

HERITAGE COUNCIL OF NSW
NSW HERITAGE OFFICE



Annual Report 04/05



Helping the community to conserve our heritage

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Editor: Lianne Hall and Deborah Arthur

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Cover: St Mary's Catholic Cathedral in Sydney was one of a group of pre-eminent religious buildings listed on the State Heritage Register this year, along with St Andrew's Cathedral and Chapter House, The Great Synagogue, St James' Anglican Church, and St Stephen's Uniting Church. Photograph by Renée Savidan.

This page: The Great Synagogue. Photograph by Lianne Hall.

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The Hon. Frank Sartor MP
Minister for Planning
Minister for Redfern Waterloo
Minister for Science And Medical Research
Minister Assisting the Minister for Health (Cancer)

Level 34, Governor Macquarie Tower
1 Farrer Place
Sydney NSW 2000

Dear Minister

I have pleasure in submitting the Annual Report of the Heritage Council of NSW and Heritage Office for the year ended 30 June 2005.

The report provides a comprehensive account of the activities and operations of the two organisations during the past financial year. It has been prepared under section 23 of the *Heritage Act 1977* (as amended) and the *Annual Reports (Departments) Act 1985*.

Yours sincerely



Reece McDougall
Director

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2004 - 2005 Highlights

- Twenty-eight new items were added to the State Heritage Register, making a total of 1,496 items on the register.
- *The State Agency Heritage Guide* was issued to all state agencies in NSW. This essential resource comprises principles and guidelines for agencies in the management of their heritage items, collectively the largest heritage portfolio in NSW.
- Ninety percent of the 152 councils in NSW now have direct access to heritage expertise, either in-house or through heritage advisor services with funding from the Heritage Incentives Program.
- The Heritage Office processed 425 applications to make changes to items on the State Heritage Register, comprising Section 60s, integrated development applications and exemptions for work valued at over \$500,000,000.
- The Heritage Office published *Design in Context: Guidelines for Infill Development in the Historic Environment* to promote high quality architectural design to fill gaps in heritage settings.

Our Organisation at a Glance

Our Mission:

Helping the Community to Conserve our Heritage

Who We Are

The Heritage Office is the state government agency responsible for heritage in NSW. The office is staffed by heritage professionals with expertise in a range of specialised fields.

The Heritage Council of NSW is the NSW government's expert body on heritage matters.

What We Do

The Heritage Office works with communities to help them conserve and celebrate their important places and objects.

The office:

- provides advice to state agencies, local councils and community organisations on how to look after heritage items;
- supports heritage management through funding and advice;
- maintains the State Heritage Register, which lists heritage items of particular importance to the people of NSW;
- assesses development applications for changes to heritage places;
- undertakes a range of projects with the community to promote and celebrate the importance and value of environmental heritage.

The work of the Heritage Office is guided by the Heritage Council of NSW, a body appointed by the Assistant Minister for Infrastructure and Planning to reflect a cross-section of community, government and conservation expertise.

Our Legislation

The *Heritage Act 1977* (NSW) provides the legislative framework for identifying and protecting our state's significant heritage.

Our Clients and Stakeholders

We work with state agencies, local councils and the community to conserve our shared heritage. The 152 councils of NSW are important stakeholders as they play a crucial role at the local level where the action to conserve heritage begins. Key community organisations include the National Trust of Australia (NSW), the Royal Australian Institute of Architects NSW Chapter and the Engineering Heritage Committee of Engineers Australia, Sydney Division.

About Heritage

Heritage consists of those places and objects that we as a community have inherited from the past and want to hand on to future generations.

Heritage includes buildings, objects, Aboriginal sites, monuments, gardens, bridges, natural areas, cultural landscapes, archaeological sites, industrial structures, shipwrecks, relics, streets and suburbs.

The State Heritage Register lists items of particular importance to the people of NSW. There are currently 1,496 items on the register.

Our Funding Programs

The Heritage Incentives Program receives funding of \$4.8 million over a two year period. This year we administered the second year of the 2004-06 program.

In 2004-05 a total of \$799,237 was approved for 91 new projects. [See page 93 for a full report.]

Below is a breakdown of the 2004 -06 Heritage Incentives Program:

Geographic Area	Number of projects		Total number of projects %	
	2003-04	2004-05	2003-04	2004-05
Metropolitan	33	14	21	15
Non-metropolitan	121	77	79	85
Total	154	91	100	100

Geographic Area	Amount \$		Total funding %	
	2003-04	2004-05	2003-04	2004-05
Metropolitan	1,410,000	153,245	35	19
Non-metropolitan	2,577,947	645,992	65	81
Total	3,987,947	799,237	100	100

Our Heritage Portfolio

Our properties are: Abernethy & Company stonemason's lathe, Exeter Farm in Parklea, Hillview in Sutton Forest, Linnwood in Guildford, Rose Seidler House in Wahroonga and Tusculum in Potts Point [see page 33 for full report].

Our Staff

The Heritage Office staff is divided into four teams:

- **Listings team** works to identify the heritage of NSW by preparing nominations to the State Heritage Register and advises state agencies of their heritage responsibilities;
- **Conservation team** works to help owners and occupiers manage change to heritage items by preparing recommendations for Heritage Council decisions on development affecting listed items. The team also advises local councils of their heritage responsibilities and works with them to prepare local environmental plans;
- **Promotions team** works to promote the value and importance of our heritage by producing publications and websites, advising the community on heritage matters and providing \$2.4m each year to local councils and community organisations through the Heritage Incentives Program;
- **Business team** is responsible for the efficient management of the Heritage Office's human, financial and equipment resources.

The Heritage Office's management group consists of the Director, Reece McDougall; Assistant Director, Susan Macdonald; Business Manager, Robert Alder; and Principal Heritage Officers, Murray Brown, Vincent Sicari and Cameron White.

NSW Heritage Office

3 Marist Place
Parramatta NSW 2150

Locked Bag 5020
Parramatta NSW 2124

Tel: 61 2 9873 8500
Fax: 61 2 9873 8599
Email: heritageoffice@heritage.nsw.gov.au
www.heritage.nsw.gov.au

Message from the Chair



State Heritage Register

This year 28 new items were added to the State Heritage Register, making a total of 1,496 items on the register. This included some immensely important items:

- Ulgundahi Island on the Clarence River near Maclean is highly significant to the cultural, social, spiritual and heritage values of the Yaegl people and other Aboriginal people of the North Coast region;
- a range of historical, social and aesthetic values was celebrated in the listing of major precincts and landscapes such as Kenmore Hospital near Goulburn, the Priory at Gladesville, the Sydney Harbour Naval Precinct at Garden Island and the astonishing landra Estate at Greenethorpe in the State's west.

I was also privileged to attend a function at Parliament House with religious leaders and the Assistant Planning Minister, Diane Beamer, to celebrate the simultaneous listing of some of the State's pre-eminent religious buildings and most recognisable houses of worship: St Andrew's Cathedral and Chapter House, St Mary's Catholic Cathedral and Chapter House, The Great Synagogue, St James' Anglican Church, and St Stephen's Uniting Church.

Aboriginal Heritage

Each year the Heritage Council of NSW visits a rural area to see first hand how local councils and communities are celebrating and managing their heritage assets. In September 2004 we journeyed out north west to the Darling River towns of Bourke and Brewarrina. The visit to Brewarrina was especially memorable, thanks to the generosity of the local Elders and their willingness to share their stories with us.

We visited the remarkable fish traps, surely one of the oldest built structures on the planet. But the highlight was our inspection of the remains of the mission site where we heard both uplifting and depressing accounts by the Elders of their early lives at this place and of their wish for it to be listed on the State Heritage Register.

This visit convinced me of the necessity of including key Aboriginal sites as some of the State's most important heritage places in a truly comprehensive State Heritage Register.

Productivity Commission

In April 2005 the Productivity Commission announced an inquiry into the policy framework and incentives for the conservation of Australia's historic built heritage places. The Heritage Office has led a national project team with other state, territory and federal heritage agencies to prepare a submission to this inquiry. As the Chair of the Heritage Council of NSW, I am chairing this project group. The Heritage Office is also managing the NSW State Government response to this inquiry.

Recognition

The Premier launched a new initiative giving formal recognition to sites relating to key people and events in the history and development of New South Wales when he unveiled a plaque in April 2005 to celebrate the sporting prowess and achievements of legendary Soccerroo Johnny Warren at his childhood playing field in Botany.

In addition, the Minister celebrated the community heroes behind so much of the heritage work in the State through the presentation of the 2004 NSW Government Heritage Volunteer Awards in October 2004.

These two initiatives remind us that behind all the places and objects that make up the heritage of New South Wales are the stories and achievements of people in the past who created them or who lived extraordinary lives. We recognise the volunteers of today who shoulder so much of the responsibility of looking after these places for future generations and keeping the memory of our forebears alive.

Michael Collins

Message from the Director



Sydney Opera House. Photograph by Bronwyn Hanna.



Interpretive monument for historic shipwreck *Centurion*. Photograph by Mark Spencer.

Previous page: Michael Collins. Photograph courtesy of Paramount Studios.

Opposite: Reece McDougall. Photograph courtesy of Paramount Studios.

State Government Heritage

A hundred years ago government was the biggest business in New South Wales. So it is not surprising that many of our most significant heritage places and items are still under the ownership or control of state agencies. A constructive partnership between these agencies and the Heritage Office is therefore necessary if these items are to be properly identified, understood and conserved.

A major milestone achieved this year was the publication of the *State Agency Heritage Guide*. This key resource includes the *Heritage Asset Management Guidelines* of the NSW Heritage Council, and the *State-Owned Heritage Management Principles* issued in January by the Minister.

Local Government

Local councils are another key stakeholder group with which we work closely and provide support. This is essential, as most of the 20,000 heritage items on statutory heritage lists are protected at the local government level.

During this year:

- we reviewed 112 local environmental plans and advised whether they satisfied the provisions of *Environmental Planning and Assessment Act 1979* and Section 84 of the Heritage Act. This was a 19% increase on last year;
- we prepared a working draft of the *Standard Provisions for Local Environmental Plans* in conjunction with the Department of Infrastructure, Planning and Natural Resources. The working draft was endorsed by the Heritage Council in October 2004.

Ninety percent of the 152 councils in NSW now have direct access to heritage expertise, either in-house or through heritage advisor services with funding from the Heritage Incentives Program. This is a remarkable achievement directly attributable to the energetic and innovative management of the program by Dennis McManus, who retired from the Public Service at the end of the year.



National Heritage List

Following the Australian Government's launch of the National Heritage List in July 2004 the Heritage Office assisted with the processing of the first NSW nominations, as well as providing advice on emergency listing proposals. With the Cabinet Office, the Heritage Office also commenced the development of a bilateral agreement between the Australian Heritage Council and the Heritage Council of NSW. This is an important step towards the creation of a simple and orderly process for the recommendation of nationally significant heritage places to the National Heritage List.

The first place to be listed on the National Heritage List in NSW was Kurnell Peninsula south of Sydney, outstanding for its Aboriginal and natural heritage values and the site of the landing of Captain James Cook in 1770. The second NSW site to be listed was Brewarrina Fish Traps.

Sydney Opera House

The preparation of the nomination of the Sydney Opera House for the World Heritage List has also required a collaborative partnership between the Heritage Office, the Cabinet Office and the Australian Department of Environment and Heritage, as well as other NSW agencies such as the Department of Infrastructure, Planning and Natural Resources, Ministry for the Arts and the Sydney Opera House Trust. The Heritage Office commenced this process with the listing of Jørn Utzon's iconic masterpiece on the State Heritage Register in December 2003. The Heritage Office is the lead agency in the preparation of the nomination, due to be submitted to the World Heritage Committee of UNESCO in Paris by 1 February 2006.

Archaeology

The Heritage Office has been streamlining the archaeology provisions of the Heritage Act so that we can concentrate our resources on the most significant sites in the State. In an effort to make further improvements to the management of historical archaeology in NSW we undertook a Strategic Archaeology Review. Dr Tracy Ireland was commissioned to assist the Heritage Office in this task.

In recent years the Heritage Office have also been encouraging greater community involvement in archaeological investigations. Through these initiatives 1,800 members of the public were given free public tours of highly significant archaeological excavations in New South Wales during the year.

Maritime archaeology made a further advance this year when the Deputy Premier, Dr Andrew Refshauge, made Australia's first underwater announcement by launching an interpretive monument for the historic shipwreck *Centurion* on the bottom of Sydney Harbour on 10 December 2004.

Business Manager

This year's appointment of a Business Manager, on the recommendation of the review by the Council of the Cost and Quality of Government, will see the Heritage Office move to a cost-reflective pricing regime. The *Heritage Regulation 2005* will come into effect on 1 September and will have a positive impact on our resources in the next financial year by establishing new charges that are based on the true cost of services we provide.

New Strategic Plan

This report marks the end of our current *Strategic Plan 2000-05*. In the last five years we have made major progress against the goals that we set ourselves at the beginning of the decade. I am particularly proud of the advances we have made in the listing processes for the State Heritage Register and its public acceptance as New South Wales's premier heritage list. Our partnerships with key stakeholders such as local councils and state government agencies have also generated major achievements in heritage conservation across the State. We are now working on identifying our key challenges for the next five years in our *Strategic Plan 2005-10*.

Reece McDougall

Our Strategic Priorities

The mission of the Heritage Office and the Heritage Council of NSW is to help the community conserve our heritage.

The *Strategic Plan 2000-05* is our primary planning tool.

Our work is guided by the objectives identified in this plan:

1. the community will have access to quality and timely information about statutorily-listed NSW heritage through the online heritage databases and the legislative framework;
2. the community will recognise NSW government agencies as leaders in heritage management and NSW government agencies will model best practice in the management of heritage places;
3. local councils will integrate heritage conservation into their overall environmental management;
4. the community will celebrate and conserve the State's environmental heritage;
5. the Heritage Council will set best practice standards for heritage conservation;
6. the Heritage Council role and functions will be clearly understood at community and government levels;
7. the Heritage Office will provide quality advice to the Minister and the Heritage Council and support the Heritage Council so that it can conduct efficient meetings and make good decisions;
8. the Heritage Office will have a diverse staff with the skills and resources needed to carry out its functions.

Our progress against these major initiatives is described in Section II: The Year in Review. We have charted achievements and progress throughout the financial year, as well as highlighting challenges and upcoming strategies. We have also included performance indicators tracking results over the last three years.

This year we began work on a new strategic plan to guide our progress over the next five years.

Financial Summary

Expenditure and Revenue

Total expenses for the reporting period amounted to \$7.74m (\$8.1m in 2003-04). The reduction in total expenditure is a consequence of a smaller distribution of grants and subsidies.

The following is a breakdown of major expenses by category together with comparatives for the previous financial year shown in brackets:

- employee-related expenses of \$3.8m (\$3.4m)
- grants and subsidies \$2.47m (\$3.2m)
- other operating expenses of \$1.3m (\$1.3m).

The major components of the "other operating expenses" were:

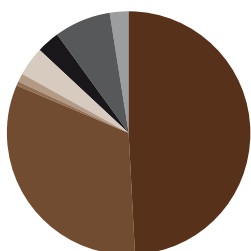
- building occupancy charges of \$0.05m (\$0.08m)
- public relations costs of \$0.08m (\$0.1m)
- fees of \$0.3m (\$0.3m) paid to the Central Corporate Services Unit of the Department of Commerce for corporate services
- \$0.25m (\$0.2m) for consultancies.

Revenue of \$0.28m (\$0.2m) included:

- interest income of \$0.05m (\$0.06m)
- grants and contributions of \$0.13m (\$0.07m)
- miscellaneous income of \$0.10m (\$0.07m).

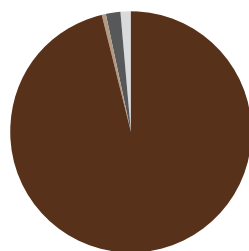
After bringing to account government contributions of \$7.22m (\$7.3m), the operating deficit for the year was \$0.26m (\$0.51m).

Expenditure Total: \$7.74m



Employee-related expenses:	\$3.80m
Grants and subsidies:	\$2.47m
Building occupancy charges:	\$0.05m
Publication relations costs:	\$0.08m
Fees to Central Corporate Services Unit:	\$0.30m
Consultancies:	\$0.25m
Additional operating expenses:	\$0.60m
Maintenance and depreciation:	\$0.19m

Revenue Total: \$7.50m



Government contributions:	\$7.22m
Interest:	\$0.05m
Grants and contributions:	\$0.13m
Miscellaneous income:	\$0.10m

Assets and Liabilities

At 30 June 2005 the assets of the Heritage Office totalled \$0.94m (\$1.4m) and consisted of cash and investments \$0.23m (\$0.49m), receivables \$0.28m (\$0.2m), plant and equipment \$0.12m (\$0.22m), and recoverable advances of \$0.31m (\$0.49m).

The Heritage Office's liabilities at 30 June 2005 totalled \$0.5m (\$0.7m) comprising accounts payable of \$0.13m and accrued employee entitlements of \$0.37m (\$0.33m). After allowing for the operating deficit of \$0.26m (\$0.51m), accumulated funds at year end totalled \$0.4m (\$0.67m).

Snapshot of 2004-05

1. Heritage Listings

This year we aimed to:

- Improve timeframes for the assessment of nominations for the State Heritage Register
- Increase the number of items added to the State Heritage Register
- Continue to improve the comprehensiveness and diversity of the State Heritage Register
- Work in partnerships with universities and community-based heritage groups to prepare nominations for listing of sites identified in the Icons Project

We have:

- Improved the timeframes for assessing nominations for the State Heritage Register by 23.5%
- Added 28 items to the State Heritage Register, a decrease of 12.5% on last year's total
- Continued to list a diverse range of heritage items with 28.6% of new listings comprising non-built heritage items
- Engaged Sydney University Master of Heritage Conservation students to assess and research items identified in the Icons Project

Next year we will:

- Continue to improve timeframes for the assessment of nominations for the State Heritage Register
- Increase the number of items added to the State Heritage Register
- Focus on increasing the number of Aboriginal, archaeological and movable items and precincts proposed for listing
- Present workshops for individuals and organisations preparing nominations to the State Heritage Register

2. Government-owned Heritage

This year we aimed to:

- Work with state agencies to encourage the completion of more heritage and conservation registers
- Issue Section 170 guidelines to all state government agencies to improve the management of heritage items owned by the 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
- Prepare the World Heritage List 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 by the Productivity Commission into the policy framework and incentives for the conservation of Australia's historic heritage places

We have:

- Established a timeframe and process for the completion of heritage and conservation registers by state agencies
- Issued the Section 170 guidelines in the *State Agency Heritage Guide*
- Agreed on a protocol between the Australian Government and states and territory which identified roles and responsibilities of all parties in relation to the National Heritage List
- Commenced work with the Australian Government on the preparation of a nomination for the Sydney Opera House to the World Heritage List
- Commenced work with the Cabinet Office on a general bilateral agreement between the Australian Heritage Council and the Heritage Council of NSW



Sydney Opera House. Photograph by Bronwyn Hanna.

- Provided an initial joint submission on behalf of the heritage chairs of Australia and New Zealand to the Productivity Commission's inquiry into the policy framework and incentives for the conservation of Australia's historic built heritage places
- Provided an initial submission on behalf of the NSW Government to the Productivity Commission's inquiry

Next year we will:

- Aim to receive ten heritage and conservation registers from state government agencies
- Aim to receive and endorse five heritage asset management strategies 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
- Present the 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

3. Local Heritage Management

This year we aimed to:

- Assist local councils with the use of the delegations to local government, by presenting seminars and workshops for specific councils throughout the State, especially those with a large number of heritage items
- Continue training existing and new advisors to assist them with developing new skills
- Diversify the presenters in the local government short course program
- Develop a seminar program for advisors and consultants to provide continuing professional development
- Engage with the Department of Infrastructure, Planning and Natural Resources on the reforms to the model local environmental plan, including revision to the heritage provisions

We have:

- Met with Sydney City Council to discuss greater use of the delegations for applications for minor works to the 391 State Heritage Register items in their local government area
- Presented an annual training day for existing and new heritage advisors
- Prepared Standard Provisions for Local Environmental Plans in conjunction with the Department of Infrastructure, Planning and Natural Resources. The revisions to the heritage provisions were endorsed by the Heritage Council in October 2004



Annual Heritage Network Seminar, August 2004. Photograph by Debra Holland.

Next year we will:

- Promote the use of the delegations to local councils through training and workshops to encourage their uptake
- Continue to assist local councils to develop satisfactory frameworks for heritage management
- Prepare a guideline to advise local councils on how to best prepare a local environmental plan that relates to heritage
- Present heritage conservation workshops for local councils in NSW to increase awareness and understanding of heritage in partnership with the Local Government and Shires Associations
- Publish the *Standard Conditions for Approval* guideline for local councils
- Develop training modules for advisors and consultants to provide continuing professional development in the area of practical conservation skills
- Provide introductory heritage courses for Department of Infrastructure, Planning and Natural Resources planners and training on the reforms to the new standard provisions for local environmental plans

4. Communication and Promotion

This year we aimed to:

- Improve the navigation and useability of the Heritage Office website
- Publish updates of the *NSW Heritage Manual*
- Continue our focus on funding and support to rural and regional areas
- Develop a suite of user-pays services for the Heritage Office Library to offer advisors and consultants

We have:

- Upgraded the Heritage Office website to improve navigation and useability
- Made available online the *Maintenance Series* resulting in these titles being our top downloaded documents
- Continued to focus on rural and regional areas with 85% of funding directed to rural NSW
- Provided an email service to the Heritage Network of heritage advisors and consultants
- Surveyed potential users to determine the market's capacity to support user-pays library services

Next year we will:

- Publish the key guideline, *Investigating Heritage Significance* to update advice originally included in the *NSW Heritage Manual*
- Provide a new incentive for private owners of items on the State Heritage Register
- Provide additional targeted assistance to property owners and encourage fundraising and innovative heritage interpretation projects through the Heritage Incentives Program
- Encourage more strategic thematic and comparative studies and State Heritage Register nominations through the Heritage Incentives Program
- Introduce user-pays library services
- Introduce new automated features into the Heritage Office website to further improve the level of information available to the public

Snapshot of 2004-05

5. Conserving Heritage

This year we aimed to:

- Continue to pursue best practice standards in all aspects of conservation
- Implement new strategies for the outsourcing and peer review of conservation management plans
- Publish in partnership with the Royal Australian Institute of Architects NSW Chapter the guidelines, *Design in Context; Guidelines for Infill Development in the Historic Environment*
- Continue to engage in the process of developing suitable mechanisms for appropriate access to heritage buildings
- Present a technical seminar for heritage practitioners on materials conservation

We have:

- Continued to promote best practice in conservation through the operations of the Technical Advisory Group
- Successfully implemented the new strategy to outsource conservation management plans for review with 80% of plans being processed in this manner
- Published *Design in Context; Guidelines for Infill Development in the Historic Environment*
- Continued to refer issues on access to the specialist skills of the Fire, Access and Services Advisory Panel
- Jointly presented with the National Trust of Australia (NSW) Lime Day, a workshop to promote the traditional skills required to work with building lime
- Held a workshop with key stakeholders on the decline and shortage of trade and professional skills in practical building conservation



Sympathetic infill in an urban conservation area. Photo courtesy of Brett Boardman Photography.

Next year we will:

- Continue to outsource conservation management plan reviews on a cost-recovery basis and reduce the backlog of plans awaiting endorsement by the Heritage Council
- Implement the Heritage Council's new policy to encourage a range of conservation planning documents
- Publish the *Interpretation Policies and Guidelines*
- Roll out *Design in Context; Guidelines for Infill Development in the Historic Environment* to a wide range of users through workshops and seminars and publish an online version
- Continue to revise the technical information available on the Heritage Office website and publish new titles in our *Maintenance Series*
- Develop a recurrent program of technical seminars for professionals on materials conservation
- Present a further workshop on the use of traditional limes in conservation work, in partnership with the Department of Commerce
- Promote training in traditional conservation skills by scoping a course for trades supervisors on sites which have received approval under the *Heritage Act*

6. The Heritage Council of NSW

This year we aimed to:

- Produce a comprehensive policy document that clearly articulates the Heritage Council policies on appropriate change to heritage items
- Continue to improve the management of Heritage Council meetings through development of protocols such as presentations to the Heritage Council

We have:

- Completed and made publicly available the policy document, *Interpreting Heritage Places and Items*
- Introduced improved protocols for presentations to the Heritage Council
- Introduced regular reporting of media coverage to the Heritage Council

Next year we will:

- Finalise a comprehensive policy document that clearly articulates the Heritage Council policies on appropriate change to heritage items
- Contribute to the *2006 NSW State of the Environment Report* produced by the Department of Environment and Conservation

7. Managing Change to Heritage Items

This year we aimed to:

- Implement some major improvements to the heritage statutory approvals system, including policies for managing change to heritage items and guidelines on infill development
- Provide standard conditions of consent to Heritage Office staff and local councils
- Consider implementation of strategies to further streamline the approvals procedures
- Explore the elimination of Section 60 applications following integrated development applications

We have:

- Published the guidelines on infill development, *Design in Context; Guidelines for Infill Development in the Historic Environment*
- Finalised the standard conditions of consent for Heritage Office staff and local councils
- Discussed with key local councils the use of the delegations
- Gained approval in principle from the Heritage Council for the elimination of Section 60 applications following integrated development applications

Next year we will:

- Implement some major improvements to the heritage statutory approvals system, including policies for managing change to heritage items
- Provide standard conditions of consent to Heritage Office staff and local councils
- Consider implementation of strategies to further streamline the approvals procedures
- Continue working on the elimination of Section 60 applications following integrated development applications (a two-step process of little value to the conservation process)
- Develop an implementation plan for archaeological heritage management based on resources and priorities identified in the strategic review

8. Organisational Performance

This year we aimed to:

- Develop an activity-based costing system for the office to assist in the reviews recommended in the Council for the Cost and Quality of Government review of the Heritage Office
- Institute a staff survey as a regular (every two years) activity to identify current staffing issues
- Develop a new strategic plan for 2005-2010

We have:

- Developed an activity-based costing system which will be implemented in the coming year
- Initiated development of the new strategic plan
- Carried out targeted training of our management group on personal and group behaviour and their effects on office performance

Next year we will:

- Finalise and implement the *Strategic Plan 2005-10*
- Introduce activity-based costing to enable the Heritage Office to respond adequately to its increased service requirement
- Introduce cost recovery for statutory processing enabled by the gazettal of the *Heritage Regulation 2005*
- Institute a staff survey
- Extend training on personal and group behaviour to the staff through the Human Synergistics Lifestyles Inventory Program



Heritage Office management team, at Human Synergistics Workshop, March 2005. Photograph by Lynn Walsh.

About the Heritage Council of NSW

The Heritage Council of NSW is an advisory and statutory body that includes members of the community and representatives of the government, conservation profession and organisations such as the National Trust of Australia (NSW), the Planning Institute Australia (NSW Division), and the Royal Australian Institute of Architects (NSW Chapter). The Heritage Council makes decisions about the care and management of heritage places and items that have been identified as being significant to the people of New South Wales.

The Heritage Council was established under the *Heritage Act*. The council is appointed by the New South Wales Government to:

- provide advice on heritage matters to the Minister responsible for the Act, currently the Assistant Minister for Infrastructure and Planning (Planning Administration);
- recommend to the Minister items of state significance for listing on the State Heritage Register;
- recommend the interim protection of potential heritage items so that an assessment of their significance can be made;
- determine proposed changes to items on the State Heritage Register so that the items' heritage significance is retained; and
- advise the community on heritage issues.

The Heritage Council and the State Heritage Register

The State Heritage Register is a list of heritage items of particular importance to the people of New South Wales. An item is listed on the register by the Minister on the recommendation of the Heritage Council of NSW, following a process inviting public comment.

The Heritage Council assesses items against its published criteria to determine which places should be included on the register. It provides advice to the community on how to apply the criteria.

Once the item is listed, major changes to the item require the Heritage Council's approval. In assessing development applications, the Heritage Council considers the impact of the proposed works on the item's heritage significance. The Heritage Council can refuse or approve an application, or approve it subject to conditions.

The Heritage Council and Development Approvals

Major changes to items on the State Heritage Register require the Heritage Council's approval. When considering an application, the Heritage Council ensures that the proposed changes retain the item's heritage significance.

The council has four different functions in relation to development approvals:

1. Consent Authority

The Heritage Council is the consent authority for approving changes to items on the State Heritage Register, or items subject to an interim heritage order, under Section 60 and Section 140 of the Heritage Act.

2. Development Application Referrals

The Heritage Council has a role in commenting on development applications referred from local councils, where the development application affects items of state significance not yet on the State Heritage Register.

3. Providing Advice to Consent Authorities

In addition to the above, other agencies including local councils and the Department of Infrastructure, Planning and Natural Resources, regularly refer a range of matters to the Heritage Council under the *Environmental Planning and Assessment Act 1979*. The Heritage Council's advice on these matters is confined to heritage impacts and related issues.

4. Local Environment Plans/Development Control Plans

The Heritage Council has a role in commenting on environmental planning instruments (including local environmental plans and development control plans) under the Heritage Act.

Heritage Council Membership

There are 15 members of the Heritage Council of NSW. Twelve of the Council's 15 members are appointed by the Minister. In addition to the Chair, six of the appointed members are required to hold specialist knowledge or skills in any of the following areas:

- Aboriginal heritage
- building, development and property industries
- conservation of environmental heritage
- corporate promotion
- local government
- movable heritage
- natural heritage
- property rights of citizens
- rural interests.

A further five members are appointed by the Minister from nominees of the following organisations:

- Department of Infrastructure Planning and Natural Resources
- Labor Council of NSW
- National Trust of Australia (NSW)
- Royal Australian Historical Society
- Royal Australian Institute of Architects (NSW Chapter) / Royal Australian Planning Institute (NSW).

Three members are ex officio:

- Director-General, Department of Environment and Conservation
- Government Architect
- Director, Heritage Office.

Members have been appointed for varying periods to allow for a staggered pattern of membership, and to provide continuity on matters dealt with by the Council over longer periods of time.

The Heritage Council receives technical and administrative support from the Heritage Office.

Members of the Heritage Council as at 30 June 2005

Chair



Michael Collins was appointed Chair of the Heritage Council of NSW on 1 January 2002. He previously served as Deputy to the former Chair, Mrs Hazel Hawke. Michael has a property background, having been involved in property economics, real estate valuation, property consultancy and asset management for over 30 years. He is professionally qualified in property economics and valuation and runs his own property advisory company. In addition to his activities in the mainstream commercial market place, Michael has long been interested and involved in the public, community and cultural dimensions of property.

Photograph courtesy of Paramount Studios.

Deputy Chair



Mary-Lynne Taylor is a solicitor with experience in local government and town planning law. Mary-Lynne has worked for many local councils, including the City of Sydney Council, advising developers, architects, town planners and other professionals. She is a visiting lecturer in Planning Law at Sydney University, Deputy-President of the NSW Division of the Royal Australian Planning Institute,

and a council member of the Urban Development Institute of Australia. Mary-Lynne is also the Chair of the Heritage Council's Approvals Committee. Photograph courtesy of Paramount Studios.

Members



John Delaney is Chair of the Heritage Council's Aboriginal Heritage Advisory Panel. He has had extensive experience in Aboriginal issues at both a national and state level. John was the inaugural Chair of the Aboriginal and Torres Strait Islander Commission's Sydney Regional Council in 1990. John is also involved in many Aboriginal community organisations. Photograph courtesy of Paramount Studios.



Professor Ross Fitzgerald has wide experience as an academic, public administrator, writer and broadcaster. He has a professional focus on issues relating to history, heritage, the arts, the environment, administration, corrective services, alcoholism and addictions. Ross is also a member of the NSW Parole Board, the Administrative Decisions Tribunal, and the NSW Government Expert Advisory Committee on Alcohol and Other Drugs.

Photograph courtesy of Paramount Studios.



Jacqui Goddard is Conservation Director of the National Trust of Australia (NSW). She has worked as an architect in both Australia and Scotland, predominantly in the fields of conservation and repair and the adaptive re-use of buildings. She is also a member of the Heritage Council's Technical Advisory Group.

Photograph courtesy of Paramount Studios.



Associate Professor Ian Jack, Royal Australian Historical Society (President), has published extensively in the fields of industrial archaeology, water-power and rural technologies based on his field work in Australia, Britain and Portugal. He was co-founder of Historical Archaeology in the Department of History at the University of Sydney. He is also Chair of the Heritage Council's State Heritage Register Committee. Photograph courtesy of Paramount Studios.



Megan Jones is an architect and Director of Tanner Architects, and has undertaken numerous heritage projects in Sydney. These include the award winning conservation and adaptation of St Patrick's College, Manly, the Greenway Stables at the Sydney Conservatorium of Music, and the Female Orphan School at the University of Western Sydney which received UNESCO Asia Pacific Awards for heritage conservation.

Photograph courtesy of Paramount Studios.



Rod Leaver has 25 years experience in the property investment and funds management industry both throughout Australia and South-East Asia. He is co-founder and Managing Director of Ronin Partnerships. He is immediate Past-President of the NSW Division of the Property Council of Australia. He is also a member of the Heritage Council's Maritime Archaeology Advisory Panel.

Photograph courtesy of Paramount Studios.



David Logan is a Director of heritage consulting firm Godden Mackay Logan and has qualifications in architecture, heritage conservation and town planning. He has specialist skills in heritage-related master planning and design and urban planning issues. He helped to prepare the current version of Australia ICOMOS's *Burra Charter*.

Photograph courtesy of Paramount Studios.



Sharon Sullivan AO has worked in heritage place management and land management for thirty years. Sharon has fulfilled roles as Executive Director of the Australian Heritage Commission, First Assistant Secretary of the Australian and World Heritage Group for the Department of Environment and Heritage, and Australian Government Leader of Delegation, World Heritage Committee. She is also an academic, author and consultant on cultural heritage management both nationally and internationally.

Photograph courtesy of Paramount Studios.

Ex-Officio Members



Lisa Corbyn is the Director General of the Department of Environment and Conservation. She is also Chief Executive of the Sydney Catchment Authority. She was formerly the Director General of the Environment Protection Authority. Lisa has worked in both the public and private sectors in Australia, including senior roles with AWA Limited, the Sydney Water Board, and the Department of Environment and Planning.

Photograph courtesy of the Department of Environment and Conservation.



Chris Johnson is General Manager of the Government Architect's Office in the Department of Commerce. Chris chairs the Sydney Harbour Design Review Panel, is a member of the Central Sydney Planning Committee, a Life Fellow and Past President of the Royal Australian Institute of Architects (NSW Chapter), and is a winner of their President's Award. Chris is also an academic and author.

Photograph courtesy of the Department of Commerce.



Gary Prattley is Executive Director, Office of Major Projects, Department of Infrastructure, Planning and Natural Resources. A geographer and urban planner, Gary has worked at local, regional, metropolitan, state and national levels in Australia and New Zealand. Since 1986 Gary has held senior executive positions in five state governments and has been responsible for running the planning systems in Tasmania, the Australian Capital Territory and Western Australia.

Photograph courtesy of Paramount Studios.



Reece McDougall is Director of the Heritage Office. He joined the Heritage Office as Assistant Director in 1998. Having held senior management positions at Australia Water Technologies, Sydney Water, NSW Agriculture and the National Trust, he is responsible for the implementation of the Heritage Office's Strategic Plan covering the key areas of heritage promotion and the community, and heritage management by local government, state agencies and the Commonwealth.

Photograph courtesy of Paramount Studios.

About the Heritage Office

The Heritage Office was established in July 1996 and is the state government agency responsible for heritage under the Assistant Minister for Infrastructure and Planning (Planning Administration). The work of the office comprises:

- working with communities to help them identify their important places and objects;
- providing guidance on how to look after heritage items;
- supporting community heritage projects through funding and advice;
- maintaining the State Heritage Register, a list of heritage items of particular importance to the people of NSW; and
- assessing development applications for changes to state heritage items.

One of the Heritage Office's major responsibilities is the administration of the Heritage Act. The Heritage Office provides leadership on heritage issues and specialised assistance for state and local government, heritage professionals, property owners and others involved in New South Wales's heritage system.

The work of the Heritage Office is guided by the Heritage Council of NSW.

Heritage Office Management Team

Reece McDougall BSc (Forestry) MEnvStudies

Director of the Heritage Office

Reece McDougall was appointed Director in April 2002, having previously served as Assistant Director. He is responsible for the implementation of the Heritage Office's Strategic Plan covering the key areas of heritage promotion and the community, heritage management by local government and state government. Reece previously held senior management positions at Australia Water Technologies, Sydney Water, NSW Agriculture, and the National Trust.

Susan Macdonald BSc(Arch) BArch Syd, MA (Conservation Studies) University of York/ICCROM Rome, RIBA

Assistant Director

Susan Macdonald was appointed Assistant Director in 2002. She supports the Director by the provision of high-level strategic advice. Prior to joining the Heritage Office in 1998, Susan spent 10 years working as a conservation architect in England in the private and public sector. She has a particular interest in 20th century heritage and has co-authored and edited three books on the subject. Susan is a member of DOCOMOMO's international specialist technical committee and a member of the editorial board of the *Journal of Architectural Conservation*.

Robert Alder CPA, FCIS, B.Bus (Accounting), DipCM, FRSA
Business Manager

Robert Alder was appointed to the Heritage Office to implement the recommendations of the review by the Council of the Cost and Quality of Government which included the creation of a cost-reflective pricing regime for some Heritage Office services. The resulting *Heritage Regulation 2005* increased charges appreciably in order to reflect costs calculated using activity-based costing methodology. This will now be used annually to ensure charges remain accurate and relevant. The position of Business Manager was specially created for a two-year period.

Murray Brown BA Wgton DipEd Melb MHerCons Syd
Principal Heritage Officer, Promotions

Murray has supervised and coordinated the Heritage Office public relations and community education programs since 1998. His team produces publications and works with the community to raise awareness of the value of heritage. It also provides grants of \$2.4m each year to local councils and community organisations. He also manages the Heritage Office properties Hillview and Linnwood. Murray has a media and arts background.

Vincent Sicari BSc(Arch) BArch

Principal Heritage Officer, Conservation

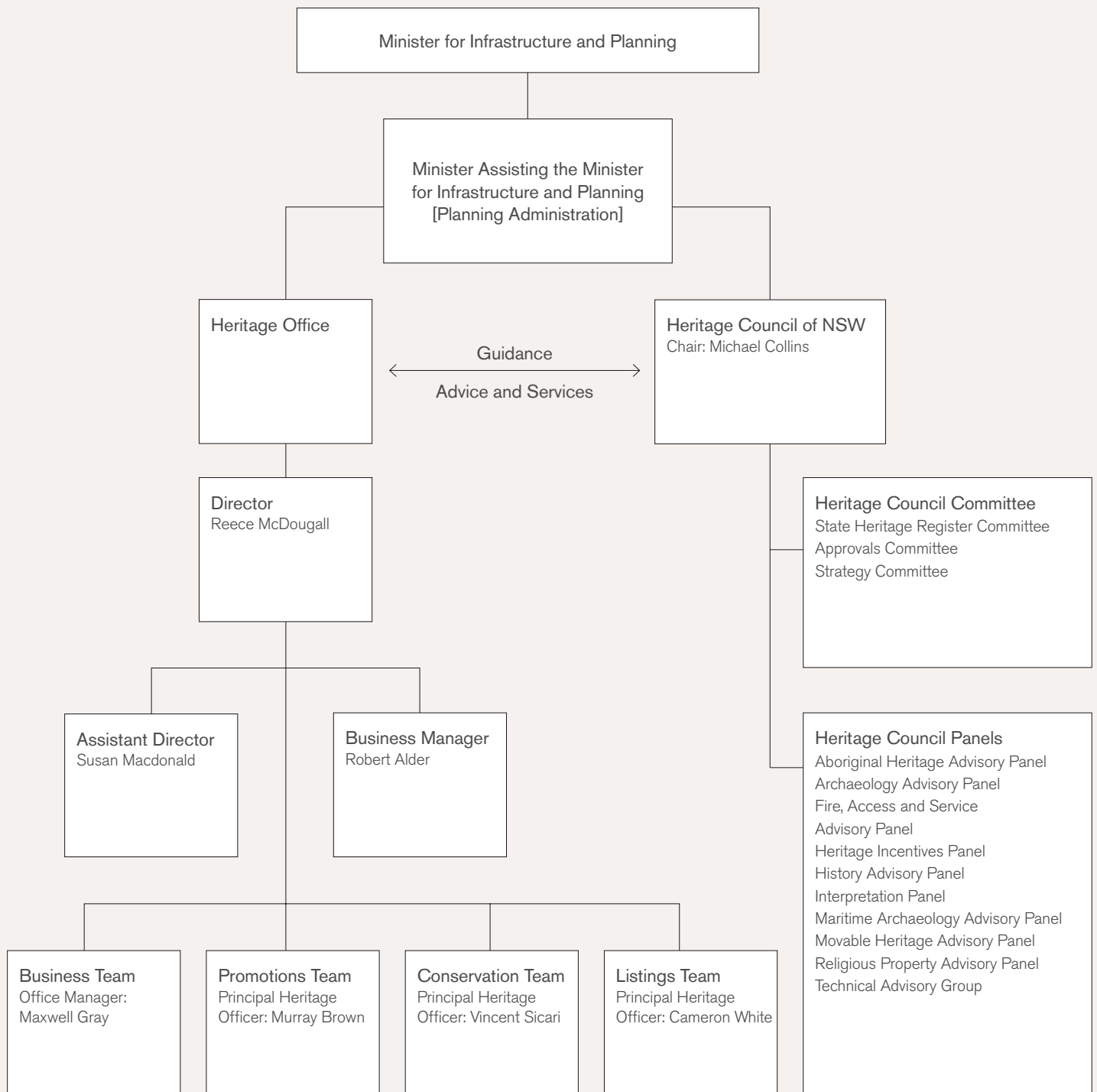
Vincent Sicari manages the Conservation Team which works with people to manage heritage places and processes applications on changes to items listed on the State Heritage Register, as well as providing advice to local councils on their heritage responsibilities and local environmental plans. He joined the Heritage Office in April 2000 from the Heritage Group of the Department of Public Works and Services where he was conservation architect for the St Mary's Cathedral Conservation Project.

Cameron White BTP(Hons)UNSW MHeritCons Syd, MPIA

Principal Heritage Officer, Listings

Cameron White has managed the Listings Team since 2001. His team is responsible for preparing nominations to the State Heritage Register, as well as providing advice to state agencies on their heritage responsibilities. Cameron has experience in planning at both local and state level and has particular interests in Aboriginal heritage, industrial heritage and recording popular culture.

Organisational Structure



History and Legislation

New South Wales was the second state in Australia to enact state heritage legislation to protect its special places. This move grew out of community concern at the destruction of the State's natural and cultural heritage in the post World War II development boom. The NSW Government introduced the *Heritage Act 1977* (NSW) so that the heritage of the State could be properly identified and conserved.

The Heritage Act created the Heritage Council of NSW, which provides advice and recommendations to the Minister responsible for heritage, currently the Assistant Minister for Infrastructure and Planning (Planning Administration). The Heritage Branch of the then Department of Urban Affairs and Planning was established to provide administrative and technical support for the Heritage Council. These functions moved to the Heritage Office when it was established as a separate agency in July 1996.

Over the two decades following its introduction there was growing realisation that the Heritage Act required major changes to reflect the sharing of responsibility for management of the State's heritage between local and state government. There was also a need to provide a better balance between incentives, listings and approval processes. A substantial review of the New South Wales heritage system was begun in 1992.

The major policy changes resulting from the review were incorporated into new legislation, formally known as the *Heritage Amendment Act 1998* (NSW).

These amendments came into effect on 2 April 1999. On this date the State Heritage Register was created to list heritage places and items of particular importance to the people of New South Wales.

Amendments and Legislation in 2004-05

Minor amendments were made to the Heritage Act and assented to on 10 December 2004. These updated references to several departments and a body which had previously undergone name changes. Amendments were also made to enable the Minister in special cases to appoint a person to the Heritage Council for a third term of office of up to three years.

HERITAGE COUNCIL | REGIONAL VISIT

In September 2004 the Heritage Council travelled to Bourke and Brewarrina in far west NSW to hold its September meeting, continuing a tradition to build relationships with key regional councils and rural communities on heritage matters.

The two-day tour enabled the visitors to gain greater appreciation of the range of heritage in the region. The first day's visit to significant Aboriginal sites with leaders of local Aboriginal communities provided an insight into the area's rich Aboriginal culture and legacy. The dry stone Brewarrina fish traps, which were listed on the State Heritage Register in 2000, remain highly significant to Aboriginal people in Western NSW. Brewarrina Mission, which is under consideration for listing, was the first institutional-type community for Aboriginal people in NSW and operated until the mid-1960s.

The following day focussed on the built heritage of Bourke, a major town and trading post on the Darling River during the heyday of paddlesteamers and frontier farming. Sites included Bourke's Court House, the old London Bank Building and the Bourke Post Office.

Right: Members of the Aboriginal community, Elders, Heritage Council and Aboriginal Heritage Advisory Panel, Brewarrina Mission Site. Photograph by Adell Hyslop.

