

Our objective: best practice management of heritage places by the State Government

## State Government Agencies and Heritage

**Our goal: heritage assessment and management will be integrated into the standard asset management and planning practices of NSW Government agencies.**

### Assisting State Government Agencies

The NSW Government is custodian of many of our special heritage places. Government agencies manage buildings, places, collections, archaeological sites and natural landscapes that are significant for everyone in NSW.

Government agencies have special obligations under the NSW Heritage Act. This means not just exemplary heritage management but also much greater involvement of the community in celebrating and understanding publicly-owned heritage resources.

This year we continued to work with State government agencies to help them achieve their responsibilities under the Heritage Act. At 30 June 2004 there were 739 publicly-owned heritage items on the State Heritage Register, 50% of the total number of listings.

### Managing State-owned Heritage

In September 2003 we held a forum for State agencies to discuss principles and guidelines to be issued under section 170A of the Heritage Act. The purpose of the documents is to provide State agencies with management guidelines for items listed on their heritage and conservation registers. The final draft is now in preparation and will be submitted to the Heritage Council and Minister for adoption later in the year.

With the launch of the principles and guidelines, the Heritage Office intends to devote more resources to State agency heritage management, having spent the last 12 months concentrating on assessing nominations for listing on the State Heritage Register.

### Preparing Heritage and Conservation Registers

One of the major responsibilities of State agencies under the Heritage Act is the preparation of heritage and conservation registers of their heritage assets. The register is a tool to assist an agency to manage those heritage assets. It identifies heritage items and provides information needed to make appropriate decisions about their use, management, funding and disposal.

We assist agencies by providing free database software and including the information from the registers in our online heritage databases. State significant items identified in a register are considered for listing on the State Heritage Register.

In 2003-04 Treasury submitted a heritage and conservation register for the Crown Property Portfolio for endorsement by the Heritage Council.



## Streamlining Statutory Processes for State Agencies

Any person, including a State Government agency, who owns property listed on the State Heritage Register requires approval by the Heritage Council to carry out development affecting that property. The Heritage Act also requires an excavation permit to be obtained from the Heritage Council before any land is disturbed or excavated if a relic is likely to be discovered.

The statutory processes have been streamlined to avoid delays in the approval of minor State agency activities. The Heritage Council has used the exemption and delegation provisions of the Heritage Act to avoid the need for an approval or excavation permit or to allow certain agencies to determine their own applications - if they have the appropriate expertise to properly assess them.

This year we built on previous work to further streamline and clarify processes, including:

- revising standard exemptions from the need for a section 60 application and exceptions from the need to obtain an excavation permit. This initiative came into effect in March 2003 and was reviewed and extended in June 2004. It increases the coverage of exempt development compared to the previous 1998 standard exemptions;
- delegation of the Heritage Council approval and excavation permit functions for minor development to the Sydney Harbour Foreshore Authority in April 2002 for properties which it owns in The Rocks and to endorse exemption notifications for those properties in April 2004.

The use of these exemptions and delegations has allowed the addition of many State agency properties to the State Heritage Register without causing delays in the development approval process for those agencies, or burdening the Heritage Council with additional workloads.

## Joint Programs with State Agencies

### *State of the Environment Report*

The Environment Protection Authority's biennial *State of the Environment Report* is a key tool for government, industry and the public. The 2003 report included a cultural heritage component for the first time. The Heritage Office worked closely with the Environment Protection Authority, National Parks and Wildlife Service and Department of Aboriginal Affairs to produce text and data for this section.

### *What's In Store*

The Heritage Office and the Powerhouse Museum collaborated in the preparation of a new publication, *What's in Store; A History of Retailing in Australia*, which explores shopping and retail heritage from a national perspective. It was launched by the Governor of NSW, Her Excellency Professor Marie Bashir AC, on 22 July 2003. It drew in part on an earlier study published by the Heritage Office, *A Lot in Store; Celebrating our Shopping Heritage*, a thematic study of shopping and retail heritage in NSW. It was produced in 2002 by historian Joy McCann for the Heritage Office and Minister for Arts Movable Heritage Project.

### *Historic Town Signs*

The Heritage Office and Tourism NSW jointly funded a consultant to develop criteria for the awarding of the "historic town" white on brown signs along the NSW highway system for adoption by the Tourism Attraction Signposting Advisory Committee. Applications for new signs, and for the retention of old signs, are referred to the Heritage Office for comment.



Heritage items managed by Sydney Water include: (l to r) Potts Hill Reservoir, Centennial Park Reservoir, Bankstown Reservoir, Sydenham Pitt Pumping Station and stormwater basin, Cooks River Aqueduct, Waverley Elevated Reservoir.

*Photographs courtesy of Sydney Water Corporation*

## Properties in the Heritage Office Portfolio

### Our goal: manage properties in the Heritage Office portfolio in accordance with best practice

The Heritage Office's heritage and conservation register consists of the following items:

#### *Abernethy & Company Stonemason's Lathe*

**Location:** Lachlan Vintage Village, Newell Highway, Forbes

**NSW historical themes:** technology, industry

**Years of construction:** 1881, reconstructed 1993

**Statement of significance:** This stonemason's lathe is a rare surviving piece of Victorian machinery that was in use for nearly a century. It demonstrates changes in technology and in the use of stone elements in public buildings. It is associated with many significant public buildings in Sydney of the late Victorian period. It is rare for its size, demonstrating aspects of late 19th century tool-making technology.

**Management:** the lathe was listed on the State Heritage Register in 1999. The lathe is substantially intact. It was dismantled before its heritage status was confirmed. It was then re-assembled. It is not presently in working order but is protected from the weather. In response to a request from Forbes Shire Council, the Minister placed an interim heritage order over the Lachlan Vintage Village in March 2004 so that a full assessment of its heritage significance could be made. The outcome of that investigation may have some bearing on future storage options for the lathe.

#### *Exeter Farm*

**Location:** Meurants Lane, Parklea (Lot 52, DP 869799 and Lot 4021, DP879557)

**NSW historical themes:** agriculture, housing, pastoralism

**Years of construction:** 1810-1825

**Statement of significance:** Exeter Farm is a rare intact surviving example of a settler's timber farmhouse dating from the time of Governor Macquarie. It provides a record of occupation by members of one family, possibly from as early as 1808 until 1923.

**Management:** Exeter Farm was listed at state level in 1985, and was entered on the State Heritage Register in 1999. The building has been stabilised with roof, gutter and drainage repairs and security fencing. Further conservation works are being undertaken following the completion of the conservation management plan.

#### *Hillview*

**Location:** Old Illawarra Highway, Sutton Forest (Lt 12, DP 260417)

**NSW historical themes:** Persons, government and administration, housing

**Years of construction:** 1875-1899

**Statement of significance:** Hillview has exceptional significance to the people of New South Wales as the former country home of the governors of New South Wales. The house and its assemblage are a rare surviving collection that not only relates to its gubernatorial occupation but also demonstrates ways of life, taste and decoration from the 1880s to the 1950s. It is the most intact government summer residence to survive and provides insights into the lives and lifestyles of the governors not seen at Government House, Sydney.

**Management:** a prospective lessee entered into an agreement in 1999 in advance of a lease. This requires the lessee to conserve the property and adapt it for use as a guesthouse and museum. During the year conservation work approved by the Heritage Council was well advanced, with all eight hotel suites completed by June 2003. Negotiations on further work and on the standard of work to date are continuing. The conservation works have stabilised and upgraded the fabric of the building. The garden has been greatly improved with the removal of excess growth.

*Linnwood*

**Location:** 11-35 Byron Road, Guildford  
(Lt 1, DP 169485, Lot 1, DP 1830175)

**NSW historical themes:** persons, welfare

**Years of construction:** 1891

**Statement of Significance:** Linnwood, including its associated buildings and landscape, is primarily significant as a welfare site that was in operation and use for over 80 years. Of particular significance is the use of Linnwood as the first and only Truant School between 1917 and 1936. It was later used by the Department of Welfare as a Girls Home Science Domestic School for state wards. Linnwood is also representative of its original designer and occupier, businessman George McCredie.

**Management:** the villa sits within spacious grounds, which retain several other early elements from the initial phase of development of the property. They include an octagonal summerhouse, several mature trees and fountains. Retention of such large landscaped grounds around a main residence within its original curtilage is relatively rare, especially in suburban Sydney. Due to the lack of subsequent development of the grounds it is highly likely that archaeological evidence of features shown in early photographs may survive, giving the site considerable historical archaeological potential.

The buildings are in sound condition. The wood panelling and stained glass have survived more than a century without serious damage. During the year a conservation management plan for the property was completed and work on repairs to meet the Heritage Council's minimum maintenance standards was substantially completed. It was listed on the State Heritage Register in February 2003. Work was also carried out to bring the fire and life safety standards up to the required level. This work was also substantially completed by the end of the reporting year. During the year a short-term lease was signed with a community organisation, Living & Learning Services for Adults with Disabilities Inc., for the use of the dormitory building behind the historic house on the property. This lease commenced in February 2004.

A key challenge is meeting the projected \$1.5M cost of the conservation and future maintenance of the property. Meetings were held with community groups, Holroyd City Council and the local State MP in an effort to devise an appropriate method for financing these necessary works.

*Rose Seidler House*

**Location:** 69-71 Clissold Road, Wahroonga (Pt. Lt A, DP 372495)

**NSW historical themes:** housing, persons, cultural sites

**Years of construction:** 1948-1950

**Statement of significance:** Rose Seidler House is historically significant as a resource to demonstrate the many features of Modernist art, architecture, design theory and practice. Designed by Harry Seidler, it is one of the finest and purest examples of mid-century modern domestic architecture in Australia as designed by the second generation of 20th century Modernist architects. It also contains intact contents of late 1940s furniture by such renowned designers as Eames, Saarinen and Hardoy.

**Management:** the house was listed at state level in 1983, and was entered on the State Heritage Register in 1999. It is managed by the Historic Houses Trust. Physical condition is excellent. Archaeological potential is low.

Properties in our heritage and conservation register include: Hillview, Exeter Farm, Linnwood and Rose Seidler House.



*Tusculum*

**Location:** 1-3 Manning Street, Potts Point (Lt 1, DP 710723)

**NSW historical themes:** persons, religion, cultural sites

**Years of construction:** 1831-1837

**Statement of significance:** the principal cultural significance of Tusculum is its use as a residence by William Grant Broughton, first Bishop of Australia (1836-47) and Bishop of Sydney (1847-52), during almost the entire period of his episcopacy. After Government House, it was the most important domestic building in the colony.

Designed by the prominent architect John Verge for entrepreneur A. B. Spark, Tusculum was one of the first villas to be erected on Woolloomooloo Hill, as part of an elaborate attempt by the Colonial Government to establish a prestigious enclave for the gentry in the 1830s.

**Management:** Tusculum's heritage significance has been recognised for some time. It was first listed at state level in 1979, and was entered on the State Heritage Register in 1999. The house is leased to the Royal Australian Institute of Architects under terms which required its conservation and permitted its adaptive re-use as the Institute's New South Wales base. The Institute has also inserted a modern office building at the rear of the site. There is a need to update the fabric survey and conservation analysis to indicate the condition of original fabric after conservation works completed in 1987.

### Managing the Heritage Office Building

At the beginning of 2003 the Heritage Office moved to a new location in the former King's School overlooking the Parramatta River. The adaptive re-use of one of Parramatta's heritage icons for use as a modern and efficient modern office building has set a fine example for the re-use of other heritage properties in the State, and reflects our values as a conservation organisation.

*Conservation of the Heritage Office Building*

The recently conserved former Kings School building in Parramatta is an award winning adaptive re-use project, demonstrating how a heritage building can be conserved in a manner that provides for a modern office environment, with all the necessary service and access provisions, while at the same time revealing and interpreting its heritage significance.

The NSW Heritage Office is also tangible evidence of the role that heritage conservation plays in achieving sustainable development. Not only does the project meet the social responsibilities requirements of sustainability, it is the first NSW Government building to meet the requirements of a minimum 4-star rating under Australian Green Building Rating. The building was rated 4.5, exceeding government targets set for July 2006 but also demonstrating that conserving historic buildings makes good environmental sense and can be carried out in a way that meets environmental targets for energy consumption in the long term.

An embodied energy study was also carried out by the University of New South Wales to determine the role of conservation in sustainable development and the conservation of the NSW Heritage Office.

*Interpreting the Building*

As part of our management of this heritage site, we are producing an interpretation package to communicate the significance of the former Kings School. Interpretation is an important tool in the management of heritage places. By enriching the community's experience of heritage places, it has the potential to raise awareness and build community support for heritage conservation.

Graham Brooks and Associates, along with sub-consultants the Australian Museum (audience research) and AntArt (electronic media design), were engaged to produce the interpretation package. Project and media planning were completed in June 2004, with a focus on the Heritage Office website as the principal interpretive medium. A preview version of the website interactive portion of the program is scheduled for late August 2004.



Tusculum in Potts Point. The Heritage Office in Parramatta. Photograph (l.) courtesy of the RAlA and (r.) Nathanael Hughes.

## Australian Government and Heritage

### Our goal: agreements between the State and Commonwealth to facilitate best practice heritage management in NSW.

#### Australian Government Heritage Management

This year a protocol was agreed by the NSW Government for the roles and responsibilities of the State and Australian Government heritage agencies in relation to the new *Environment and Heritage Legislation Amendment Act (No.1) 2003*.

The Heritage Office has already had a number of referrals for comment under the new legislation by the Australian Government, including an emergency listing and several listings on the National Heritage List. This will be an expanding area of work for the office.

#### The Legislation

The Commonwealth's *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) came into force on 16 July 2000. It was amended by the *Environment and Heritage Legislation Amendment Act (No.1) 2003* which came into effect on 1 January 2004, including:

- amending the Act to include "national heritage" as a new matter of National Environmental Significance and protecting listed places to the fullest extent under the Constitution;

- the creation of a new advisory body, the Australian Heritage Council;
- the establishment of the National Heritage List and the Commonwealth Heritage List;
- retention of the Register of the National Estate.

The amendments that came into effect in early 2004 require the Heritage Council of NSW to comment on proposed listings by the Australian Heritage Council. The first of these proposed listings was received in 2004.

#### Australian Heritage Council

The new heritage system retains an independent expert advisory body, the Australian Heritage Council. The council replaces the Australian Heritage Commission as the principal adviser to the Minister for the Environment and Heritage on heritage matters. The council's role is to:

- assess nominations in relation to the listing of places in the National Heritage List and the Commonwealth Heritage List;
- advise the Minister for the Environment and Heritage on specified matters relating to heritage places;
- promote the identification, assessment and conservation of heritage;
- compile and maintain the Register of the National Estate;
- perform any other functions conferred on the council by the EPBC Act.



The Sydney Opera House (with artist's impression of new loggia on the western side) is being prepared for nomination to the new National Heritage List, and to the World Heritage List in 2005. *Courtesy of the Sydney Harbour Trust*

*National Heritage List*

The National Heritage List is a list of places with outstanding heritage value to our nation, including places overseas. A person cannot take an action that has, will have, or is likely to have, a significant impact on the national heritage values of a national heritage place without the approval of the Commonwealth Government Minister for the Environment and Heritage.

*Commonwealth Heritage List*

The Commonwealth Heritage List is a list of places managed or owned by the Australian Government. The list will include places, or groups of places, that are in Commonwealth lands and waters or under Commonwealth control, and are identified by the Minister as having Commonwealth heritage values.

*World Heritage Nomination*

During the year agreement was reached between the Australian and NSW governments regarding the nomination of the Sydney Opera House for World Heritage listing. This has been facilitated by the listing of the iconic structure on the State Heritage Register and the Commonwealth Government's announcement that it will prepare documentation for its inclusion in the National Heritage List. It is proposed that preparation of this nomination will commence in 2005.

## Underwater Cultural Heritage

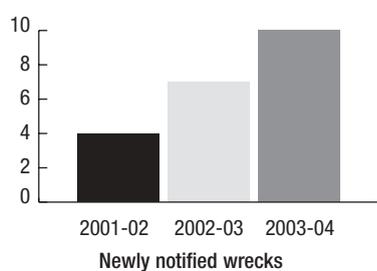
**Our goal: assessment and management of historic shipwrecks in Commonwealth waters and other underwater cultural heritage will be integrated into the standard asset management and planning practices of NSW Government agencies.**

The Heritage Office is the NSW agency responsible for administering both the Commonwealth's *Historic Shipwrecks Act 1976* and the historic shipwrecks and relics provisions of the NSW Heritage Act. These two acts provide protection to maritime archaeological sites in NSW by making unauthorised disturbance an illegal activity.

This year we continued our ongoing management of historic shipwrecks in Commonwealth waters. Key activities included:

- issuing permits for visits to historic shipwrecks in protected zones - four permits for ss *Lady Darling*, four permits for ss *Duckenfield*;
- maintenance of existing partnerships with maritime heritage management agencies in the states, the Northern Territory, Norfolk Island and the Australasian Institute for Maritime Archaeology and the International Committee for Underwater Cultural Heritage;
- assistance to the Department of Environment and Heritage on the development of a National Maritime Heritage Strategy;
- input into zoning plans for Jervis Bay Marine Park;
- maintenance of the agreement on management of underwater cultural heritage in Marine Parks through a memorandum of understanding between the NSW Heritage Office and the NSW Marine Parks Authority.

### Measuring our Performance: Wreck Sites Notified to the Heritage Office



#### Interpretation

The number of notifications of shipwrecks and associated relics has increased steadily over the last three years. The location of items of underwater cultural heritage may result from chance, dedicated searches or as a by-product of remote sensing surveys for other purposes. But the notification of the sites requires those who find the item to know of the procedure for notification

and the role of the Heritage Office in processing notifications.

The increase in notification is in part a reflection of the success of the Heritage Office in promoting its functions in relation to underwater cultural heritage management - through the Maritime Heritage Online website, regular lectures to community groups, dive clubs and at national and international forums.



The *Lady Darling* wreck site, located in waters south of Narooma.  
 Photograph by David Nutley

### Key Strategies for Next Year

In 2004-05 we aim to:

- work with State agencies to encourage the completion of more heritage and conservation registers and improve heritage outcomes in general;
- issue section 170 guidelines to all State government agencies to improve the management of heritage items owned by State Government;
- reach agreement between the Australian Heritage Council and the Heritage Council of NSW on protocols for the delegation of the management of NSW items on the National Heritage List to the Heritage Council of NSW;
- prepare the World Heritage nomination of the Sydney Opera House;
- commence negotiations between the Australian Heritage Council and the Heritage Council of NSW on recommendations for the nomination of nationally significant State Heritage Register items to the National Heritage List;
- facilitate in partnership with other government heritage agencies in Australia and New Zealand a submission for the proposed "Inquiry into the Policy Framework and Incentives for the Conservation of Australia's Historic Heritage Places".