

Oatlands Golf Club Residential Development

Non-Aboriginal (Historical) Statement
of Heritage Impact

Report to Oatlands Golf Club

October 2021



Artefact Heritage
ABN 73 144 973 526
Suite 56, Jones Bay Wharf
26-32 Pirrama Road
Pyrmont NSW 2009
Australia

+61 2 9518 8411
office@artefact.net.au

Document history and status

Revision	Date issued	Author	Reviewed by	Date approved	Revision type
1	22/10/2021	SS/LS	SW	22/10/2021	First draft
2	29/10/2021	LS	SM	29/10/2021	Second draft
3	29/10/2021	LS		29/10/2021	Final

Project number & name:	21206: Oatlands Golf Club
Authors:	Sammuel Sammut
Project manager:	Lauren Schutz
Name of organisation:	Artefact Heritage
Document version:	Final

©Artefact Heritage Services

This document is and shall remain the property of Artefact Heritage Services. This document may only be used for the purposes for which it was commissioned and in accordance with the Terms of the Engagement for the commission. Unauthorised use of this document in any form whatsoever is prohibited.

Disclaimer: Artefact Heritage Services has completed this document in accordance with the relevant federal, state and local legislation and current industry best practice. The company accepts no liability for any damages or loss incurred as a result of reliance placed upon the document content or for any purpose other than that for which it was intended.

EXECUTIVE SUMMARY

Overview

This Statement of Heritage Impact (SoHI) has been prepared by Artefact Heritage Services (Artefact Heritage) on behalf of the Oatlands Golf Club to assess the potential impact of a proposed residential development at Oatlands Golf Club on surrounding items of heritage significance.

The aim of this SoHI is to identify any heritage items which may be impacted by the proposed development, to determine the level of heritage significance of each item, assess potential impacts to heritage items, recommend mitigation measures to reduce the level of heritage impact and to identify heritage management and statutory obligations.

Conclusions

- The proposed works would have **negligible** physical impacts to the heritage item adjacent to the study area.
- The proposed works would likely generate a **moderate** visual impact to the heritage item neighbouring the study area. However, consideration would need to be given to the proposed form, detailing and materiality of the new buildings, in order to minimise the potential visual impact on the heritage item and the existing setting.
- Due to the potential for archaeological remains present within the study area, as identified within the Oatlands House Conservation Management Plan (CMP), a comprehensive archaeological assessment would be required for the Development Application.

Recommendations

The following recommendations will aid in mitigating the heritage impact of the proposed works:

- A comprehensive Statement of Heritage Impact which assesses the potential impact of the final design, materials and finishes will be required for the development application.
- A materials and finishes schedule which includes consideration of the existing setting and Oatlands House is recommended to be developed in conjunction with a suitably qualified heritage consultant with any future Development Application.
- A Photographic Archival Recording (PAR) should be undertaken to document the setting of Oatlands House and the existing golf club prior to demolition.
- A comprehensive Archaeological Assessment would be required for the development application.

CONTENTS

1.0	Introduction.....	1
1.1	Project background.....	1
1.2	Location	1
1.3	Proposed works.....	2
1.4	Report limitations	2
1.5	Authorship.....	2
2.0	Legislative Context.....	3
2.1	Overview.....	3
2.2	Identification of heritage listed items	3
2.3	Environment Protection and Biodiversity Conservation Act 1999.....	3
2.3.1	Commonwealth Heritage List	4
2.3.2	National Heritage List	4
2.4	Heritage Act 1977	4
2.4.1	The 'Relics provisions' 2009.....	4
2.4.2	State Heritage Register (SHR)	5
2.4.3	Section 170 registers.....	6
2.5	Environmental Planning and Assessment Act 1979	6
2.5.1	The City of Parramatta Local Environmental Plan 2011	6
2.6	Summary of Heritage Listings	7
3.0	Historical Context.....	9
3.1	General background	9
3.2	Oatlands House & Estate	9
3.3	Oatlands Golf Club	10
4.0	Physical Evidence	13
4.1	Site Inspection	13
4.2	Existing Setting	13
5.0	Assessment of Heritage Significance	15
5.1	Definition and approach.....	15
5.2	The Study Area.....	16
5.2.1	Listed heritage items	16
5.2.2	Unlisted heritage items	16
5.2.3	Historical themes	17
5.2.4	Fulfilment of the NSW Heritage Assessment criteria	17
5.2.5	Statement of significance	18
5.3	Oatlands House, 42 Bettington Road (LEP Item No. I451).....	18
5.3.1	Description	18

5.3.2	Fulfilment of the NSW Heritage Assessment criteria	18
5.3.3	Statement of significance	19
6.0	Heritage Impact Assessment	20
6.1	Overview	20
6.2	Proposed works	20
6.3	Assessment of heritage impact	22
6.3.1	Impacts to listed heritage items	22
6.3.2	Potential Archaeological Impacts	26
6.4	Heritage Impact Assessment.....	28
7.0	Conclusions and Recommendations	29
7.1	Conclusions	29
7.2	Recommendations.....	29
8.0	References	30

FIGURES

Figure 1: Study Area.....	1
Figure 2: Heritage items surrounding the study area.	8
Figure 3: Rough draft of the Estate of Oatlands near Parramatta sold by Mr Simpson to Mr Bettington: surveyed 27 th 28 th Sept. 1838. Source: SLNSW Maps/0098.	10
Figure 4: Oatlands House, Bettington Road, Oatlands, NSW, 1927, E.G. Shaw. Source: Caroline Simpson Library & Research Collection, SLM - 42046.	11
Figure 5: 1943 aerial photograph of Oatlands. Military structures can be seen between the clubhouse and Oatlands House. Source: Sixmaps.	12
Figure 6: Oatlands Golf Club clubhouse entrance.	13
Figure 7: View of clubhouse from northeast.	13
Figure 8: Oatlands Golf Club Professional Shop, formerly the Oatlands Estate's stables.....	14
Figure 9: Oatlands House main entrance.....	14
Figure 10: Southern border of Oatlands Golf Club. Residential properties visible in foreground, with Parramatta's CBD visible in the background.	14
Figure 11: The golf course creates a rural appearance, enhancing Oatlands House's setting.	14
Figure 12: Proposed development plans, Oatlands House in top right of frame. Source: Mirvac.	21
Figure 13: Cross-section plan. Source: Mirvac.	21
Figure 14: View Analysis - Before: facing west, Oatlands House entry in view.	24
Figure 15: View Analysis - After: facing west, outline of proposed development in background.	24
Figure 16: View Analysis - Before: facing north, current clubhouse on left of frame opposite former stables on right of frame.	25
Figure 17: View Analysis - After: facing north, proposed development opposite former stables.	25
Figure 18: Archaeological potential map. Source: Godden Mackay Logan 2006.	27

TABLES

Table 1: Heritage listed items within 200m of the study area.....	7
Table 2. NSW Heritage Assessment Criteria	16
Table 3. Significance assessment of the study area.....	17
Table 4. Significance assessment of the heritage item.....	18
Table 5: Potential Archaeological Resources outlined in Oatlands House CMP with the potential to be present in the study area.	26
Table 6. Heritage Impact Assessment	28

1.0 INTRODUCTION

1.1 Project background

This Statement of Heritage Impact (SoHI) has been prepared by Artefact Heritage Services (Artefact Heritage) on behalf of Oatlands Golf Club to assess the impact of proposed development at Oatlands Golf Club on surrounding items of heritage significance. This SoHI has been prepared to accompany a Site Compatibility Certificate Application to the Department of Planning and Environment.

The aim of this SoHI is to identify any heritage items which may be impacted by the proposed development, to determine the level of heritage significance of each item, assess potential impacts of the proposed bulk and scale on the heritage items, recommend mitigation measures to reduce the level of heritage impact and to identify heritage management and statutory obligations.

1.2 Location

The study area (Figure 1) is located within the boundaries of the Oatlands Golf Club, Oatlands. The suburb of Oatlands which is situated in the City of Parramatta Local Government Area (LGA), is located 23 kilometres north-west of the Sydney CBD. The cadastral boundaries of the Oatlands Golf Club are defined by Bettington Road to the west and to the east by Vineyard Creek, whilst the northern and southern boundaries are delineated by predominantly residential properties. The study area itself abuts the Golf Club's western border along Bettington Road, and part of its southwest boundary, bordering on the adjoining properties. The study area includes the existing clubhouse and associated carpark, as well as a small portion of the golf course itself.



Figure 1: Study Area.

1.3 Proposed works

Oatlands Golf Club (the client) is proposing to construct a Seniors Living (Over 55's) development within the boundaries of the Oatlands Golf Club. These works would involve the demolition of current structures within the study area, including the present clubhouse. According to the plans provided by the client, five new buildings will be constructed within this area, ranging from three to six storeys in height above the Bettington Road entry level. These structures will be primarily residential, although the lower levels of the proposed structure in the north-eastern corner of the study area would serve as the new clubhouse for the Oatlands Golf Club. These works will involve excavation of the area, as three basement levels are being proposed, with these levels proposed for parking space and service locations.

1.4 Report limitations

Background research prepared for this assessment does not involve the review of primary historical sources and is derived from existing secondary historical sources. Likewise, the assessments of significance are derived from existing heritage listing information.

1.5 Authorship

This report was prepared by Sammuel Sammut (Graduate Heritage Consultant) and Lauren Schutz (Senior Heritage Consultant). Management input and review was provided by Josh Symons (Technical Director).

2.0 LEGISLATIVE CONTEXT

2.1 Overview

This section discusses the heritage management framework, notably legislative and policy context, applicable to the study area.

2.2 Identification of heritage listed items

There are several items of legislation relevant to the study area. Heritage listed items within and adjacent to the study area were searched for on the following relevant state and federal statutory heritage registers:

- World Heritage List (WHL)
- Commonwealth Heritage List (CHL)
- National Heritage List (NHL)
- State Heritage Register (SHR)
- City of Parramatta Local Environmental Plan (LEP) 2011
- Section 170 Heritage and Conservation Registers.

Non-Statutory registers were also searched, including:

- Register of the National Estate (RNE)
- The National Trust Register

Items listed on these registers have been previously assessed against the NSW *Archaeological Assessment Guidelines*.¹ Statements of heritage significance, based on the NSW Heritage Assessment guidelines, as they appear in relevant heritage inventory sheets and documents, are provided in this assessment.

2.3 Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) provides a legislative framework for the protection and management of matters of national environmental significance, that is, flora, fauna, ecological communities and heritage places of national and international importance. Heritage items are protected through their inscription on the World Heritage List, Commonwealth Heritage List or the National Heritage List. The EPBC Act stipulates that a person who has proposed an action that will, or is likely to, have a significant impact on a World, National or Commonwealth Heritage site must refer the action to the Minister for Sustainability, Environment, Water, Population and Communities (hereafter Minister). The Minister will then determine if the action requires approval under the EPBC Act. If approval is required, an environmental assessment would need to be prepared. The Minister would approve or decline the action based on this assessment. A significant impact is defined as “an impact which is important, notable, or of consequence, having regard to its context or intensity.” The significance of the action is based on the sensitivity, value and quality of the environment that is to be impacted, and the

¹ NSW Heritage Office, 1996. *NSW Heritage Manual, the Archaeological Assessment Guidelines*; NSW Heritage Office, 2009. *Assessing Significance for Historical Archaeological Sites and 'Relics'*; NSW Heritage Office, 2009. *Guidelines for the Preparation of Archaeological Management Plans*.

duration, magnitude and geographic extent of the impact. If the action is to be undertaken in accordance with an accredited management plan, approval is not needed and the matter does not need to be referred to the Minister.

2.3.1 Commonwealth Heritage List

The Commonwealth Heritage List has been established to list places of outstanding heritage significance to Australia. It includes natural, historic and Indigenous places that are of outstanding national heritage value to the Australian nation.

There are **no** items listed on the Commonwealth Heritage List within the study area or within 200m of the study area.

2.3.2 National Heritage List

The National Heritage List has been established to list places of outstanding heritage significance to Australia. It includes natural, historic and Indigenous places that are of outstanding national heritage value to the Australian nation.

There are **no** items listed on the National Heritage List within the study area or within 200m of the study area.

2.4 Heritage Act 1977

The NSW *Heritage Act 1977* is the primary item of State legislation affording protection to items of environmental heritage in NSW. The Heritage Act is designed to protect both listed heritage items, such as standing structures, and potential archaeological remains or relics.

Under the Heritage Act, 'items of environmental heritage' include places, buildings, works, relics, moveable objects and precincts identified as significant based on historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic values. State significant items are listed on the NSW State Heritage Register (SHR) and are given automatic protection under the Heritage Act against any activities that may damage or affect its heritage significance.

2.4.1 The 'Relics provisions' 2009

The Heritage Act also provides protection for 'relics', which includes archaeological material or deposits. According to Section 139 (Division 9: Section 139, 140-146):

- (1) *A person must not disturb or excavate any land knowingly or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, damaged or destroyed unless the disturbance is carried out in accordance with an excavation permit.*
- (2) *A person must not disturb or excavate any land on which the person has discovered or exposed a relic except in accordance with an excavation permit.*
- (3) *This section does not apply to a relic that is subject to an interim heritage order made by the Minister or a listing on the State Heritage Register.*
- (4) *The Heritage Council may by order published in the Gazette create exceptions to this section, either unconditionally or subject to conditions, in respect of any of the following:*
 - a. *Any relic of a specified kind or description,*
 - b. *Any disturbance of excavation of a specified kind or description,*

c. Any disturbance or excavation of land in a specified location or having specified features or attributes,

d. Any disturbance or excavation of land in respect of which an archaeological assessment approved by the Heritage Council indicates that there is little likelihood of there being any relics in the land.

Section 4 (1) of the Heritage Act (as amended in 2009) defines a relic as:

...any deposit, artefact, object or material evidence that:

relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and is of State or local heritage significance

A relic has been further defined as:

Relevant case law and the general principles of statutory interpretation strongly indicate that a 'relic' is properly regarded as an object or chattel. A relic can, in some circumstances, become part of the land be regarded as a fixture (a chattel that becomes permanently affixed to land).²

Excavation permits are issued by the Heritage Council of NSW or its Delegate under Section 140 of the Heritage Act for relics outside of an SHR curtilage, or under Section 60 for significant archaeological remains within an SHR curtilage. An application for an excavation permit must be supported by an ARD and Archaeological Assessment prepared in accordance with the NSW Heritage Division archaeological guidelines. Minor works that will have a minimal impact on archaeological relics may be granted an exception under Section 139 (4) of the Heritage Act for areas not within an SHR curtilage or an exemption under Section 57 (2) of the Heritage Act for areas within an SHR curtilage.

The Heritage Act identifies 'works' as being in a separate category to archaeological 'relics.' 'Works' refer to past evidence of infrastructure. 'Works' may be buried, and therefore archaeological in nature, however, exposure of a 'work' does not trigger reporting obligations under the Heritage Act. 'Works', as items of environmental heritage, have the potential to provide information that contributes to our knowledge of past practices, and good environmental practice recognises this.

2.4.2 State Heritage Register (SHR)

The SHR was established under Section 22 of the Heritage Act and is a list of places and objects of particular importance to the people of NSW, including archaeological sites. The SHR is administered by Heritage NSW and includes a diverse range of over 1,500 items, in both private and public ownership. To be listed, an item must be deemed to be of heritage significance for the whole of NSW.

To carry out activities within the curtilage of an item listed on the SHR, approval must be gained from the Heritage Council by securing a Section 60 permit. In some circumstances, under Section 57(2) of the Heritage Act, a Section 60 permit may not be required if works are undertaken in accordance with the NSW Heritage branch document *Standard Exemptions Guidance Document*.

There are **no** SHR listed items within the study area or within 200m of the study area.

² Heritage Office, 2009. *Assessing Significance for Historical Archaeological Sites and 'Relics'*, p. 7.

2.4.3 Section 170 registers

Under the Heritage Act all government agencies are required to identify, conserve and manage heritage items in their ownership or control. Section 170 requires all government agencies to maintain a Heritage and Conservation Register that lists all heritage assets and an assessment of the significance of each asset. They must ensure that all items inscribed on its list are maintained with due diligence in accordance with State Owned Heritage Management Principles approved by the Government on advice of the NSW Heritage Council. These principles serve to protect and conserve the heritage significance of items and are based on NSW heritage legislation and guidelines.

There are **no** s170 register listed items within the study area or within 200m of the study area.

2.5 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (NSW) (EP&A Act) establishes the framework for cultural heritage values to be formally assessed in the land use planning and development consent process. The EP&A Act requires that environmental impacts are considered prior to land development; this includes impacts on cultural heritage items and places as well as archaeological sites and deposits. The EP&A Act requires that Local Governments prepare planning instruments (such as Local Environmental Plans [LEPs] and Development Control Plans [DCPs]) in accordance with the Act, to provide guidance on the level of environmental assessment required.

2.5.1 The City of Parramatta Local Environmental Plan 2011

Local Environmental Plans (LEPs) are prepared by councils in accordance with the EP&A Act to guide planning divisions for LGAs. The aim of LEPs in relation to heritage is to conserve the heritage significance listed within this schedule.

The study area falls within the boundary of the City of Parramatta LGA, with Oatlands included within the Parramatta LEP 2011. Heritage items listed on the Parramatta LEP 2011 are managed in accordance with the provisions of *Section 5.10 Heritage conservation* of the LEP. Under *Clause 5.10 (5) Heritage assessment*³:

The consent authority may, before granting consent to any development—

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance

A search of the NSW State Heritage Inventory⁴ and the Parramatta LEP 2011 indicates that there are **no** heritage items listed within the study area. There is **one** heritage item listed on the Parramatta LEP 2011 within 200m of the study area (Figure 2).

³ 'Parramatta Local Environmental Plan 2011 - NSW Legislation'.

⁴ Hms.heritage.nsw.gov.au

2.6 Summary of Heritage Listings

The search of heritage registers has not identified any listed heritage items within the study area. One heritage item is located within 200m of the study area, which is listed below:

Table 1: Heritage listed items within 200m of the study area.

Item name	Location	Type	Distance to Study Area (m)	LEP Number
Oatlands House	42 Bettington Road	Built	80m	I451

Oatlands Golf Club Residential Development Non-Aboriginal (Historical) Heritage Impact Assessment



Figure 2: Heritage items surrounding the study area.

3.0 HISTORICAL CONTEXT

3.1 General background

Prior to British colonisation, the Parramatta region was inhabited by the Burramattagal clan of the Darug people for over 60,000 years.⁵ The Burramattagal had a strong connection to the Parramatta River and made use of its abundant resources. They also practiced fire-stick farming on the surrounding land in order to cultivate its plant and animal species. In 1788, Governor Arthur Phillip sent exploratory expeditions up the Parramatta River, in search of more fertile lands that would be suitable for establishing farms for the fledgling colony. A site, which would later become Parramatta, was determined suitable, the land was cleared for agricultural purposes and a settlement was established. These actions consequently displaced a significant number of the Burramattagal and led to conflict between the First Nations people and the British colonists.

Originally known as Rose Hill (named after the Secretary to the British Treasury at the time, George Rose⁶), the site was renamed 'Parramatta' by Governor Phillip in 1792, marking the first time that a place was named after the original name given to it by First Nations peoples ('Burramatta', which translates to "eel place"). Parramatta began to develop as a major urban centre within the Cumberland region, featuring various industries, military facilities, and government and administrative buildings. As such, the land around Parramatta was gradually developed and various parcels of land were granted to individuals.

3.2 Oatlands House & Estate

One such grant was made to Lieutenant Percy Simpson, who was posted to Parramatta as Superintendent of Roads.⁷ In 1833, Simpson constructed Oatlands House on his land and purposed the rest of the estate toward agricultural pursuits. In 1840, Simpson sold Oatlands House and the surrounding land to James Brindley Bettington, who became a prominent individual in Parramatta's commerce and a member of the Legislative Council. At this time, orchards and vineyards were becoming a dominant feature in the surrounding district of Dundas⁸. Accordingly, Bettington established vineyards on the Oatlands Estate, with the wines produced there going on to win awards in Europe, thus identifying Oatlands Estate as an early example of a successful Australian vineyard. Bettington was also one of the leading figures in the establishment of the merino sheep industry within Australia, and utilised land on the Estate for this purpose. The Oatlands Estate continued to be owned by the Bettington family until 1926, when it was sold off.

⁵ 'Aboriginal and Torres Strait Islander Community | City of Parramatta'.

⁶ Kass, 'Parramatta | The Dictionary of Sydney'.

⁷ Goodman, 'Oatlands - A Brief History | Parramatta History and Heritage'.

⁸ 'Heritage Item - Oatlands House'.

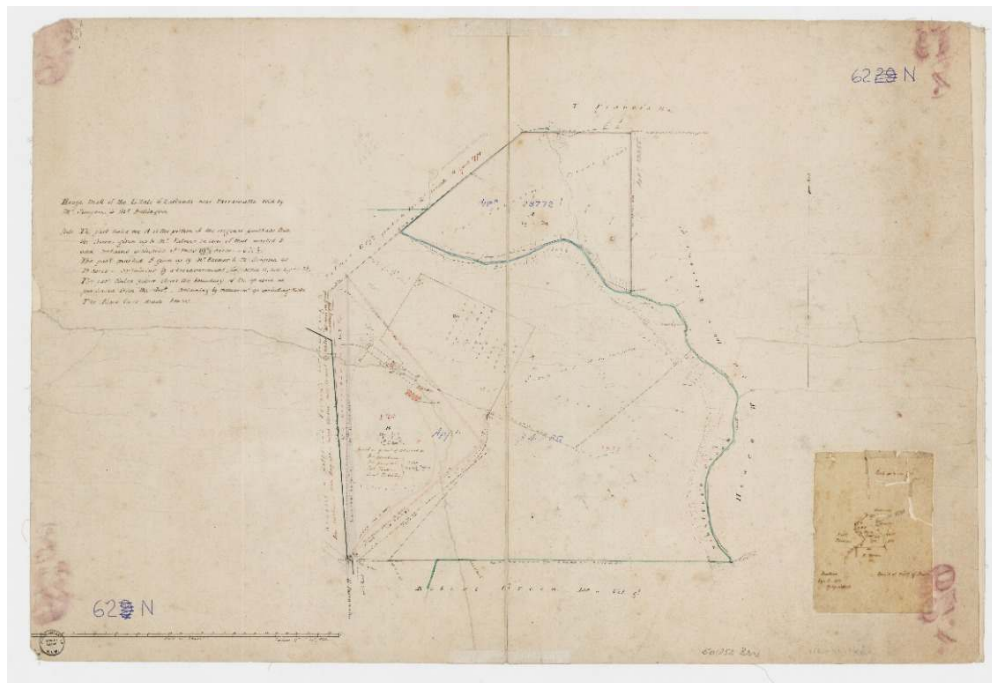


Figure 3: Rough draft of the Estate of Oatlands near Parramatta sold by Mr Simpson to Mr Bettington: surveyed 27th 28th Sept. 1838. Source: SLNSW Maps/0098.

The land and Oatlands House were purchased from the Bettington family by A.C. Berk and his son-in-law Victor Audette. The two men were avid golfers and set about developing the Oatlands Estate into a golf course, which included the acquisition of land from the neighbouring Benson Estate to enlarge the course.⁹

3.3 Oatlands Golf Club

By 1930, the first six holes were open, and in 1931 the Dundas Golf Club was opened with nine holes available for play and a completed clubhouse.



Figure 4: Opening of the Golf Course in 1931. (Source: Oatlands Golf Club)

⁹ 'Club History - Oatlands Golf Club'.



Figure 5: Photograph of the Clubhouse in 1931. (Source: Oatlands Golf Club)

By the following year, all eighteen holes were completed and available for members to play on. During the following years, the course grew to be highly regarded within the golfing community and several prominent golfers of the period played there.



Figure 6: Oatlands House, Bettington Road, Oatlands, NSW, 1927, E.G. Shaw. Source: Caroline Simpson Library & Research Collection, SLM - 42046.

However, in the period between 1942 and 1947, the course was commandeered by the Australian Army, meaning members were not able to play there. The Army stationed 1000 members of the Corps of Signals 2 at the golf course, with Oatlands House being used as the officers' residence, the clubhouse being used as the mess hall, and the fairway of the 8th hole being set aside as parking for the Corps' vehicles¹⁰. The Army returned control of the course to the Dundas Golf Club in 1947, although their use of the site had caused significant damage to many of the holes. This resulted in extensive rehabilitation works to the course, including the redesign of several holes and an increased membership fee when the club reopened.

¹⁰ 'Club History - Oatlands Golf Club'.



Figure 7: 1943 aerial photograph of Oatlands. Military structures can be seen between the clubhouse and Oatlands House. Source: Sixmaps.

In 1958, Berk and Audette sold the Dundas Golf Club to a group called the Oatlands Golf Club. Although the motivations behind this sale are unclear, it is likely that the financial hardships instigated by the Army's occupation of the course played a role. In the same year, although on a separate title, Oatlands House was itself sold to the Donoghue family, who performed restoration and renovation works to the property in order to utilise it as a wedding and function venue¹¹.

The ensuing years were a period of development for the Oatlands Golf Club, Oatlands House, and the surrounding suburb of Dundas. In 1962, the Golf Club demolished their previous Professional's Shop and converted the former stables of Oatlands House to fit this purpose. Furthermore, the surrounding area had experienced a significant increase in housing and urbanisation in the years following the war, and this marked the beginning of the shift from a rural area to an urban one. In response to this growth, a Post Office was constructed in 1967 to service the area, which received the status of suburb and was given the name Dundas West. However, in 1993, the suburb's name was changed to Oatlands in honour of the Oatlands Estate and the role it had played in shaping the current suburb. Little information is available surrounding Oatlands House itself in the final years of the 20th century, and so it is unclear what developments occurred to the property at this time. But, in 2012 the property was purchased by a company called Navarra Venues who still possess ownership currently. Following the purchase, Oatlands House underwent further modifications.

¹¹ Goodman, 'Oatlands - A Brief History | Parramatta History and Heritage'.

4.0 PHYSICAL EVIDENCE

4.1 Site Inspection

An inspection of the subject site was conducted on 21 September 2021 by Sammuell Sammut (Graduate Heritage Consultant) and Lauren Schutz (Senior Heritage Consultant) of Artefact Heritage. The aim of the site inspection was to identify any potential impacts to the surrounding heritage items that may occur as a result of the proposed development. The inspection was undertaken on foot and a photographic record was made.

4.2 Existing Setting

The study area contains the current Oatlands Golf Club clubhouse and associated parking lot. The clubhouse is a single storey masonry building with a terracotta tiled hipped roof. Glazing along the exterior provides expansive views of the golf course from the dining area, and a timber verandah wraps around the northern and eastern elevations, accessible from glazed French doors.



Figure 8: Oatlands Golf Club clubhouse entrance, as viewed facing south-east.



Figure 9: View of the clubhouse from the golf course, facing north-east.

To the east of the clubhouse lies the current Professional Shop, which has been established in the former Oatlands Estate stable (Figure 10). The structure retains its original sandstone fabric, despite considerable changes including the installation of additional windows. Further east beyond the Professional Shop, although largely obscured from the study area by vegetation, is Oatlands House (Figure 11). The heritage-listed structure, which is currently used as a function venue, retains much of its historic aesthetic. However, considerable additions have been constructed, including a pergola area to the west. Both of these items serve to reinforce the historic nature of the Oatlands region.

The western portion of the study area is the location of the parking lot associated with the clubhouse. This border also abuts Bettington Road, which provides the entry and exit points for the Golf Club. Suburban low- to medium-density properties reside immediately opposite the study area on this western border. Such properties surround the Golf Club on its southern and western borders, and parts of its northern border also (Figure 12). However, vegetation on its eastern side proved a barrier between the Golf Club and surrounding housing.

Whilst the Golf Club itself is located within a suburban area, the vegetation and open spaces created by the various holes of the course give the appearance of a more rural and natural setting (Figure 13). This appearance dominates the study area's northern and eastern borders, but it is less prevalent on the study area's southern and western sides due to the proximity of neighbouring properties and views towards Parramatta's urban centre.



Figure 10: Oatlands Golf Club Professional Shop, formerly the Oatlands Estate stables, facing south.



Figure 11: Primary entrance of Oatlands House, as viewed facing north-west.



Figure 12: View towards the southern boundary of Oatlands Golf Club, as viewed facing south-east. Residential properties visible in foreground, with the Parramatta CBD visible in the background.



Figure 13: Extensive vegetation within the subject site, contributing to the Oatlands House garden setting and enhancing the separation with the Golf Course.

5.0 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 Definition and approach

Heritage items and a potential archaeological resource should be managed in terms of significance. Determining heritage and archaeological significance is undertaken by utilising a system of assessment centred on the *Burra Charter* (Australia ICOMOS 2013). The principles of the charter are relevant to the assessment, conservation and management of sites and relics. The assessment of heritage significance is outlined through legislation in the *Heritage Act 1977* and implemented through the *NSW Heritage Manual, the Archaeological Assessment Guidelines* (1996)¹² and *Assessing Significance for Historical Archaeological Sites and 'Relics'* (2009).¹³

Section 4(1) of the *Heritage Act 1977* (as amended 2009) defines 'relic' as follows:

relic means any deposit, artefact, object or material evidence that:

(a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and

(b) is of State or local heritage significance.

If an item meets one of the seven heritage criteria, and retains the integrity of its key attributes, it can be considered to have heritage significance (Table 2). The significance of an item or potential archaeological site can then be assessed as being of local or State significance. The following definitions have been provided by the NSW Heritage Office:¹⁴

'*State heritage significance*' – in relation to a place, building, work, relic, moveable object or precinct, means significance to the State in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.

'*Local heritage significance*' – in relation to a place, building, work, relic, moveable object or precinct, means significance to an area in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.

If a potential archaeological resource does not reach the local or State significance threshold, then it is not classified as a 'relic' under the Heritage Act.

Archaeological research potential is distinct from archaeological potential. Consideration of archaeological research potential is also required when undertaking a significance assessment of an historical archaeological site. In *Assessing the Research Significance of Historic Sites* (1984), Bickford and Sullivan developed three questions to gauge significance:¹⁵

- Can the site contribute knowledge that no other site can?
- Can the site contribute knowledge that no other resource can?

¹² NSW Heritage Office, 1996. *NSW Heritage Manual, the Archaeological Assessment Guidelines*, 25-27.

¹³ NSW Heritage Office, 2009. *Assessing Significance for Historical Archaeological Sites and 'Relics'*.

¹⁴ NSW Heritage Office, 2009. *Assessing Significance for Historical Archaeological Sites and 'Relics'*, p. 6.

¹⁵ Bickford, A. & S. Sullivan, 1984. *Assessing the Research Significance of Historic Sites*. In: Sullivan S. & S. Bowdler (eds.) *Site Surveys and Significance Assessment in Australian Archaeology* (Proceedings of the 1981 Springwood Conference on Australian Prehistory), Department of Prehistory, Research School of Pacific Studies, The Australian National University, Canberra, p. 23-24.

- Is this knowledge relevant to general questions about human history or other substantive questions relating to Australian history, or does it contribute to other major research questions?

The more recent NSW Heritage guidelines mentioned above, *Assessing Significance for Historical Archaeological Sites and 'Relics'*¹⁶, call for broader consideration of multiple values of archaeological sites beyond their research potential. This report implements both above approaches.

Table 2. NSW Heritage Assessment Criteria

Criteria	Description
A – Historical Significance	An item is important in the course or pattern of the local area's cultural or natural history.
B – Associative Significance	An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.
C – Aesthetic or Technical Significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.
D – Social Significance	An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.
E – Research Potential	An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.
F – Rarity	An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.
G – Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places of cultural or natural environments (or the cultural or natural history of the local area).

5.2 The Study Area

5.2.1 Listed heritage items

There are no listed heritage items within the study area.

There is one (1) listed heritage item within 200m of the study area as listed in Table 1.

5.2.2 Unlisted heritage items

There are no unlisted heritage items within the study area.

No unlisted heritage items have been identified within 200m of the study area based upon preliminary site inspections and investigations.

¹⁶ NSW Heritage Office, 2009. *Assessing Significance for Historical Archaeological Sites and 'Relics'*.

5.2.3 Historical themes

Historical themes are a way of describing important processes or activities which have significantly contributed to Australian history at a national and state level. The Heritage Council of NSW has prepared a list of state historic themes relevant to the demographic, economic and cultural development of NSW.¹⁷ These themes provide historical context to allow heritage items to be understood in a wider historical context.

Australian Theme	NSW Theme	Discussion
Developing local, regional and national economies	Agriculture	Oatlands Estate is an example of one of the earliest successful vineyards in Australia. Furthermore, it is also associated with the establishment of the Merino sheep industry in Australia. The present Golf Club occupies the area of the Oatlands Estate that would have been used for these agricultural pursuits.
Developing Australia's cultural life	Leisure	Oatlands Golf Club and the associated clubhouse has served as a leisure location for club members and their guests since the 1930s.
Developing Australia's cultural life	Sport	The Oatlands Golf Club represents one of the first golf clubs in the Parramatta region and certainly one of the oldest, having been in existence for almost a century. The Golf Club has held several significant golfing tournaments over these years and has played host to many prominent Australian and international golfers.

5.2.4 Fulfilment of the NSW Heritage Assessment criteria

The study area has been assessed in terms of heritage value as presented in Table 2.

Table 3. Significance assessment of the study area

Criteria	Description
A – Historical Significance	This item demonstrates historical significance at a local level due to its association with the development of the vineyards within the Oatlands Estate and the Merino sheep industry.
B – Associative Significance	The item does not meet this criterion.
C – Aesthetic or Technical Significance	The item does not meet this criterion.
D – Social Significance	This item is socially significant to the local community at a local level, as the Oatlands Golf Club, with the associated clubhouse and function centre.
E – Research Potential	This item may contain archaeological resources that would be of some research potential at a local level.
F – Rarity	The item does not meet this criterion.
G – Representativeness	The item does not meet this criterion.

¹⁷ Heritage Council, 2001. *New South Wales Historical Themes*. Accessed online at <https://www.environment.nsw.gov.au/resources/heritagebranch/heritage/themes2006.pdf>

5.2.5 Statement of significance

The study area contains no listed or unlisted heritage items that would meet the threshold of local heritage significance.

5.3 Oatlands House, 42 Bettington Road (LEP Item No. I451)

5.3.1 Description

As recorded in the SHI entry for Oatlands House:

The property of Oatlands House is located at 42 Bettington Road, Oatlands, within the Parramatta Local Government Area and approximately three kilometres northeast of Parramatta City centre. Comprising Lot 1 in DP 508441, it is accessed by means of a surfaced 250m right-of-way from Bettington Road, and is surrounded on all sides by the grounds of the Oatlands Golf Club. The property area contains a main building of one and two storeys set within landscaped grounds. The site includes several storage sheds. The building itself is a former homestead comprising the remains of an 1830s sandstone cottage and external kitchen, extended in c1840 with a two storey addition joining the earlier buildings. Further works, particularly associated with Oatlands House's use as a wedding reception and conference centre, have been carried out since the 1960s. The building also features roofs clad with slate and Marseille tiles, and a timber post verandah over sandstone flagging along much of its western and southern facades. The site context, once a rural area used for grazing and crops, is now an intensely suburban area, covered by low-density housing of one to two storeys located two kilometres north of the Parramatta CBD. Due to its location within the grounds of the Oatlands Golf Club, however, the site retains some of its original aspect as a dominant building set within landscaped grounds. The original entrance of the building faces approximately southwest. However, for ease of reference, a nominal north point has been defined for the study area, such that the original entrance and cottage face directly 'west'.

5.3.2 Fulfilment of the NSW Heritage Assessment criteria

The heritage item has been assessed in terms of heritage value as presented in Table 2.

Table 4. Significance assessment of the heritage item¹⁸

Criteria	Description
A – Historical Significance	This item is historically significant.
B – Associative Significance	This item has a significant level of association.
C – Aesthetic or Technical Significance	This item is aesthetically significant.
D – Social Significance	The item does not meet this criterion.

¹⁸ NSW Heritage, 'Heritage Item - Oatlands House'. Accessed at:
<https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2242781>

Criteria	Description
E – Research Potential	This item is of research significance.
F – Rarity	This item is rare.
G – Representativeness	The item does not meet this criterion.

5.3.3 Statement of significance

As recorded in the SHI for this item:

Oatlands House, including its associated outbuildings such as the servants' quarters, remains a significant early survivor of Australian domestic colonial architecture and an important element of Parramatta's development. Built by Percy Simpson for his family home, Oatlands House is a reminder of the vital role Parramatta played in Sydney's early development and survival, through the provision of productive farming land supplying food to the growing colony. Orchards and vineyards were a dominant feature of the surrounding district of Dundas and remained a function of the Oatlands Estate until the turn of the twentieth century. The vineyard at Oatlands, established by the 1840s, was an early example of a successful vineyard. The employment of professional wine makers and vine tenders, and the award of prizes in Europe, gives some indication of the quality of the enterprise and its place in the early stages of the Australian wine industry. James Brindley Bettington, who purchased the house from Simpson, was a prominent colonial entrepreneur and one of the leading figures in the establishment of the merino sheep industry on a large scale. Oatlands House was the family home of the Bettington family over two generations from 1839 until 1924. The extension of the house in the 1840s by Ambrose Hallen, at one time the Colonial Architect, is a significant indicator of Hallen's work in private practice and one of the few surviving examples of his domestic work remaining. The survival on site of the former servants' quarters is an important feature once common in colonial homesteads, but now fast disappearing. The retention of original fittings and furniture, such as cedar joinery, doors and fireplaces, are also important contributors to the house's integrity. The position of the house on the high ground has meant it has long been a landmark in the Dundas area and a prominent feature of the landscape since its construction in the 1830s. Its setting, surrounded on all sides by the open fairways of Oatlands Park Golf Course, has meant that its traditional rural setting has been stylistically retained, with the golf course occupying the 90 acres of the original estate and allowing for an interpretation of the original homestead and farm's setting and size. Although the overall integrity of Oatlands House has been impacted by the fundamental requirements associated with its current use as a function centre, it retains an ability to appreciate its essential colonial characteristics, form, fabric and setting. The significance of the built heritage is enhanced by the potential (albeit generally low) for the survival of archaeological relics at the site. These relics would have research potential principally at the site-specific level.

6.0 HERITAGE IMPACT ASSESSMENT

6.1 Overview

This section assesses the heritage impact of the proposed works at the study area on heritage values within the study area and to heritage values in the surrounds (200m) of the study area.

Within this approach, the objective of a heritage impact assessment is to evaluate and explain how the proposed works, rehabilitation or land use change will affect the heritage value of the study area and/or place. A heritage impact assessment should also address how the heritage value of the site/place can be conserved or maintained, or preferably enhanced by the proposed works.

6.2 Proposed works

Oatlands Golf Club (the client) is proposing to construct a Seniors Living (Over 55's) development within the boundaries of the Oatlands Golf Club. These works would involve the demolition of current structures within the study area, including the present clubhouse. According to the plans provided by the client, five new buildings will be constructed within this area, ranging from three to six storeys in height above the Bettington Road entry level. These structures will be primarily residential, although the lower levels of the proposed structure in the north-eastern corner of the study area would serve as the new clubhouse for the Oatlands Golf Club. These works will involve excavation of the area, as three basement levels are being proposed, with these levels proposed for parking space and service locations.

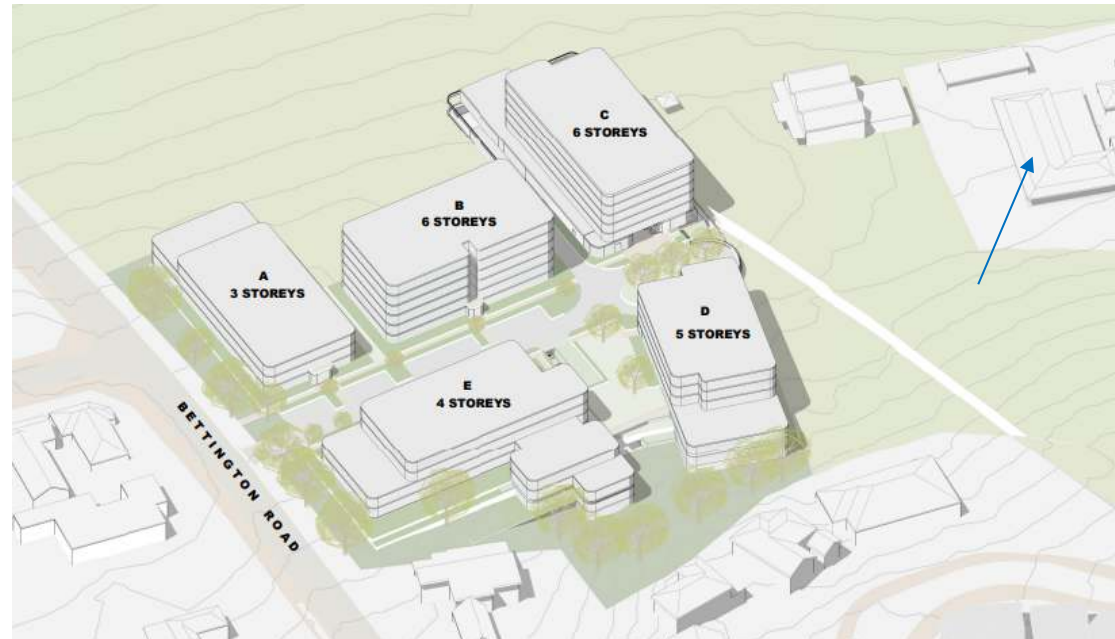


Figure 14: Proposed development plans, Oatlands House is indicated by the blue arrow. Source: Mirvac.

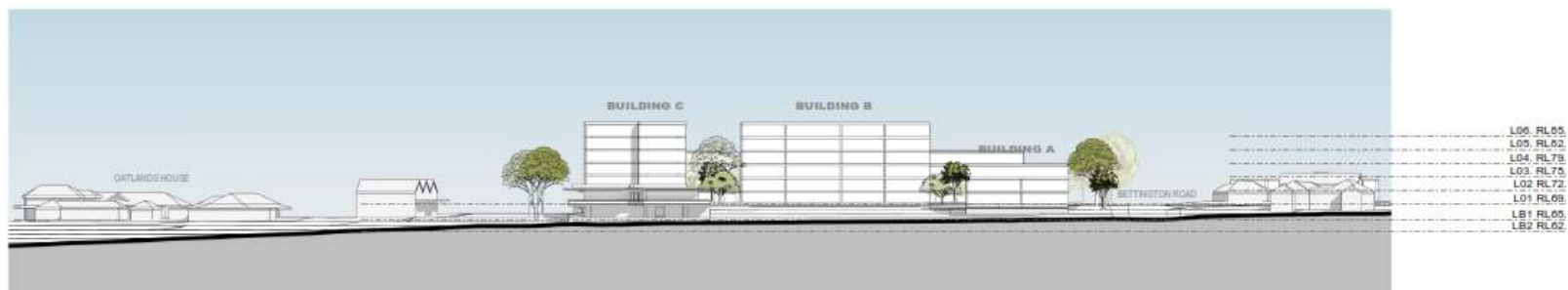


Figure 15: North Elevation plan. Source: Mirvac.

6.3 Assessment of heritage impact

This section assesses the potential direct (physical) and indirect (visual) impacts of the proposed development on nearby heritage items as listed below:

6.3.1 Impacts to listed heritage items

6.3.1.1 Physical impacts

The proposal would not require any alterations or additions to the adjacent heritage item, which is situated 80m away from the development. The proposed works would likely generate a **negligible** physical impact to the heritage item in the vicinity of the study area.

6.3.1.2 Visual impacts

The proposed development would not obstruct views to the heritage item, nor require the construction of any additions or alterations to the heritage item.

However, the proposed development would disrupt the rural setting of Oatlands House which contributes to the heritage significance and rarity of the item. Notably, the curtilage analysis within the Oatlands House Conservation Management Plan (CMP) includes the following assessment:¹⁹

The definition of the heritage curtilage of Oatlands House as the lot boundary of the property indicates that this is the minimum area required for retention of the heritage significance of the property. It does not preclude development within this area. However, this historic curtilage boundary implies that future development within the grounds of Oatlands House must be taken with care so as to preserve the heritage significance of the house, and the possibility to interpret that house.

Regarding the wider setting of Oatlands House, while future development within the grounds of the Oatlands Golf Course, and, in particular, the former stables buildings is beyond the control of the present owners of Oatlands House, it will need to take into account potential impacts on the setting of Oatlands House should development be proposed within the golf club area.

The proposed development would not be located within the curtilage of Oatlands House, nor would it obstruct any visual connection between the former stables and the House. However, it would disrupt the rural setting of the House which contributes to the historic and aesthetic significance of the item and would generate an irreversible impact to the setting which contributes to the rarity of the heritage item. As noted within the CMP, future development cannot be prevented but must indicate appropriate consideration of the existing heritage item and its setting. The siting and location of the proposed development minimises the overall visual impact upon Oatlands House, through ensuring that the development would not obstruct direct views to Oatlands House from within the site, nor views between the House and the former stables.

However, the height and scale of the proposed buildings, between three and six storeys, would mean that a visual impact would be generated upon the setting of Oatlands House, as demonstrated by the view analysis provided by the Oatlands Golf Club and included below. As the Oatlands House CMP notes that the traditional rural setting should be stylistically retained, mitigation measures are required in order to ensure that the overall visual impact would be minimised.²⁰ This includes the retention of

¹⁹ Godden MacKay Logan Heritage Consultants, 'Oatlands House Conservation Management Plan'.

²⁰ 'Heritage Item - Oatlands House'.

the substantial existing vegetation which separates Oatlands House and the location of the proposed development. The retention of the vegetation and the physical distance between the item and the proposed development would minimise the potential visual impact through ensuring the retention of a substantial curtilage around the heritage item, which would respect its heritage significance and existing setting.

Consideration should be given to the form, detailing and materiality of the proposed structures. The use of sympathetic, yet contemporary materials, should demonstrate consideration of the existing setting, and in ensuring that these additions would not visually dominate the area and appropriate mitigation measures are employed to minimise the impact of the proposed development upon the heritage significance of Oatlands House.

The proposed works would likely generate a **moderate** visual impact to the heritage item in the vicinity of the study area. However, as noted above, consideration will need to be given to the proposed form, detailing and materiality of the development, in order to minimise the overall visual impact. A comprehensive Statement of Heritage Impact would be required to assess the potential impact of the final design and would be lodged within the Development Application.



Figure 16: View Analysis - Before: facing west, Oatlands House entry in view.



Figure 17: View Analysis - After: facing west, outline of proposed development in background.



Figure 18: View Analysis - Before: facing north towards Oatlands House.



Figure 19: View Analysis - After: facing north towards Oatlands House.

6.3.2 Potential Archaeological Impacts

The statement of significance for Oatlands House on the SHI asserts that:

The significance of the built heritage is enhanced by the potential (albeit generally low) for the survival of archaeological relics at the site. These relics would have research potential principally at the site-specific level.

As the study area resides on land that was once part of the Oatlands Estate, this would suggest that there is some potential for archaeological remains associated with Oatlands House and the agricultural functions carried out there to be present. In the Oatlands House Conservation Management Plan (CMP) 2006²¹, the archaeological potential for within the item's curtilage was generally considered to be low-moderate, including the area closest to the proposed development (Figure 20). The CMP also outlined the potential archaeological resources which might be found at the site as well as a grading of their potential survival. A summarised list of the potential resources outlined in the CMP that may be present within the study area is contained within the table below:

Table 5: Potential Archaeological Resources outlined in Oatlands House CMP with the potential to be present in the study area.

Potential Archaeological Resource	Likelihood of Survival of in situ Relics
Army occupation	Little to Moderate
Domestic artefacts	Little
Pre-residential land use, site clearing and related activity	Little

The use of the area surrounding Oatlands House as farming land could also indicate that archaeological remains related to agricultural practices might also be present. However, the limited available evidence does not indicate what specific form these archaeological remains may take. Due to the potential for archaeological remains within the study area, as identified within the CMP, a comprehensive archaeological assessment would be required prior to any submission of a development application.

²¹ Godden MacKay Logan Heritage Consultants, 'Oatlands House Conservation Management Plan'.

Godden Mackay Logan

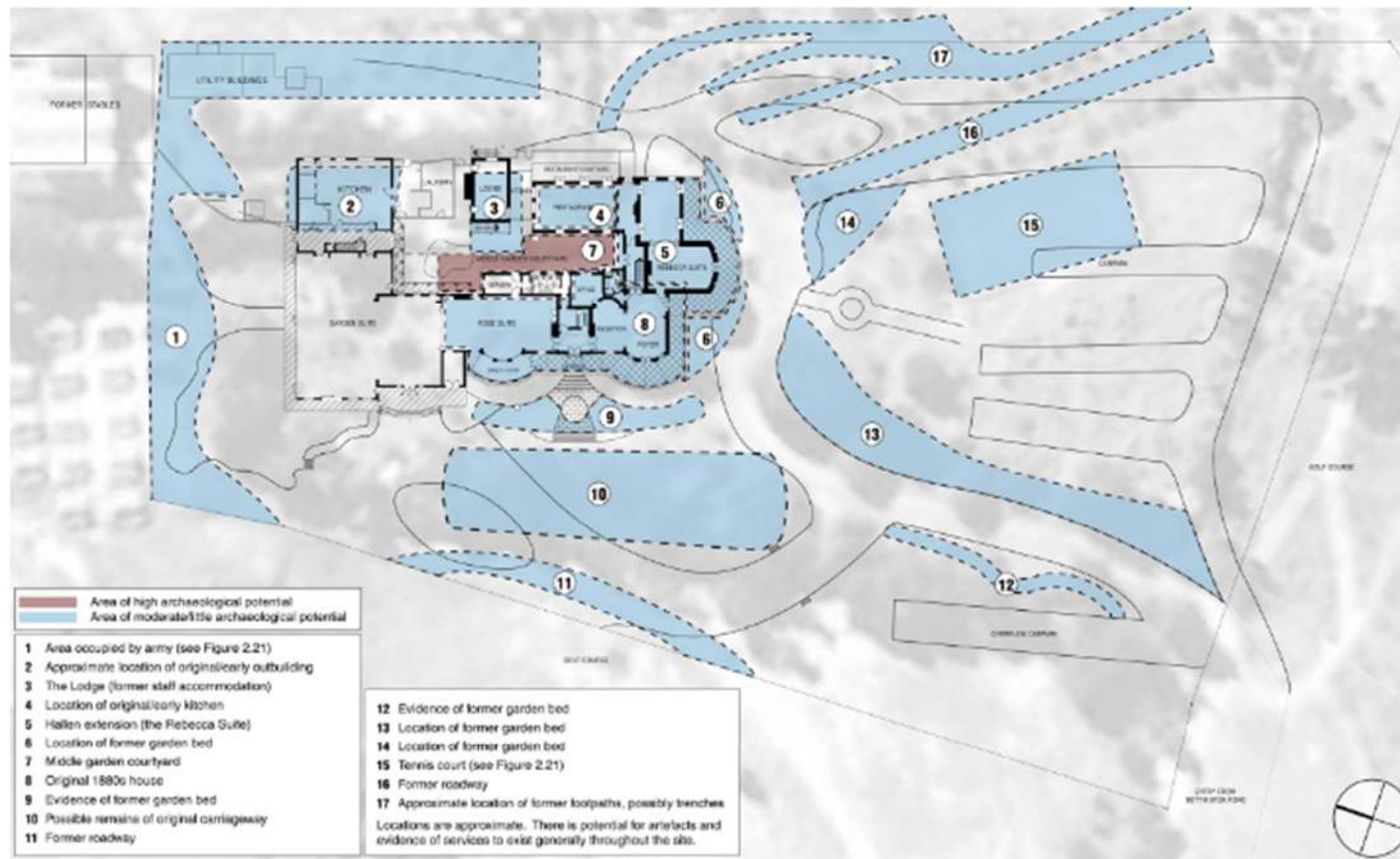


Figure 3.39 Areas of Archaeological Potential, overlaid on 1943 aerial photograph of the site.

Oatlands House - Conservation Management Plan, December 2000

Page 59

Figure 20: Archaeological potential map. Source: Godden Mackay Logan 2006.

6.4 Heritage Impact Assessment

Table 6. Heritage Impact Assessment

Impact	Discussion
What aspects of the proposal respect or enhance the heritage significance of the study area?	The proposed development does not include alterations to the former stables of Oatlands House, and the works would not require any physical changes to the adjacent heritage item.
What aspects of the proposal could have a detrimental impact on the heritage significance of the study area?	The scale of the proposed structures would generate a visual impact upon the setting of the nearby Oatlands House, which is considered an aspect of its heritage significance. However, extensive vegetation, combined with appropriate forms, detailing and materials and finishes could soften the potential visual impact and would ensure that the proposed development would not visually dominate the existing setting.
Have more sympathetic options been considered and discounted?	Although alternative design options have been explored, the existing proposal has been deemed most appropriate based on planning and traffic concerns and to minimise the potential impact on the residential dwellings adjacent to the Golf Club.

7.0 CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions

This report concludes the following:

- The proposed works would have **negligible** physical impacts to the heritage item adjacent to the study area.
- The proposed works would likely generate a **moderate** visual impact to the heritage item neighbouring the study area. However, consideration would need to be given to the proposed form, detailing and materiality of the new buildings, in order to minimise the potential visual impact on the heritage item and the existing setting.
- Due to the potential for archaeological remains present within the study area, as identified within the Oatlands House Conservation Management Plan (CMP), a comprehensive archaeological assessment would be required for the Development Application.

7.2 Recommendations

The following recommendations will aid in mitigating the heritage impact of the proposed works:

- A comprehensive Statement of Heritage Impact which assesses the potential impact of the final design, materials and finishes will be required for the development application.
- A materials and finishes schedule which includes consideration of the existing setting and Oatlands House is recommended to be developed in conjunction with a suitably qualified heritage consultant for any future Development Application.
- A Photographic Archival Recording (PAR) should be undertaken to document the setting of Oatlands House and the existing golf club prior to demolition.
- A comprehensive Archaeological Assessment would be required for the development application.

8.0 REFERENCES

- 'Aboriginal and Torres Strait Islander Community | City of Parramatta'. Accessed 22 September 2021.
<https://www.cityofparramatta.nsw.gov.au/community/aboriginal-and-torres-strait-islander-community>.
- Bickford, Anne, and Sharon Sullivan. 'Assessing the Research Significance of Historic Sites'. In *Site Surveys and Significance in Australian Archaeology*, edited by Sharon Sullivan and Sandra Bowdler, 19–26. Canberra: Research School of Pacific Studies, ANU, Canberra, 1984.
- 'Club History - Oatlands Golf Club'. Accessed 22 September 2021.
<https://www.oatlandsgolf.com.au/cms/membership/club-history/>.
- Environment Protection and Biodiversity Conservation Act 1999 (2007).
- Godden MacKay Logan Heritage Consultants. 'Oatlands House Conservation Management Plan', n.d.
- Goodman, Michelle. 'Oatlands - A Brief History | Parramatta History and Heritage'. Accessed 22 September 2021.
<https://historyandheritage.cityofparramatta.nsw.gov.au/blog/2020/03/03/oatlands-a-brief-history>.
- Heritage Act, 136 New South Wales § (1977).
<https://www.legislation.nsw.gov.au/#/view/act/1977/136>.
- State Heritage Inventory. 'Heritage Item - Oatlands House'. Accessed 22 September 2021.
<https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2242781>.
- Kass, Terry. 'Parramatta | The Dictionary of Sydney'. Accessed 22 September 2021.
<https://dictionaryofsydney.org/entry/parramatta>.
- 'Parramatta Local Environmental Plan 2011 - NSW Legislation'. Accessed 20 September 2021.
<https://legislation.nsw.gov.au/view/html/inforce/current/epi-2011-0540#sec.5.10>.



artefact

Artefact Heritage
ABN 73 144 973 526
Suite 56, Jones Bay Wharf
26-32 Pirrama Road
Pyrmont NSW 2009 Australia
+61 2 9518 8411
office@artefact.net.au
www.artefact.net.au