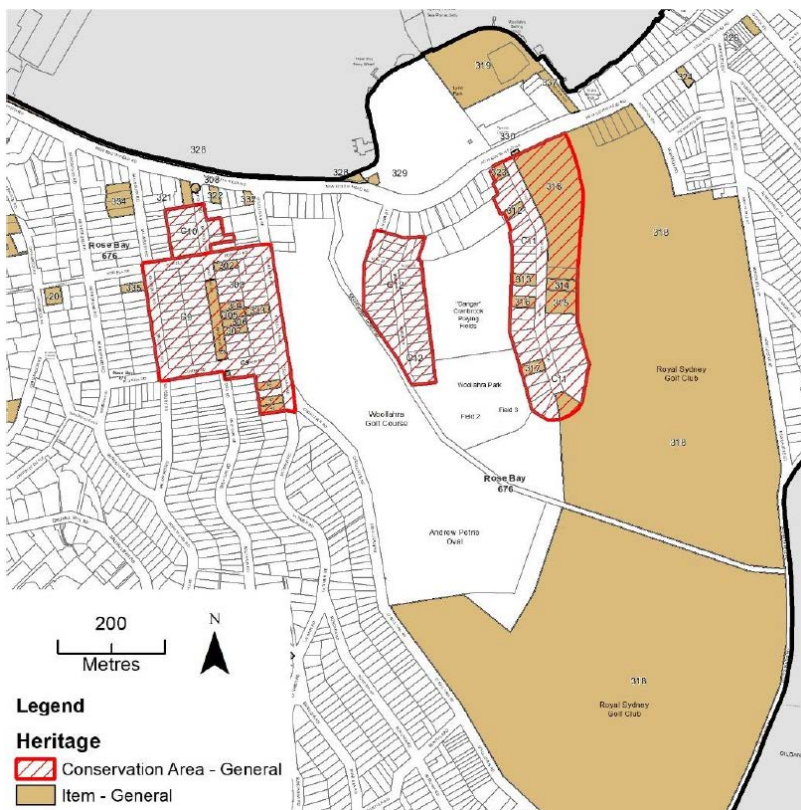
adjoining the boundaries of the Clubhouse facility in Part 1 (Heritage Items) of Schedule 5 (Environmental Heritage). The exact wording of the amendment will be determined by Parliamentary Counsel prior to the making of the LEP.

- Amend the Heritage Maps (Sheet HER\_006, HER\_002, HER\_003D and HER\_005) to identify the heritage items on the site of the *George S. Grimley Pavilion (1926 building and eastern single storey 1930s extension, including interiors)* and forecourt on the southern side, and the *Sydney Croquet Clubhouse (including the interiors)*, moveable heritage items (including rustic benches, timber lockers, opening plaque, honour boards, pennants, historical photographs and trophies), lawns, timber shelters and 3 Hill's Weeping Figs, 3 Norfolk Island Pines, a Washingtonia Palm, 3 Yellowwoods, 2 Eucalyptus sp. and 2 Brush Box located within and adjoining the boundaries of the Clubhouse facility at Woollahra Park, off O'Sullivan Road, Rose Bay.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

## 2.3 Mapping

The planning proposal includes indicative mapping showing the proposed changes to the Heritage Maps (HER\_006, HER\_002, HER\_003D and HER\_005) which is adequate for community consultation



**Figure 6 Current heritage map**

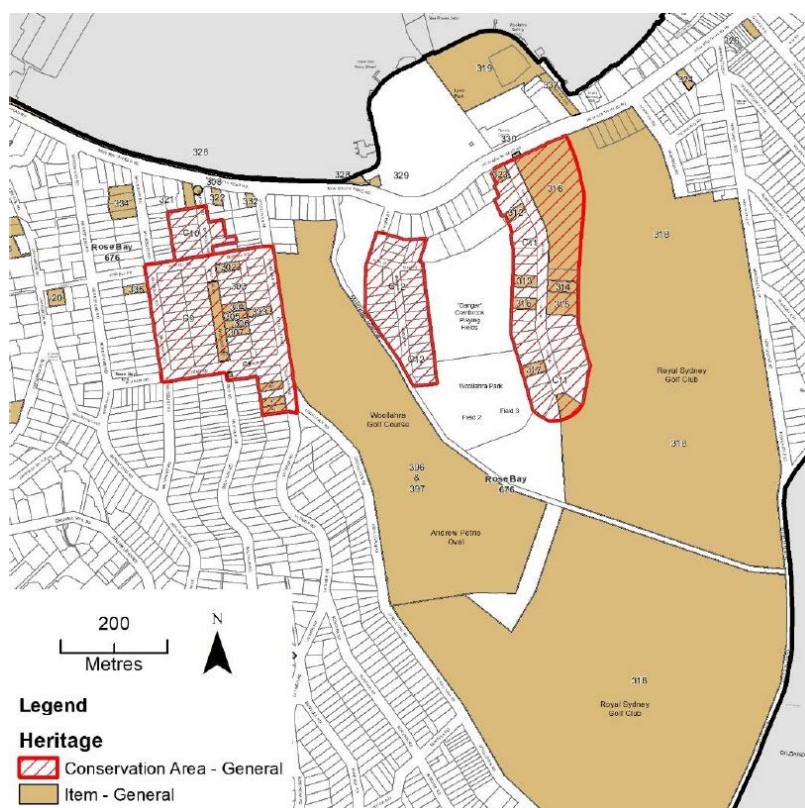


Figure 7 Proposed heritage map - George S. Grimley Pavilion and the Sydney Croquet Club

### 3 Need for the planning proposal

The planning proposal is based on the recommendations of two Heritage Significance Assessments prepared by Weir Phillips Heritage and Planning (**Attachments D1 and D2**). The assessments concluded that the items are of local heritage significance and meet the criteria for listing as local items.

The report also concluded that the Sydney Croquet Clubhouse (interiors and exteriors) are could be considered as State heritage significance. As there is a separate approval process for State heritage listing, this planning proposal only considers the local listing of the items under the Woollahra LEP.

The assessments were undertaken in accordance with the NSW Heritage Office (now Heritage NSW) Guidelines, *Assessing Heritage Significance*.

The key findings of the assessments for each item are outlined below.

#### George S. Grimley Pavilion

- **Historic significance** – The pavilion is historically significant as it was built in the mid-1920s when Council were beginning to demonstrate a strong interest in the provision of public recreational facilities. The pavilion has continually been used for community purposes since this time.

The south-western part of the building which was designed for community functions is substantially intact and readily identifiable as the original building.

- **Historical association** – The pavilion is named for George S. Grimley, a long serving alderman and Mayor of Council. The south-western half of the building is identifiable as the building designed by architects E.A. Scott and Green and is a publicly accessible work.

- **Aesthetic significance** – The pavilion is an example of an Inter-War period pavilion, primarily the south-western part of the building.
- **Representativeness** – The pavilion is a good example of an Inter-War period pavilion. Whilst the north-eastern side of the building which originally provided seating has been substantially altered, the south-western part where social functions were held are substantially intact.

### Sydney Croquet Club

- **Historical significance** – Council built the Clubhouse and lawns in the early 1930s when Council were demonstrating a strong interest in the provision of recreational facilities. The Club has continuously leased the lawns and Clubhouse from Council since 1934 and are a well-established local recreational club.  
The Clubhouse also demonstrates a high degree of integrity.
- **Historical association** – The Sydney Croquet Club has local significance for its association with Council and as it is part of a body of evidence of Council's long held interest in and provision of public recreational facilities. The Club also has significance for its association with Council's appointed architect M.V.E Woodforde.  
The moveable heritage collection, including rustic benches, timber lockers, trophies, pennants, honour boards and photographs, is of significance for its long association with the Club.
- **Aesthetic significance** - The Clubhouse has local and State significance as it is a rare and intact example of an Inter-War period split-log building. Few examples of this construction technique of this size and integrity appear to survive in NSW. The Clubhouse and lawns have high visual and sensory appeal, and the vegetation that surrounds them creates a unique, self-contained setting that has developed as the surrounding trees have matured.
- **Technical/research significance** – The Clubhouse has technical significance at both a local and State level as it is a rare example of a large Inter-War period split log building. The Club is an example of a long running local club using facilities provided for by Council.
- **Social significance** – No formal evaluation of social values has been carried out as part of the heritage significance assessment. However, the Clubhouse and lawns are considered to have social significance at a local level based on anecdotal evidence from club members who take great pride in their Clubhouse and lawns.
- **Rarity** – The Clubhouse has local and State significance as a rare example of a large Inter-War period split log building. It is the only known example in Woollahra and few examples of this construction technique of this size and integrity appear to survive in NSW.
- **Representativeness** – The Club has local representativeness significance as it is a fine example of a long-standing recreational club with an unbroken association with its premises. The site also demonstrates Council's growing interest during the Inter-War period in the provision of public recreational facilities.

The objective of the planning proposal is to recognise and provide the statutory mechanism to protect the heritage significance of the sites.

The planning proposal states that the best and only means of achieving the objective is through the planning proposal process. Alternative options, such as adding site specific objectives to the Woollahra Development Control Plan 2015 or including heritage conservation conditions to a development consent for the sites would not provide the same level of heritage protection and recognition.

## 4 Strategic assessment

### 4.1 District Plan

The site is in the Eastern City District and the Greater Sydney Commission released the Eastern City District Plan on 18 March 2018. The plan contains planning priorities and actions to guide the growth of the district while improving its social, economic and environmental assets.

The planning proposal is consistent with the relevant priorities for liveability and productivity in the plan as outlined below.

The Department is satisfied that the planning proposal gives effect to the District Plan in accordance with section 3.8 of the *Environmental Planning and Assessment Act 1979*. The following table includes an assessment of the planning proposal against relevant directions and actions.

**Table 3 District Plan assessment**

| District Plan  | Justification   |
|--|---|
| Planning Priority E6: Creating and renewing great places and local centres, and respecting the District's heritage | The planning proposal is consistent with this Priority as it seeks to provide the statutory mechanism to protect and respect the District's heritage. The proposal will recognise and provide on-going protection of the heritage significance of the Pavilion and Croquet Club through listing them on the Woollahra LEP 2014. |
| Planning Priority E13: Supporting growth of targeted industry sectors  | The planning proposal will facilitate conservation of the Pavilion and Croquet Club, which could contribute to cultural tourism and the local economy.  |

### 4.2 Local

The proposal states that it is consistent with the following local plans and endorsed strategies. It is also consistent with the strategic direction and objectives, as stated in the table below:

**Table 2 Local strategic planning assessment**

| Local Strategies                          | Justification   |
|---|---|
| Local Strategic Planning Statement (LSPS) | <p>The planning proposal is consistent with the endorsed Woollahra LSPS, particularly with <i>Planning Priority 5 - Conserving our rich and diverse heritage</i>, under the theme of <i>Liveability</i>.</p> <p>The proposal intends to facilitate the conservation and protection of the sites which have been identified as having local heritage significance in a heritage significance assessment commissioned by Council.</p> |



Community  
Strategic Plan  
(CSP)

The planning proposal is consistent with Council's CSP, particularly with strategy 4.3 in Goal 4 (Well-planned neighbourhood) – *Protect our heritage, including significant architecture and the natural environment*.

The proposal seeks to recognise and protect the local heritage significance of the sites.

## 4.3 Local planning panel (LPP) recommendation

The George S. Grimley Pavilion and the Sydney Croquet Club were originally progressed as separate, individual planning proposals and were each considered by the Woollahra LPP, as outlined below.

On 7 May 2020, the LPP considered a report on the planning proposal for the Sydney Croquet Club. The LPP recommended Council proceed with the proposal subject to various updates, including considering the heritage significance of the two timber shelters and identifying individual trees to enable their inclusion in the description of the heritage listing.

On 21 May 2020, the LPP considered a report on the planning proposal for the George S. Grimley Pavilion and recommended to Council that it be supported, subject to the description being revised to ensure it sufficiently recognises the heritage significance of the building and its setting.

The LPP also advised Council to combine the planning proposals into a single planning proposal.

Council accepted the LPP's advice at its meeting of 3 August 2020, albeit with a minor modification to two figures in the heritage significance assessment for the George S. Grimley Pavilion and resolved to submit the planning proposal to the Department for a Gateway determination.

## 4.4 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

**Table 3 9.1 Ministerial Direction assessment**

| Directions                | Consistent/ Not Applicable | Reasons for Consistency or Inconsistency   |
|---------------------------|----------------------------|--|
| 2.3 Heritage Conservation | Consistent                 | <p>This Direction requires that a planning proposal must contain provisions which facilitate the conservation of items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance, as identified in a study of the environmental heritage of the area.</p> <p>The planning proposal is informed by heritage significance assessments prepared by Weir Phillips Heritage and Planning. The assessments were undertaken in accordance with the NSW Heritage Office guidelines. The reports concluded that the subject sites satisfy the relevant criteria for local heritage listing and thereby the proposal is warranted. The proposal will facilitate the conservation and protection of these sites and is therefore considered to be consistent with this Direction.</p> |

## 4.5 State environmental planning policies (SEPPs)

The planning proposal is consistent with all relevant SEPPs.

## 5 Site-specific assessment

### 5.1 Environmental

There are no critical habitat areas, threatened species, populations or ecological communities or their habitats present on the subject sites. There are no likely environmental impacts that would arise as a result of the planning proposal.

### 5.2 Social and economic

Social: The planning proposal is unlikely to result in any adverse social impact. Listing the sites as heritage items will help to conserve the heritage significance and allow for appreciation of the items by the local community.

Economic: The planning proposal is not expected to generate any negative economic impacts. The conservation of the sites through heritage listing would protect the character of the area. The proposal does not change zoning or development standards.

### 5.3 Infrastructure

There is no significant infrastructure demand that will result from the planning proposal. The planning proposal does not involve any amendments to the planning controls that will facilitate intensified development. Both sites have access to adequate public infrastructure such as water, sewer, electricity and transport services.

## 6 Consultation

### 6.1 Community

Council proposes a community consultation period of a minimum of 28 days.

The exhibition period proposed is considered appropriate, and forms a condition of the Gateway determination.

### 6.2 Agencies

Council has nominated to consult with Heritage NSW about the planning proposal.

This is considered appropriate and it is recommended Heritage NSW be consulted with on the planning proposal and given at least 21 days to comment.

## 7 Timeframe

Council proposes a 7 month time frame to complete the LEP (by April 2021).

The Department recommends a time frame of 12 months to allow for some flexibility for Council to finalise the planning proposal.

A condition to the above effect is recommended in the Gateway determination.

## 8 Local plan-making authority

Council has advised that it would like to exercise its functions as a Local Plan-Making authority.

As the planning proposal is minor in nature and of local significance, the Department recommends that Council be authorised to be the local plan-making authority for this proposal.

## 9 Assessment Summary

The planning proposal is supported to proceed with conditions for the following reasons:

- The proposed heritage listings are supported by heritage significance assessment reports and inventory sheets which determined that the sites are of local heritage significance. The heritage significance assessment has been undertaken in accordance with the NSW Heritage Office Guidelines;
- The proposal will recognise and provide on-going protection of the heritage significance of the sites; and
- The proposal is consistent with the Eastern City District Plan, Council's local strategic plans, and relevant SEPPs and Section 9.1 Directions.

Based on the assessment outlined in this report, the proposal is required to be updated prior to consultation to:

- Update the project timeline to reflect the timeframe allowed to complete the LEP, where appropriate.

## 10 Recommendation

It is recommended that the delegate of the Minister determine that the planning proposal should proceed subject to the following conditions:

1. The planning proposal is to be updated prior to community consultation to:
  - Update the project timeline to reflect the timeframe allowed to complete the LEP, where appropriate.
2. Consultation is required with the following public authority:
  - Heritage NSW
3. The planning proposal is to be made available for community consultation for a minimum of 28 days.
4. The timeframe for completing the LEP is to be 12 months from the date of the Gateway determination.
5. Given the nature of the proposal, Council should be authorised to be the local plan-making authority.



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