

1 Listing Heritage Items

The Year in Review

Our objective: quality and timely information about statutorily-listed NSW heritage

The State Heritage Register

Our goal: the State Heritage Register will provide a comprehensive and authoritative listing of the extent and diversity of NSW's cultural and natural heritage.

Listing Heritage Items

The State Heritage Register is a list of places and items identified as being of particular significance to the people of New South Wales. It was established under the Heritage Act in 1996. There are currently 1,470 items on the State Heritage Register, of which approximately 50% are in government ownership.

Our ongoing strategy for the register is to make it a comprehensive list of places and items of state heritage significance. In 2003-04 thirty-two new items were added to the register.

Processing Nominations

This year we devoted considerable staff resources to setting in place better management of nominations through improved reporting and tracking. This has resulted in an increase in the number of nominations processed this year.

Improvements include:

- assigning staff to process nominations according to the historic region in which the local government area is situated. This has helped to build up staff expertise in those areas and to establish relationships with local communities and local council staff;
- using the Heritage Office database to better record and track nominations. This has led to reduced turnaround times in the assessment of nominations for listing by the Heritage Office.

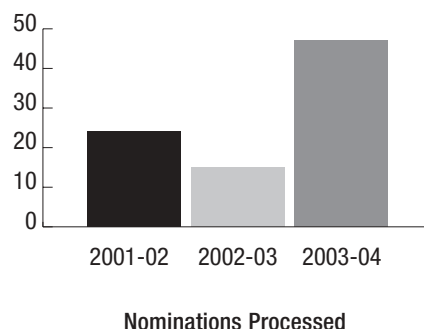
Adding Items to the Register

Thirty-two new items were added to the State Heritage Register in 2003-04. Key listings included:

- Burra Bee Dee Mission, near Coonabarabran – the first listing of an Aboriginal mission on the register;
- Sydney Opera House – a landmark listing of Australia's most famous building;
- Millers Point and Dawes Point Village Precinct – the first time an entire suburb has been listed on the State Heritage Register;
- HMAS Parramatta shipwreck and memorials, and the Dunbar shipwreck group – the first shipwreck sites to be listed on the State Heritage Register;

Measuring Our Performance: Nominations Processed

Any person, owner, community or organisation can nominate a place to be considered for listing on the State Heritage Register. Each year the Heritage Council considers nominations for listing and makes a recommendation to the Minister on whether to list the item, following an assessment of its heritage significance and community submissions.



Interpretation

This year we tripled the number of nominations processed for listings on the State Heritage Register. Sixty-eight percent of these nominations resulted in successful heritage listings. The increase is the result of initiatives to better manage the nomination process and improve the tracking of nominations.

- Rail Paybus FP1 – a rare vehicle used to pay rail staff in remote areas;
- significant 20th century heritage items – including the Crest Theatre, Granville, and the Jadda Centre (former Athenaeum Theatre), Junee;
- a collection of religious properties identified by an innovative project conducted with the Uniting Church - St Davids' Uniting Church, Haberfield; Trinity Uniting Church, Strathfield; St John's Uniting Church, Hall and Manse, Wahroonga; Tryon Road Uniting Church, Lindfield;
- historical precincts - including Coal River Precinct, Newcastle, and Dubbo RAAF Stores Depot (former), Dubbo;
- natural heritage – including Cronulla Sand Dune and Wanda Beach, Cronulla, and Jenolan Caves Reserve;
- ocean pools – including The Entrance Ocean Pool, Wylie's Baths at Coogee, The Bogey Hole at Newcastle;
- Central West items – items identified as part of a strategic project include the Bathurst street lamps and Denison Bridge at Bathurst.

Interim Heritage Orders

This year seven interim heritage orders were made by the Minister on the recommendation of the Heritage Council. The purpose of an interim heritage order is to provide “a breathing space” of no more than 12 months during which a full heritage assessment can be completed. Temporary in nature, the majority of interim heritage orders are made in response to community representations or concerns raised by local government.

In 2003-04 the following interim heritage orders were made under section 22 of the Heritage Act:

Peberdy House	182 Rouse Street, Tenterfield	Tenterfield	26/08/2003
Ashton and its grounds	102 Elizabeth Bay Road, Elizabeth Bay	Sydney	3/09/2003
The Sheeks	1931 Pittwater Road, Bayview	Pittwater	20/10/2003
Dubbo RAAF Stores Depot (former)	Cobra Street, Dubbo	Dubbo	16/12/2003
Bower Hall	101 Bower Street, Manly	Manly	22/03/2004
Lachlan Vintage Village	Newell Highway, Forbes	Forbes	23/03/2004
Commercial Building	340-346 George Street, Sydney	Sydney	25/03/2004

Emergency Orders

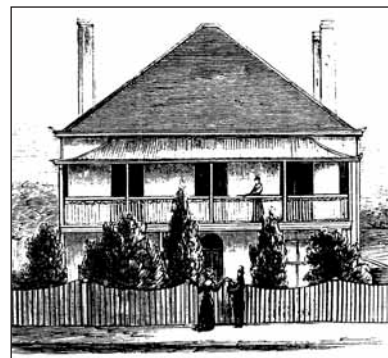
An emergency order restricts harm to a building for 40 days. On 28 October 2003 a section 136 order was placed on the former King's Theatre in Thirroul to prevent interior works that could have damaged its heritage significance. The building is listed on the Wollongong local environmental plan. Subsequent investigation found that the building is of local significance. No further action was taken under the Heritage Act when the order lapsed.

Case Study: Peberdy House

After community representations raising concerns about plans to demolish Peberdy House in Tenterfield, the Minister made an interim heritage order on the 25 August 2003. The purpose of the order was to provide time to assess the heritage significance of the building and to investigate options to retain and adaptively re-use the house. Built in the 1870s, Peberdy's is the oldest house in the town's main street. The owner proposed to demolish the house to build a new supermarket. While the Heritage Office was conscious of the need to provide rural areas with new services and facilities, there was concern that the building was an important part of the town's history.

Through negotiations with the owner and developer, a scheme was arrived at which retained Peberdy House as part of the supermarket development. The plan, later approved by Tenterfield Council, re-used the building as a cafe and actually resulted in an increase in commercial floorspace compared with the original scheme which would have demolished the building.

Peberdy's House in Tenterfield as illustrated in the *Sydney Morning Herald* in the 1880s.



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Improving the Register through Strategic Projects and Partnerships

We work closely with the community, local councils and heritage organisations to identify those special places that should be added to the State Heritage Register. In 2003-04 we took a strategic approach to this work and allocated resources to some specific thematic projects and partnerships.

State Heritage Register Central West Project

This project explored how the Heritage Office and local communities could work together on a regional basis to prepare State Heritage Register listings. It commenced in July 2001 and the aim was to identify places and items which demonstrated the key stories in the historical development of the Central West.

This year saw the culmination of much of this work with some key listings in the Central West, including:

- Malachi Gilmore Hall in Oberon – the first nomination from Oberon Shire to be considered through the Central West project;
- Jenolan Caves Reserve, Oberon Shire – this was the first nature conservation reserve in NSW and was declared in 1867;
- Denison Bridge, Bathurst;
- Bathurst street lamps.

The community has also been asked to comment on proposals to list further important sites in the Central West, including:

- Windradyne's Grave at Brucedale and Yuranigh's Grave near Molong – these nominations were prepared by local Aboriginal communities and have been endorsed by the Aboriginal Heritage Advisory Panel;
- Old Errowanbang Woolshed near Carcoar.

Aboriginal Heritage

This year saw the first listing of an Aboriginal Mission on the State Heritage Register: Burra Bee Dee Mission near Coonabarabran. This takes the total number of Aboriginal sites on the register to six.

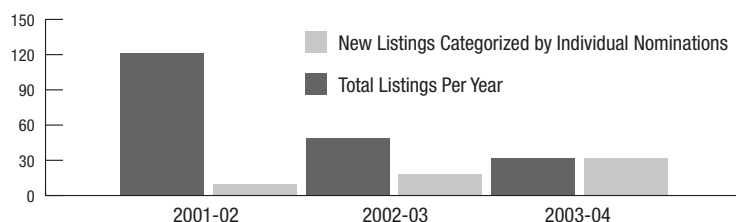
The Aboriginal Heritage Unit was established this year to work closely with the Heritage Council, Aboriginal Heritage Advisory Panel and the Heritage Office to assist with Aboriginal heritage matters. A major role of the Aboriginal Heritage Unit is to increase the number of Aboriginal places on the State Heritage Register by visiting Aboriginal communities to promote and provide support during the nomination processes.

The Aboriginal Heritage Unit has visited over 20 communities across NSW to consult with community members and highlight the success of Burra Bee Dee. This has helped to encourage more Aboriginal communities to nominate places of high cultural value.

The Aboriginal Heritage Unit has worked on a further four nominations for listing on the State Heritage Register: Yuranigh's Grave Molong, Windradyne's grave at Brucedale, Brewarrina Mission and Cemetery and Ulghandi Island, Clarence River, Maclean.

Measuring Our Performance: Listings on the State Heritage Register

Items are listed on the State Heritage Register by the Assistant Minister for Infrastructure and Planning, following a recommendation from the Heritage Council of NSW. This follows an assessment of the significance of the place or object and extensive consultation with owners and the community.



Interpretation

These figures reflect changes in our strategic approach to heritage listing. The State Heritage Register was created in 1999 and much work was done in the initial years to help State agencies identify and list their heritage assets. The Heritage Act provides for the "bulk listing" of government-owned heritage items. For example, in May 2002 nearly 100 properties in The Rocks precinct under the overall management of the Sydney Harbour Foreshores Authority were listed.

This year we have focussed on improving management strategies for new nominations. This has resulted in a more efficient processing of nominations and an increase in the number of individual listings, from 18 in 2002-03 to 32 in 2003-04.

Colonial Landscapes Project

This year we carried out intensive investigations of colonial properties in the Cumberland Plain to help assess whether these properties should be listed on the State Heritage Register. The properties were identified with the help of an earlier National Trust study of colonial properties in the Cumberland Plain and Camden areas. Discussions took place with stakeholders including owners, Camden Council, the Department of Infrastructure, Planning and Natural Resources and Landcom regarding the identification of curtilage boundaries and the proposed listing of several key properties in the Camden and Bringelly area.

The Heritage Council resolved in March 2004 to recommend the listing of the following significant colonial landscapes on the State Heritage Register:

- Camden Park Estate and Belgenny Farm
- Gledswood, Catherine Field
- Raby, Catherine Field
- Maryland, Bringelly
- Denbigh, Cobbity
- Oran Park, Oran Park
- Orielton, Narellan.

These considerations have formed part of the NSW Government's overall investigations into new residential release areas. The Minister is currently considering the recommendations of the Heritage Council.

Religious Property Project

This year we worked closely with a number of religious organisations to identify religious places and items for listing on the State Heritage Register. This initiative was undertaken to ensure that possible listings were considered in a cooperative manner with religious bodies. The project aimed to identify 12 religious properties for consideration and possible listing on the State Heritage Register in 2004. As a result, the following places were considered by the Heritage Council's Religious Property Panel and recommended for listing on the State Heritage Register:

- Church of Christ the King Catholic Church, Taralga
- St Mary's Cathedral and Chapter House, Sydney
- St Andrew's Cathedral, Sydney
- St John the Evangelist Church, Wallerawang
- St James' Anglican Church, Sydney
- St Stephen's Uniting Church, Sydney
- Anglican Cathedral Bells, Bathurst
- Holy Trinity Anglican Church Group, Kelso
- St Paul's Anglican Church, Cobbity
- Bathurst City Uniting Church, Bathurst
- St Anne's Catholic Church, Bondi
- Our Lady of the Holy Rosary of Pompeii Catholic Church, Yoogali

Multicultural Communities

Working with different ethnic communities to celebrate the physical evidence of our diverse heritage is an important part of the Heritage Office's work.

A highlight for this year was an innovative solution engineered by the Heritage Office and the University of Wollongong that has guaranteed the survival of the last Nissen huts in NSW adapted for use in migrant hostels. Three huts, remnants of Wollongong's Balgownie Migrant Workers Hostel, will become part of the Wollongong Innovation Campus. The University agreed in July 2003 to retain the largest hut on its present site and relocate two others next to it.

Two important multicultural initiatives funded by the Heritage Incentives Program were completed in the year under review:

- 40 complete nomination forms to create a comprehensive survey of significant Chinese Australian sites; and
- transcription of oral history recordings of interviews with Italo-Australian settlers in the Newcastle area.

Case Study: Sydney Opera House

The highlight of the year for heritage was the listing of the Sydney Opera House on the State Heritage Register. The listing of Australia's most famous building gave official recognition to Jørn Utzon's twentieth century architectural masterpiece.

Announced in the year of the 30th birthday of its completion, the listing confirmed the esteem by which the Sydney Opera House is held in Australia and internationally.

The listing was achieved after consultation with the Sydney Opera House Trust, and is an important benchmark for the heritage of the State. The State listing is also a first important step to the listing of the Opera House on the new national heritage list and eventually on the World Heritage list.

The Sydney Opera House during construction.
Photograph courtesy of the Government Printing Office Collection, State Library of NSW



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Movable Heritage

We encourage the protection and care of significant movable items, including listing on the State Heritage Register. The Heritage Council's Movable Heritage Panel provides advice and recommendations. This year we:

- completed a regionally-based thematic project, the Dubbo-based Electricity Study, and continued to progress the Illawarra/Shoalhaven Dairy Study;
- assessed the nominations for listing of movable items on the State Heritage Register, including elements of the NSW Fire Brigades fire engine collection held at the Penrith Museum of Fire, and *Dunbar* 1857 shipwreck collection owned by the Australian National Maritime Museum;
- contributed expert advice on the State Heritage Register nomination of the Australian Pioneer Village Moved Building Group; and technical advice on the interim heritage order over the Lachlan Vintage Village site in Forbes;

- provided advice on policy issues related to the management and conservation of historic vessels, including the *Kooleen* ferry managed by the NSW Waterways Authority; *MV Lady Street* managed by State Transit Authority; the nominations for the State Heritage Register of the historic vessels *Alma Doepel* at Port Macquarie, *MV Florrie* at Ballina, and the State Heritage listed vessel *Lady Denman* at Huskisson.

Thematic Study

There has been increasing interest in the community about WWII sites, as well as concern that these sites would be lost amongst development pressures. In response, the Heritage Office recently undertook a thematic study on World War II aerodromes and associated structures to identify items important in the history of Australia's military aviation during the war. This year we have been involved in activities emanating from the thematic study, including assistance and advice for the preparation of a plan of management for Evans Head Memorial Aerodrome (listed in 2002) and the listing of the Former RAAF Stores Depot in Dubbo.

Measuring our Performance: Types of State Heritage Register Listings

One of our key strategic goals is to build a register that properly reflects the diversity of heritage in NSW.

Analysis of State Heritage Register		
Heritage Type	No. of Listings	
Aboriginal	6	.4%
Area/Complex/Group	374	25.4%
Archaeological – Maritime	4	.3%
Archaeological – Terrestrial	26	1.8%
Built	996	67.6%
Landscape	36	2.4%
Movable/Collection	31	2.1
TOTAL	1473	

Analysis of New Items Added to State Heritage Register in 2003-04		
Heritage Type	No. of Listings	
Aboriginal	1	3.1%
Area/Complex/Group	7	21.9%
Archaeological-Maritime	2	6.3%
Archaeological – Terrestrial	0	0
Built	14	43.8%
Landscape	7	21.9%
Movable/Collection	1	3.1%
TOTAL	32	

Interpretation

Most of the items currently listed on the State Heritage Register are buildings. This reflects the architectural origins of the list. However, a wide variety of places and items tell the key stories of the State's historical development. We are aware of this past bias and are working to redress the balance so that the register will properly reflect the diversity of heritage in NSW.

This year's figures reflect a move away from listing buildings, to an approach that encompasses a diversity of heritage places. For example, the rising number of Aboriginal heritage items shows the effective work done by the new Aboriginal Heritage Unit. We have also focussed on maritime heritage and this year celebrated the first shipwreck sites to be listed on the register.

Of particular interest is the huge increase in the percentage of landscapes listed on the register. This is the result of a successful strategy to consider heritage places as part of a cultural landscape, rather than as individual objects set within a landscape. Landscapes listed this year include coastal landscapes such as The Entrance Ocean Pools and the Bogey Hole in Newcastle, geographical features such as Jenolan Caves Reserve and Prospect Hill, and urban landscapes such as the Bathurst street lamps. This demonstrates our success in reflecting the diversity of cultural landscapes in NSW in new listings on the State Heritage Register.

State Heritage ICONS Project

Minister Beamer launched the State Heritage ICONS Project during the National Trust Heritage Festival in April 2004 as a way of enlisting public support for the nomination of important heritage places not yet listed on the State Heritage Register. The project attracted substantial media coverage, particularly on radio and in the regional press, and was very popular with the public.

By the end of the financial year 75 items had been nominated. Some items received multiple nominations, notably Century Tavern in Sydney and Manly Cemetery.

The completion of the State Heritage Register is one of our key priorities. However there are insufficient financial and human resources at the present time to undertake intensive regional studies. The ICONS Project is a strategic initiative to address the glaring deficiencies in the scope of the register, particularly regarding items that most people interested in the heritage of NSW would agree should be listed.

Research on Heritage Listing

During 2003-04 we commissioned the University of Western Sydney to prepare two reports for us on the economic and social benefits of heritage listings, and a method of determining the relationship between development and heritage impact. The latter report was carried out with the co-operation of the other Australian State and Territory heritage agencies, and is an example of government sharing resources for common outcomes. The two economic reports will be published during 2004-05.

Twentieth Century Heritage Listings

A major twentieth century item considered for listing this year was the Pettit & Sevitt Exhibition Centre in St Ives, built in 1964 by merchant builders.

All of the houses were designed in the Sydney Regional style by Ken Woolley, all were landscaped by Bruce Mackenzie, and all were photographed by Max Dupain. This was the first project home exhibition centre in Sydney designed by a single architect, built by a single builder, and landscaped by a single landscape architect. The complete exhibition centre remains today, with minor additions.

Despite submissions in support of the listing, including architect Ken Woolley and the Royal Australian Institute of Architects, there were major objections and concerns from some owners. The Heritage Council concluded that listing the centre at this time may have the effect of enforcing fears of negative impacts of heritage listings rather than assuaging them among some owners of the late-20th century buildings.

Before considering any similar listings, we plan to undertake the following initiatives to encourage the care and protection of late-20th century places:

- community education on the heritage values of 20th century heritage;
- comparative research on demonstration estates, display villages, exhibition centres and similar types of places associated with the development of post-war and late-20th century suburban housing in NSW;
- further guidance on additions and alterations to post war and late-20th century suburban housing in a manner that will conserve significance for future generations, while providing for the evolving needs of contemporary living.

Case Study: Burra Bee Dee Mission

This year Burra Bee Dee mission, south of Coonabarabran, was added to the State Heritage Register. This is a major achievement for Aboriginal heritage in NSW. Burra Bee Dee is the first Aboriginal mission to be added to the register.

The nomination of Burra Bee Dee Mission site and cemetery in Coonabarabran was initiated by the Coonabarabran Elders group. Over a period of eight months the Elders group and the Heritage Office's Aboriginal Heritage Unit worked closely with the Department of Environment and Conservation and the Department of Lands.

Burra Bee Dee owes its existence to the efforts of a remarkable Aboriginal woman, Mary Jane Cain. It was through her persistence that the area was gazetted in 1911 as an Aboriginal mission.

Burra Bee Dee ("flying mice" in the Gamilaraay language) became an important centre for the local Gamilaraay people and a significant place of occupation for many Aboriginal people. It has special cultural significance, being well known for its links to dreaming stories and featuring in language and stories.

The Gamilaraay people continue to visit the site to undertake cultural practices and maintain the original cemetery which is the only physical structure to remain from the original settlement. The listing of Burra Bee Dee was supported by the local Aboriginal community who played a key role in preparing the nomination.

Coonabarabran Elders Group at the Burra Bee Dee mission site. *Photograph by Adell Hyslop*



Online Heritage Databases

The Heritage Office website, in conjunction with Internet e-mail, has become an increasingly important tool in the dissemination of information to the community and the encouragement of two-way communication with customers and partners.

Terrestrial and maritime heritage databases are publicly available on the website. These databases are both updated regularly by a replication process. In May 2004 the entire website, including online databases and mapping application, was moved to a new server to improve visitor access, speed, reliability and security.

Maintaining the Databases

Mapping Heritage

In April this year we added a new feature to the online State Heritage Register to allow heritage items to be plotted on a map.

Using a Geographic Information System (GIS), owners of listed properties, local councils and heritage specialists can now accurately determine the land affected by State Heritage Register listings. It enables researchers to see the big picture, with heritage items plotted across regions or towns, or to zoom in close to view the boundaries of an individual item. It is now also possible to produce accurate cartilage maps of items nominated for the register.

This facility will greatly extend the capacity of the Heritage Office's publicly available 'one stop shop' for information on significant heritage places in NSW. This means greater integration of heritage with other planning information used by home-owners, the development community and regulatory and planning authorities. The *Mapping Heritage* project was funded by a grant from the NSW Department of Commerce.

Distributing Software

We work with government and community groups to improve the quality and accuracy of public information available through our online heritage databases. In 2003-04 we continued to:

- **gather information** by importing descriptions and images compiled by government and community groups relating to heritage items. This year six councils and one State agency added their database information to the online databases;
- **standardise the form of information** by distributing free database software packages as well as software upgrades for previous users. The Heritage Office also assisted local government with data conversion from a variety of data formats into the heritage database standard. This year heritage database software was distributed to 20 clients, including consultants, community groups, local government, and State government;
- **train users** in the use of the software. This year 37 representatives from 30 organisations (consultants, community groups, local and State government) received training in the operation of the software through the Heritage Office's regular workshops.

Case Study: Millers Point and Dawes Point

This year, for the first time, an entire suburb was listed on the State Heritage Register. The listing of the Millers Point and Dawes Point precinct was a major achievement for the community and a landmark listing for the State government.

Strategically placed between the city, harbour and deep-sea wharves, Millers Point is a complete maritime town, little changed since the 1930s. Buildings from every decade between 1810 and 1930 can be found within the boundaries of Millers Point making the area a unique record of Australian urban life.

The community has always seen Millers Point as a special place and they were the driving force behind its nomination for listing. The Heritage Office received over 150 submissions when it was proposed. Many of the residents have family connections that can be traced through preceding generations who lived at the Point and worked in the maritime industries.

The listing means that the whole of Millers Point can be managed as a single precinct, including streetscapes, trees and the surviving evidence of maritime enterprises, rather than as a collection of individually-listed buildings.

Argyle Place in Millers Point. *Photograph by Nathanael Hughes*



Case Study: WWII Heritage Sites

The former Dubbo RAAF Stores Depot was listed on the State Heritage Register this year after review by a panel of experts appointed by the Minister. The first of its kind, the panel was created when the large and contentious WWII site was proposed for development in 2003.

The complex of 1940s military storage buildings has remained relatively untouched and is the largest of its kind in Australia. It was part of a national network of defence established in the wake of the Japanese bombing of Darwin in 1942.

The Department of Defence disposed of the site in March 2003, and the new owner proposed a mixed development on the site, including a bulk goods retail outlet, light industrial works, housing and open space.

The panel of experts was appointed to advise the Minister whether the site was of heritage significance and to look at options for the site.

It was headed by Don Godden, one of Australia's foremost experts on industrial heritage and included Reginald Smith, a partner with Allen Jack and Cottier Architects and Tony Peachey, prominent member of the local Aboriginal community.

The panel conducted stakeholder meetings in Dubbo with the owners, local Aboriginal community, Dubbo City Council, the Heritage Council and Heritage Office. After considering the panel's report, the Minister listed the entire site on the register.

The Heritage Office is now working with the owners for a development solution that is sensitive to the significant heritage elements of the site.

The former RAAF Stores Depot with its unusual camouflage detailing. *Photograph by Cameron White*



Maritime Databases

The maritime heritage databases are available to the public via the Maritime Heritage Online website. Researchers can access information on wreck sites from a database incorporating both the State register and the Commonwealth register. Advancements this year included:

- improvements to the descriptions of wreck events, including pocket histories of 300 wrecks;
- improvements to the descriptions of wreck events, including pocket histories of 300 wrecks;
- more accurate position fixers for ten wreck sites.

Key Strategies for Next Year

In 2004-05 we aim to:

- improve timeframes for the assessment of nominations for the State Heritage Register;
- increase the number of items added to the State Heritage Register this year;
- continue to improve the comprehensiveness and diversity of the State Heritage Register;
- work in partnership with universities and community-based heritage groups to prepare nominations for listing of sites identified in the Icons Project.