

Our objective: quality advice to the Minister and the Heritage Council

Statutory functions

Our goal: statutory functions will be carried out efficiently and the approvals system will be accountable and promote best conservation practice.

Managing Change to Heritage Items

The approvals function in the Heritage Council is of great importance. It is crucial to the on-going management of items on the State Heritage Register and on local councils' heritage lists. The Heritage Council seeks to encourage appropriate change to heritage items to enable them to remain viable and relevant to our community, while preserving the qualities that make them special to us.

The number of items processed by the Heritage Council, the Heritage Office and other government agencies has increased greatly in 2003-04. It can be expected that the number of applications will increase as the number of items listed on the State Heritage Register continues to rise. Ensuring that change to heritage items is appropriate under these circumstances will remain a major challenge for the Heritage Council and Heritage Office, and specifically for the Conservation Team.

Strategies for coping with the large and continuous increase in the number of applications being received have been incorporated into our systems. These strategies will be further developed in the upcoming year.

To date, two strategies have been put into place which have been very successful:

- delegation of Heritage Council powers to the Sydney Harbour Foreshore Authority; and
- granting wider general exemptions.

Delegations

The delegations to the Sydney Harbour Foreshore Authority have enabled applications to be dealt with under delegation where there is no material effect (that is for minor applications). Delegations to other appropriate government agencies with heritage expertise will be considered in the coming year.

The delegations to local government have not, as yet, been taken up widely, but the Heritage Office will make further efforts to assist some local councils to exercise these delegations. Although the local government delegations came into effect in February 2002, the number of applications dealt with by local councils has not been large. Strategies for the improvement of this situation are currently under development. One option currently being considered is the provision of additional training to those councils with significant numbers of State Heritage Register items.

General Exemptions

The granting of general exemptions has been very successful as attested by the number granted this year (see detailed analysis below).

In an effort to further streamline the approvals process, consideration has also been given to the elimination of the two-staged approvals process. Currently an integrated development application must be followed by a section 60 application for items on the State Heritage Register. Crown Solicitor's advice has been sought for this. As the elimination of section 60 following integrated development can be expected to have a significant impact on the Heritage Office budget, options for the appropriate introduction of this measure are being considered for submission to the Heritage Council.

A further increase in the capacity of the Heritage Office in 2003-04 has been through the use of client-funded consultants and in-house contractors. This has enabled the Heritage Office to significantly improve its productive capacity and service of very large projects that require significant numbers of approvals (such as Parramatta Rail Link, Walsh Bay, the Quarantine Station and more recently Prince Henry Hospital).

Measuring Our Performance: Changes to State Heritage Register Items

The Heritage Council is the consent authority for any proposed changes to items listed on the State Heritage Register. The Heritage Office provides support and advice to the Heritage Council to enable it to carry out this role.

	2001-02	2002-03	2003-04
Applications for changes to State Heritage Register items (section 60)	185	135	90
Applications for changes processed by other agencies under delegation (section 60)	na	37	66
Integrated Development Applications	51	52	70
Exemptions (section 57(2))	na	76	165

Interpretation

During 2003-04 we successfully met our statutory requirements regarding the processing of applications for works to heritage items:

- there has been a continued increase in applications and referrals [comprising section 60s, integrated development applications, section 140s, section 144s, development application referrals and environmental planning instruments] processed by the Heritage Council and Heritage Office overall from a total of 498 in 2002/03 to 512 in 2003/04, an increase of 2.8%;
- the number of section 60 applications processed by the Heritage Office decreased by 33%. Of the 90 total, the Heritage Council's Approval Committee dealt with six;
- the number of section 60 applications processed by other agencies under delegation increased by 78% demonstrating the effectiveness of this management strategy;
- in addition, 165 items were granted exemption by the Heritage Office under the new General Exemptions. These are for very minor works but in the past would have generally required an approval under section 60 of the Act. The process involved in assessing exemptions and exceptions represents significant efficiencies in the work of the Heritage Office.
- integrated development applications increased by 35%. Of the 70 total, nine were dealt with by the Heritage Council Approvals Committee. In addition to these integrated development applications, 23 amendments under the Environmental Planning and Assessment Act 1979 (section 96) were determined by the Heritage Office under delegation from the Heritage Council.
- the number of development application referrals increased by 9%. There were 80 in 2002-03 and 88 in 2003-04 .



Major projects contributed to this year included the Walsh Bay development, Sydney Town Hall and the Westpac Bank in George Street. Photographs by Ed Beebe and Lianne Hall

Conservation of Items of State Significance

While the Heritage Council has been meeting the challenge of increasing numbers of permits and exemptions, the quality of the outcomes is a primary consideration of its work. The following are some of the major projects to which we contributed under section 60 and section 140 of the Heritage Act, or as integrated development, and which have had an exemplary heritage outcome:

Prince Henry Hospital

From its inception in the 1880s Prince Henry's was the most important site for the treatment of infectious diseases in New South Wales. As the Coast Hospital, it became the first public hospital in New South Wales in the post-convict era. A general hospital and teaching hospital for the University of NSW, its closure was announced in 1988.

Artisans' cottages no. 8 and no. 9 are identified in the Prince Henry conservation management plan as buildings of high significance and are part of a group of similar semi-detached buildings and their setting. The setting is also identified as being of high landscape significance. An extensive program of heritage investigation has been carried out as part of preparation of the master plan for the site, which was approved by the Heritage Council. The first of the development applications that implement this plan were received this year.

This pre-IDA application proposed demolition of artisans' cottages no. 8 and no. 9. One of the key issues was the condition of the two cottages and whether they could be reasonably conserved. The Heritage Council considered the report and the presentation given by the proponents and agreed, in principle, that demolition of the cottages may be allowable, subject to the condition of the cottages being properly established.

The Heritage Council requested that if removal of the buildings is accepted, a development application should clearly describe a replacement building's use, positioning, envelope, materials and colours to retain and strengthen the character of the setting of the remaining artisans' cottages.



Prince Henry Hospital.
Photographs by Ed Beebe

Sydney Town Hall

Sydney Town Hall is Sydney's first permanent town hall and continues to be used as the seat of the Lord Mayor and the City of Sydney Council, and as a workplace and as a community venue. The Town Hall sits above Sydney's first permanent cemetery - the former Old Sydney Burial Ground. It is the oldest known site with in situ graves from the earliest period of European settlement. The majority of the people who died in Sydney prior to 1820 would have been buried there - convict and prominent citizen alike.

The City of Sydney requested to undertake various upgrade works to the Sydney Town Hall in order to provide improved disabled access. The application sought approval to exhume human skeletal remains as part of the excavation works required.

The Heritage Council discussed the proposal and agreed that in order to upgrade Town Hall's service and amenities, including the provision of disabled access, some adverse impacts on the human remains could not be avoided. Therefore, in order to offset the negative impacts associated with the removal of human remains, numerous positive mitigation strategies were formulated. It was for these reasons that the application was recommended to Sydney City Council for approval with conditions.

Westpac Bank, 341 George Street, Sydney

The former Bank of NSW in George Street was the principal office of Australia's largest private bank from 1853 to 1970. Associated with the prominent architectural firm of Robertson and Marks, the building contains a remarkable and richly detailed banking chamber, with original light fittings and lavish use of marble, scagliola and pressed metal.

Sydney City Council referred a development application to the Heritage Office for comment. The application proposed the addition of two commercial floors on top of the heritage building, erection of a new 15-storey commercial office building at the site adjacent to the heritage building and internal refurbishment works.

In their comments to Sydney City Council, the Heritage Council expressed concern that the proposed additional commercial floors above the existing building were inappropriate as they intruded upon the visual integrity of the Westpac Building with the adjacent former CBC building, particularly when viewed from Martin Place.

The proposed 15-storey new office tower was considered acceptable in principle but the council recommended that the relationship between the new office tower and the existing heritage building should be further investigated.

Sydney Trades Hall

The Sydney Trades Hall is important as one of the first headquarters of the New South Wales trade union movement. The Heritage Office received an application proposing demolitions, alterations and additions to the Sydney Trades Hall to upgrade the building to a contemporary office building.

The application does not propose to change the principal use of the Trades Hall which is dedicated to the labour movement of NSW. The proposed new office floors are sympathetic in scale, form and materials as a contemporary addition to the heritage building. The Heritage Council considered that the proposal was acceptable subject to recommended conditions. The application was approved with conditions.

Manly Wharf, Manly Cove

Before the construction of the Spit and Harbour Bridges, the Manly Ferry provided the major transport access to Manly. The first wharf was constructed in 1856 when Manly was a small settlement and trading port.

The Heritage Council considered a section 60 application to upgrade Manly Wharf to improve operational ferry services. The proposal allowed for the upgrade of a major public transport infrastructure asset for Manly, while retaining the significant wharf building. A rare example of a Modernist wharf design, the structure is a major work by the renowned architect Arthur Baldwinson. Critically, the proposal involved timely repairs and conservations works to the greater part of the wharf building to stop and reverse its deterioration. The Heritage Council approved the application with conditions.

Parramatta Civic Place Master Plan

The master plan guides detailed development in central Parramatta, a precinct of exceptional heritage significance to NSW. The area is the site of the first NSW market place, adjoining one of Australia's earliest churches, and provides evidence of early town planning by Governors Phillip and Macquarie. It has rich archaeological resources of state significance, in addition to its above-ground heritage values.

The Parramatta Regional Environmental Plan lists two city areas requiring master plans to guide future detailed development. Parramatta City Council has prepared a draft plan, with Heritage Office and other stakeholder involvement and review. The regional environmental plan forecasts a doubling of jobs to 60,000 and increased public transport use via the Parramatta Rail Link (2010), new underground station and new integrated bus interchange.

The Heritage Council provided in-principle support for the master plan and noted that it will have the opportunity to make a submission on the plan when it is on exhibition. We are anticipating that the outcome will support Parramatta's rich archaeological resources, while allowing for change. It is believed that it will also encourage the interpretation of Parramatta's past in the new city places being created, so that it is a richer, more meaningful place for present and future occupants and visitors.



Changes to items of state significance considered this year included Sydney Trades Hall, the Westpac Bank in George Street and the Sydney Town Hall. Photographs by Otto Cserhalmi and Partners (left), and Lianne Hall

NSW's Archaeological Resource

We are currently working on several strategic projects to provide a more streamlined, coherent and consistent approach to the management of New South Wales's significant historical archaeology. A particular aim is to provide a process that will assist archaeologists, developers, government agencies, community members and other key stakeholders to undertake archaeological projects that provide tangible public benefits, meaningful research outcomes and protection and conservation of significant and rare archaeological resources.

Key initiatives for 2003-04 included:

- interpreting archaeological remains as part of statutory approvals;
- encouraging community participation;
- retaining archaeological remains in-situ.

See below for further details of these strategies:

Interpreting Archaeological Remains as Part of Statutory Approvals

We have an ongoing commitment to working with archaeologists, developers, government agencies and other relevant stakeholders to ensure that positive and tangible public benefits are achieved by their archaeological projects. We are working not only to ensure that Australia's unique archaeological heritage is celebrated and conserved, but that valuable information and evidence of our history can be made available to the community.

During 2003-04 we continued our recent initiative of requiring different interpretation strategies to be implemented as part of the approved excavation permits. This year we encouraged the following public benefits:

- *public open days* – more than 1,200 members of the general public were given free tours of five highly significant archaeological sites [see page 38 for a full description of public open days held this year];
- *interpretative signage* - signage explaining the historic and archaeological significance of archaeological sites enabled passer-bys to gain an insight into excavations under progress. Signs were erected during the works programs for 55-57 Park Road, Burwood; Parramatta Children's Court site; and in Sydney the KENS site, 4A-12 Cunningham Street, 27-29 Commonwealth Street and 22-36 Mountain Street;

- *final reports* - 35 new reports on different archaeological programs previously approved by the Heritage Council were received in 2003-04 and made available for public consultation both in the Heritage Office's library and the relevant local council library;
- *public brochures* - more than 4000 brochures were collected by the public from fences of sites subject to archaeological excavation such as the Parramatta Children's Court Site; 27-29 Commonwealth Street, Sydney; Burwood Villa; the KENS site; Cunningham Street, Haymarket; 22-36 Mountain Street, Ultimo; Barker's Mill, Darling Harbour;
- *volunteers* - more than 30 members of the community (including university and high school students, and members of local communities) were given the opportunity to participate in archaeological programs across the State alongside professional historical archaeologists. This was a result of the Heritage Council requesting opportunities for volunteers to work on archaeologically significant sites. Sites included 55-57 Park Road, Burwood; Parramatta Children's Court site; and 4A-12 Cunningham Street and KENS site in Sydney;
- *Information on the Internet* – information on significant sites was made publicly available on the internet during fieldwork. Sydney sites included the KENS site, 22-36 Mountain Street, Towns Place, Cunningham Street and Barker's Mill;
- *interpretation within redevelopment* – this year the Heritage Council requested as part of their approved excavation permits that interpretation of archaeological remains be incorporated within the new development of the sites as a way to compensate the impact on significant archaeological remains. Places with on-site interpretation are: 55-57 Park Road, Burwood; Parramatta Children's Court Site; and in Sydney the KENS site, 4A-12 Cunningham Street, 27-29 Commonwealth Street, 22-36 Mountain Street and the Former Glebe Incinerator. Additionally interpretation strategies have been submitted for Heritage Council's endorsement for Parramatta Children's Court Site and 22-36 Mountain Street.

Retaining Archaeological Remains In-situ

Former Glebe Incinerator, Sydney

Australand Holdings Limited propose to develop this site as a public park which will be surrounded by residential development.

Highly intact archaeological remains of the incinerator were uncovered during the archaeological program. Those remains were reburied in order to preserve their integrity and their re-exposure. Interpretation as part of the industrial park is currently under consideration.

The Glebe Depot Site is associated with architects, Walter Burley Griffin and Eric Nichols, with the Reverberatory Incinerator and Engineering Company (RIECO) and the development of waste management during the 1920s and 1930s. The Glebe Incinerator is one of twelve incinerators built by RIECO in Sydney and Melbourne and is the only remaining incinerator site where the associated sheds remain in situ.

Measuring Our Performance: Archaeology Excavation Permits

The NSW Heritage Act protects the State's natural and cultural heritage and contains measures to protect archaeological resources. Anyone excavating land in NSW who knows that they will disturb a relic, or thinks that they might disturb a relic, requires an excavation permit issued by the Heritage Council of NSW. A relic is any item over 50 years old.

Permit Type	2001-02	2002-03	2003-04
Excavation Permit (Section 140)	97	110	63
Excavation Permit Variation (Section 144)	2	9	15
Exceptions issued for non-listed items (Section 139(4))	na	6	79
Excavation permits for listed items (Section 60)	29	24	16
Exemptions for listed items (Section 57 (2))		3	14

Interpretation

This year's results show the impact of improvements made to streamline the statutory approvals process:

- a 43% decrease in the number of excavation permits issued (section 140);
- a 67% increase in the number of excavation permit variations issued (section 144);
- major use of the new exception under section 139(4) gazetted in March 2003 and amended in June 2004. Seventy-nine exceptions were granted.

It appears that this new exception has had a positive and strong impact in filtering those sites requiring an excavation permit from those not needing further archaeological involvement.

The decrease in the number of applications under Section 140 seems to relate to the increase in exceptions under Section 139(4), since an excavation permit would have been formerly required for the 79 proposals endorsed as exceptions.

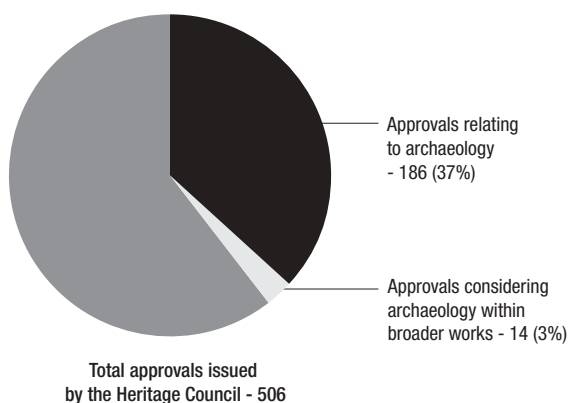
The new system has been very successful in streamlining and focussing the work of the Heritage Office archaeologists. Of all the section 140 applications issued by the Heritage Office in 2003-04, only two cases were considered to be of minor impact or to impact on low significant archaeological remains and thus recommended to be dealt with as an exception under Section 139(4) instead.

An ongoing process of review and monitoring of the exceptions and exemptions operation is underway in order to gauge their success and streamline their implementation.

Referrals:

- thirty-seven development applications were submitted to the Heritage Office for comments regarding potential impact on archaeological remains. This constitutes 42% of the total development applications referred to the Heritage Office (88).
- seven integrated development applications referred to the Heritage Council required consideration of archaeological impacts within a broader scope of works.

Statutory Approvals Involving Archaeology



Parramatta Children's Court Site, Parramatta

The Department of Commerce is building a new facility to house the Parramatta Children's Court for the Attorney-General's Department.

A conservation management plan was prepared by the Department of Commerce and endorsed by the Heritage Council. It identified a conservation zone in order to retain in situ, and unexcavated, archaeological remains of convict huts (1790-1820) which are considered to be of state significance.

The Heritage Council has given approval for an archaeological investigation of the site prior to development. The archaeological remains of the convict huts will be retained within the conservation zone. The impact caused by the removal of the remaining archaeological resource located outside this conservation zone in order to allow the development of the site to proceed is off-set by the ability of that archaeological resource to inform the greater community.

Archaeological investigation and interpretation will uncover aspects of our history that cannot be revealed through any other means.

A comprehensive program of interpretation was implemented during the archaeological works on the site (temporary signage, public brochures, public tours). Furthermore, the archaeological remains will be interpreted in the long term as part of the redevelopment of the site.

Streamlining Statutory Approvals Processes

New Standard Exemptions

In order to streamline the approvals processes, the standard exemptions from the need for a section 60 application and the exceptions from the need to obtain an excavation permit were reviewed in March 2003 and again in June 2004. The review of the exemptions increased the coverage of exempt development and also introduced a notification requirement and an endorsement procedure in lieu of the lodgement of a formal application.

This initiative significantly increased both the type and amount of exempt development compared to the previous 1998 standard exemptions and 2000 excavation permit exceptions. During 2003-04 the Director issued endorsement in relation to 165 notifications under the standard exemptions and 79 exceptions to the need for an excavation permit. Significant improvements in processing time for applications and reduction in Heritage Office workload has resulted.

The Heritage Office has formulated a new Standard Exemption for section 60 applications following integrated development applications for the consideration of the Heritage Council. Under the new exemption section 60 applications following integrated development applications would be exempt from the need to obtain approval pursuant to section 63 of the Heritage Act.

The gazettal of the new Standard Exemption will require modification of some administrative procedures for the Heritage Office. For example, it will be imperative that all relevant issues are assessed at the development application stage as there will be no subsequent section 60 application where additional detail can be assessed.



Heritage Office volunteer Sarah Halpin with archaeological artefacts unearthed at the Parramatta Children's Court site, including a clay pipe.
Photographs by Isabel Cobas

Standard Conditions

In an effort to further streamline the approvals process, the Heritage Office is producing a Standard Conditions document to assist its own staff and local councils in NSW with the conditioning of approvals relating to development that includes a heritage item/s or heritage conservation area.

The document will provide background information about the Heritage Act and the Environmental Planning and Assessment Act and the types of the approvals that may be issued by the Heritage Council and local councils. It is anticipated that it will be published in 2004-05.

Archaeology Exemptions and Exceptions

This year we completed a number of measures to streamline the process for dealing with archaeological sites. Section 57(2) Exemption 4 (Excavation) for approval under Section 60 and Section 139(4) Exception for excavation permits under Section 140 were amended on 18 June 2004 in order to include minor changes:

- exemption 4 1(a) and exception 1(a) originally required that an archaeological assessment should demonstrate that there is little likelihood of there being any relics in the land. This provision is unnecessary as section 139(1) of the Heritage Act does not require an excavation permit under these circumstances and, therefore, this statement was deleted;
- exemption 4 1(c) and exception 1(c) originally made reference to the removal of fill which has been deposited on the land. The reference to fill was qualified to relate to only unstratified fill since fill which has been placed on the land in stages over time may in fact have archaeological potential.

Prosecutions Under the Heritage Act

Although there were no prosecutions for breaches of the Heritage Act in 2003-04, the Heritage Office has required some owners of heritage items to implement the Minimum Standards of Maintenance and Repair.

In addition, consideration to the application of the provisions of the Heritage Act was given to:

'Sheoks' at Bayview, Pittwater Local Government Area

On 17 October 2003 an interim heritage order was made over "Sheoks" at Bayview to provide time to determine whether the cottage on the site may be of state significance due to the possibility that it was the first or oldest surviving asbestos building in NSW and possibly Australia. The cottage was destroyed by fire on 18 October 2003. The police investigated the fire, and the Coroner reviewed their investigations.

The property was sold at auction on 29 November 2003, and the current owner has lodged a development application with Pittwater Council for the construction of a new development on the site.

As the site was being cleaned-up after the fire, a detailed assessment was made by an archaeologist skilled in dealing with such fire-damaged sites. The archaeologist's report concluded that no fabric of potential state significance had survived the fire or remained on the site. Following consideration of the archaeological report, and the issues raised in this report regarding the adequacy of the Act, the Minister revoked the interim heritage order on 18th June 2004.

Sections 160 and 161 of the Heritage Act allow the Minister to impose some development restrictions on a site if the owner of the site is convicted of an offence under the Heritage Act.

However as the ownership of the site has now changed, even if the previous owner was convicted of an offence from proceedings commencing within 12 months of the fire being reported, the change of ownership prevents sections 160 and 161 from being applied to the site. The Heritage Office is currently reviewing options for recommending amendments to the Heritage Act to address this issue.

Heritage Council Committees and Panels

Heritage Council Committees

State Heritage Register Committee

Ian Jack (Chair), Michael Collins, Reece McDougall, Megan Jones, Joan Templeman, John Delaney, Jason Ardler (deputy for Lisa Corbyn), Ross Fitzgerald (membership as at 30 June 2004)

The committee is responsible for recommending to the Minister the listing or de-listing of items on the State Heritage Register and the making or revocation of interim heritage orders for items of state or local heritage significance and endorsing the heritage and conservation registers of other NSW State government agencies. For recommendations of the committee to the Minister Assisting the Minister for Infrastructure and Planning (Planning Administration) turn to page 70.

Approvals Committee

Mary-Lynne Taylor (Chair), Megan Jones, Elsa Atkin, Rod Leaver, Diane Jones, Garry Fielding, Chris Johnson, Sharon Sullivan, Bruce Pettman (deputy for Chris Johnson), Susan Macdonald (deputy for Reece McDougall) (membership at 30 June 2004)

The Approvals Committee performs in the Heritage Council's consent authority role. It approves, comments on, or suggests amendments to proposed changes to listed items, and endorses conservation management plans for heritage sites.

Strategy Committee

Michael Collins, (Chair), Ian Jack, Mary-Lynne Taylor, Reece McDougall (membership as at 30 June 2004)

The Strategy Committee focuses on strategic issues for the Heritage Council. Its membership comprises the Chair and Deputy Chair of the Heritage Council, the Chairs of the State Heritage Register Committee and Approvals Committee and the Director of the Heritage Office.

Heritage Council Advisory Panels

The Heritage Council's advisory panels provide expert advice to the full council on a range of conservation and management issues. The committees include members of the Heritage Council with appropriate skills and experience, and also a range of other heritage experts.

Aboriginal Heritage Committee

John Delaney (Chair); Aboriginal community members: Ian Woods, Evelyn Crawford, James Welsh and Bill Robinson; independent member: Alan Croker, Agency representatives from Department of Aboriginal Affairs, Department of Environment and Conservation, NSW Heritage Office and Heritage Council of NSW representatives (membership as at 30 June 2004)

The Aboriginal Heritage Advisory Panel is responsible for providing advice to the Heritage Council on its responsibilities and appropriate role in the effective co-ordination and management of programs and policies relating to Aboriginal Heritage

Aboriginal Heritage Project funding applications under the Heritage Incentives Program are assessed at each Aboriginal Heritage Advisory Panel. During the year, a number of applications were received for assessment. Community projects that were funded were:

- documentary of the Red Ochre Indigenous Music & Cultural Festival;
- Nari Nari Tribal Council Walking and Driving Trail;
- The Camp of Mercy publication.

Local Council applications that were assessed and recommended for funding were:

- Lane Cove, Warringah, Willoughby and North Sydney councils;
- Eurobodalla Shire Council.

During the year, the Aboriginal Heritage Advisory Panel saw changes to its members. The panel bid farewell to one of its long standing members, Uncle Colin Walker. Uncle Col's dedication, contribution and expertise had been an asset to both the Heritage Council and panel in the promotion of Aboriginal heritage. Other member changes included Mary Lou Buck and Yvonne Weldon who stepped down as community members due to other commitments.

Archaeology Advisory Panel

Sharon Sullivan (Chair), Sarah Colley, Peter Douglas, Wayne Johnson, Lisa Newell, MacLaren North, John Rayner, Wendy Thorp (membership as at 30 June 2004)

The Archaeology Advisory Panel was reconvened on the 7 April 2004 after having been suspended since 2001.

The role of the Archaeology Advisory Panel is to supplement and enhance the Heritage Office's knowledge and experience in relation to historical archaeology, and to assist management of historical archaeological resources in NSW, as well as related archaeological matters. The Archaeological Advisory Panel also endeavours to promote best practice in archaeology and raise the profile of historical archaeology with the community. It is envisaged that the newly appointed panel will play a vital role in reviewing and refining the policies prepared by the Heritage Office archaeologists.

Fire, Access and Services Advisory Panel

Bruce Pettman (Chair), Government Architects Office; Don Truman, RAI; Peter Phillips, RAI; Stephen Richardson, NSW Fire Brigades; Carol Edds, heritage consultant; Yen Luong, CSIRO; Julie Rudnicka, DIPNR; John Whitlock, fire testing consultant; Mark Relf, access Consultant, George Lim, Local Government Building Surveyors; Shane Kelly, City of Sydney Council; Marianne Foley, consultant fire engineer; Megan Jones, architect (membership as 30 June 2004)

FASAP provides advice on appropriate ways of meeting fire, access and service requirements in heritage buildings and sites with minimal intrusion into significant and irreplaceable fabric.

In 2003-04 the panel:

- prepared a list of responses to Frequently Asked Questions published on the website;
- provided a detailed response to the Australian Building Codes Board on the *Disability Standards for Access to Premises (Buildings)*;
- reviewed available wireless fire detection systems;
- formally set up an access sub-committee;
- encouraged individual members to continue to contribute to community awareness of FASAP issues through various seminars, included presentations to local government by Peter Phillips.

Heritage Incentives Panel

This panel is chaired by Michael Collins. It met on 23 July 2003 to consider the priorities for the 2004-06 round of the program which was called in late 2003. It met again on 15 April 2004 to consider and formally recommend funding on the major projects and promotional programs to the Minister. The full list of 85 projects approved by the Minister is set out in Appendix 4.

The panel called for a Probity Report on the program and this was undertaken in March 2004 and reported to the April 2004 meeting. The report was undertaken from Allan McLachlan who reported that the documents and procedures followed by the Heritage Office were in order.

Views of the KENS site, the largest archaeological excavation ever undertaken in Sydney. Photographs by David Nutley



History Advisory Panel

Associate Professor Ian Jack (Chair), Dr Carol Liston, Dr Lucy Taksa, Terry Kass, Joy McCann, Sue Rosen, Sharon Veal and Bruce Baskerville, with Megan Martin as an observer (membership as at 30 June 2004).

The role of the panel is to provide advice to the Heritage Council and the Heritage Office on the contribution of history to the identification, assessment and conservation of the heritage of NSW and to facilitate communication between the history community and the Heritage Council and Heritage Office.

The panel members advice to the Heritage Office historians provides an important level of peer review and input into the development of guidelines and strategic advice for the Heritage Council. The leadership of the panel's chair, Associate Professor Ian Jack, has been invaluable in guiding the panel towards strategic and useful outcomes in its deliberations.

The panel's attention focused on several areas of advice and policy development during the reporting year, with the following being the more noteworthy:

- *SHR Criterion A Guideline* - State Heritage Register criterion A relates to 'importance in the course or pattern of NSW history'. The panel has recommended the adoption of the guideline to the Heritage Council.
- *State Arms, Symbols and Emblems Act 2004* – this Act contains provisions for the Heritage Council to advise the Premier on the removal of Royal Arms, and installation of State Arms, in public buildings that are of heritage significance. The panel advised on a guideline on the Act which is currently being prepared by the Heritage Office;
- *Place names of heritage significance* – the panel prepared a policy on place names which are increasingly being considered as part of the significance of heritage items. The Geographical Names Board also invited the Heritage Council to refer to it any proposals for historical precinct names that it may become aware of when considering potential listings. The History Advisory Panel has now recommended the policy for adoption by the Heritage Council;
- *Review of Terms of Reference and Membership* - amendments were made to the History Advisory Panel's terms of reference and criteria for membership to ensure the work of the Panel remains aligned with the Heritage Council's strategic and work plans. The Heritage Council accepted the panel's recommendations, and the membership for the new reporting year will reflect these changes.

Interpretation Panel

Diane Jones (Chair), Sharon Veale, National Parks and Wildlife Service; Kylie Winkworth, heritage consultant; Kieran Hosty, Australian National Maritime Museum; Wendy Thorpe, consulting archaeologist; Jim Mein, Assets Manager, Uniting Church; Colleen Morris, heritage consultant (membership as at 30 June 2004)

The focus for 2003-04 has been the Heritage Interpretation Policy and Guidelines project. After completing a comprehensive brief, members participated in the consultant selection process, reviewed and commented on various draft documents and participated in the organisation of three stakeholder workshops in June. Final drafts of the Heritage Interpretation Policies and Guidelines will be submitted for Heritage Council endorsement in October 2004.

Maritime Archaeology Advisory Panel

Kieran Hosty, Australian National Maritime Museum (Chair); Antonia Syme, Collections Manager (Deputy Chair); John Riley (Deputy Chair); Dr John Bach, historian; Captain Rob Everett, Waterways Authority; Debbie Hardy, diving representative; Robert Lea, NSW Department of Transport; Sgt John Marshall, NSW Water Police; Judith McDonald, industry representative; Staff Officer Rod Smith, RAN; Rod Leaver, Heritage Council representative (membership as at 30 June 2004)

The Chair of the panel since December 2001, Kieran Hosty, stood aside at the end of the financial year and former Deputy Chair, Ms Antonia Syme, was subsequently appointed by the Heritage Council for the next three years.

Key activities with which the panel was engaged during the year included:

- overseeing the implementation of the 2003-2004 work program;
- input into the National Maritime Heritage Strategy;
- identification and sourcing of partners for key work program strategies including the *Centurion* underwater plinth;
- support for nominations for the *Dunbar* and HMAS *Parramatta* for the State Heritage Register;
- initiation of an article on the level of conservation costs for materials from an marine environment;
- initiation of a moorings protocol to assist in the management and protection of historic shipwreck sites.

Movable Heritage Advisory Panel

Diane Jones (Chair); Tamara Lavrencic, Historic Houses Trust of NSW; Cath Snelgrove, NSW National Parks and Wildlife Service; Lisa Newell, Godden Mackay Logan; Maisy Stapleton, Museums and Galleries Foundation; Chris Dalitz, Ministry of Energy and Utilities; Kylie Winkworth, museums consultant (membership as at 30 June 2004)

The Movable Heritage Advisory Panel provides advice on the appropriate role for the Heritage Council in listing and managing movable heritage and provides a link between the Heritage Council, the museums sector, owners and the general community in promoting the value and conservation of movable heritage.

In 2003-04 the panel:

- farewelled two long term members, Rodney Harrison representing the National Parks and Wildlife Service (Department of Environment and Conservation), and Lisa Newell from consultant firm, Godden Mackay Logan;
- assessed nominations for movable heritage and provided advice on an interim heritage order involving movable items;
- provided advice on policy issues related to the management and conservation of historic vessels;
- initiated the development of a draft *Section 170 Movable Heritage Policy*, which aims to provide clear, concise advice to State agencies undertaking identification and recording of their movable heritage collections, under section 170 of the Heritage Act;
- held discussions with National Parks and Wildlife Service, TAFE, State Rail Authority, NSW Fire Brigades and Attorney General's Department on their movable heritage management;
- assisted with planning and support for a workshop held in Orange with the Museum & Galleries Foundation, *Local Stories: Local Collections*, which explored the use of themes to assist regional museums in interpreting their collections.

Religious Property Advisory Panel

Michael Collins (Chair); Hector Abrahams, Royal Australian Institute of Architects; Dr Ken Cable, historian; Angelo Candalepas, National Trust of Australia (NSW); Paul Davies, Anglican Church; James Mein, Uniting Church; John Spillane, Catholic Church (membership at 30 June 2004)

The panel seeks to achieve the conservation of significant religious heritage items through the provision of guidance, encouragement and an understanding of the liturgical and practical management considerations facing religious properties.

In 2003-04 the panel:

- considered 17 nominations for listing on the State Heritage Register. The following items were recommended to the Heritage Council for listing on the State Heritage Register:
 - Church of Christ the King Catholic Church, Taralga
 - St Mary's Cathedral and Chapter House, Sydney
 - St Andrew's Cathedral, Sydney
 - St John the Evangelist Church, Wallerawang
 - St James' Anglican Church, Sydney
 - St Stephen's Uniting Church, Sydney
 - Anglican Cathedral Bells, Bathurst
 - Holy Trinity Anglican Church Group, Kelso
 - St Paul's Anglican Church, Cobbity
 - Bathurst City Uniting Church, Bathurst
 - St Anne's Catholic Church, Bondi
 - Our Lady of the Holy Rosary of Pompeii Catholic Church, Yoogali
- provided advice to the Heritage Office on *Ruins - Outline of a Discussion Paper*;
- provided comment and advice on the applications for funding to the Heritage Incentives Program 2004-06;
- provided comment on the Draft Interim Heritage Order Policy; and
- considered the existing Terms of Reference.

On 4 September 2003 Dr Ken Cable, founding member of the Heritage Council and the Religious Property Advisory Panel passed away. Ken provided an important contribution to the panel over many years, in particular his valued advice and expert knowledge of religious heritage and the Anglican denomination.

7 Managing Change

The Year in Review

Technical Advisory Group

David Young, heritage consultant (Chair from February 2004); Alan Croker, architect, (Chair to February 2004); Julian Bickersteth, conservator; Jacqui Goddard, National Trust (NSW); Diane Jones, architect and Heritage Council member; Caroline Lawrance, builder and architect; David West, materials scientist; Simon Wiltshier, structural engineer (membership at 30 June 2004)

The group provides advice to heritage professionals and owners about conservation techniques and materials. It seeks to identify and respond to needs in the community and the professions relating to processes, materials, techniques and skills required to conserve the fabric of heritage buildings and sites. The panel also assists the Heritage Office in assessing materials conservation issues contained in applications for approval under the NSW Heritage Act.

In 2003-04 the panel:

- received a presentation from Rachel Bower, the Education Secretary of the Society for the Protection of Ancient Buildings, London on the provision of technical education relating to historic buildings;
- assisted the City of Sydney in the review of proposed repairs to the Obelisk, Macquarie Place, Sydney;
- prepared technical notes on *Cracking Due to Shrink/Swell Clays* and the *Repair of Tongue and Groove Floorboards*;
- reviewed the *Heritage Act Exemptions Guidelines*;
- reviewed the *Managing Change* policy document;
- considered a number of materials conservation issues relating to individual sites.

Case Study: Walsh Bay

The wharves, buildings and civil works of Walsh Bay are a virtually intact integrated port and stevedoring precinct and were created after 1900 by the Sydney Harbour Trust.

The Heritage Council approved the Walsh Bay Partnership's Masterplan Development in 1998 and planning approval was granted on 20 August 1998. Work commenced after the passing of the *Walsh Bay (Special Provisions) Act 1999*.

This year the Heritage Council and Heritage Office continued its successful role in project assessing and approving work and providing advice to ensure on-going heritage best practice and encouraging creative solutions. By the end of 2003, the Walsh Bay project reached its fullest extent with most of the major building adaptation and repairs completed.

At the end of this financial year completed projects included the Shore apartments 6/7, Pier 2/3, Bond Stores 2 and 3, Bond 4 east ruins, Parbury apartments, Towns Place East, and the Towns Place archaeology site. Now most of the applications received by the Heritage Office involve internal fitouts and modifications to existing approvals.

Shore Sheds 6/7 & 8/9 feature new apartments built within the retained Hickson Road façade.

Large heritage technology items such as the bale elevator and hydraulic lift have been installed in the public domain as dramatic interpretation nodes. The new Parbury apartments (which replaced the demolished Bond Store 4) incorporate a significant archaeological site in the basement where the ruins of 1820s and 1830s cottages are presented and interpreted. The striking office fitout in upper part of Bond Store 3 for a prominent advertising company was completed in 2003. The fitout was visited by Heritage Office staff who were struck by the creative response to the building's distinctive interior. The Sydney Theatre, an 850 seat theatre fronting Hickson Road and partially occupying the lower floors of Bond Store 3, is said to be the most significant new theatre development in Sydney since the Sydney Opera House.

Remaining projects include Towns Place North which is proposed to be restored as a restaurant or boutique office and Towns Place which will house apartments. Bond Store 1 will be demolished and rebuilt as a new commercial office building. A new ferry terminal is also planned as well as a number of moorings on Piers 6, 7 and 8. A new promenade now extends along the foreshore at the rear of the piers.

Photograph by Yvonne Kaiser-Glass



Site Specific Committees and Working Parties

Chief Secretary's Building:

Diane Jones, Mary-Lynne Taylor, Megan Jones, Susan Macdonald

Parramatta Rail Link:

Prof Ian Jack, Diane Jones, Susan Macdonald

Eveleigh Carriage Works:

Bruce Pettman, Michael Collins, Diane Jones, Jacqui Goddard,
Reece McDougall

Key Strategies for Next Year

In 2004-05 we aim 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 (a two-step process of little value to the conservation process).

Movable items documented by a project on the coming of electricity to the Central West, which was monitored by the Movable Heritage Advisory Panel.
Photographs by Emma Wise

