

HERITAGE COUNCIL OF NSW □ HERITAGE OFFICE

Annual Report 2003–2004

Contents

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The Hon. Diane Beamer MP
Minister for Juvenile Justice
Minister for Western Sydney
Minister Assisting the Minister for Infrastructure and Planning
[Planning Administration]

Level 33, 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 2004.

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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Heritage at a Glance

Annual Report 2003–2004

Our Mission: Helping the Community to Conserve Our Heritage

Who We Are

The Heritage Office is the State government agency responsible for heritage management in NSW.

We work with communities to help them conserve and celebrate their important places and objects.

What We Do

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 to promote and celebrate our environmental heritage with the community.

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

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 1,470 items on the register.

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, the Engineering Heritage Committee of Engineers Australia (Sydney Division) and the Royal Australian Historical Society.



The Heritage Office in Parramatta and staff. Photograph (left) by Nathanael Hughes, and (right) by Paramount Studio

Our Funding Programs

The Heritage Incentives Program is one of the most diverse and successful heritage funding programs in Australia. In 2003-04 a total of \$3,987,947 was approved for 154 projects.

Geographic Area	Number of projects	Percentage of total no. of projects	Amount \$	Percentage of total funding
Metropolitan	33	21%	1,410,000	35%
Non-metropolitan	121	79%	2,577,947	65%

Our Properties

Items in our heritage and conservation register include Abernethy & Company stonemason's lathe, Exeter Farm in Parklea, Hillview in Sutton Forest, Linnwood in Guildford, Tusculum in Potts Point and Rose Seidler House in Wahroonga.

Our Staff

We have 39 staff divided into four teams:

- Listings team - prepares nominations to the State Heritage Register and advises State agencies of their heritage responsibilities;
- Conservation team - prepares recommendations for Heritage Council decisions on development affecting listed items, advises local councils of their heritage responsibilities and works with them to prepare local environmental plans;
- Promotions team - produces publications, briefs journalists, advises the community on heritage matters and provides \$2.4M each year to local councils and community organisations through the Heritage Incentives Program;
- Business team - 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.

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Message from the Chair of the Heritage Council of NSW



Last year the Heritage Council and Heritage Office consolidated their physical identity with the move to new premises in the former Kings School in Parramatta. This fine example of adaptive re-use has won substantial recognition from both the architectural profession and the community. It has very quickly established itself as the New South Wales heritage HQ, even though we have been in residence for fewer than two years. Our interpretation project, now nearing completion, means that we will be able to share our appreciation and understanding of the significance of the site with the rest of the community.

I am pleased to report this year that the Commonwealth Government has made a similarly significant move, in a symbolic rather than a physical sense, by enacting new legislation that will help to create a more coherent heritage system in Australia. The passage of the *Environment and Heritage Legislation Amendment Act (No. 1) 2003* means that there are now three clearly defined levels of heritage protection in the country: local, state and national.

While amendments to the *Heritage Act 1977* (NSW) five years ago had created a much more cohesive 'fit' between local and state levels, we have until now lacked a similar cohesiveness at the national level. We look forward to working with our Commonwealth colleagues to create a heritage system that makes sense to the community and provides clarity to owners and developers of heritage properties.

The Heritage Council has maintained its momentum in recognising and caring for the heritage of NSW. A major development this year has been the listing of several important cultural landscapes that encompass a wide variety of heritage values. Millers Point, Prospect Hill, Jenolan Caves and Newcastle's Coal River precinct do not have very much in common apart from their location in the same state. This very diversity is in itself an important message. It gives the community a greater understanding of the extraordinary richness and depth of our common inheritance from the past.

In recent years we have also begun to acknowledge that the creative and technical achievements of the last fifty years help us to define who we are in an increasingly globalised world community. We were therefore thrilled with the Premier's announcement of the listing of the Sydney Opera House - the landmark building of our recent past - on the State Heritage Register late last year. We look forward to working with the State and Australian Governments in preparing the nomination of this architectural icon for World Heritage listing.

I am grateful for the support and dedication of my fellow Heritage Council members and look forward with great anticipation to continuing our work towards conserving the diverse cultural and natural heritage of NSW.

A handwritten signature in black ink, appearing to read 'Michael Collins', written in a cursive style.

Michael Collins
Chair
Heritage Council of New South Wales

Director's Overview



This year we have again been able to reflect the diversity of NSW's heritage in the range of items presented to the Minister for listing. We are grateful for her continuing enthusiasm and support for the heritage component of her varied portfolio of responsibilities.

New South Wales is a state with many different communities and a surprising array of heritage items. From ocean swimming pools to Aboriginal mission sites, railway carriages and street lamps, our heritage is rich and diverse. The State Heritage Register needs to reflect that diversity and I am happy to report that we have made key advances in that direction.

This year's highlights include:

- addition of 32 new items to the State Heritage Register, demonstrating our ongoing commitment to making the register a comprehensive list of places and items of state significance;
- listing of highly valued and diverse heritage icons such as the Sydney Opera House and Jenolan Caves;
- listing of the Cronulla Sand Dune and Wanda Beach Coastal landscape. This landmark listing acknowledges the importance of the whole Kurnell Peninsula as the site of the first meeting place between Australian Aborigines and people from the British Isles;
- listing of Burra Bee Dee Aboriginal mission site near Coonabarabran, the first Aboriginal mission site to be listed on the State Heritage Register;
- listing of some key ocean pools highly valued by the community – including The Entrance Ocean Pool, Wylie's Baths at Coogee and The Bogey Hole, Newcastle;
- listing of Millers Point. Perhaps the most significant historic urban place in Australia, this maritime precinct is a time capsule with its buildings and civic spaces remaining virtually unchanged since the 1930s. The listing was a direct expression of the community's strong attachment and drive to have the heritage significance of the "Point" recognised;

- listing of *HMAS Parramatta* shipwreck and memorials and the Dunbar shipwreck group – the first shipwreck sites to be listed on the State Heritage Register;
- organising successful celebration and promotional events associated with the listing of these places;
- approval of new grants and loans totalling almost \$4 million under the Heritage Incentives Program, supporting 154 community-based heritage projects across the State;
- a further increase in the heritage advisor program. Eighty-seven percent of the 152 councils in NSW now have direct access to heritage advisory services. This is a major achievement, as heritage advisors play a key role in heritage conservation by providing the link between the community, local councils and the Heritage Office;
- publication of *Going Places; Developing Natural and Cultural Heritage Tourism in Australia*, in partnership with the Commonwealth Department of Environment and Heritage, which aims to encourage better integration of heritage into tourism opportunities.

This year marks my second complete year as Director of the Heritage Office. I would like to take this opportunity to thank the Chair and members of the Heritage Council for their expertise and support to the Heritage Office in conserving the environmental heritage of the State. I would also like to thank the staff for the knowledge, skills and dedication which they have brought to their work throughout the year.

Reece McDougall
Director

Highlights of the Year

- Thirty-two new items were added to the State Heritage Register, making a total of 1,470 items on NSW's premier heritage list.
- Burra Bee Dee Mission, near Coonabarabran was listed, the first time an Aboriginal mission site has been listed on the State Heritage Register.
- The Sydney Opera House, Jørn Utzon's twentieth century architectural masterpiece, was listed on the State Heritage Register.
- Millers Point and Dawes Point Village Precinct was listed, the first time an entire suburb has been listed on the State Heritage Register.
- Seven cultural landscapes were listed on the State Heritage Register, including coastal landscapes such as The Entrance Ocean Pools and Newcastle's Bogey Hole, as well as natural landscapes such as Jenolan Caves Reserve and the Cronulla Sand Dune.
- The Central West strategic project uncovered special items and places of that region, resulting in State Heritage Register listings, including the distinctive Bathurst street lamps;
- The community nominated 75 heritage icons as heritage places of special importance that they would like to see listed on the State Heritage Register.
- We added a Geographic Information System (GIS) to our online heritage database so that heritage items can be plotted on a map and accurate curtilages identified.
- We produced an interpretation package to tell everyone about the history and significance of the Old King's School, our new headquarters in Parramatta.
- Ten new wreck sites were reported to the Heritage Office by the general public, demonstrating a growing awareness of NSW's valuable underwater cultural heritage.
- Our support for local councils in heritage management around the State has resulted in 58 local government areas with more than 100 local heritage items on their local environmental plans.
- Of the 152 councils in NSW, 87% now have direct access to heritage advisory services, either in-house or through our heritage advisor program.
- The Heritage Office website received 224,063 visitors last year, an increase of 48% over the last 12 months.
- Maritime Heritage Online received 29,299 visitors last year, an increase of 67% over the last 12 months.
- We established the new Heritage Office Library as a key resource for heritage researchers with a growing clientele and a total of almost 500 research enquiries in its first full year.
- Twenty-five community volunteers received the NSW Government Heritage Volunteer Award in recognition of their outstanding contribution to heritage in NSW.
- We worked with thirty local "wreck spotters" to collect on-the-ground information about the state of local shipwreck sites in NSW.
- One hundred and fifty-four new heritage work and study projects were approved as part of the NSW Incentives Program, totalling \$3,987,947 for 2003-04.
- We endorsed 16 conservation management plans to guide the future care and use of heritage places.
- We processed 156 applications for changes to heritage places under section 60 of the Heritage Act.
- We processed 63 archaeology excavation permits under section 140 of the Act.
- We processed 70 integrated development applications, an increase of 35%.
- We granted 165 exemptions for minor works and 79 archaeological exceptions, a 51% increase on last year and representing a significant streamlining of the approvals process for heritage items.
- Through our initiatives in encouraging public benefits for historical archaeology, 1,200 people visited five highly significant sites in NSW to see archaeologists at work and learn about excavation.

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 primary 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 the section titled *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. Some tables include information for this year only. This is in cases where we have only recently begun collecting the data.

In 2005 the Heritage Office and Heritage Council will begin work on a new strategic plan.

Financial Summary

Expenses of \$8.1m (\$8.2m in 2002-2003) included employee-related expenses of \$3.4m (\$3.0m), other operating expenses of \$1.3m (\$1.6m) and grants and subsidies of \$3.2m (\$3.3m). The major components of other operating expenses were building occupancy charges of \$0.02m (\$0.02m), public relations costs of \$0.1m (\$0.09m), fees of \$0.3m (\$0.3m) paid to the Central Corporate Services Unit of the Department of Commerce for corporate services and \$0.2 (\$0.2m) for consultancies.

Revenue of \$0.2m (\$0.1m) included interest income of \$0.06m (\$0.03m), grants and contributions of \$0.07m, (\$0.02m) and \$0.07 (\$0.08m) miscellaneous income. After bringing to account government contributions of \$7.3m (\$8.3m) the operating deficit for the year was \$0.51m (\$0.07m surplus).

At 30 June 2004 assets totalled \$1.4m (\$1.6m) and consisted of cash and investments \$0.5m (\$0.5m), receivables \$0.2m (\$0.2m), plant and equipment \$0.2m (\$0.3m) and recoverable advances of \$0.5m (\$0.5m).

The Heritage Office's liabilities at 30 June 2004 were accounts payable of \$0.4m (\$0.1m) and \$0.3m (\$0.3m) for accrued employee-related expenses. After allowing for the operating deficit of \$0.51m (\$0.07 surplus), accumulated funds at year-end totalled \$0.67m (\$1.12m).



Items added to the State Heritage Register this year included sites associated with the historic shipwreck *Dunbar* and the *HMAS Parramatta*, and the Millers Point and Dawes Point precinct. Photographs by David Nutley, Tim Smith and Nathanael Hughes

History and Legislation

New South Wales was one of the first states 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 Minister Assisting the 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, its committees and panels. 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 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 to the Heritage Act in 2003-04

There were no amendments to the *Heritage Act* in this financial year. A number of minor amendments designed to improve the clarity of the Act are currently being prepared.

There were amendments to the *Heritage Regulation 1999* on the 5 December 2003 concerning conservation management plans. These amendments allow the Heritage Office to charge fees for the endorsement of plans, with the agreement of the applicant.

About the Heritage Council of NSW

The Heritage Council of NSW is an advisory and statutory body that includes members of the community, the government and the conservation profession and representatives of organisations such as the National Trust of Australia (NSW). The Heritage Council makes decisions about the care and protection 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 Minister Assisting the 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 that retain the item's heritage significance; 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, after a process inviting public comment.

Once an item is listed, major changes to it 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

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

1. Consent Authority

Managing change to a heritage item involves choices between those changes that are likely to retain the item's heritage significance and those which could diminish it. 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 sections 60 and 140 of the Heritage Act.

2. Providing Advice to Other Consent Authorities

Other agencies, particularly local councils and the Department of Infrastructure Planning and Natural Resources, regularly refer 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, while recognising that the other authority may need to take additional factors into account to achieve a practical solution.

3. Development Application Referrals

The Heritage Council has a role in commenting on development applications referred from local councils. The local council is required to consider this advice when coming to its decision on the application. Since 1996 the Heritage Council has chosen only to comment on development applications affecting items of state significance not yet on the State Heritage Register.

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. These instruments provide the planning framework for the protection and management of heritage in the local council area.

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.



The Heritage Council of NSW

Front (l to r): Ian Jack, Diane Jones, Chris Johnson, Michael Collins (Chair), Ross Fitzgerald, Susan Macdonald.

Back (l to r): Mary-Lynne Taylor (Deputy Chair), Jason Ardler, Megan Jones, Joan Templeman, Elsa Atkin, Sharon Sullivan, Rod Leaver, Garry Fielding.

Absent: Lisa Corbyn, John Delaney, Reece McDougall

Photograph by Paramount Studios

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) / 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.

Michael Collins, Chair

Michael Collins was appointed as Chair of the Heritage Council of NSW on 1 January 2002 for a period of three years. He previously served as Deputy to the former Chair, Mrs Hazel Hawke. Mr Collins has a property background, having been involved in property economics, real estate valuation, property consultancy and asset management for over 30 years, and is professionally qualified in property economics and valuation. He is also National President of the Australian Property Institute.

Mary-Lynne Taylor, Deputy Chair

A solicitor with experience in local government and town planning law, Mary-Lynne Taylor has worked with many local councils, including the City of Sydney Council, advising developers, architects, town planners and other professionals. Ms Taylor is a visiting lecturer in Planning Law at Sydney University, Vice-President of the NSW Division of the Royal Australian Planning Institute, and a council member of the Urban Development Institute of Australia. Ms Taylor is the Chair of the Heritage Council's Approvals Committee.

Members of the Heritage Council of NSW as at 30 June 2004:

Michael Collins, Chair

Mary-Lynne Taylor, Deputy Chair

Elsa Atkin, National Trust of Australia (NSW)

John Delaney

Garry Fielding, Department of Infrastructure Planning and Natural Resources

Professor Ross Fitzgerald

Associate Professor Ian Jack, Royal Australian Historical Society

Diane Jones, Royal Australian Institute of Architects (NSW) / Royal Australian Planning Institute (NSW).

Megan Jones

Rod Leaver

Sharon Sullivan

Joan Templeman, Labor Council of NSW

Chris Johnson, ex officio member, Government Architect

Lisa Corbyn, ex officio member, Director General, Department of Environment and Conservation

Reece McDougall, ex officio member, Director, NSW Heritage Office

About the Heritage Office

The Heritage Office was established in July 1996 and is a State Government agency responsible to the Assistant Minister for Infrastructure and Planning [Planning Administration]. The office works with communities to help them identify their important places and objects. It provides advice on how to look after heritage items and supports community heritage projects through funding and advice.

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 office administers the State Heritage Register, a list of items of particular importance to the people of NSW. It also maintains the online heritage databases, which provide online information on all statutorily-listed heritage items in New South Wales.

Organisational chart

