Managing Government-owned Heritage
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 the State. Together this represents the largest heritage property portfolio in NSW.

At 30 June 2005 there were 749 publicly-owned heritage items listed on the State Heritage Register, 50% of the total number of listings.

Government agencies have special obligations under the Heritage Act to manage these significant heritage assets. This year we continued to work with State Government agencies to help them achieve their responsibilities.

Managing State-owned Heritage

This year we made major advances in the management of heritage assets under State Government ownership or control. Importantly, we published the State Agency Heritage Guide. This essential resource includes the Heritage Assets Management Guidelines of the NSW Heritage Council, and the State-Owned Heritage Management Principles issued by the Assistant Minister for Infrastructure and Planning.

The State Agency Heritage Guide was supported by NSW Treasury, and incorporated comments from key agency stakeholders. It was disseminated to all agencies with heritage portfolios in January 2005.

The guide provides clarification to NSW agencies about heritage issues and opportunities for managing their assets, consistent with the NSW Government policy for Total Asset Management (TAM). Two key deliverables for agencies are a heritage asset management strategy by 31 January 2006 and a completion date for their heritage and conservation register. The complete guidelines are available from the Heritage Office website at www.heritage.nsw.gov.au.

In line with the release of the State Agency Heritage Guide the Heritage Office has initiated an audit of agency compliance under Section 170 of the Act.
In 2004-05 we also:

- commenced discussions with the Department of Commerce and the private sector regarding opportunities to assist agencies in meeting their obligations, on a fee-for-service basis;
- continued to provide advice on delivering appropriate registers, and training on how to use the heritage database software;
- discussed with key agencies the development of policies covering their movable heritage collections;
- continued to liaise closely with agencies regarding the potential listing of state significant assets on the State Heritage Register. One of the key results was the listing of three vintage fire engines owned by the NSW Fire Brigades in December 2004;
- nominated a senior heritage officer to be the focal point for progressing agency compliance with the provisions in the Heritage Act, and to develop an internal strategy and educational program.

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 lists an agency’s heritage items and includes information needed for their effective use, management, funding or disposal.

This year, consistent with the *State Agency Heritage Guide*, agencies are required to submit a heritage asset management strategy by 31 January 2006 and identify a completion date for their heritage and conservation register, no later than 2009.

In 2004-05 Newcastle Port Corporation submitted their completed heritage and conservation register 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. An excavation permit is also required 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 the authorisation which has applied to the Sydney Harbour Foreshore Authority since April 2004 was extended to apply to officers of the Department of Environment and Conservation, and City of Sydney Council.

The use of these exemptions, authorisations and delegations will streamline the approval and exemption notification processes involving these agencies.

Joint Programs with State Agencies

**Timber Bridges**

Timber bridges are some of the most significant items of our State’s transport heritage. During the year the Heritage Council was asked to consider the possibility of major modifications to two of the most important of these structures. A memorandum of understanding was developed between the Heritage Office and the Roads and Traffic Authority so that common issues could be approached in a systematic and methodical manner.

Monkerai Bridge is one of the three most significant timber bridges in the NSW road network. It is one of the only two remaining old Public Works Department timber truss bridges in the State and is the most intact. Junction Bridge is one of only five McDonald Timber Truss bridges remaining in NSW.
The Heritage Office has approved Section 60 applications for both these significant bridges for their rehabilitation and strengthening. This work involves replacing damaged timber elements so that the bridges will fulfil load requirements and remain fully operational bridges.

Historic Towns Project
The Roads and Traffic Authority and Tourism NSW are undertaking a review of the methods for deciding on 'white on brown' road signs for historic towns and heritage sites. The Heritage Office has participated in this process by developing a checklist for applicants to check their eligibility and to assist in the assessment of applications. During the year the Heritage Office was asked to contribute to a further review of the sign criteria.

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-nineteenth century toolmaking 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.  

The lathe is located at the Lachlan Vintage Village. An interim heritage order on the village was revoked in September 2004. Forbes Shire Council is considering the option of listing a core of the village as a heritage item on its local environmental plan while the rest of the site is developed for housing. The outcome of that proposal may have some bearing on future storage options for the lathe.

**Exeter Farm**

**Location:** Meurants Lane, Parklea (Lot 52, DP 869799 and Lot 4021, DP 879557)  
**NSW historical themes:** agriculture, housing, pastoralism  
**Years of construction:** 1810-1825  
**Statement of significance:** Exeter Farm is a rare intact surviving example of an early settler’s farm house dating from the time of Governor Macquarie – possibly from as early as 1808 – which provides a record of occupation by members of one family until 1923. It retains evidence of many layers of fabric including finishes like wallpapers and paint which together reflect changing tastes and attitudes to decoration of a farm cottage. The property was last owned by Norman and Marie Delaney who donated it to the Minister for Planning by a Deed of Gift on 31 July 1997. The property is listed on the State Heritage Register.  
**Management:** the Heritage Office has been maintaining this property since 1997 and has spent a considerable amount of money so far in the preparation of a conservation management plan and general cleaning and maintenance.  

The Heritage Office is in the process of appointing the Department of Commerce to project manage the conservation and repair works to Exeter Farm buildings.
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, not seen at Government House in Sydney, into the lives and lifestyles of the governors.

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 nearing completion by June 2005. The garden has been greatly improved with the removal of excess growth. Following negotiations on further work and on the standard of work to date, the Heritage Office issued default notices requiring the lessee to make good deficiencies in the works. Negotiations on this matter are continuing.

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. It is listed on the State Heritage Register.

Management: the villa sits in landscaped grounds within its original curtilage, an aspect that is relatively rare, especially in suburban Sydney. Archaeological evidence of features shown in early photographs may survive, giving the site considerable historical archaeological potential.

The buildings are in sound condition. A conservation management plan for the property has been completed. This year the short-term lease with the community organisation, Living and Learning Services for Adults with Disabilities, for the use of the dormitory building behind the historic house on the property was extended to December 2005.

A key challenge is meeting the projected $3m cost of the conservation and future maintenance of the property and associated buildings and landscape work. In 2004-05 considerable work was undertaken on the feasibility of developing a part of the site with a view to investing the proceeds on the conservation works for the house and its site. Discussions with Holroyd Council have continued regarding its future management once conservation works are completed.

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 twentieth century Modernist architects. It also contains intact contents of late-1940s furniture by such renowned designers as Eames, Saarinen and Hardoy. It is listed on the State Heritage Register.

Management: Rose Seidler House is managed by the Historic Houses Trust. Physical condition is excellent. Archaeological potential is low.
A new joint publication by the Heritage Office and the Royal Australian Institute of Architects NSW Chapter will help in the design of high quality buildings to fill gaps in heritage areas or existing buildings. Design in Context: Guidelines for Infill Development in the Historic Environment was published this year to promote architectural design that responds to its historic setting.

Design in Context includes a section on the principles of good infill design, as well as ten case studies showcasing creative architectural approaches and clever solutions. Its target audience includes architects, planners, local council officers and heritage owners. Photograph courtesy of Brett Boardman Photography.

**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. It is listed on the State Heritage Register.

**Management:** the house is leased to the Royal Australian Institute of Architects (NSW Chapter) under terms which require its conservation and permit its adaptive re-use as the institute’s New South Wales base. 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. During the year minor works were undertaken to a fireplace on the first floor.

**Managing the Heritage Office Building**

The Heritage Office is located in the former King’s School building overlooking the Parramatta River. The adaptive re-use of one of Parramatta’s heritage icons for use as a modern and efficient office building has set a fine example for the re-use of other heritage properties in the State.

The Heritage Office is also tangible evidence of the role that heritage conservation plays in achieving sustainable development. Rating four stars under the Australian Green Building Rating, the office meets government targets set for July 2006 and demonstrates that conservation of historic buildings can be carried out to meet environmental targets for energy consumption in the long term.

Throughout 2004-05 the Heritage Office building has been maintained to a high standard. Maintenance work is currently underway on the stormwater disposal system, white ant control and investigation of rising damp. Discussions have taken place with the Department of Commerce with a view to including the conservation of the stonework on the southern façade in their Stonework Program.

**Interpreting the Heritage Office Building**

As part of our management of this heritage site, we are producing an interpretation package to communicate the significance of the former King’s School. Recognising that the building’s current use as an office limits the number of potential visitors, the focus of the interpretation strategy is the Heritage Office website. Further research to source appropriate images illustrating the activities of the Burramattagal people was undertaken this year by the Heritage Office in consultation with the Darug community. It is anticipated the interpretation package will be launched online in August 2005.
Australian Government and Heritage

OUR GOAL: agreements between the State and Australian Government to facilitate best practice heritage management in NSW

The Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) came into force on 16 July 2000. Major amendments to the Act came into force on 1 January 2004 creating the Australian Heritage Council, the National Heritage List and the Commonwealth Heritage List. This reporting year has been the first full year of operation under the amended Act.

The Department of the Environment and Heritage is the Australian Government agency responsible for implementing the EPBC Act. The Department develops and implements national policy, programs and legislation to protect and conserve Australia’s natural environment and cultural heritage.

Referrals of Listings for the National Heritage List

The National Heritage List is a list of places with outstanding heritage value to our nation, including places overseas. A protocol was agreed between the Australian Government, States and Territory in October 2004 which identified roles and responsibilities of all parties in relation to the National Heritage List. Under the protocol the Heritage Office receives referrals from the Australian Government to review nominations for the list.

This year we coordinated the NSW Government responses for the following nominations for the National Heritage List, in accordance with the provisions of the EPBC Act. The task involves the assessment of the nomination by the Heritage Office, and the collation and consideration of the views of affected state agencies, in liaison with the Cabinet Office.

Emergency Nominations

- Kurnell Peninsula
- Thirteen grey nurse shark habitats
- North Head, Manly
- Air Services Australia Site, Penrith
- Australian Defence Industries Site, Penrith
- Section of the Nepean River, the Dendrobium Mine Area and 22 mine sites along the Illawarra Escarpment
- Murraba Heritage Landscape, Tweed Heads West

Nominations to the National Heritage List

- Kurnell Peninsula
- First Government House Site, Sydney
- North Head, Manly
- Sydney Opera House and surrounds
- Australia Square Sydney
- Haberfield Conservation Area
- Brewarrina Fish Traps
- Brandy Mary’s Bago State Forest Lease
- Lavender Bay, North Sydney
- Graythwaite, North Sydney
- Pitt Town, Hawkesbury
Sydney Opera House World Heritage Nomination

The NSW Heritage Office is project managing the preparation of a World Heritage nomination for the Sydney Opera House, in collaboration with the Australian Department of the Environment and Heritage. This nomination focuses on the Sydney Opera House site itself, although it is planned to be accompanied by a World Heritage Buffer Zone including surrounding harbour waters and viewpoints.

Arguments for justifying the listing are being developed under two criteria of the World Heritage Guidelines: that the Sydney Opera House is a ‘masterpiece of human creative genius’ and that it ‘exhibits an important interchange of human values’ (criteria (i) and (ii) Section 77 of the World Heritage Guidelines).

The nomination is bolstered by the re-engagement of Jørn Utzon to write the Utzon Design Principles (2002) as a permanent reference for the long term conservation and management of the Sydney Opera House. It is also supported by the Heritage Council’s 2003 endorsement of James Semple Kerr’s A Conservation Plan for the Sydney Opera House and its Site (2003); by the listing of the Sydney Opera House on the State Heritage Register in 2003; and inclusion on the National Heritage List. Utzon’s re-engagement with the Sydney Opera House strengthens the arguments being prepared for the World Heritage nomination concerning the authenticity of the building and its site.

State of the Environment Reports

The Heritage Office is a partner agency with the Australian Department of the Environment and Heritage in the preparation of the cultural heritage component of the Australian Government’s five-yearly State of the Environment Report. This year we contributed statistics for the 2006 report, as well as providing comments on the text.

Following its major contribution to the first cultural heritage component of the NSW Department of Environment and Conservation’s State of the Environment Report in 2003, the Heritage Office anticipates being closely involved in the coming year with the preparation of this section of the 2006 report.

CASE STUDY | KURNELL PENINSULA HEADLAND

The National Heritage List is a list of places with outstanding heritage values to our nation, including places overseas. So important are the heritage values of these places that they are protected under the Australian Government’s Environment Protection and Biodiversity Conservation Act 1999.

This year Kurnell Peninsula Headland was listed on the National Heritage List. It was the first place in NSW to be listed.

The Heritage Office coordinates the response of the NSW government to the nomination of a place in NSW. The office sought the views of other NSW government agencies and provided comments on the Kurnell Headland.

Kurnell Peninsula Headland is of outstanding heritage value to the nation as the site of first recorded contact between British and Indigenous people in eastern Australia. Lt James Cook, Commander of the Endeavour, landed at Kurnell Peninsula in April 1770. The story of Cook’s first landing on the east coast of Australia has become an integral part of our recorded history and folklore. For Aboriginal people this first landfall on Kurnell represents the beginning of the process which led to the dispossession of Indigenous Australians.

The Kurnell Peninsula Headland was listed on the National Heritage List on 28 February 2005. The listing comprises a total of 400 hectares of Kurnell Peninsula on the southern shores of Botany Bay, including Captain Cook’s Landing Place.

Sand dunes at Kurnell Peninsula. Photograph by Murray Brown.
Underwater Cultural Heritage

**OUR GOAL:** assessment and management of historic shipwrecks in Commonwealth 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 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 Australian waters. Key activities included:

- issuing permits for visits to historic shipwrecks in protected zones – three permits for *ss Lady Darling*, four permits for *ss Bega*;
- maintenance of existing partnerships with maritime heritage management agencies in the states, the Northern Territory, Norfolk Island, the Australasian Institute for Maritime Archaeology and the International Committee for Underwater Cultural Heritage;
- assistance to the Department of the Environment and Heritage on the development of a National Maritime Heritage Strategy;
- input into zoning plans for Jervis Bay Marine Park;
- conduct of surveys for *Centurion, Dunbar, Duckenfield* and *Merimbula* historic shipwreck sites;
- support for community-based surveys for *ss Bega* and *tss William Dawes*;
- maintenance of the agreement on management of underwater cultural heritage in Marine Parks through a memorandum of understanding between the Heritage Office and the NSW Marine Parks Authority;
- appointment and training of Marine Park Officers as wreck inspectors for Jervis Bay, Lord Howe Island, Solitary Islands and Cape Byron.

A wartime shipwreck was discovered this year off the NSW coast. The torpedoed wreck of the American liberty ship *William Dawes* was inspected by divers who broke the NSW diving record to reach the remains located in waters off Tathra.

Although under the qualifying threshold of 75-years old, the *William Dawes* was declared a ‘historic shipwreck’ under the *Commonwealth Historic Shipwrecks Act 1976* in November 2004. The NSW Heritage Office, as the delegated authority, now manages the shipwreck site.

The *William Dawes* was on US wartime convoy duty along the south coast on 22 July 1942 when it was struck by two torpedos from the Japanese Imperial Navy submarine, known as I-11, and later sank. Five crewmen died in the attack and today the wreck site constitutes a war grave.

The Heritage Office worked with the Sydney Project, a leading professional team of technical divers, to uncover information about the wreck site. Local Bermagui commercial fishing operators and diver charter operators helped to locate it. The Sydney Project’s inspection of the *William Dawes* in 135 metres of water is the deepest wreck dive ever undertaken in NSW.
Key strategies for next year

In 2005-06 we aim to:

- receive and endorse ten heritage and conservation registers from state government agencies;
- receive and endorse five heritage asset management guidelines from state government agencies;
- revise the State Agency Heritage Guide following feedback from state government agencies;
- conclude the bilateral agreement between the Australian Heritage Council and the Heritage Council of NSW to accredit NSW Government assessment processes and commence operation;
- submit the nomination of the Sydney Opera House to the World Heritage List to the World Heritage Committee of UNESCO in Paris;
- complete a memorandum of understanding with the Roads and Traffic Authority for the conservation of historic timber bridges;
- develop and submit a submission on behalf of the NSW Government to the Productivity Commission’s inquiry into the policy framework and incentives for the conservation of Australia’s historic heritage places.

CASE STUDY | CENTURION

The Deputy Premier, Dr Andrew Refshauge, launched an interpretive monument for the historic shipwreck Centurion in Sydney Harbour on 10 December.

In full diving gear, the Deputy Premier undertook NSW’s first underwater unveiling of an interpretive plaque. With recreational divers regularly visiting the wreck site, the Centurion monument will help to increase public awareness of the State’s underwater cultural heritage.

The Centurion, with a cargo of coal, struck North Head while departing Sydney under tow for Honolulu on 16 January 1887. The crew escaped but the Centurion drifted off the headland and sank in 18 metres of water. The 63-metre Centurion was originally a timber clipper ship and was built in 1869 in the famous Aberdeen shipyard of Walter Hood and Sons.

A range of private individuals, industry partners and government agencies sponsored this project including NSW Maritime Authority, NSW Department of Primary Industries, Australian National Maritime Museum, Australian Department of the Environment and Heritage and Project Aware.

The Centurion is the last of the shipwrecks in Sydney Harbour from the wooden sailing ship era still significantly intact. Photograph by David Nutley.

Measuring our Performance: Shipwrecks and Relics Reported to the Heritage Office

Interpretation: Items of underwater cultural heritage may be located as a result of chance, dedicated searches or as a by-product of remote sensing surveys for other purposes. The reports received by the Heritage Office reflect the success of the office in promoting awareness of its functions in underwater cultural heritage management – through the Maritime Heritage Online website, regular lectures to community groups and at national and international forums.

This year the community reported findings of an old Admiralty pattern anchor off Middle Head, Sydney Harbour; an unidentified relic on South Solitary Island; the Franz (1879), a historic shipwreck in the surf break at Windang; the Bega (1908), a historic shipwreck offshore between Tathra and Bermagui; and the William Dawes (1942) a historic shipwreck off Tathra.

Newly notified wrecks

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