

**AUSTRALIAN INSTITUTE OF POLICE
MANAGEMENT
MANLY NSW 2095**

HISTORIC HERITAGE MANAGEMENT PLAN



8 December 2008

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AUSTRALIAN INSTITUTE OF POLICE MANAGEMENT MANLY NSW 2095

HISTORIC HERITAGE MANAGEMENT PLAN

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EXECUTIVE SUMMARY

This Historic Heritage Conservation Management Plan was prepared following earlier heritage assessments to inform the long term management of the heritage values and the short to medium term implementation of master-planning and redevelopment at the Australian Institute of Police Management.

Although the land (Lot 2766 on Deposited Plan 752038) is listed along with much of North Head on the National Heritage list, the historic heritage values of the land are specifically excluded from the gazetted listing (appendices). The historic heritage values have been assessed within this report as having potential Commonwealth heritage values and a recommendation to nominate the place to the Commonwealth Heritage list for these historic heritage values is given. It should be noted that it is not the Australian Federal Police's current intention to submit this conservation management plan for endorsement by the Minister for Heritage as an 'endorsed management plan' but it is provided to assist in the assessment and mitigation of heritage impacts of a 'controlled action' – that controlled action being the redevelopment of the site to continue to accommodate the operational requirements of the Australian Federal Police for the Australian Institute of Police Management (see Brewster Hjorth Architects preferred project scheme in appendices). The management of Indigenous and ecological (natural) heritage values is provided for in separate management documents and are outside the scope of this historic heritage management plan.

The site generally shares heritage significance with North Head as a whole for military, quarantine, defence, ecological and Indigenous heritage values. Specifically, the site was developed from 1916 as the Seamen's Isolation Hospital to treat merchant seamen for sexually transmitted infections. The design of the original buildings reflects this. However it was only used for a short term for this purpose and has been adapted over the course of the twentieth century - most recently (from 1957) to accommodate the Australian Institute of Police Management and its predecessor institutions.


The core layout and principal buildings remain in place but some have been adapted to accommodate subsequent uses and so now their original use appears obscure.

Major recommendations of this report include:

- The establishment of processes to manage the heritage values of the site;
- The retention, continued adaptation and eventual restoration of the Axial Hospital Group and the former staff cottages and elements of the setting;
- Provision for the removal of more recent structures of less significance and the option to develop new structures of compatible scale and character on the AIPM site;
- Protection of significant fauna habitats and buffers;
- Support for the Preferred Project Scheme as the principal means of implementation of the recommendations in the short to medium terms;
- Supporting heritage interpretation to illustrate obscure elements of the site's heritage significance.

This final report is issued in December 2008 and should be reviewed no later than December 2013 or earlier if circumstances relating to the site should change.

NOEL BELL RIDLEY SMITH & PARTNERS ARCHITECTS PTY LIMITED

A handwritten signature in black ink that reads "Robert Staas". The letters are cursive and somewhat stylized, with the first letter of each name being a large capital letter.

ROBERT STAAS
Director/Heritage Consultant

1.0 INTRODUCTION

1.1 Background

This Conservation Management Plan, prepared by Noel Bell Ridley Smith & Partners, was commissioned by Brewster Hjorth Architects on behalf of the Australian Federal Police (AFP) and accompanies a Part 3A Environmental Planning and Assessment Act Major Project Application to the NSW Department of Planning. Its purpose is to provide the heritage management framework for the redevelopment of the Australian Institute of Police Management at Manly, NSW as required in the Director-General's (of the NSW Department of Planning) Requirements.

Although the place in its broader context has a long history as an early contact site between European/Aboriginal people, structures were not built at the place until the second decade of the twentieth century on land adjacent to the Quarantine Station. Those structures provided an isolation hospital for merchant seamen suffering sexually transmitted infections. It was subsequently adapted for a variety of uses by the Federal Government in the mid twentieth century. Since the late 1950s the place has been a training facility for Federal and multi-jurisdictional police - most recently known as the Australian Institute of Police Management (AIPM).

The Australian Federal Police are consolidating the presence of the AIPM on the site and have begun to plan the redevelopment of the site. The redevelopment of the site has been informed by various heritage studies which have identified natural and cultural heritage values that need to be managed. The non-Indigenous cultural heritage values (historic heritage values) - which are the particular focus of this conservation management plan - were identified specifically in a heritage assessment/heritage impact statement prepared by Peter Freeman and others in 2006. That assessment informed the development of a master plan for the redevelopment of the site which was then adopted by the AFP.

In September 2006, the Commonwealth Public Works Committee recommended that the AFP "use the Ecological Assessment and the [Freeman] Heritage Impact Statement to guide their master plan for the AIPM". Further the Committee recommended that the AFP "develop a Conservation Management Plan for the site". This conservation management plan has broadly accepted as a basis the heritage assessment carried out by Freeman and others and the master plan for the site. It has been developed in tandem with a revised master plan with a greater focus on managing the ecological and cultural heritage values of the site known as the Preferred Project Scheme arrived at through consultation with Commonwealth, State and local governments and other individuals and organisations. It is intended to inform the detailed implementation of non-Indigenous cultural (historic) heritage management and conservation at the AIPM site for the course of the redevelopment and beyond. It accommodates the ecological issues - particularly the habitat of the Little Penguins and the Long-Nosed Bandicoots - and Indigenous cultural heritage issues but does not provide specific recommendations for these aspects.

1.2 Objectives

This Conservation Management Plan is intended to be a practical working document to guide future works to the *Australian Institute of Police Management*. This report addresses the following:

- Historical evidence for the development and use of the site.
- Analysis of the physical fabric of the building.
- Statement of Cultural Significance.
- Consideration of constraints and opportunities, and policies to assist in guiding future building works or development.
- Recommendations for implementing the proposed policies to ensure the significance of *Australian Institute of Police Management* is retained in any future development or changes to the place.

Specifically the document provides for the management of the heritage values in response to the requirements of Schedule 7A of the Environment Protection and Biodiversity Conservation Act regulations in anticipation of the place being listed on the Commonwealth Heritage list for its historic heritage values. That schedule sets out that a management plan must:

- (a) establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and
- (b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and
- (c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and
- (d) provide a description of the Commonwealth Heritage values and any other heritage values of the place; and
- (e) describe the condition of the Commonwealth Heritage values of the place; and
- (f) describe the method used to assess the Commonwealth Heritage values of the place; and
- (g) describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and
- (h) have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following:
 - (i) the management and conservation processes to be used;
 - (ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions;

- (iii) the stakeholder and community consultation and liaison arrangements;
- (iv) the policies and protocols to ensure that indigenous people participate in the management process;
- (v) the protocols for the management of sensitive information;
- (vi) the planning and management of works, development, adaptive reuse and property divestment proposals;
- (vii) how unforeseen discoveries or disturbance of heritage are to be managed;
- (viii) how, and under what circumstances, heritage advice is to be obtained;
- (ix) how the condition of Commonwealth Heritage values is to be monitored and reported;
- (x) how records of intervention and maintenance of a heritage places register are kept;
- (xi) the research, training and resources needed to improve management;
- (xii) how heritage values are to be interpreted and promoted; and
- (i) include an implementation plan; and
- (j) show how the implementation of policies will be monitored; and
- (k) show how the management plan will be reviewed.

The AIPM precinct within North Head as a whole is entered on the National Heritage List but the historic heritage values of the land are excluded from that listing. The precinct is listed specifically in Manly Local Environment Plan 1988 as a Schedule 4 listed place (a local heritage item). It is not listed at a state level but has a State Heritage Inventory database number of 2020403 due to its listing on the local environment plan. Consultation with the Australian Heritage Council is required due to the place's heritage listing and because any redevelopment would be considered a 'controlled action' and thus require approval under the provisions of the Commonwealth Environment Protection and Biodiversity Conservation Act (for further details on consultation see also Section 3.6).

This report generally follows the approach and structure set out in the document entitled *The Conservation Management Plan* by Dr James Semple Kerr (6th Edition, 2004) for the assessment and management of historic heritage. The terms *fabric*, *place*, *preservation*, *reconstruction*, *restoration*, *adaptation* and *conservation* used throughout this report have the meaning given them in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)*.

Specifically, the existing Peter Freeman heritage assessment has been reviewed and summarised with the assessment and subsequent National

Heritage list assessment refined and presented. More detailed recommendations have been developed for elements at the place to coordinate with the management framework. These have resulted in the recommendations and implementation plan set out in the Heritage Management and Implementation sections of the conservation management plan. Consultation with the NSW Department of Planning's Heritage Office and the Commonwealth Department of Environment, Water, Heritage and the Arts has been undertaken following their reviews of an earlier draft CMP.

The Freeman Heritage Assessment provided a policy basis for development of the initial master plan. In turn that policy basis has been accepted as a basis for the development of more detailed heritage recommendations contained in this conservation management plan. In summary that basis is:

1. Conserve, interpret and manage the place in order to retain its Indigenous, Natural and Cultural values.
2. Conserve, interpret and manage the Indigenous sites and values within the precinct, as recommended in the 2001 Darwala-Lia report.
3. Liaise with DEC PWD (NSW Department of Conservation – Parks and Wildlife Division) to conserve and interpret the one documented Indigenous site within the precinct.
4. Conserve and manage flora and fauna as recommended by 2006 GHD Ecological Assessment: Flora and Fauna.
5. Conserve, interpret and manage the significant Seamen's Isolation Hospital buildings and site elements requiring as a minimum retention and conservation of the 'axial' hospital group, and one of the staff accommodation cottages.
6. Interpret those site elements and buildings that have a direct connection to the former SIH and to the early Police phases.
7. Liaise with DEC PWD and the Sydney Harbour Federation Trust to coordinate 'North Head' interpretation as a whole.

This conservation management plan focuses on the more detailed historic management and implementation of points 5, 6 and 7 and coordinates with the requirements of points 1 to 4. Points 5, 6 and 7 are dealt with in more detailed recommendations in section 3.0 Heritage Management. The requirement of point 5 to retain the axial group and one of the staff accommodation cottages is the focus of the recommendations regarding treatment of building elements but the management provisions have been made more conservative by the recommendation to retain and conserve all staff cottages. Points 2 to 4 deal more specifically with Indigenous and natural/ecological values and are dealt with by others in accordance with the provisions of 'Ask First' and the IUCN Australian Natural Heritage Charter.

The content of this study responds to the requirements of Schedule 7A of the Environment Protection & Biodiversity Conservation Act which sets out what a management plan for a Commonwealth Heritage place must have. (See above.)

1.3 Compliance with NSW Heritage Management Guidelines

This report has been prepared in response to Commonwealth Heritage principles but also conforms to the guidelines of the Heritage Branch of the NSW Department of Planning. The table below indicates which sections deal with which State guidelines for heritage management.

NSW Heritage Branch Requirements	Section within this report	Provisions of Schedule 7A of the Commonwealth EBPC Acts for Management Plans
Executive summary	Executive Summary 1.0	Item A Items A, B and F
Investigate significance	2.1 to 2.2.5	Item C
Assess significance	2.3 to 2.4.6	Item D
Manage significance	3.0	Items G and H
Implementation strategy	4.0	Items I and J
Asset management guidelines		
- Management	3.2	Item H
- Statutory approvals	3.6	Item H
- Maintenance	3.9	Item H
- Exemptions	3.6	Item H
Monitoring and review	4.1 and 4.2	Items I and J
Supervision and liaison	3.2 and 3.19	Item H

1.4 Limitations

Inspection of the physical fabric was carried out without any physical intervention in the place. Visual inspections were carried out from ground level.

1.5 Identification of Authors & Sources

This report was prepared by Robert Staas, Heritage Consultant and Director, and Don Wallace, Senior Heritage Consultant, of Noel Bell Ridley Smith & Partners Architects.

The heritage assessment component of this conservation management plan including the historical summary is broadly based on Peter Freeman Conservation Architects & Planners Consultant Team Heritage Assessment of 2006.

The main documentary sources consulted in the research for this report are listed below.

- Peter Freeman Conservation Architects & Planners Consultant Team 'Australian Federal Police - Australian Institute of Police Management North Head - Heritage Assessment' - Final March 2006;
- Collard Clarke Jackson Canberra Pty Ltd et al., 'Australian Institute of Police Management - Manly Project - Master Plan Report' - March 2003.

1.6 Acknowledgments

As well as acknowledging the authors of preceding studies above, the author gratefully acknowledges the assistance of the following people for their contributions and feedback in the preparation of this report:

- Ms Audrey Chee, Urbis
- Mr Michael Dametto, Thinc Projects
- Ms Shelley Komorowski, AFP
- Mr Graham Crockett, Commonwealth Department of Environment, Water, Heritage and the Arts
- Mr John Rankin, AFP (Retired)
- Mr David Ruckert, AIPM
- Ms Vicki Rushton, Brewster Hjorth Architects
- Mr Brad Vaile, NSW Department of Planning

1.7 Copyright

This report is copyright of Noel Bell Ridley Smith & Partners Architects Pty Limited and was prepared specifically for the owners of the site. It shall not be used for any other purpose and shall not be transmitted in any form without the written permission of the authors.

2.0 HERITAGE ASSESSMENT

2.1 Description of the Place¹

2.1.1 The Site

Australian Institute of Police Management is situated off Collins Beach Road, Manly on the North Head of Sydney Harbour. The site is described as Lot 2766 of Deposited Plan 752038 (Parish of Manly Cove, County of Cumberland) in documents held by the NSW Land Titles Office.



Figure 1 - Plan showing the location of Australian Institute of Police Management on North Head. Courtesy www.whereis.com, 2006.

¹ This description does not include a description of landform, vegetation and animal habitat and indigenous features but only historic heritage features. Other documents providing for the management of natural and Indigenous heritage values describe those values and are outside the scope of this historic heritage management plan.

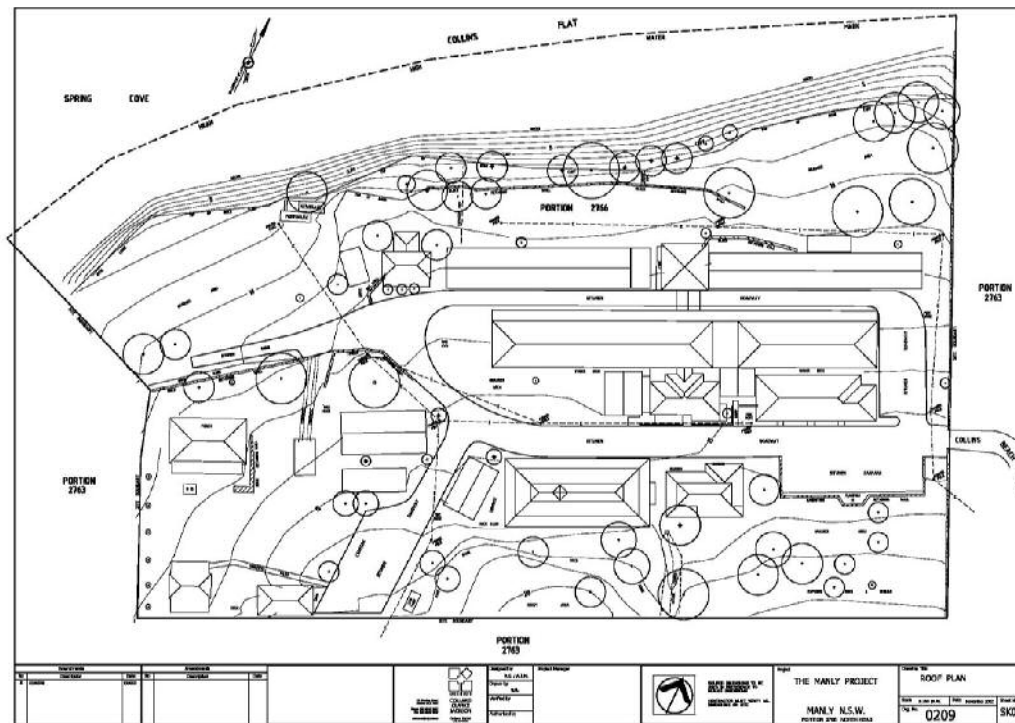


Figure 2 - Plan showing the layout of Australian Institute of Police Management within its site. Collard Clarke Jackson Architects - March 2003.

2.1.2 Setting of Australian Institute of Police Management

The roughly rectangular site is bordered on the north by Spring Cove - an inlet of Sydney Harbour and on its three other sides by reserves vegetated with native woodland. Views to the site are afforded from the north at Manly across Spring Cove and show a group of low single and two-storey buildings set in a backdrop of native vegetation. Adjacent to the site on its western side is the former North Head Quarantine Station.

The key structures of the site include:

- The Axial Hospital group;
- Garden Cottage and the Staff Accommodation; and,
- The other built elements.

2.1.3 Axial Hospital Group



Figure 3 - Photograph of the ward group within the axial hospital group viewed from the northeast. Noel Bell, Ridley Smith & Partners - 2006.



Figure 4 - Photograph of the ward group within the axial hospital group viewed from the northwest. Noel Bell, Ridley Smith & Partners - 2006.



Figure 5 - Photograph of the former dispensary now Spring Cove Cottage within the axial hospital group viewed from the southwest. Noel Bell, Ridley Smith & Partners - 2006.



Figure 6 - Photograph of the former dispensary now Spring Cove Cottage within the axial hospital group viewed from the northwest. Noel Bell, Ridley Smith & Partners - 2006.

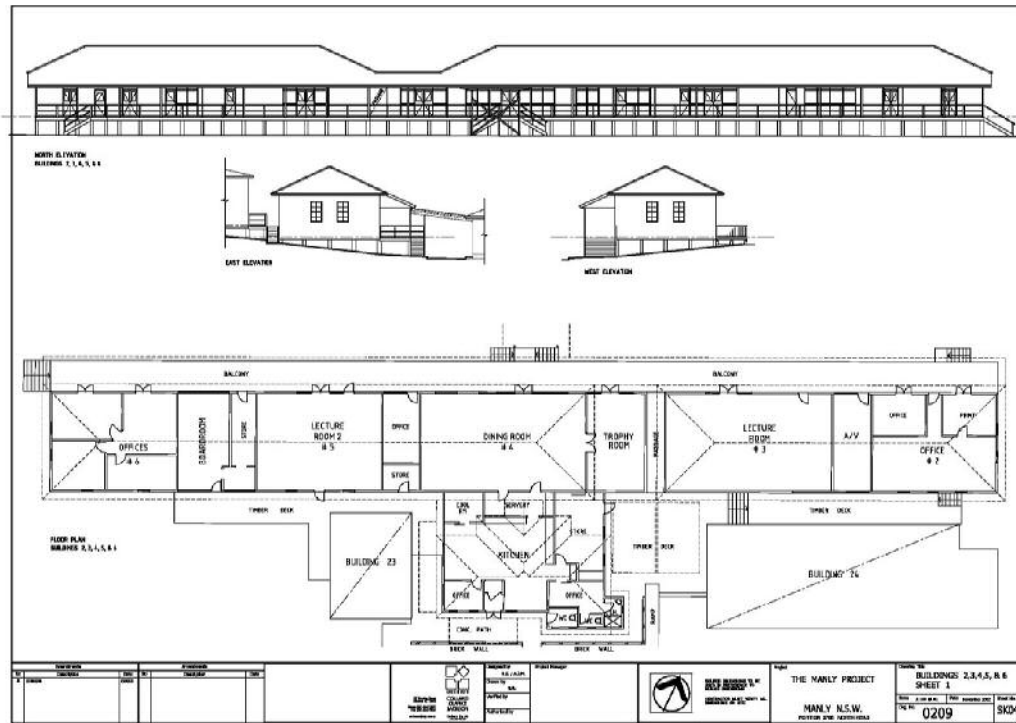


Figure 7 - Drawing showing the axial hospital group. Collard Clarke Jackson Architects - March 2003.

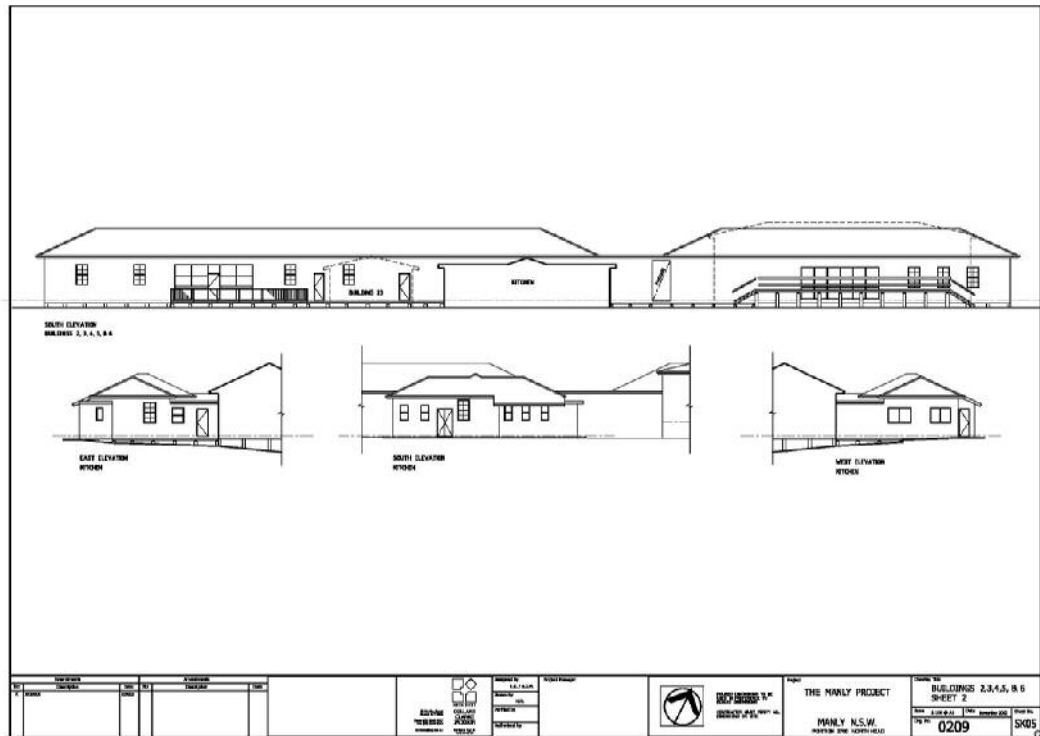


Figure 8 - Drawing showing the axial hospital group. Collard Clarke Jackson Architects - March 2003.

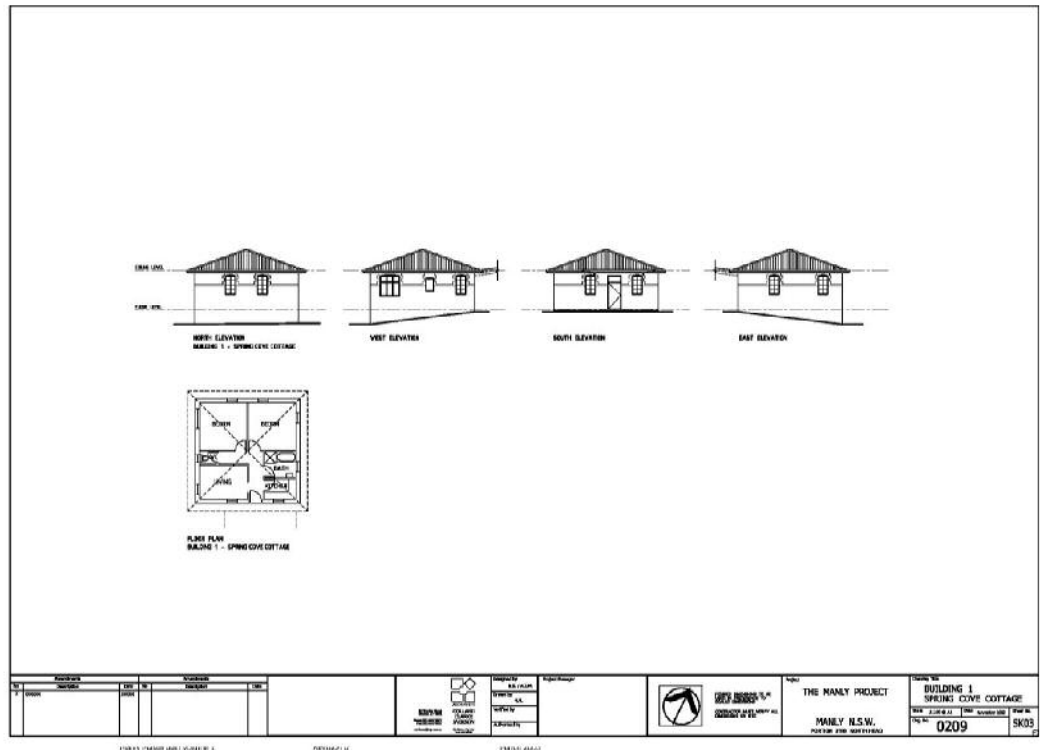


Figure 9 - Drawing showing the former Dispensary now Spring Cove Cottage within the axial hospital group. Collard Clarke Jackson Architects - March 2003.

The Axial Hospital group contains the former main ward block including kitchen and dining room together with the former dispensary (now Spring Cove Cottage) and is the most substantial built element of the site. The ward block's original form of pavilions linked by a verandah on the north side is still evident but the buildings have been in-filled and joined creating a single building form. Spring Cove Cottage remains as a standalone structure to the north of the group.

The ward block group is a single storey timber framed complex of buildings clad in weatherboard and fibre cement sheet. The whole is roofed with corrugated steel sheet.

Spring Cove Cottage is a small square single-storey brick building with a corrugated steel sheet roof. Internally it has been modified to accommodate short-term living accommodation.

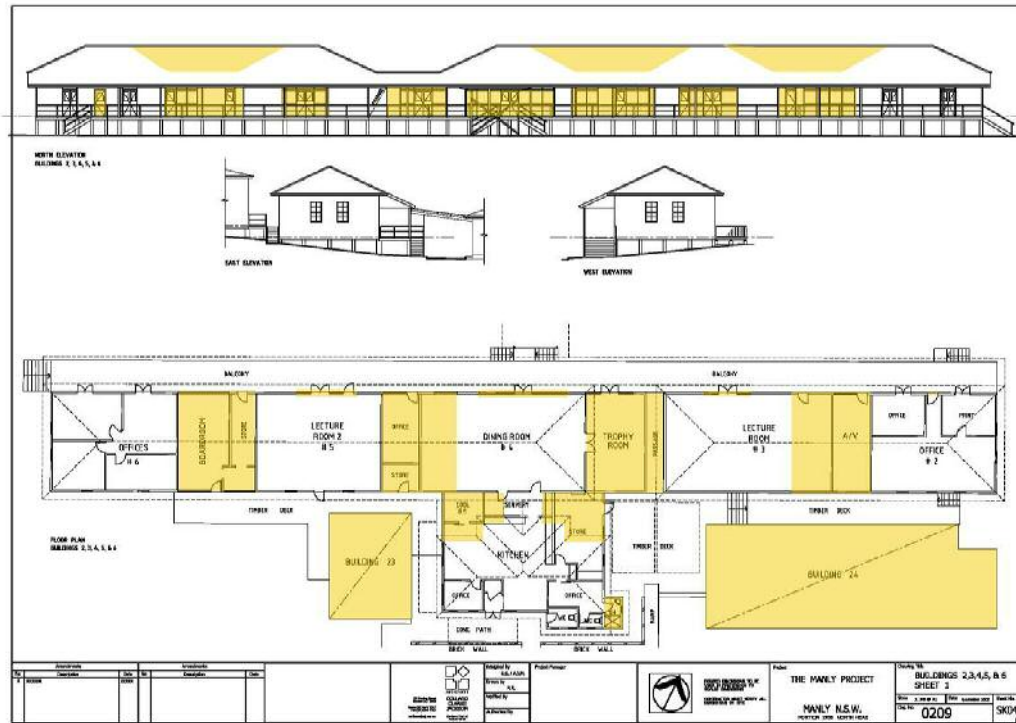


Figure 10 - Drawing showing the axial hospital group with those parts adapted from the original coloured - these include infills between the pavilion wards and kitchen and modifications to roof forms and openings. Collard Clarke Jackson Architects - March 2003 annotated NBR&P Architects 2006.

2.1.4 Garden Cottage and the Staff Accommodation



Figure 11 - Photograph of Garden Cottage an example of the former staff accommodation viewed from the northeast. Noel Bell, Ridley Smith & Partners - 2006.



Figure 12 - Photograph of Garden Cottage an example of the former staff accommodation viewed from the east showing in-filled verandah at right. Noel Bell, Ridley Smith & Partners - 2006.



Figure 13 - Drawing showing the Garden Cottage (lower half of drawing - with toilet block above). Collard Clarke Jackson Architects - March 2003.

There are three former staff cottages located on the western side of the axial hospital group. These include:

- The Garden Cottage;
- Kookaburra Cottage; and,
- Harbour Cottage.

Garden Cottage and Kookaburra Cottage are similar weatherboard and fibre cement clad small cottages. Harbour Cottage is a more substantial brick cottage. All buildings have been adapted to accommodate short term residential accommodation.

Garden Cottage has had its front (northern) verandah enclosed and the rear porch appears to have been recently rebuilt.

2.1.5 Other Built Elements

Other built elements of the site include those early elements of the site which have been substantially altered and that are peripheral to the core treatment and staff accommodation purposes of the original hospital as well as buildings arising from the adaptation of the hospital to accommodate new uses. These buildings include:

- Two dormitories north of the axial hospital group;

- The Senior Common Room;
- The Library and Administration;
- The Syndicate Building;
- Other minor buildings.

These buildings are described in more detail in the Freeman assessment.



Figure 14 - Drawing showing Harbour Cottage and Senior Common Room. Collard Clarke Jackson Architects - March 2003.

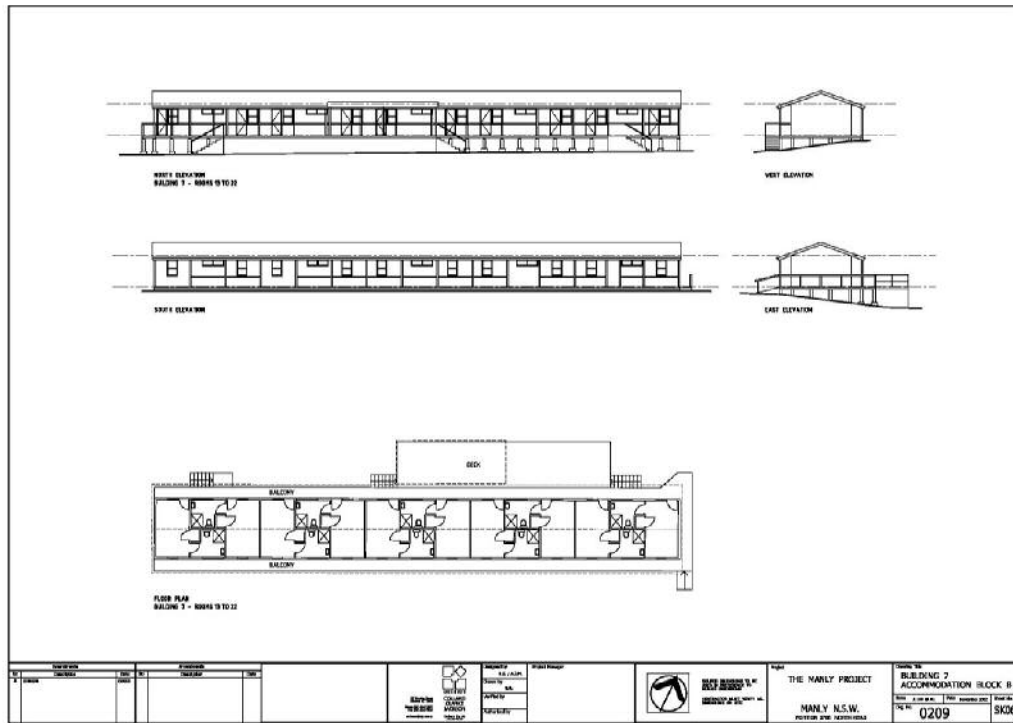


Figure 15 - Drawing showing dormitory building. Collard Clarke Jackson Architects - March 2003.

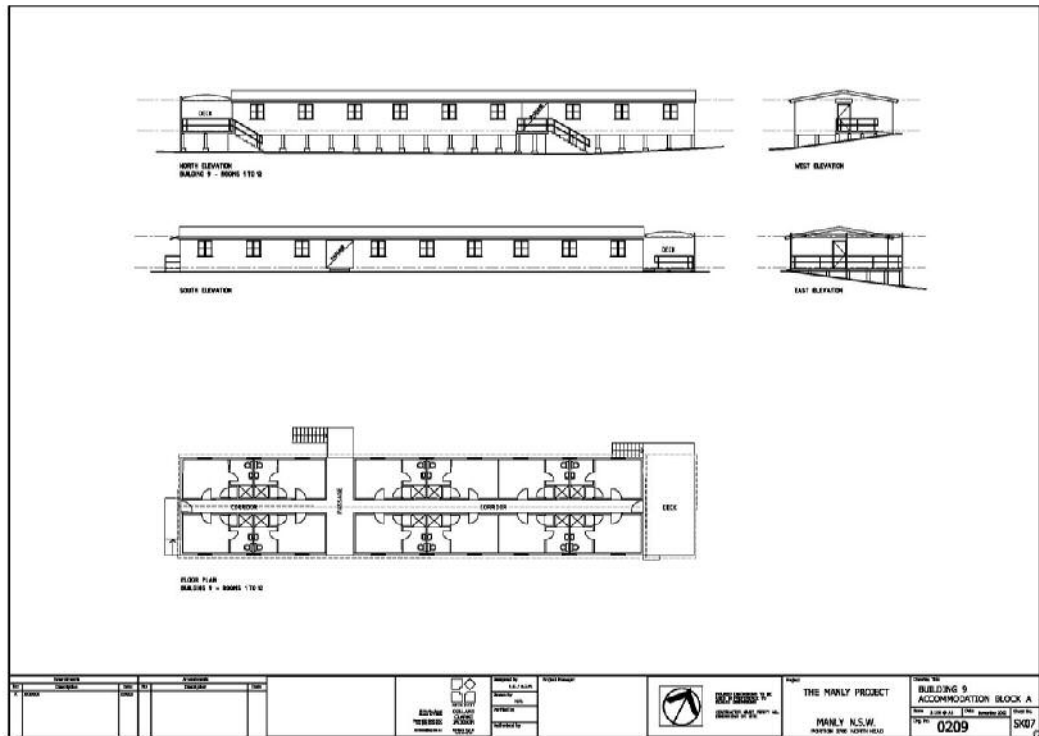


Figure 16 - Drawing showing dormitory building. Collard Clarke Jackson Architects - March 2003.

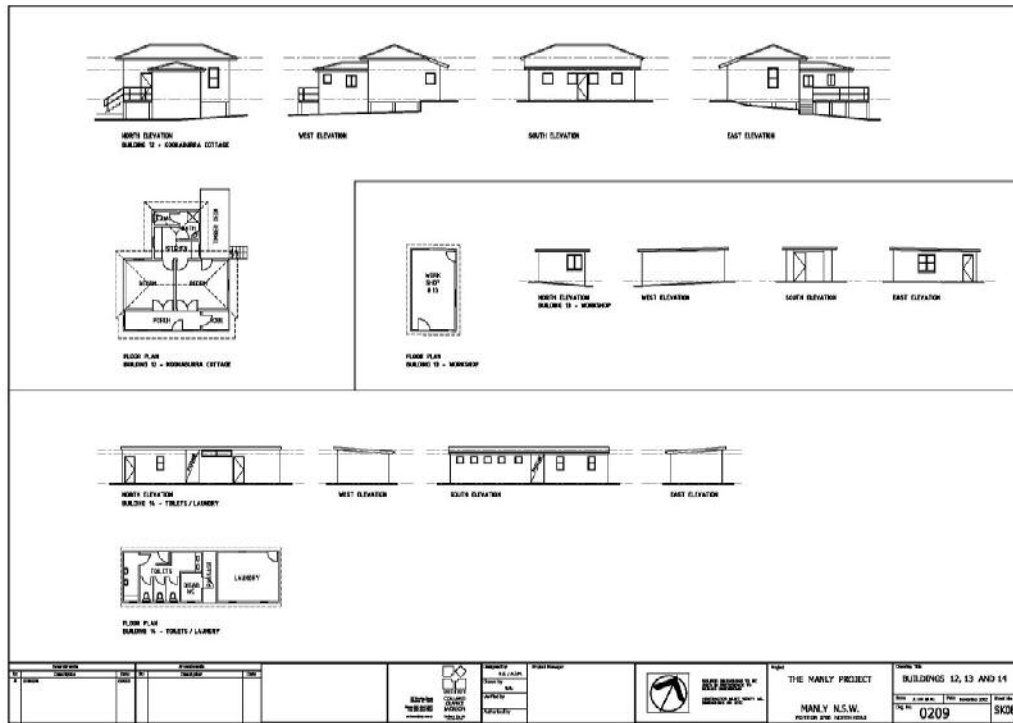


Figure 17 - Drawing showing Kookaburra Cottage and the laundry/toilet block. Collard Clarke Jackson Architects - March 2003.

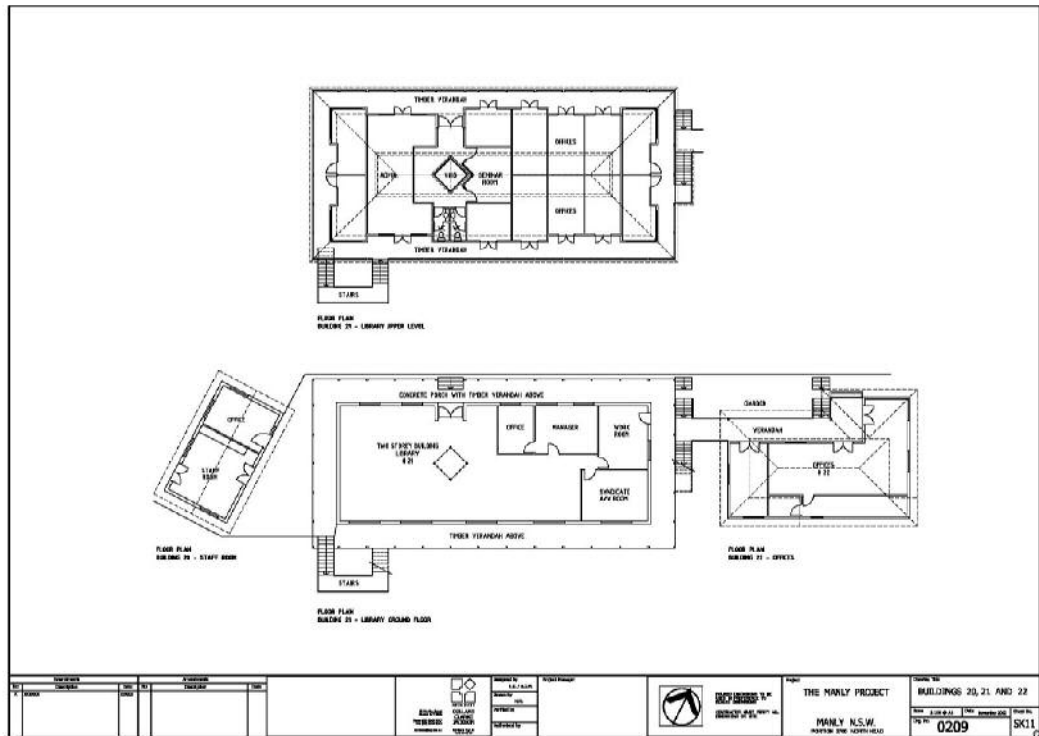


Figure 18 - Drawing showing library and administration building. Collard Clarke Jackson Architects - March 2003.

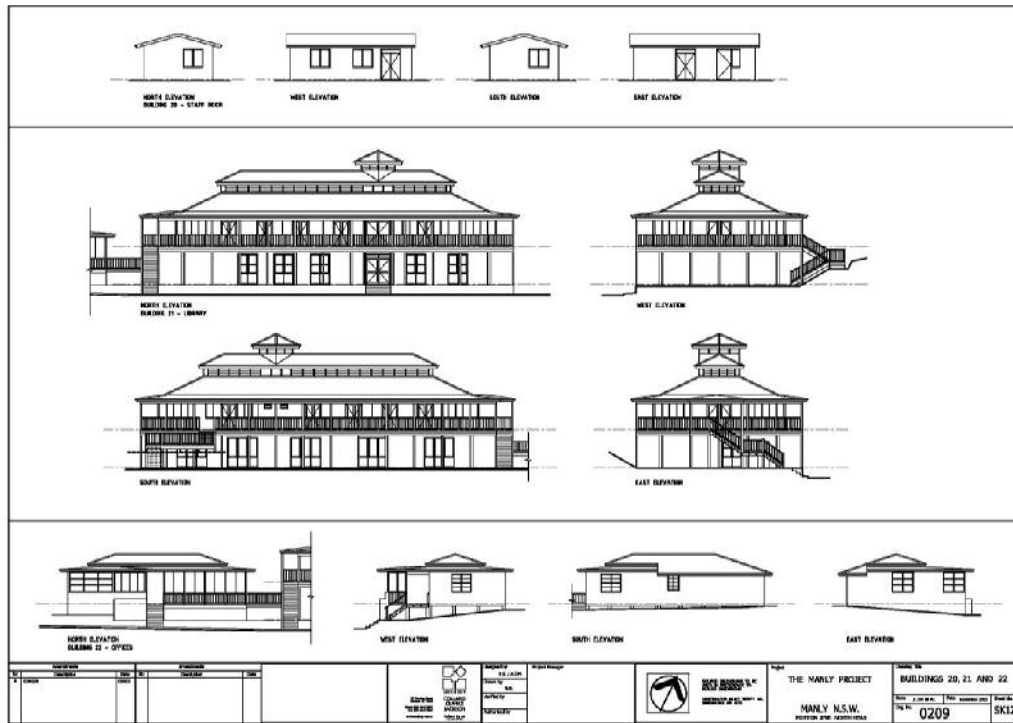


Figure 19 - Drawing showing library and administration building. Collard Clarke Jackson Architects - March 2003.

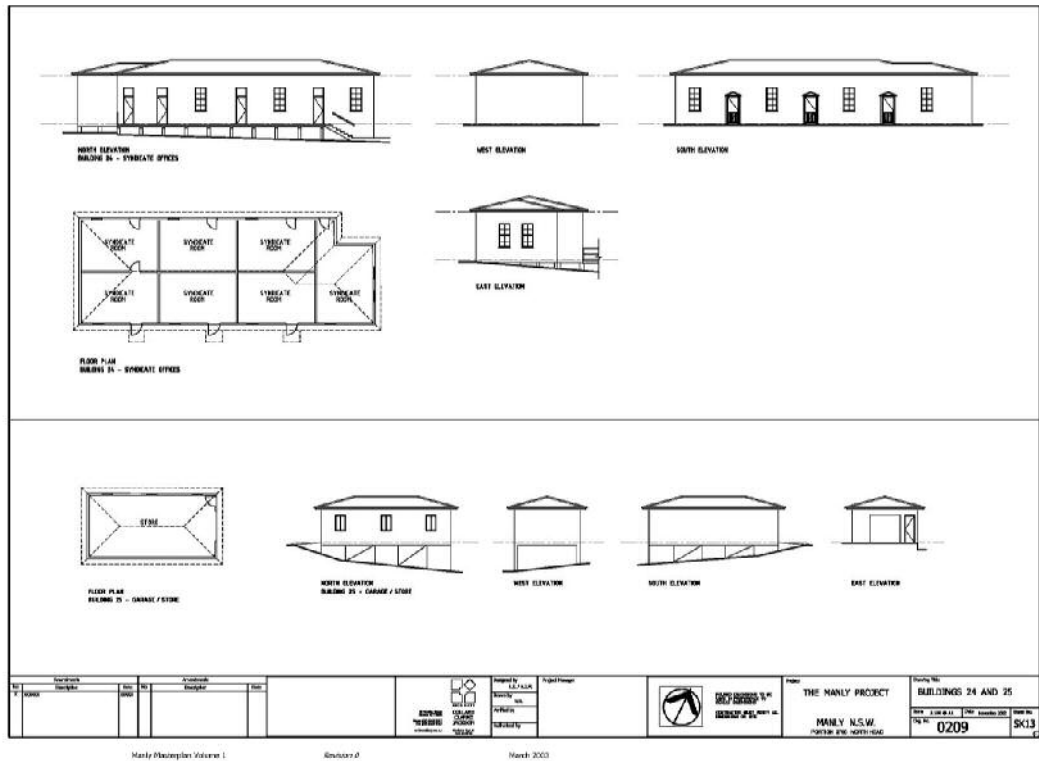


Figure 20 - Drawing showing syndicate building and store. Collard Clarke Jackson Architects - March 2003.

2.2 Historical Summary

This historical summary and the assessment and statement of significance which follows is principally drawn from Peter Freeman Conservation Architects & Planners Consultant Team 'Australian Federal Police - Australian Institute of Police Management North Head - Heritage Assessment'.

2.2.1 Indigenous and European Contact 1788 - 1828²

Spring Cove was the first part of Port Jackson named by Arthur Phillip's party in late January 1788. Its Aboriginal name is Gayumay. It was named by the British for the ample fresh water spring on the beach where the party camped and met Aboriginal people. The Cove was initially used as a base for exploring Port Jackson and suitable sites for settlement. A drawing by William Bradley depicts the First Fleet's encounter with Aboriginal women for the first time at Spring Cove on 30 January 1788.

Encounters continued in the early years as North Head and Manly were used as disembarkation sites for expeditions overland to Broken Bay.

It was in September 1790 that the famous whale feast took place. Though its exact location remains contentious and may have been Spring Cove, it was at a harbour beach around North Head. The carcass of a wounded whale washed up at the beach and on 7 September and a large number of Aboriginal people gathered there to feast on it. The feast was joined later by Arthur Phillip who after a friendly meeting with Bennelong was speared in the shoulder by Willemaring - an Aboriginal man. The spearing was serious enough for a lengthy recovery. 143 years after the attack in 1933 an obelisk was erected above the eastern end of Collins Beach. While the exact location of the incident is the subject of argument, the importance of the event in foundational contact history remains uncontested.

2.2.2 The Quarantine Station 1829 - 1915

The first use of land at North Head for quarantine was when convicts and their guards of the *Bussorah Merchant* suspected of being infected with smallpox camped ashore in 1828. It was another four years before the Colony's first Quarantine Act was passed in 1833 that all the land within a quarter of a mile of the shore of Spring Cove was proclaimed as a quarantine station. The Station was extended in 1837 to include all of North Head to the southern border of Cheer's land. The first quarantine station buildings were erected the same year but it is not known whether any were erected within the boundaries of the present AIPM.

² The Darwala-Lia report on the Indigenous heritage of North Head prepared in 2001 should be consulted on the significance of specific sites related to the present study area. This report is the key reference for knowledge of the occupation of North head by Indigenous people before 1788. The report is also important in extending the understanding of the following period of 'contact history'.

In the second half of the nineteenth century more land was progressively excised from North Head's Quarantine Station to provide for the Catholic Church and for a hospital. In 1897 a rubble wall was completed crossing from Collins Flat to the ocean cliffs separating the Quarantine Station lands off from the rest of North Head and Manly.

The first decade of Federation saw responsibility for quarantine assumed by the Federal Government, the Commonwealth Quarantine Service established, the ratification of the International Sanitary Convention by the Australian Government and the handover of the Quarantine Station to the new CQS from the State Government. Dr JHL Cumpston was the Acting Director of the Quarantine Service in 1911 and later became the first Director-General of the Department of Health in 1921.

The AIPM site appears to have been undeveloped during this period.

2.2.3 Seamen's Isolation Hospital 1916 - 1926

In the midst of World War One plans were drawn up to develop the present AIPM site as a hospital to detain, diagnose and treat merchant seamen suspected of having sexually transmitted infections (STIs) separately from the returning servicemen who were to be treated at Prince Henry Hospital. The principal buildings of the AIPM and overall layout of the site date from this time.

The intention was to keep the two quarantine areas - the Seamen's Isolation Hospital (SIH) aka Venereal Diseases Hospital and the Quarantine Station proper - quite separate. Five pavilions were built in a row, linked and shaded by a long verandah facing Spring Cove. Four of these pavilions were wards, simply built and lined with white-washed Hessian. The central pavilion was the dining room with a kitchen built behind it. Set further back was an administration block. In front of the dining room, a square four-roomed building was designed as operating and treatment rooms and a dispensary.

The hospital core was supplemented by a jetty and staff housing over the next two years and the first admissions were taken in October 1918.

The Hospital was not used exclusively for those suffering STIs. In the influenza epidemic of 1918-20 when the Quarantine Station was filled to capacity the SIH was used to treat sufferers of the flu. Indeed within ten years of the plan being drawn up for its establishment, new uses were being considered for the complex.

2.2.4 Defence and Post-War Immigration 1927 - 1955

Following a visit by the Governor-General, Lord Stonehaven with Sir John Salmon, a RAF Air Vice-Marshal on a defence mission to Australia in 1926, in 1930 land was reserved at North Head for defence use. Other land at North Head had been developed for recreation but was resumed in 1940 again for defence use. During the Depression, a new stone boundary wall along the SIH site was built as part of an unemployment relief scheme.

The SIH's jetty and road were used to land artillery for the new battery at North Head while the SIH itself was adapted to become a battalion headquarters. A use which continued in support of the adjacent School of Artillery after World War Two.

Further adaptation and refurbishment took place following 1949 when the SIH was used as a deportee camp and as a migrant hostel as migration increased after the War. Then in 1953 the Army again resumed occupation and the permanent use of the site to house the School of Military Intelligence was considered however it was subsequently sited at Middle Head.

2.2.5 Commonwealth Police and Australian Federal Police 1956 - 2008

The establishment of a National Police College was proposed by Director of the Commonwealth Investigation Service, Ray Whitrod, in 1954 and the SIH site was considered to provide the facilities. In 1957 Federal Cabinet approved expenditure to adapt and refurbish the facilities at the former Seamen's Isolation Hospital as the Commonwealth Police Training Depot. Refurbishment began that year. The use of the site since that time has been for Federal and multi-jurisdictional police.

In June 1960, the first Principal, Colonel JF McCaffrey was appointed and in October the Commonwealth Police Training College was opened. Over the last forty eight years the College has had several name changes:

- 1961 - Australian Police College;
- 1987 - Australian Police Staff College; and,
- 1995 - Australian Institute of Police Management.

Adaptation and additions have continued since the refurbishment to house the original National Police College but the core buildings of the former SIH largely survive.

2.3 Identification & Condition of Heritage Values

Heritage significance, cultural significance and cultural value are all terms used to describe an item's value or importance to our own society. This value may be contained in the fabric of an item, its setting and its relationship to other items, the response that the item stimulates to those who value it now and in the historical record that allow us to understand it in its own context. An assessment of what is significant is not static. Significance may increase as more is learnt about the past and as items become rare, endangered or are found to document or illustrate aspects that achieve a new recognition of importance.

Determining cultural value is the basis of all planning for places of historic significance. Determination of significance permits informed decisions or future planning that ensures that the expressions of significance are retained, enhanced or at least minimally impacted upon. A clear understanding of the nature and degree of significance will determine the parameters for flexibility of future planning and development.

The historical summary provides the context for assessing significance, which is made by applying standard evaluation criteria to the development and associations of an item. The National Heritage criteria for a place are any or all of the following:

- Criterion A** *The place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.*
- Criterion B** *The place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.*
- Criterion C** *The place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.*
- Criterion D** *The place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:
(i) a class of Australia's natural or cultural places; or
(ii) a class of Australia's natural or cultural environments.*
- Criterion E** *The place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.*
- Criterion F** *The place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.*
- Criterion G** *The place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.*
- Criterion H** *The place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.*
- Criterion I** *The place has outstanding heritage value to the nation because of the place's importance as part of Indigenous tradition.*

The Commonwealth Heritage criteria for a place are similar to the above but the threshold is lower with only 'significant' rather than 'outstanding' heritage value needing to be demonstrated.

2.3.1 Application of the National and Commonwealth Heritage Criteria to Australian Institute of Police Management

Criterion A *The place has outstanding heritage value to the nation*

because of the place's importance in the course, or pattern, of Australia's natural or cultural history.

North Head, and the former Seamen's Isolation Hospital (now AIPM), is an area of great cultural and natural richness and diversity, having outstanding remnant native flora and fauna, and expressing historical themes of quarantine, military and recreational use. Quarantine Beach and Stores Beach were the first ships' quarantine sites in Australian history. North Head was one of a group of six Sydney sites that were the first military reserves in Australia, and the headland subsequently became the first site officially reserved for quarantine purposes. The hospital complex was a later component of the Quarantine Station. The North Head Quarantine Station and the Seamen's Isolation Hospital together comprise the oldest example of quarantine facilities in Australia.

The North Head Quarantine Station was pre-eminent in Australia. It led many of the advances in quarantine practice. Its buildings and developments provide the best evidence in Australia of the changing social and scientific demands of quarantine during the Station's period of operation from 1834 to 1984, and in particular the improvements in conditions and treatment experienced by immigrants, and the treatment of VD, and infectious diseases. The Station's operations played a crucial role in the response of health authorities to major outbreaks of disease such as smallpox, plague and influenza, and in the case of the Seamen's Isolation Hospital the treatment of contact diseases among naval and merchant navy personnel.

The associations of the AIPM precinct with Collins Beach, and with the early 'contact' history of that place are of historical significance. The associations with the former Stores beach jetty, which played a pivotal part in the provisioning of the Isolation Hospital and the unloading of guns and materiel for the North Fort Battery is of historical importance, as are the associations with the Depression era stone wall built across the North Head peninsula, which now forms the eastern boundary of the AIPM Precinct.

The threshold for satisfying this criterion is met for Commonwealth Heritage listing as it has at least 'significant' heritage value. Its value is not 'outstanding'.

Criterion B The place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.

North Head contains Sydney Harbour's most extensive heath and scrub vegetation, much of which is in near-pristine condition. The SIH area (and beyond) also contains the last breeding population

of Little Penguins (*Eudyptula minor*) on mainland NSW, believed to number no more than 60 pairs, as well as a population of Long-Nosed Bandicoots (*Perameles nasuta*), estimated at no more than 100.

The Quarantine Station and its ancillary Isolation Hospital, was Australia's primary quarantine facility for 166 years, and held a unique place in the nation's history. It is significant as an interface between Australia's European and Asian history, and Collins Beach is considered to be an iconic 'contact' site for Australia's European and Aboriginal history.

The threshold for satisfying this criterion is met for Commonwealth Heritage listing as it has at least 'significant' heritage value. Its value is not 'outstanding'.

Criterion C *The place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.*

Australian Institute of Police Management does not demonstrate this criterion sufficiently to warrant listing on the Commonwealth or National Heritage Lists.

Criterion D *The place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:*
(i) a class of Australia's natural or cultural places; or
(ii) a class of Australia's natural or cultural environments.

The North Head Quarantine Station has the most intact and representative collection of features reflecting Australia's historic quarantine practice. More than 13,000 people passed through the Station between the 1830s and 1977, the period of its operation. The hospital buildings of the SIH still have the ability to demonstrate the characteristics of World War One institutional architecture and planning.

The threshold for satisfying this criterion is met for Commonwealth Heritage listing as it has at least 'significant' heritage value. Its value is not 'outstanding'.

Criterion E *The place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.*

Australian Institute of Police Management does not demonstrate this criterion sufficiently to warrant listing on the Commonwealth or

National Heritage Lists.

Criterion F *The place has outstanding heritage value to the nation because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.*

Australian Institute of Police Management does not demonstrate this criterion sufficiently to warrant listing on the Commonwealth or National Heritage Lists.

Criterion G *The place has outstanding heritage value to the nation because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.*

Australian Institute of Police Management does not demonstrate this criterion sufficiently to warrant listing on the Commonwealth or National Heritage Lists.

Criterion H *The place has outstanding heritage value to the nation because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.*

The Seamen's Isolation Hospital has special associations with the former Quarantine Station and the Isolation Hospital inmates (over several historical periods), and with significant historical figures. North Head is associated with Governor Bourke, who in 1830 declared it a military reserve. It is also associated with the Director of Health Cumpston, and with former Postmaster-General Sir Archdale Parkhill, who in 1928 opened the Avenue of Honour (the Memorial Drive) and after whom the gateway to Parkhill Reserve was named in June 1933. The AIPM precinct also has associations with early Commonwealth Police training in Australia, and with Ray Whitrod, the Commissioner instrumental in setting up the Commonwealth Police Training Depot.

The threshold for satisfying this criterion is met for Commonwealth Heritage listing as it has at least 'significant' heritage value. Its value is not 'outstanding'.

Criterion I *The place has outstanding heritage value to the nation because of the place's importance as part of Indigenous tradition.*

The Darwala-Lia report on the Indigenous heritage of North Head outlines the significance of specific sites related to the present AIPM study area. The importance of North Head as part of the Indigenous tradition (and by association the Collins Beach contact

sites) is separately assessed.

2.4 Statement of Significance

North Head and the former Seamen's Isolation Hospital (*now Australian Institute of Police Management*), is an area of great cultural and natural richness and diversity, having outstanding remnant native flora and fauna, and expressing historical themes of quarantine, military and recreational use.

Quarantine Beach and Stores Beach were the first ships' quarantine sites in Australian history. North Head was one of a group of six Sydney sites that were the first military reserves in Australia, and the headland subsequently became the first site officially reserved for quarantine purposes. The Isolation Hospital complex was a later component of the Quarantine Station and the North Head Quarantine Station and the Seamen's Hospital together comprise the oldest and most intact example of quarantine facilities in Australia. The stone walls that define the major North Head precincts, and for the eastern boundary of the AIPM Precinct, provide evidence of relief work carried out during the Great Depression of the late 1920s and the 1930s, and foreshadowed construction of the military facilities at North Head, many of which were provisioned through the SIH site at Stores Beach jetty. The current Police usage is a part of a continuing use of this significant area.

It is significant as an interface between Australia's European and Asian history, and Collins Beach is considered to be an iconic 'contact' site for Australia's European and Aboriginal history. North Head has special associations with former Quarantine Station and the Isolation Hospital inmates (over several historical periods), and with significant historical figures. North Head is associated with Governor Bourke, who in 1830 declared it a military reserve. It is also associated with the Director of Health Cumpston, with the former Postmaster-General Sir Archie Parkhill, and to Ray Whitrod, Commonwealth Police Commissioner.

2.4.1 Significance of Elements

In accordance with *The Conservation Plan* by Dr James Semple Kerr, the significance of the various component elements of the place has been assessed against the above-mentioned criteria and ranked for the purpose of enabling decisions on the future conservation and development of the place to be based on an understanding of its significance. The schedules below identify components that contribute to the overall significance of *Australian Institute of Police Management* and its setting in one of the following gradings:

- Exceptional
- High
- Moderate
- Little
- Intrusive

2.4.2 Exceptional Significance

- There are no items of exceptional significance

2.4.3 High Significance

- The axial hospital group including ward blocks and dispensary (now known as Spring Cove Cottage) but not the kitchen and dining room.

2.4.4 Moderate significance

- The former staff cottages including Garden Cottage, Harbour Cottage and Kookaburra Cottage.
- The kitchen and dining room of the axial hospital group.
- The administration building.

2.4.5 Little significance

- Two dormitories north of the axial hospital group.
- The Senior Common Room.
- The Library.
- The Syndicate Building;

2.4.6 Intrusive

- The infill adaptation of the former ward blocks.

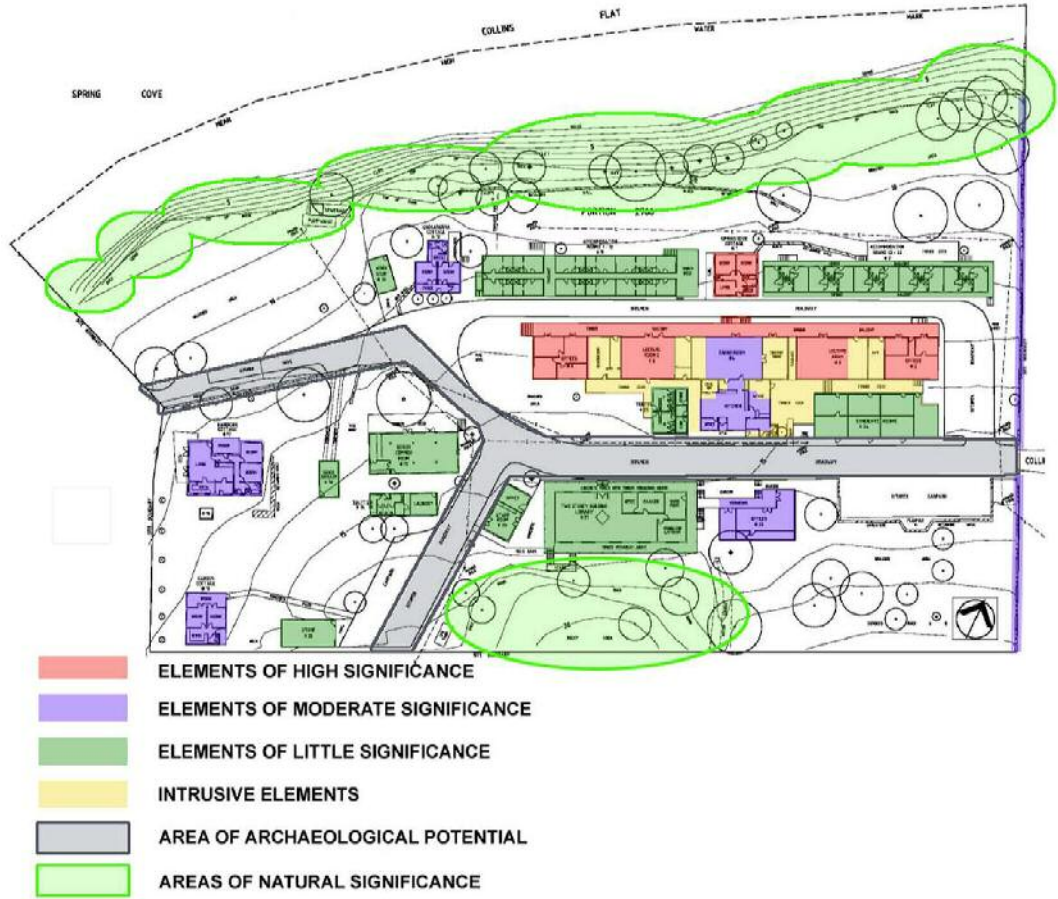


Figure 21 - Graded elements of significance diagram. Base site plan prepared by Collard Clarke Jackson Architects - March 2003 - annotated NBRSPartners 2007.

3.0 HERITAGE MANAGEMENT

3.1 Constraints and Opportunities

This section summarises all the information relevant to the development of conservation policies for *Australian Institute of Police Management*. The development of an appropriate set of conservation policies for the place must include consideration of the following key factors including:

- Constraints and Opportunities arising from the statement of significance;
- Constraints and Opportunities arising from the owners requirements;
- Constraints and Opportunities arising from the physical condition of the place; and,
- Constraints and Opportunities arising from statutory heritage listings.

3.1.1 Constraints & Opportunities Arising from the Statement of Significance

The heritage significance of *Australian Institute of Police Management*, as set out in Section 2.4 of this report, is in part embodied in the intact fabric of the building and it's setting, and it is therefore important that the significant components of the architectural character and fabric of the place are appropriately conserved. *Australian Institute of Police Management* has historic significance principally as physical evidence of the former Seamen's Isolation Hospital.

Decisions about works to the place, whether it is maintenance, repairs or more extensive adaptation works, must take into account the impact on the cultural significance of the place, both as a whole and on individual components. The approach and recommendations set out in Section 3.0 of this report should be used as a guide to future work.

3.1.2 Constraints & Opportunities Arising from the Owners Requirements

Australian Institute of Police Management will remain as the former Seamen's Isolation Hospital adapted for the continuing use as an Australian Federal Police management training facility. The core significant elements of the former Hospital will be retained and supplemented with additional sympathetic accommodation whereas as certain elements of little significance will be removed to recover the earlier setting on the northern part of the site adjacent to the elements of greatest significance. The detail of the preferred project scheme is set out in Appendix 5.4.

3.1.3 Constraints & Opportunities Arising from the Physical Condition of *Australian Institute of Police Management*

The buildings have generally been well maintained, although much of the architectural character of the interior of the building has been compromised by adaptation in most areas. Adaptation has allowed more flexible use of the

place and increased available area. This has supported its viability and will continue to do so. In the longer term, there are opportunities to recover to a greater degree the values of the place which are now more obscure should the operational requirements of the owners change.

There is limited documentary evidence to enable an accurate reconstruction of missing interior elements.

3.1.4 Constraints & Opportunities arising from Statutory Heritage Listings

The place is listed as part of North Head on the National Heritage List but its historic heritage values are specifically excluded. This is the highest degree of protection afforded to Australian places not listed on the World Heritage List. The assessment shows that the place possesses likely Commonwealth heritage values for its historic heritage. Continuing consultation with the Department of Environment, Heritage, Water and the Arts/Australian Heritage Council will be necessary and this conservation management plan can be used as a basis for consultation relating to the adoption of the preferred project scheme.

Australian Institute of Police Management is also listed as an item of heritage significance by Manly Council as 'the Australian Police Staff College' in Schedule 4 of its Manly Local Environment Plan 1998 so continuing consultation with them is desirable.

3.2 Management and Conservation Processes

The significance of *Australian Institute of Police Management* is in part embodied in the intact fabric of the place. Works carried out on site must therefore take into account its impact on the cultural significance of the place, both as a whole and on individual components. All work to the place should be guided by the appropriate levels of investigation and supported by appropriate evidence. The *Burra Charter* provides a sound and accepted basis for such work and should be used and interpreted by appropriately qualified professionals throughout the development process. It does not however provide for the identification and management of natural and Indigenous heritage values.

Recommendation 1 The future conservation and development of the place should be carried out in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter) as revised in 1999 and should be coordinated with the principles of 'Ask First' and IUCN's Australian Natural Heritage Charter for Indigenous and natural heritage values in planning and management related to these values.

Recommendation 2 The statement of significance in this plan should be adopted as a basis for future decision making, planning and work on the place.

Recommendation 3 The recommended policies and conservation options discussed in this document should be adopted as a guide to future conservation and development of the place irrespective of the use to which it is put.

Recommendation 4 Before any major works are undertaken review all available documentary and physical evidence in order to guide effective conservation work.

The preferred project scheme currently being proposed has been undertaken with a review of available documentary and non-invasive investigation of physical evidence. More detailed physical investigation will be needed in the implementation of the plan.

Recommendation 5 All work at the place shall be undertaken on the basis of evidence. Conjecture, guesswork or prejudiced decision making are not acceptable.

Recommendation 6 Retention, enhancement and retrieval of the Cultural Significance of the place should be adopted and implemented as opportunities arise, taking into consideration the changing needs of the Owner, availability of funds and other constraints.

Recommendation 7 An adopted procedure for coordinated planning and decision making for the place should be established. These procedures should ensure that decisions on development are made in the context of sound conservation practice. The planning and decision making procedure may need to be reviewed periodically to ensure its continued ability to meet this objective.

3.3 The Australian Federal Police's Obligations Arising from the Environment Protection and Biodiversity Conservation Act 1999

As a Commonwealth agency, the Australian Federal Police has certain obligations arising from the EPBC Act. They include preparing a 'heritage strategy' (Section 341ZB), establishing a 'heritage register', monitoring the condition of heritage values of places under its ownership or control and identifying Commonwealth Heritage and National Heritage values.

Recommendation 8 As the Australian Institute of Police Management has likely Commonwealth Heritage values: its management should be provided for in the Australian Federal Police's 'heritage strategy'; it should be listed on its 'heritage register' on which its condition should also be monitored and it should be recommended to the Australian Heritage Council for consideration for inclusion on the Commonwealth Heritage List. (See also Section 4.0)

3.4 Statements of Heritage Impact

The significance of *Australian Institute of Police Management* is in part reliant on the character and quality of its surviving fabric. Wherever the issue of removing or altering significant fabric from its original form and location arises, a carefully considered study of the effects that such action will have on the overall significance of the place needs to be undertaken. Such an assessment will review the identified significance level of the part to be removed or altered, the impact that the action will have on the element itself and the resulting impact on the place as a whole.

Recommendation 9 In general terms, an adverse effect on any item or aspect of greater significance may be permitted provided:

- It makes possible the recovery of aspects of greater significance,
- It helps to secure the future security of the place,
- There is no feasible alternative,
- Care is taken to minimise the adverse effect, and
- The effect is assessed in a Statement of Heritage Impact.

The potential impacts of any proposal for change should be assessed at an early design stage by professionals with skills in heritage impact assessment.

3.5 Access & Security

Heritage places should have access suited to their significance and security which safeguards the retention of their values. AIPM is visible publicly from land and water at Manly and is directly accessible to a range of visitors to the place. The place is not open to the public. Access by members of the public who are Indigenous people with an association with the place can be arranged by appointment from time to time. The operational requirements of the facility offer a level of security sufficient to properly safeguard the heritage assets.

Recommendation 10 Existing arrangements of limited access directly onto the site coupled with visibility from public land and water should continue.

Recommendation 11 Occasional access to the area for indigenous people to maintain cultural traditions should occasionally be provided in light of the Darwala Lia Report.

Recommendation 12 It should be recognised that the existing security allows for adequate safeguarding of the heritage values embodied in the place and should be continued.

3.6 Consultation

The development of the draft master plans for the site has identified a number of stakeholders and community groups and consultation with those groups has begun. For the implementation of this conservation management plan and any redevelopment continued consultation will be necessary. Principal stakeholders include the Commonwealth Department of Environment, Heritage, Water and the Arts (or the relevant Department of the Minister responsible for

administration of the EPBC Act from time to time), NSW Department of Planning, NSW Department of Environment and Conservation who manage adjacent land and the Manly Council who manage the local context.

Recommendation 13 Consultation with the Department of Environment, Heritage, Water and the Arts (or Commonwealth Department responsible for administration of the EPBC Act from time to time) and other stakeholders should continue to ensure the Australian Federal Police's consultation obligations – specifically under sections 324S and 341S - are satisfied. In particular where change to the fabric including adaptation, demolition or other conservation processes are proposed the specific consent of the Department should be sought.

Consultation on the development of a master plan in 2006 has resulted in an agreement between the Commonwealth and NSW for the State to consider the proposed development under Part 3A of the NSW Environmental Planning and Assessment Act. As part of that assessment the Director-General of the NSW Department of Planning set out requirements to be addressed in the project application. This included a requirement to consult with certain agencies. In finalising this Conservation Management Plan, the Commonwealth Department of Environment, Heritage, Water and the Arts and the NSW Department of Planning's Heritage Office were consulted and their comments have been integrated through this document.

Whereas the preferred project scheme is to be considered a Part 3A project, there will always be maintenance and minor works ongoing at the place. To distinguish minor work which will not have an adverse impact on the cultural heritage value of places from interventions with greater potential for adverse impacts and to reduce the need for approvals for such work, the NSW Heritage Office has developed a set of standard exemptions for works for which approval is not necessary under its regulatory regime. It provides a useful starting point to develop minor work exemptions in a Commonwealth framework.

Recommendation 14 The AFP in consultation with the Department of Environment, Heritage, Water and the Arts should use the NSW Heritage Office 'Standard Exemptions for Works' (see Appendix 5.3) as a basis for determining work which is exempt from specific approval.

The object of the above recommendation is to remove the need for continual referral of minor works to the Department and/or Minister. The review of the 'Standard Exemptions' should aim to make the exemptions relevant in a Commonwealth regulatory framework and as far as possible specific to the nature of the site.

Specific policies and protocols for the participation of Indigenous people in the management process are set out in a separate report.

3.7 Sensitive Information

Other than Indigenous values identified in the Darwala Lia Report there is little sensitive information relating to the heritage values of the place which requires

special management. A separate Indigenous Archaeological Assessment for the place by others defines sensitive information associated with Indigenous values.

3.8 Works, Development & Adaptive Reuse

Opportunities for, and constraints on, the future development of the building and its setting, generally point to the need to make decisions for future change in the context of a coordinated plan for the whole.

Recommendation 15 Adaptation of internal spaces is an acceptable form of action to ensure the conservation of the whole place. Internal adaptations of the buildings of the Seamen's Isolation Hospital period that are retained in accordance with Recommendation 32 should be guided so as to retain heritage significance.

Recommendation 16 Should circumstances lead to a change of use for the building, new uses should be selected which are most compatible with the retention and recovery of the original character and identified cultural significance of the place.

Recommendation 17 Should the place be sold or leased – even if the change of use would result in no physical change to the place – a covenant the effect of which is to protect the Commonwealth Heritage values of the place must be included in the contract for lease or sale in accordance with the provisions of sections 324ZA and 341ZE of the Environment Protection and Biodiversity Conservation Act 1999.

Recommendation 18 Proposed adaptation or changes which would require the introduction of particular services and/or structural alterations which would have a strong adverse effect on the character and/or heritage significance of the building are unacceptable.

The effect of proposed changes would be assessed by the Statement of Heritage Impact recommended in Recommendation 9.

Recommendation 19 Proposed changes of use to any part of a building should only be considered in the context of a coordinated plan for the whole building.

3.9 Maintenance and Repair

Appropriate and prompt maintenance and repair is an essential component of the conservation of any significant place. Failure to carry out such works contributes to the deterioration of the fabric of the buildings and requires significant levels of repair or replacement works which would have been either unnecessary or of considerably less impact had the appropriate maintenance been carried out.

Recommendation 20 A planned maintenance and repair program should be initiated for the building based on a comprehensive

understanding of the building's present state, construction, character and materials with regular inspections and prompt appropriate preventative maintenance and repair when required.

Appropriately qualified tradespeople and supervisors are necessary to the successful carrying out of appropriate programmed maintenance and repair works, with care needing to be exercised at all times to ensure that significant fabric is protected and conserved.

Recommendation 21 Consultants, tradespeople and supervisory staff should be appropriately qualified in their relevant fields and have knowledge and experience of sound conservation practices.

Recommendation 22 Care should be taken by both tradespeople and supervisory staff that significant fabric is not damaged by maintenance and repair activities.

Recommendation 23 Colour schemes: Whenever painting is contemplated for significant external fabric only authenticated heritage colour schemes should be adopted. This should involve investigation of the physical evidence of surviving schemes.

The likely colour scheme is a light one similar to that in place and retention of the existing scheme remains an option. However before a final decision is made on new colour schemes the earlier layers of paint should be revealed and the early light colour scheme confirmed and interpreted.

Recommendation 24 Only surfaces originally painted should be repainted for the axial hospital group and the garden cottage.

3.10 Setting

The retention of elements of the Australian Institute of Police Management's setting is not just important from a European cultural heritage point of view but especially because of the ecological/natural heritage values the place possesses. These values have been identified by others and provision made for their ecological management specifically for the habitat protection of the little penguins and long-nosed bandicoots.

Recommendation 25 The importance of habitat protection and protection of the natural heritage values should be borne in mind and integrated into the development and use of the place. Specifically the open northern area, escarpment and access to these areas and across the site should be retained as open space managed in accordance with expert ecological advice.

Certain elements of the landscape are early and original and should be retained and/or interpreted (see also diagram in section 2.4).

Recommendation 26 The watercourse flowing from the south of the site to the north should be remediated and, wherever possible, recovered as an open course supplemented with interpretation.

Recommendation 27 The bushland south of the library should be retained undeveloped.

Recommendation 28 The former jetty road should be retained and recovered as open space as far as possible and supplemented with interpretive material. (See also Recommendation 47 regarding disturbance if excavation is considered.)

Recommendation 29 The actual alignment of the former quarantine station road – which dates from after the 1920s and is not early and original - may be retained and recovered as open space but may be partly developed as long as the possibility of a physical link between the two institution is retained. In any case, the presence of the former road and its significance should be supplemented with interpretive material. (See also Recommendation 47 regarding disturbance if excavation is considered.)

Recommendation 30 Although off the site and outside the control of the Australian Federal Police, opportunities to reconstruct the original ferry jetty near the site and opportunities for the construction of a new jetty that would interpret historic access while providing non-car based transport access should be explored.

Views to and from the place are also important.

Recommendation 31 Views to and from the place should be retained and new development sited to minimise impacts on and take advantage of these views.

3.11 Retention of Structures and Demolition or Adaptation of Other Structures

The earlier heritage assessment prepared by Peter Freeman which informed earlier master planning of the site set out what structures must be retained as a minimum so as not to adversely impact on the core heritage values of the place. They included retention of the axial hospital group and one staff cottage as evidence of staff accommodation in sample. Following consultation with State and Commonwealth agencies and others, an approach which retained and conserved all staff cottages was agreed in-principle. The policy recommendations below reflect the latter approach to conserving elements of higher significance.

Recommendation 32 The following structures must be retained and conserved in perpetuity in accordance with the specific conservation recommendations presented elsewhere in this plan:

- The axial hospital group including ward blocks, dining room, kitchen and dispensary; and,

- The former staff cottages including Harbour Cottage, Kookaburra Cottage and Garden Cottage.

Recommendation 33 If preceded by the recording outlined in Recommendation 53, the following structures may be retained and adapted or demolished depending on future use requirements:

- Two dormitories north of the axial hospital group;
- The Senior Common Room;
- The Library and Administration;
- The Syndicate Building; and,
- The other minor buildings not mentioned here or above in Recommendation 32.

3.12 New Structures

Current pressures on the operations at the site show that there will be a need for new structures to accommodate the Institute's ongoing operations. New structures have been added and adapted numerous times since the end of the operation of the original hospital. It is, however, important to minimise the visual impact on the early core and retain the overall scale and bushland setting.

Recommendation 34 Limited new structures may be constructed on certain parts of the site to maintain the continued viable use of the Australian Institute of Police Management. They should be limited to the following sites for which more detailed controls are set out in recommendations which follow:

- South of the axial hospital group east and west of the kitchen (Development Area A)
- South of the southern east-west roadway (Development Area B)
- West of the axial hospital group and east of Harbour Cottage and Garden Cottage (Development Area C).

Recommendation 35 All new structures should be coordinated with the existing palette of materials and forms and be of a contemporary and simple design so as to be identifiable as new work.

It should also be recognised that the approach taken to adaptation of the original structures in the post war period has been largely consistent with contemporary heritage practice in terms of retaining the simple design but distinguishing interventions as new. For instance the architraves of the adaptation are of a splayed design which can be distinguished from the original splayed design. New adaptation should continue this approach.

Recommendation 36 Structures in Development Area A should be limited to be no higher than the original ward blocks of the axial hospital group, should not extend further east or west of the group and should be of an apparently lightweight contemporary construction.

Recommendation 37 Structures in Development Area B should be limited to the height of the existing library roof lantern, should retain the existing open space south of the library and should be of an apparently lightweight contemporary construction.

Recommendation 38 Structures in Development Area C should be limited to the height of the roof lantern on the existing library, separated by a roadway from the axial hospital group, and should be of an apparently lightweight contemporary construction.

3.13 Axial Hospital Group

The Axial Hospital Group of ward blocks, dining room, kitchen and former dispensary (Spring Cove Cottage) is the most important structure group of the place as it includes the patient accommodation and treatment facilities for the former Seamen's Isolation Hospital though these have been long adapted to other uses. The easternmost and westernmost former ward blocks contain the most intact interiors of the wards though these are partly concealed under more recent adaptations.

Recommendation 39 The reconstruction and restoration of the form of the axial hospital group to its earliest form of linked pavilion forms without connecting infill is the eventual goal of conservation and should be carried out when the operational requirements of the owners and users of the site allow. In the meantime, the group may be retained with minor adaptation to allow continued use and the infilled materials should be progressively removed wherever and whenever possible.

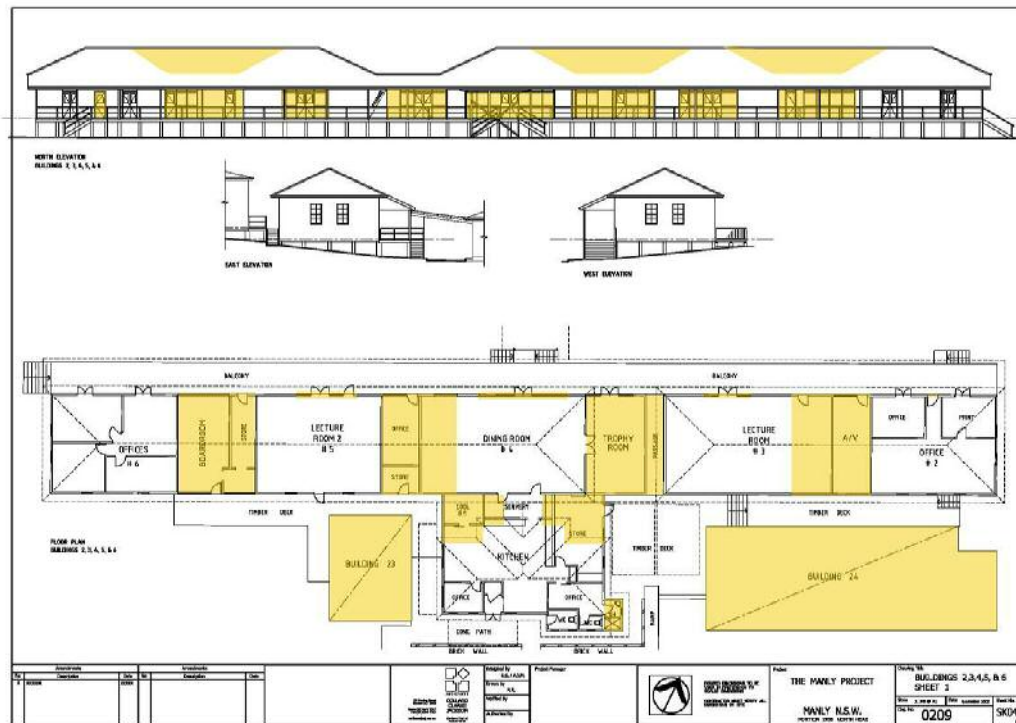


Figure 22 - Drawing showing the axial hospital group with those parts adapted from the original coloured - these include infills between the pavilion wards and kitchen and modifications to roof forms and openings. Collard Clarke Jackson Architects - March 2003 annotated NBR&P Architects 2006.

Recommendation 40 Limited adaptation which does not adversely affect the character or significance of the place as a whole may be permitted in areas of lowest significance or limited visual prominence.

Recommendation 41 The open balustrade of the open air walkway linking the pavilions of the axial hospital group should be retained but may be modified by the addition of fine cable infill to conform to safety standards such as the Building Code of Australia. Supplementary stanchions to strengthen the balustrade and handrails may be introduced as long as they are on the inside plane of the balustrade and of a recessive colour.

3.14 Garden Cottage, Kookaburra Cottage and Harbour Cottage

Recommendation 42 The Garden Cottage, Kookaburra Cottage and Harbour Cottage should be retained as examples of the staff accommodation provided at the former Seamen's Isolation Hospital.

Recommendation 43 The adapted parts of the interior of the cottages may continue to be adapted to suit compatible uses.

Recommendation 44 The exterior form of the Garden Cottage should be restored and reconstructed as far as possible by the recovery of the northern verandah and eventual renewal of original materials where these have been lost. This should be informed by detailed physical investigation of the fabric.

Recommendation 45 The rear verandah of the Garden Cottage may be infilled as long as any infill is identifiable as introduced and is of a simple contemporary design.

3.15 Services

Services within *Australian Institute of Police Management* will need to be upgraded from time to time to meet contemporary expectations. The design of new services for *Australian Institute of Police Management* should take into consideration the style and character of the original work. New services where required should be concealed where possible or relocated to areas of lesser significance.

Recommendation 46 Removal of major services shall take into consideration the level of significance of the fabric affected and the new work shall generally be concealed.

3.16 Disturbance & Unforeseen Discovery

In 2006, archaeologist Tony Lowe reviewed the archaeological potential of the AIPM site. He concluded that there was no evidence of earlier structures in the area and that the archaeological potential of the site is likely to be limited to the earlier roadways (the Jetty Road and the Quarantine Station Road) which are now covered in bitumen. Subsequent to his 2006 advice, a 1929 aerial photograph was found which showed the Quarantine Station Road not to be in place. In 2008, Tony Lowe excavated a section of the former Jetty Road at the western end of the site no early finishes such as flags, stone setts or 'cobble stones' were uncovered in this location as had been speculated by others.

Recommendation 47 Further archaeological advice should continue before and during construction if excavation is proposed for the Jetty Road or the Quarantine Station Road.

Despite other areas seeming to have little archaeological potential, when buildings or the ground is disturbed, unforeseen discoveries may be made.

Recommendation 48 In the case of unforeseen discovery, work should cease and expert heritage advice should be called upon to assess the nature and significance of the discovery. As a minimum, the discovery should include a recording of it.

3.17 Heritage Advice

This conservation plan is a guide for the future care and management of *Australian Institute of Police Management*, but it will be relatively ineffective unless interpreted and implemented by persons with relevant conservation expertise. Appropriate conservation advice is necessary to ensure all development (including possible future changes, adaptation, alterations and additions, service installation/ upgrading, etc) is compatible with the significance of the place and its individual components and avoid ad hoc decision making and inappropriate interpretation of conservation policies.

Similarly where technical advice is sought, or construction/repair works are carried out on significant features or fabric of the buildings - eg. analysis of structural problems, repair of stone or brickwork, replacement of roofing material, etc - it is important to use consultants and contractors with proven expertise in the relevant field of conservation-related work.

Recommendation 49 Relevant and experienced professional conservation advice should be provided for all conservation, adaptation and repair works proposals and programs throughout the site.

Recommendation 50 Consultant advice and contractual work on identified significant components or fabric should be limited to firms or persons with proven expertise in conservation-related projects in the relevant field.

Recommendation 51 A comprehensive collection of all relevant archival material should be copied and kept for reference by the Building Owner. This should include, but not be limited to, the following:

- *Copies of all extant archival plans, specifications and reports*
- *Copies of all significant original and early photographic records of the place*
- *A copy of this plan and any subsequent specialists reports including contracts and accounts.*
- *An itemised record of all maintenance and conservation works including documents and specifications.*

Regrettably, the engineering firm GHD who bought the custodial rights to a number of drawings of Commonwealth government places including AIPM have misplaced some of these records and the original 1916 drawings of the axial hospital group which were accessible in early 2006 are no longer accessible to the firm or others. This complicates the conservation of this group and the collection of records recommended above.

Recommendation 52 The Australian Federal Police should seek from engineering firm GHD a thorough review of their records to confirm availability of the original drawings for the Seamen's Isolation Hospital.

3.18 Recording Change

Recommendation 53 Structures that are to be demolished or adapted should be recorded photographically and in drawn form and the record kept on durable stock in a permanent archive. Unless the buildings have been subsequently altered the survey carried out by Collard Clarke and Jackson in 2003 may be used to provide the drawings of such records.

Recommendation 54 All changes carried out to the physical fabric of the retained structures - including maintenance and repair work - should be recorded on a log which is periodically copied and stored offsite in a permanent archive.

Recommendation 55 The monitoring and recording recommended in the two preceding recommendations should be kept on the 'heritage register' the Australian Federal Police is obliged to maintain under the provisions of the Environment Protection and Biodiversity Conservation Act 1999.

3.19 Research, Training & Resources

Recommendation 56 Those charged with the management and operation of the AIPM should be supported by ongoing training in

heritage management so as to integrate best practice principles into the facilities operations and implement this conservation management plan.

Recommendation 57 Those charged with the management and operation of the AIPM should be supported by adequate professional services and resources to carry out the recommendations of this conservation management plan.

Recommendation 58 The history, development, use and care of the place should continue to be researched so as to improve understanding of the place.

3.20 Interpretation & Promotion

Recommendation 59 Opportunities for interpretation and promotion with adjacent sites should be coordinated with the NSW Department of Environment and Conservation Parks and Wildlife Service, Sydney Harbour Federation Trust and the managing corporation of the Quarantine Station.

Recommendation 60 Specific interpretation at the place should be developed specifically for where heritage values are obscure.

4.0 IMPLEMENTATION PLAN

4.1 Performance Review & Monitoring

Recommendations will be implemented in two timeframes:

- The Preferred Project Scheme Redevelopment (within 3 years);
- The long term (from 3 years as opportunities arise).

The Preferred Project Scheme (prepared by Brewster Hjorth Architects and shown at Appendix 5.4) should be accepted as the key to implementing the recommendations of this conservation management plan within the next three years. Those recommendations unable to be implemented in the short term due to operational requirements within the masterplan will be implemented as opportunities arise.

The implementation of the recommendations and the heritage management performance should be reviewed annually by a heritage specialist.

Recommendation 61 The implementation of this management plan should be reported in the Australian Federal Police's Annual Report and include the content described under section 516A (6) of the Environment Protection and Biodiversity Conservation Act 1999.

4.2 Review Process

Recommendation 62 This conservation management plan should be reviewed before December 2013 or earlier if the need arises. The review should include consideration of the performance reviews and monitoring set out in section 4.1.

5.0 APPENDICES

5.1 Summary Chronology of *Australian Institute of Police Management*

Date	Event
1788	<p>22 January First Fleet party under Governor Phillip camp and name Spring Cove.</p> <p>15 April Governor Phillip party rowed from Sydney Cove to Manly Cove for expedition overland to Broken Bay</p> <p>December Aranbanoo 'Manly' captured at Manly Cove.</p>
1789	<p>May Aranbanoo died of smallpox at Sydney Cove.</p> <p>December Cadigal man Colebee and Wangal man Bennelong captured at Manly Cove, Colebee escaped.</p>
1790	<p>3 May Bennelong left Sydney Cove</p> <p>7 September Captain Nepean and Surgeon White boat to Manly Cove to walk 12 miles to Broken Bay. Whale beached at Collins Cove, Bennelong among those feasting, Phillip rowed with Collings from South Head, speared at Collins Cove.</p>
1810	First land grants at Manly. 100 acres granted to Richard Cheer.
1828	Spring Cove first used for quarantine.
1832	First Quarantine Act NSW.
1833	February Proclamation of land within quarter mile of shore of Spring Cove as quarantine station.
1837	<p>15 July Proclamation extending quarantine station grounds to include all land at North Head to southern boundary of Cheer's land. Military guards based at Collins Beach patrol limits.</p> <p>October 1837 First quarantine station buildings.</p>
1859	Excised 60 acres land adjoining and overlapping quarantine station transferred to Roman Catholic Church.
1882	NSW Board of Health established. Coast Hospital at Little Bay.
1886	Roman Catholic residence completed.
1887	Rubble boundary wall 8 feet high built across quarantine station.
1889	St Patrick's Seminary opened.
1896	Site of Manly hospital excised, including cottage quarantine station medical officer [Parkhill Cottage].
1897	Rubble boundary wall 8 feet high built across quarantine station.
1904	Quarantine conference re federal/state administration.

Date	Event
1908	Commonwealth Quarantine Act.
1909	9 July Commonwealth took control of Quarantine Station. Commonwealth Quarantine Service established, first Director Dr WP Norris. Commonwealth adopts International Sanitary Convention.
1911	Quarantine Station transfer to Commonwealth. Australasian Medical Congress Ninth Session, Sydney.
1913	April Dr JHL Cumpston Director of Quarantine (Assistant Director 1911-12).
1914	NSOOS scheme (constructed 1916-30).
1916-18	Seamen's Isolation Hospital (SIH) built, with jetty and road.
1916	23 November Workers Education Conference on venereal disease, Sydney.
1918-20	12 acres transferred to State for Manly Hospital. Influenza epidemic, SIH used for patients.
1919	<i>Ross and Keith Smith flight.</i>
1921	Commonwealth Department of Health established, Cumpston D-G.
1926	16 July Governor-General Stonehaven visited SIH site with Sir John Salmon.
1930	200 acres excised for public use but reduced to 113 acres, coastal defence.
1933	June Archdale Parkhill opens Parkhill Reserve. Obelisk re Governor Phillip spearing erected.
1934	<i>Manly Council Unemployment Relief workers build Quarantine Station boundary wall and road Collins Flat to Manly Council.</i>
1936	<i>North Head Battery completed (Barracks 1938). Entry cottage and reservoir built.</i>
1939	11 October <i>SIH military purposes: part of defence reserve.</i>
1945	<i>SIH used for deportee camp and migrant hostel.</i>
1949-53	<i>Department of Immigration and Department of Labour and National Service used SIH site and buildings refurbished.</i>
1953	23 February <i>Army resumed occupation.</i>
1954	<i>Establishment of Police College proposed.</i>
1957	10 April <i>Cabinet Decision 708 to establish Commonwealth Police Training Depot.</i> 30 July <i>Transfer of former SIH site to Commonwealth Police Training Depot established, refurbishment of buildings began.</i>
1960	12 June <i>First Principal appointed.</i> 25 October <i>Commonwealth Police Training College (CPTC) officially opened.</i>
1961	October <i>CPTC renamed Australian Police College.</i>

Date	Event
1984	<i>Quarantine Station closed.</i>
1987	<i>Australian Police College renamed Australian Police Staff College (APSC)</i>
1995	<i>APSC renamed Australian Institute of Police Management.</i>

5.2 National Heritage Listing Assessment for North Head



Environment Protection and Biodiversity Conservation Act 1999

INCLUSION OF A PLACE IN THE NATIONAL HERITAGE LIST

I, Ian Gordon Campbell, Minister for the Environment and Heritage, having considered, in relation to the place listed in the Schedule of this instrument -

- (a) the Australian Heritage Council's assessment whether the place meets any of the National Heritage criteria; and
- (b) the comments given to the Council under section 324G of the *Environment Protection and Biodiversity Conservation Act 1999*; and

being satisfied that the place specified in the Schedule has the National Heritage value or values specified in the Schedule include, pursuant to section 324J of the *Environment Protection and Biodiversity Conservation Act 1999*, the place listed in the Schedule in the National Heritage List.

Dated 3 April 2006

[SIGNED]

Ian Gordon Campbell
Minister for the Environment
and Heritage

SCHEDULE

STATE

Local Government Area

Name:

Location / Boundary

Criteria / Values

NEW SOUTH WALES**Manly Municipality****North Head - Sydney:**

About 277ha, at Manly, comprising the whole of the headland, to Low Water, south of a line commencing at Low Water north of Collins Beach on the alignment of the north-west boundary of Lot 2763 DP752038, then easterly via that alignment and boundary and then following the north-westerly boundaries of Lot 2774 DP752038 Lot 2728 DP752038, Lot 2764 DP752038 and Lot 2763 DP752038 to the most northerly point of Lot 2763 DP752038, then generally easterly via the north-east and northern boundaries of Lot 2763 DP752038 and the alignment of the latter segment to Low Water. Excluded is the North Head Sewage Treatment Plant being the whole of Lot 1 DP604428.

Criterion**Values**

- | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>(a) the place has outstanding heritage value to the nation because of the place's importance in the course, or pattern, of Australia's natural or cultural history.</p> | <p>North Head is important as the northern expression of the seaward entrance to Sydney Harbour (Port Jackson) and played a major role in the cultural and military life of the colony of New South Wales, following the arrival of the First Fleet in 1788. The 'Heads', have signified arrival and departure at Port Jackson since 1788 and are recognised as important, iconic, national landmarks.</p> <p>The North Head Quarantine Station is important for its association with the establishment of the colony of NSW and with Australia's development as an island-nation, susceptible to ship-borne disease. The isolation and strategic role of North Head was recognised in 1828 when the first vessel, the <i>Bussorah Merchant</i>, was quarantined at Spring Cove. The importance and future role of North Head was reinforced by Governor Darling's Quarantine Act of 1832, which set aside the whole of North Head for quarantine purposes in response to the cholera epidemic in Europe in 1830.</p> <p>The North Head Quarantine Station is important, in conjunction with the Quarantine Station at Point Nepean, in illustrating the evolution and development of quarantine practices employed at Stations in other states.</p> <p>The North Head Quarantine Station, excluding the Seamen's Hospital, comprises the oldest and most intact example of quarantine facilities in Australia. North Head provides the best evidence in Australia of the impact of changing social attitudes and scientific demands on quarantine from the 1830s-1980s, as well as the human story of quarantine. Over 13,000 persons, including convicts and free migrants, were to pass through the Station before its closure in 1977. The Quarantine Station was used for returning soldiers during WW1 and WW2, prisoners of war,</p> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Criterion

Values

(a) continued

evacuees from Cyclone Tracy in 1974 and refugees from Vietnam in 1975. The Station is particularly associated with the development of health policy by the NSW and Commonwealth governments during the nineteenth and early twentieth centuries, including the treatment of plague and Spanish influenza victims. The station was closely associated with the smallpox epidemic of 1881, which resulted in better facilities, including a new hospital, and stricter zoning by fences, including a separate area for Asiatics in response to requests from the Shipping Owners Association. In this respect the Station is an expression of the gradual implementation during the 1880s of Immigration Restriction Acts in the colonies as an expression of the white-Australia policy.

North Head has a rich and diverse character which stems from the layering and aggregation of uses that overlay the relict and evolving cultural landscape of the Quarantine Station. The assemblage includes a navigation obelisk (L4) and roads, tracks, boundary markers, cemeteries, carvings and engravings, which are a record of the station's history and the diverse cultural and social backgrounds of quarantined passengers, including class and ethnicity. Standing structures and sites include:

Cemeteries and memorials

(site 111A1, c. 1837-1853); (L1, 1853-1881); (VA1, 1881-1925); and the Constitution Monument (L9, 1855).

Boundaries

Ashlar sandstone walls (site L10 1930s, north-western boundary c. 1890); and sandstone cairn (111A3, 1830s).

Wharf Area

(A14-A17, 1914-1915); (A6-A7, 1912-1920); (A8, 1919); (A11-A12, 1912-1920); (A9, 1912-1920); the wharf area and jetty; the Cannae Point wooden Signal mast; and flag poles at Quarantine Beach and within the Administrative Area.

Hospital and Isolation Ward Area

(H1, c. 1882); (H2, c. 1912); (H3, c. 1912); (H4, c. 1912); (H5, c. 1912); and (H7, 11 c. 1912).

Third Class/Asiatics Area

(P22, c. 1883); (P27, 1912-1914); (P28-P29); (S9, c. 1883); and (P14-P16, 1899-1900).

First Class Area

1890s (P3, P7, P4, P36, P6, P13 and P11).
From 1875 (P1, P2, P5, P9 and P10)

Second Class Area

1901 (P11, P12 and P13).

Criterion	Values
(a) continued	<u>Administration Area</u> (S6, 1853); (A1, 1911-1912); (A20, c. 1921); (A24, 1911-1912); (A25, c. 1900); (S5, 1870), (S1 and S2, c. 1883), (S12, 1913); (S14, 1938); (S15 and S16, post 1950); and (S4, S7 and S10).
(b) the place has outstanding heritage value to the nation because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.	The North Head Quarantine Station has the longest history (1828-1977) of quarantine use in Australia. The major groups of buildings, erected 1873-1909 and 1910-1920, although contemporary with surviving complexes in other states, are rare in terms of the range of buildings and their relative intactness. The Superintendents Residence at North Head, erected in 1854, appears to be the earliest surviving, purpose-built, quarantine-related structure in Australia.
(c) the place has outstanding heritage value to the nation because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.	An estimated 47 potential archaeological sites within the North Head Quarantine Station, and in other areas of North Head, have the potential to add to our understanding of the development and operation of nineteenth century quarantine practices and procedures from the 1830s-1870s. In particular, archaeological research would enable the period from the 1830s-1850s, a formative period for quarantine practices in the Australian colonies, to be better understood and interpreted in the context of the archival record and the surviving, functionally-related, buildings, planning and layout of the Station. The potential for archaeological investigation extends to the former mooring areas and littoral zones at Quarantine Cove, where vessels were cleansed before being returned to their owners, and to Stores Beach.
(d) the place has outstanding heritage value to the nation because of the place's importance in demonstrating the principal characteristics of:	North Head Quarantine Station is important in demonstrating the principal characteristics and development of quarantine stations in Australia during the nineteenth and early twentieth centuries. These characteristics include the physical isolation of the site, individual quarantine functions and medical protocols and planning and layout, including access by sea. Landscape and spatial elements reinforce the social and medical philosophies upon which the layout of the quarantine station was based, including the separation of social classes and isolation of more contagious conditions.
(i) a class of Australia's natural or cultural places;	The North Head quarantine station is also important in representing quarantine practices in the 1880s and early 1890s. The integrity of the fabric dating from this time enables the principal characteristics of conscious and enforced classification, based on health issues, class and race and the institutional nature of quarantine stations to be illustrated. This included the isolation of the hospital, seen, but not approached from many parts of the Station; the Wharf and Disinfection areas, which stood as a barrier between the inmates and the main line of escape, and the Administration Area, which guarded the land route out; the separation of the First, Second and Third class passengers, with the Administration Area interposed between Third Class and the rest, imposing class
(ii) a class of Australia's natural or cultural environments.	

Criterion	Values
	distinctions within the landscape; and the clear separation of the Asian Accommodation, imposing a racial layer on top of class differentiation.
(d) continued	<p>The cultural landscape includes cemeteries, monuments, fences, walls, boundary markers and cairns as well as tracks, paths and roads which document the development and meaning of the Station and reinforce the sense of segregation and isolation. Fences and stone walls characteristically formed an integral part of the security and boundaries of the Station.</p> <p>Common periods of development with the Point Nepean Quarantine Station include improvements in quarantine techniques and technical standards under the Commonwealth from 1911. Particular aspects of these improvements include the railway system (1914-1915) and the Tuberculosis Wards (1916-1918), the latter erected to cope with medical issues associated with the immediate aftermath of the First World War.</p>
(e) the place has outstanding heritage value to the nation because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.	<p>North Head has been important for its symbolic image since 1788 as the entrance to Port Jackson, and was portrayed by artists such as Augustus Earle as early as 1825. In 1812 the 'Heads' were referred to as the 'Port Jackson Heads', later as the 'Sydney Heads'. The Sydney Heads have iconic status for aesthetic values as landmarks in their own right, but equally as part of the setting for Sydney and its harbour.</p> <p>The site references refer to features identified in: <i>Sydney Harbour National Park - North Head Quarantine Station Conservation Management Plan Volume I: The Plan</i>. This was prepared for NSW National Parks & Wildlife Service, Hurstville NSW, by Peter Freeman Pty Ltd, Heritage Management Consultants, Donald Ellsmore Pty Ltd, Robert Boden & Associates, Haglund & Associates and Guppy & Associates, in April 2000.</p>

For a description of any references quoted above, and more information on each of the places please search the Australian Heritage Database at <http://www.deh.gov.au/cgi-bin/ahdb/search.pl> using the name of the place.

5.3 NSW Heritage Office 'Standard Exemptions for Works'

HERITAGE INFORMATION SERIES

STANDARD EXEMPTIONS FOR WORKS REQUIRING HERITAGE COUNCIL APPROVAL



Heritage Office

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INTRODUCTION

In NSW important items of our environmental heritage are listed on the State Heritage Register. Any changes to those items should respect and retain those qualities and characteristics that make the heritage place special.

Any major works proposed for **State Heritage Register items** therefore need to be assessed and approved by the Heritage Council to ensure that the heritage significance of the item will not be adversely affected.

However, the assessment process can waste the time and resources of both the owner and the Heritage Council if the works are only minor in nature and will have minimal impact on the heritage significance of the place. The Heritage Act allows the Minister for Planning, on the recommendation of the Heritage Council, **to grant exemptions for certain activities** which would otherwise require approval under the NSW Heritage Act.

There are two types of exemptions which can apply to a heritage item listed on the State Heritage Register:

1. **standard exemptions** for all items on the State Heritage Register. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas and change of use.
2. **site specific exemptions** for a particular heritage item can be approved by the Minister on the recommendation of the Heritage Council.

These guidelines have been prepared to inform owners and managers of heritage items listed on the State Heritage Register about the standard exemptions. They also explain how to develop site specific exemptions for a heritage item.

The State Heritage Register

Heritage places and items of particular importance to the people of New South Wales are listed on the State Heritage Register. The Register was created in April 1999 by amendments to the *Heritage Act 1977*.

The key to listing on the State Heritage Register is the level of significance. Only those heritage items which are of **state significance in NSW** are listed on the State Heritage Register.

To check whether an item is listed on the register, check the online heritage database on the Heritage Office homepage:

www.heritage.nsw.gov.au.

This online database lists all statutorily protected items in NSW.

WHY HAVE STANDARD EXEMPTIONS?

The standard exemptions apply to all items listed on the State Heritage Register. These exemptions came into force on 25 March 2006. They replace all previous standard exemptions.

The current exemptions replace those gazetted on 7 March 2003, 18 June 2004 and 8 July 2005. They relate to a broad range of minor development and will result in a more streamlined approval process.

The purpose of the standard exemptions is to clarify for owners, the Heritage Office and local councils what kind of maintenance and minor works can be undertaken without needing Heritage Council approval. This ensures that owners are not required to make unnecessary applications for minor maintenance and repair.

Heritage Council has drafted guidelines to help owners and managers to interpret and apply the standard exemptions. These guidelines were published in 2004 and have been incorporated into this document.

HOW WILL EXEMPTIONS ALREADY IN PLACE BE AFFECTED BY THE NEW STANDARD EXEMPTIONS?

1. **Standard Exemptions:** The new standard exemptions replace all existing standard exemptions.
2. **Site Specific Exemptions:** Some heritage items have site specific exemptions for works other than those in the standard list. Site specific exemptions will continue to remain in force.

WHAT OTHER APPROVALS ARE NECESSARY TO DO WORK ON A HERITAGE ITEM?

The exemptions only reduce the need to obtain approval from the Heritage Council, under section 60 of the Heritage Act, to carry out works to a heritage item listed on the State Heritage Register. You should check with your local council for information on additional development and building approvals, and with the Heritage Office for other approvals which may be required under the Heritage Act, such as an Excavation Permit.

HOW TO RELATE THE STANDARD EXEMPTION CLAUSES TO YOUR HERITAGE ITEM

The standard exemption clauses can be grouped under two headings:

- maintenance and repairs;
- alterations.

Clauses have been kept as concise as possible to avoid ambiguities. The terminology used is consistent with the Australia ICOMOS *Burra Charter*. Australia ICOMOS is the Australian Chapter of International Council on Monuments and Sites, a UNESCO-affiliated international organisation of conservation specialists. The *Burra Charter* is a nationally accepted standard for assessing and managing change to heritage items.

Before you develop firm proposals for changes to the heritage item, take the following actions:

- [1.] Check the boundaries of the item to which the State Heritage Register listing applies;
- [2.] Check the exemptions which apply to your heritage item;
- [3.] Read these explanatory notes to ensure that the work you propose is exempted;
- [4.] If the work is not exempted, apply to the Heritage Council for approval under section 60 of the Heritage Act;
- [5.] Check with the local council concerning other approvals that may be required;
- [6.] Check with the Heritage Office if the work you propose involves the disturbance of relics more than 50 years old.

SCHEDULE OF STANDARD EXEMPTIONS

HERITAGE ACT, 1977

Order Under Section 57(2) of the Heritage Act, 1977

I, the Minister for Planning, pursuant to section 57(2) of the Heritage Act 1977, on the recommendation of the Heritage Council of New South Wales, do by this Order:

1. revoke the Schedule of Exemptions to subsection 57(1) of the Heritage Act made under subsection 57(2) and published in the Government Gazette on 7 March 2003, 18 June 2004 and 8 July 2005; and
2. grant standard exemptions from section 57(1) of the Heritage Act 1977, described in the Schedule below.

FRANK SARTOR

Minister for Planning

Sydney, 25 March 2006

SCHEDULE OF EXEMPTIONS TO SUBSECTION 57(1) OF THE HERITAGE ACT 1977

MADE UNDER SUBSECTION 57(2)

GENERAL CONDITIONS

1. These general conditions apply to all of the following Exemptions.
2. Anything done pursuant to the following Exemptions must be carried out in accordance with relevant Guidelines issued by the Heritage Office including *“The Maintenance of Heritage Assets: A Practical Guide” 1998*, *“Movable Heritage Principles” 2000* and *“The Heritage Council Policy on Managing Change to Heritage Items”*.
3. The following Standard Exemptions do not apply to anything affecting relics, places, items or sites of heritage significance to Aboriginal people or which affect traditional access by Aboriginal people.
4. The Executive Director, Director and Managers employed by the Heritage Office, Department of Planning; the Executive Director, Tenant and Asset Management Services, employed by the Sydney Harbour Foreshore Authority; the Executive Director Cultural Heritage employed by the Department of Environment and Conservation; and the Director of Planning employed by the Sydney City Council may perform any of the functions of the Director-General of the Department of Planning (Director-General) under these exemptions.

The authorisation to the Executive Director, Tenant and Asset Management Services of the Sydney Harbour Foreshore Authority is restricted to land for which it is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance with the criteria contained in these exemptions is satisfied, must not be carried out by the Executive Director, Tenant and Asset Management Services.

The authorisation to the Executive Director Cultural Heritage of the Department of Environment and Conservation is restricted to land for which it is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance with the criteria contained in these exemptions is satisfied, must not be carried out by the Executive Director Cultural Heritage.

The authorisation to the Director of Planning, Sydney City Council is restricted to land for which the Council is the delegated approval body under section 169 of the Heritage Act, and the preparation and submission of information required to demonstrate that compliance

with the criteria contained in these exemptions is satisfied, must not be carried out by the Director of Planning, Sydney City Council.

5. In these Exemptions, words shall be given the same meaning as in the *Heritage Act 1977* (“the Act”) unless the contrary intention appears from the context of the exemption.
6. Anything done pursuant to the following Exemptions must be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work.

Guidelines

In addition to the above guidelines listed in paragraph two , the Heritage Council adopted further guidelines on 7 April 2004 for use in interpreting and applying the standard exemptions.

If it is unclear whether proposed development satisfies the requirements of these exemptions, an application will be required under section 60 of the Heritage Act.

STANDARD EXEMPTION 1: MAINTENANCE AND CLEANING

1. The following maintenance and cleaning does not require approval under s. 57(1) of the Act:
 - (a) the maintenance of an item to retain its condition or operation without the removal of or damage to the existing fabric or the introduction of new materials;
 - (b) cleaning including the removal of surface deposits, organic growths or graffiti by the use of low pressure water (less than 100 psi at the surface being cleaned) and neutral detergents and mild brushing and scrubbing.

NOTE 1: Traditional finishes such as oils and waxes must continue to be used for timber surfaces rather than modern alternative protective coatings such as polyurethane or acrylic which may seal the surface and can cause damage.

NOTE 2: Surface patina which has developed on the fabric may be an important part of the item's significance and if so needs to be preserved during maintenance and cleaning.

Guidelines

Maintenance is distinguished from repairs, restoration and reconstruction as it does not involve the removal of or damage to existing fabric or the introduction of new materials. It is a continuing process of protective care.

Typical maintenance activity includes:

- *the removal of vegetation and litter from gutters and drainage systems;*
- *resecuring and tightening fixings of loose elements of building fabric;*
- *lubricating equipment and services which have moving parts;*
- *the application of protective coatings such as limewash, polish, oils and waxes to surfaces which have previously had such coatings applied; and*
- *cleaning by the removal of surface deposits using methods other than aggressive mechanical or chemical techniques such as high pressure, high temperature or strong solvents which may affect the substrate.*

This standard exemption applies to the maintenance of all types of heritage items including buildings, works, landscapes, cemeteries and movable heritage. Reference should be made to other relevant standard exemptions (#12, 14 and 17) for particular types of items.

STANDARD EXEMPTION 2: REPAIRS

1. Repair to an item which is of the type described in (a) or (b) below does not require approval under s. 57(1) of the Act:
 - (a) the replacement of services such as cabling, plumbing, wiring and fire services that uses existing service routes, cavities or voids or replaces existing surface mounted services and does not involve damage to or the removal of significant fabric;
 - (b) the repair (such as refixing and patching) or the replacement of missing, damaged or deteriorated fabric that is beyond further maintenance, which matches the existing fabric in appearance, material and method of affixing and does not involve damage to or the removal of significant fabric.

NOTE 1: Repairs must be based on the principle of doing as little as possible and only as much as is necessary to retain and protect the element. Therefore replacement must only occur as a last resort where the major part of an element has decayed beyond further maintenance.

NOTE 2: Any new materials used for repair must not exacerbate the decay of existing fabric due to chemical incompatibility, obscure existing fabric or limit access to existing fabric for future maintenance.

NOTE 3: Repair must maximise protection and retention of fabric and include the conservation of existing detailing, such as vents, capping, chimneys, carving, decoration or glazing.

Guidelines

This standard exemption is not intended to allow the cumulative replacement of large amounts or a high proportion of the fabric of an item. If replacement of large amounts of fabric is necessary, an application will be required to be submitted under s. 60 of the Heritage Act. If there is uncertainty about whether the proposed extent of repair is exempt from approval, advice should be sought from the NSW Heritage Office.

Repairs should have detailed specifications and carried out by licensed tradespeople with experience in the conservation of heritage buildings. It is essential that the composition of elements of the fabric such renders, mortars, timber species and metal types remain the same to assist with matching appearance and avoiding chemical incompatibility.

Repair may involve reconstruction which means returning an item to a known earlier state. This may involve the use of new or recycled materials.

Reconstruction must satisfy a four-part test to qualify for exemption from approval:

- 1. The nature of the earlier state being reconstructed must be known. Where there is conjecture about the earlier state of the fabric or where it is proposed to change the appearance, material or method of fixing of the fabric an application under s.60 of the Heritage Act will be required.*
- 2. The replacement fabric must be matching in appearance and method of fixing. The use of salvaged or recycled fabric can be a valuable resource in matching appearance in preference to the use of new fabric which may appear obtrusive. However the damage to other heritage buildings by the salvaging of fabric for reuse is unacceptable. Salvaged materials must be judiciously sourced so as not to encourage secondary damage to other heritage resources. The use of artificial ageing techniques to assist the matching of new with original fabric is only advocated where there is an obtrusive mismatch of materials which negatively impacts on the heritage significance of the item. Ideally, new and original fabric should be subtly discernable on close examination to assist interpretation of the history of change to the building.*
- 3. The fabric being replaced must be beyond further maintenance. The replacement of fabric may only occur where fabric is missing or it is so damaged or deteriorated that it is beyond further maintenance. In many cases the judgement about the level of deterioration and the effectiveness of further maintenance will require the advice of a person who is suitably experienced in similar heritage conservation projects. If it is unclear that the fabric is beyond further maintenance, its replacement will require the submission of an application under s. 60 of the Heritage Act.*
- 4. Significant fabric must not be damaged or removed. In all cases of repair, the damage or removal of significant fabric is not permitted without approval. Significant fabric is that which contributes to the heritage significance of the item. The identification of the level of significance of fabric will usually require the advice of a person who is suitably experienced in similar heritage conservation projects. The damage or removal of significant fabric will require the submission of an application under s. 60 of the Heritage Act.*

New material used in repairs should where possible be date stamped in a location which is not conspicuous but is legible on close examination. Archival recording of removed and replacement fabric is advocated and should be used in interpretative displays where practicable.

STANDARD EXEMPTION 3: PAINTING

1. Painting does not require approval under s. 57(1) of the Act if the painting:
 - (a) does not involve the disturbance or removal of earlier paint layers other than that which has failed by chalking, flaking, peeling or blistering;
 - (b) involves over-coating with an appropriate surface as an isolating layer to provide a means of protection for significant earlier layers or to provide a stable basis for repainting; and
 - (c) employs the same colour scheme and paint type as an earlier scheme if they are appropriate to the substrate and do not endanger the survival of earlier paint layers.
2. Painting which employs a different colour scheme and paint type from an earlier scheme does not require approval under s. 57(1) of the Act, provided that:
 - (a) the Director-General is satisfied that the proposed colour scheme, paint type, details of surface preparation and paint removal will not adversely affect the heritage significance of the item; and
 - (b) the person proposing to undertake the painting has received a notice advising that the Director-General is satisfied.
3. A person proposing to undertake repainting of the kind described in paragraph 2 must write to the Director-General and describe the proposed colour scheme, paint type, details of surface preparation and paint removal involved in the repainting. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a) the Director-General shall notify the applicant.

NOTE: Preference should be given to the re-establishment of historically significant paint schemes of the item that are appropriate to the significance of the building.

Guidelines

Painting of surfaces which have not previously been painted such as face brickwork, stone, concrete or galvanised iron is likely to adversely affect the heritage significance of the item and is not exempt from approval under this standard exemption. Likewise, the stripping of paint coatings which were intended to be protective may expose the substrate to damage and cause the loss of the historical record and significance of the building. In cases where surface preparation has revealed significant historic paint layers, repainting should facilitate the interpretation of the evolution of the building by displaying appropriately located sample patches of historic paint schemes. This

information should also be examined if it is proposed to recreate earlier finishes or paint schemes.

Paint removal of failed layers to achieve a stable base for repainting is exempt from approval but intervention should be minimised to avoid the loss of the significant historical record. Where old paint layers are sound they should be left undisturbed. The removal of paint with a high content of lead or other hazardous materials requires considerable care and use of experienced tradespeople as its disturbance can create health hazards. If the removal of such paint layers will adversely affect the heritage significance of the item, an application will be required under section 60 of the Heritage Act.

Reference should be made to The Maintenance Series, NSW Heritage Office, particularly Information Sheets 6.2 Removing Paint from Old Buildings, 7.2 Paint Finishes and 7.3 Basic Limewash. Available online at www.heritage.nsw.gov.au.

STANDARD EXEMPTION 4: EXCAVATION

1. Excavation or disturbance of land of the kind specified below does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a), (b) or (c) have been met and the person proposing to undertake the excavation or disturbance of land has received a notice advising that the Director-General is satisfied:
 - (a) where an archaeological assessment has been prepared in accordance with Guidelines published by the Heritage Council of NSW which indicates that any relics in the land are unlikely to have State or local heritage significance; or
 - (b) where the excavation or disturbance of land will have a minor impact on archaeological relics; or
 - (c) where the excavation or disturbance of land involves only the removal of unstratified fill which has been deposited on the land.
2. A person proposing to excavate or disturb land in the manner described in paragraph 1 must write to the Director-General and describe the proposed excavation or disturbance of land and set out why it satisfies the criteria set out in paragraph 1. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph (a), (b) or (c) the Director-General shall notify the applicant.

NOTE 1: Any excavation with the potential to affect Aboriginal objects must be referred to the Director-General of the Department of Environment and Conservation.

NOTE 2: If any Aboriginal objects are discovered on the site, excavation or disturbance is to cease and the Department of Environment and Conservation is to be informed in accordance with s. 91 of the National Parks and Wildlife Act, 1974.

NOTE 3: This exemption does not allow the removal of State significant relics.

NOTE 4: Where substantial intact archaeological relics of State or local significance, not identified in the archaeological assessment or statement required by this exemption, are unexpectedly discovered during excavation, work must cease in the affected area and the Heritage Office must be notified in writing in accordance with s. 146 of the Act. Depending on the nature of the discovery, additional assessment and possibly an excavation permit may be required prior to the recommencement of excavation in the affected area.

Guidelines

Excavation or disturbance to which clause 1(c) applies only involves the removal of unstratified fill material of minor heritage significance. Such fill will have been deposited in a single episode.

STANDARD EXEMPTION 5: RESTORATION

1. Restoration of an item by returning significant fabric to a known earlier location without the introduction of new material does not require approval under s. 57(1) of the Act.
2. The following restoration does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) have been met and the person proposing to undertake the restoration has received a notice advising that the Director-General is satisfied:
 - (a) the restoration of an item without the introduction of new material (except for fixings) to reveal a known earlier configuration by removing accretions or reassembling existing components which does not adversely affect the heritage significance of the item.
3. A person proposing to undertake restoration of the kind described in paragraph 2 must write to the Director-General and set out why there is a need for restoration to be undertaken and the proposed material and method of restoration. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a), the Director-General shall notify the applicant.

Guidelines

Restoration in accordance with clause 1 of this standard exemption does not involve the removal of fabric and only relates to the return of fabric which has been removed to storage or has been dislodged from its original location.

STANDARD EXEMPTION 6: DEVELOPMENT ENDORSED BY THE HERITAGE COUNCIL OR DIRECTOR-GENERAL

1. Minor development specifically identified as exempt development which does not materially impact on heritage significance, by a conservation policy or strategy within a conservation management plan which has been endorsed by the Heritage Council of NSW or by a conservation management strategy endorsed by the Director-General does not require approval under s. 57(1) of the Act.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed development. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.

Guidelines

This standard exemption does not exempt development that is consistent with a conservation policy or strategy contained in an endorsed conservation management plan or interim conservation management strategy other than development that is specifically identified as exempt development in that conservation plan or strategy.

STANDARD EXEMPTION 7: MINOR ACTIVITIES WITH NO ADVERSE IMPACT ON HERITAGE SIGNIFICANCE

1. Anything which in the opinion of the Director-General is of a minor nature and will not adversely affect the heritage significance of the item does not require approval under s. 57(1) of the Act.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed activity. If the Director-General is satisfied that the proposed activity meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.

Guidelines

This standard exemption has the potential to relate to a wide range of minor development. In determining whether a proposed development is minor the Director may have regard to the context of the particular heritage item such as its size and setting. For instance a development may be considered to be minor in the context of Prospect Reservoir's 1200ha curtilage whereas a similar proposal affecting an item on a smaller site may not be considered to be minor.

In order to assess whether a proposal has an adverse affect on heritage significance it is necessary to submit a clear and concise statement of the item's heritage significance and an assessment of whether a proposal impacts on that significance.

STANDARD EXEMPTION 8: NON-SIGNIFICANT FABRIC

1. The following development does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) have been met and the person proposing to undertake the development has received a notice advising that the Director-General is satisfied:
 - (a) the alteration of a building involving the construction or installation of new fabric or services or the removal of building fabric which will not adversely affect the heritage significance of the item.
2. A person proposing to do anything of the kind described in paragraph 1 must write to the Director-General and describe the proposed development. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a), the Director-General shall notify the applicant.

Guidelines

In order to assess the level of significance of fabric it is necessary to submit a clear and concise statement of the item's heritage significance and to grade the fabric of the place in accordance with its association with or impact on that significance. It may not always be concluded that more recent fabric is of less or no heritage significance.

STANDARD EXEMPTION 9: CHANGE OF USE

1. The change of use of an item or its curtilage or the commencement of an additional or temporary use does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) have been met and the person proposing to undertake the change of use has received a notice advising that the Director-General is satisfied:
 - (a) the use does not involve the alteration of the fabric, layout or setting of the item or the carrying out of development other than that permitted by other standard or site specific exemptions; and
 - (b) the use does not involve the cessation of the primary use for which the building was erected, a later significant use or the loss of significant associations with the item by current users;
2. A person proposing to change the use of an item or its curtilage or to commence an additional or temporary use of an item or its curtilage in the manner described in paragraph 1 must write to the Director-General and describe the changes proposed. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a) and (b), the Director-General shall notify the applicant.

Guidelines

For the purposes of this standard exemption any change of use which is inconsistent with specific conditions of any previous approval or consent such as hours of operation or nature of conduct of an activity requires approval under section 57(1) or the modification of an approval under section 65A of the Heritage Act.

STANDARD EXEMPTION 10: NEW BUILDINGS

1. Subdivision under the *Strata Scheme (Freehold Development) Act* or *Strata Scheme (Leasehold Development) Act* of the interior of a building that has been constructed since the listing of the item on the State Heritage Register or the publication of an interim heritage order in the Gazette which applies to the land does not require approval under s. 57(1) of the Act.
2. Alteration to the interior of a building which has been constructed since the listing of the item on the State Heritage Register or the publication of an interim heritage order in the Gazette which applies to the land does not require approval under s. 57(1) of the Act.

Guidelines

Subdivision to which clause 1 of this standard exemption applies must not subdivide the curtilage of the exterior of a building other than approved car spaces. A strata plan which otherwise proposes the subdivision of the curtilage of a heritage item requires approval under section 57(1) of the Heritage Act.

For the purposes of clause 2 of this standard exemption, alterations to the interior of a building:

- *do not include internal alterations to additions to buildings which existed prior to the listing of the site on the State Heritage Register or publication of the interim heritage order;*
- *must not affect the external appearance of the building such as by balcony enclosure or window screening; and*
- *must not be inconsistent with any specific conditions of a previous approval.*

Such alterations require approval under section 57(1) of the Heritage Act.

STANDARD EXEMPTION 11: TEMPORARY STRUCTURES

1. The erection of temporary structures does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) have been met and the person proposing to erect the structure has received a notice advising that the Director-General is satisfied:
 - (a) the structure will be erected within and used for a maximum period of 4 weeks after which it will be removed within a period of 2 days and not erected again within a period of 6 months; and
 - (b) the structure is not to be located where it could damage or endanger significant fabric including landscape or archaeological features of its curtilage or obstruct significant views of and from heritage items.
2. A person proposing to erect a structure of the kind described in paragraph 1 must write to the Director-General and set out the nature of the structure, the use for the structure and how long it will remain in place and the next occasion on which it is anticipated that the structure will be erected. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraphs 1(a) and 1(b) the Director-General shall notify the applicant.

Guidelines

The cumulative impact of the multiple use of this standard exemption will be considered by the Director in the assessment of the simultaneous construction of a number of temporary structures or a succession of temporary structures which may have a prolonged adverse impact on heritage significance of the item.

STANDARD EXEMPTION 12: LANDSCAPE MAINTENANCE

1. Landscape maintenance which is of the type described below does not require approval under s. 57(1) of the Act:
 - (a) weeding, watering, mowing, top-dressing, pest control and fertilizing necessary for the continued health of plants, without damage or major alterations to layout, contours, plant species or other significant landscape features;
 - (b) pruning to control size, improve shape, flowering or fruiting and the removal of diseased, dead or dangerous material, not exceeding 20% of the crown of a tree within a period of 2 years; or
 - (c) tree surgery by a qualified horticulturist or tree surgeon necessary for the health of those plants.

NOTE 1: In relation to cemeteries, landscape features include monuments, grave markers, grave surrounds, fencing, path edging and the like.

Guidelines

Landscape features and gardens are fundamental to the setting of heritage items and are important to the appreciation of heritage significance. Landscape setting is by its nature evolving and often requires more regular maintenance than other elements of heritage fabric. Horticultural advice may be required to ensure a regime of maintenance appropriate to the retention of heritage significance of a place. General advice about landscape maintenance is provided by The Maintenance of Heritage Assets: A Practical Guide Information Sheet 9.1 Heritage Gardens and Grounds, printed versions available from the NSW Heritage Office.

STANDARD EXEMPTION 13: SIGNAGE

1. The erection of signage which is of the types described in (a) or (b) below does not require approval under s. 57(1) of the Act:
 - (a) temporary signage which is located behind or on the glass surface of a shop window which is not internally illuminated or flashing and is to be removed within eight weeks; or
 - (b) a real estate sign indicating that the place is for auction, sale or letting and related particulars and which is removed within 10 days of the sale or letting of the place;
2. The erection of signage which is of the types described in (a) or (b) below does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) and (b) respectively have been met and the person proposing to erect it has received a notice advising that the Director-General is satisfied:
 - (a) the erection of non-illuminated signage for the sole purpose of providing information to assist in the interpretation of the heritage significance of the item and which will not adversely affect significant fabric including landscape or archaeological features of its curtilage or obstruct significant views of and from heritage items; or
 - (b) signage which is in the form of a flag or banner associated with a building used for a purpose which requires such form of promotion such as a theatre or gallery, which is displayed for a maximum period of eight weeks and which will not adversely affect significant fabric including landscape or archaeological features of its curtilage;
3. A person proposing to erect signage of the kind described in paragraph 2 must write to the Director-General and describe the nature and purpose of the advertising or signage. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 2(a) or 2(b), the Director-General shall notify the applicant.
4. Signage of the kind described in paragraphs 1 and 2 must:
 - (a) not conceal or involve the removal of signage which has an integral relationship with the significance of the item;
 - (b) be located and be of a suitable size so as not to obscure or damage significant fabric of the item;
 - (c) be able to be later removed without causing damage to the significant fabric of the item; and
 - (d) reuse existing fixing points or insert fixings within existing joints without damage to adjacent masonry.

Guidelines

In addition to the requirements of clause 4 of the standard exemptions, signage may be controlled by development control plans or signage policies prepared by the relevant local council. The operation of the standard exemptions do not affect the requirements for consent by local councils or the need to satisfy any signage policies which may have been adopted by them.

Additional forms of signage not addressed by this standard exemption may not require approval under section 57(1) of the Heritage Act if they satisfy the requirements of other standard exemptions such as Standard Exemption 7 (Minor Activities with no Adverse Impact on Heritage Significance) or Standard Exemption 8 (Non-significant Fabric).

Signage in accordance with clause 2(a) of the standard exemption for the purpose of assisting the interpretation of heritage significance:

- requires approval under section 57(1) of the Heritage Act if additional information is provided which is unrelated to heritage interpretation such as commercial promotion or sponsorship; and*
- must be in accordance with Interpreting Heritage Places and Items published by the NSW Heritage Office and available online.*

STANDARD EXEMPTION 14: BURIAL SITES AND CEMETERIES

1. Development on land within a burial site or cemetery which is of the type described in (a), (b) or (c) below does not require approval under s. 57(1) of the Act:

- (a) the creation of a new grave;
- (b) the erection of monuments or grave markers in a place of consistent character, including materials, size and form, which will not be in conflict with the character of the place; or
- (c) an excavation or disturbance of land for the purpose of carrying out conservation or repair of monuments or grave markers;

provided that there will be no disturbance to human remains, to relics in the form of grave goods, associated landscape features or to a place of Aboriginal heritage significance.

2. A person proposing to carry out development in the manner described in paragraph 1(b) or (c) must write to the Director-General and describe the development proposed. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1, the Director-General shall notify the applicant.

3. This exemption does not apply to the erection of above-ground chambers, columbaria or vaults, or the designation of additional areas to be used as a burial place.

NOTE 1: Other standard exemptions apply to the maintenance, cleaning and repair of burial sites and cemeteries.

Guidelines

In addition to burial remains and artefacts, above ground cemetery elements may include headstones, footstones and other burial markers or monuments and associated elements such as grave kerbing, iron grave railings, grave furniture, enclosures and plantings. It is important that cemeteries listed on the State Heritage Register have a conservation policy or conservation management plan endorsed by the Heritage Council and that it records the history and significant fabric of the place with policies for conservation, relocation and the erection of new monuments and grave markers.

Additional advice about the management of heritage cemeteries is provided in:

- *Cemeteries: Guidelines for their Care and Conservation, NSW Heritage Office, 1992;*
- *Skeletal Remains, NSW Heritage Office, 1998;*
- *Guidelines for Cemetery Conservation, National Trust of Australia (NSW), 2002.*

STANDARD EXEMPTION 15: COMPLIANCE WITH MINIMUM STANDARDS AND ORDERS

1. Development which is required for the purpose of compliance with the minimum standards set out in Part 3 of the *Heritage Regulation 1999* or an order issued under either:
 - (a) section 120 of the *Heritage Act 1977* regarding minimum standards of maintenance and repair; or
 - (b) section 121S of the *Environmental Planning and Assessment Act 1979* regarding an order which is consistent with a submission by the Heritage Council under section 121S(6) of that Act;does not require approval under s. 57(1) of the Act.

Guidelines

This standard exemption is intended to facilitate and expedite compliance with orders and minimum standards of maintenance and repair.

The Minimum Standards of Maintenance and Repair replaced the “wilful neglect” provisions of the Heritage Act in 1999. The minimum standards are contained in Part 3 of the Heritage Regulation 1999 and are reproduced in the Heritage Information Series published by the NSW Heritage Office. The minimum standards only apply to items listed on the State Heritage Register and relate to:

- *weather protection;*
- *fire prevention and protection;*
- *security; and*
- *essential maintenance and repair to prevent serious or irreparable damage.*

Maintenance and repair which exceed the minimum standards in the Regulation may be exempt from approval under other standard exemptions (refer to #1 and #2).

Orders under s.121S(6) of the EP&A Act are those given by a council or other consent authority in relation to an item listed on the State Heritage Register, land to which an interim heritage order applies or a heritage item listed under an environmental planning instrument. Orders must not be given in relation to items listed on the State Heritage Register or land to which an interim heritage order relates unless the consent authority has given notice of it to the Heritage Council and considered any submission made by it.

STANDARD EXEMPTION 16: SAFETY AND SECURITY

1. The following development does not require approval under s. 57(1) of the Act, provided that the Director-General is satisfied that the criteria in (a) or (b) have been met and the person proposing to undertake the development has received a notice advising that the Director-General is satisfied:
 - (a) the erection of temporary security fencing, scaffolding, hoardings or surveillance systems to prevent unauthorised access or secure public safety which will not adversely affect significant fabric of the item including landscape or archaeological features of its curtilage; or
 - (b) development, including emergency stabilisation, necessary to secure safety where a building or part of a building has been irreparably damaged or destabilised and poses a safety risk to its users or the public.
2. A person proposing to undertake development of the kind described in paragraph 1 must write to the Director-General and describe the development and, if it is of the kind set out in 1(b), provide certification from a structural engineer having experience with heritage items confirming the necessity for the development with regard to the criteria set out in 1(b) and any adverse impact on significant fabric. If the Director-General is satisfied that the proposed development meets the criteria set out in paragraph 1(a) or (b), the Director-General shall notify the applicant.

Guidelines

Development exempt under this standard exemption must be for the temporary or emergency securing of safety for users or the public. Permanent upgrading of site or building security may be exempt under other standard exemptions such as #7 (Minor Activities with no Adverse Impact on Heritage Significance) or #8 (Non-significant Fabric). Development described in 1(b) of this exemption is intended to apply in circumstances where there has been damage caused by a sudden change in circumstances of the building such as a catastrophic event, rather than safety risks which may arise from ongoing neglect of maintenance.

Emergency maintenance and repairs such as required following a storm event may be exempt under other standard exemptions such as #1 (Maintenance and Cleaning) and #2 (Repairs). More intrusive means of upgrading security which may damage significant fabric will require the submission of an application under section 60 of the Heritage Act.

Development in accordance with this exemption must be undertaken with minimal intervention to significant fabric.

STANDARD EXEMPTION 17: MOVABLE HERITAGE ITEMS

1. The temporary relocation of movable heritage items, including contents, fixtures and objects, to ensure their security, maintenance and preservation, for conservation or exhibition, to ensure health or safety, the need for a controlled environment for those heritage items, or to protect the place, and which are to be returned to their present location within six months, does not require approval under s. 57(1) of the Act.
2. A person proposing to relocate a movable heritage item as set out in paragraph 1 must advise the Director-General in writing of the proposed location and the reasons for its relocation. If the Director-General is satisfied that the temporary relocation meets the criteria set out in paragraph 1 the Director-General shall notify the applicant.

Guidelines

Movable heritage items or objects which are listed on the State Heritage Register must be specifically referred to in the gazetted listing. Unless specifically listed, the movable content of buildings such as furniture, paintings and other decoration is not movable heritage for the purposes of the Heritage Act which triggers approval requirements to “move, damage or destroy it”.

The permanent relocation of an item of movable heritage such as listed ships or railway rolling stock will require the submission of an application under section 60 of the Heritage Act.

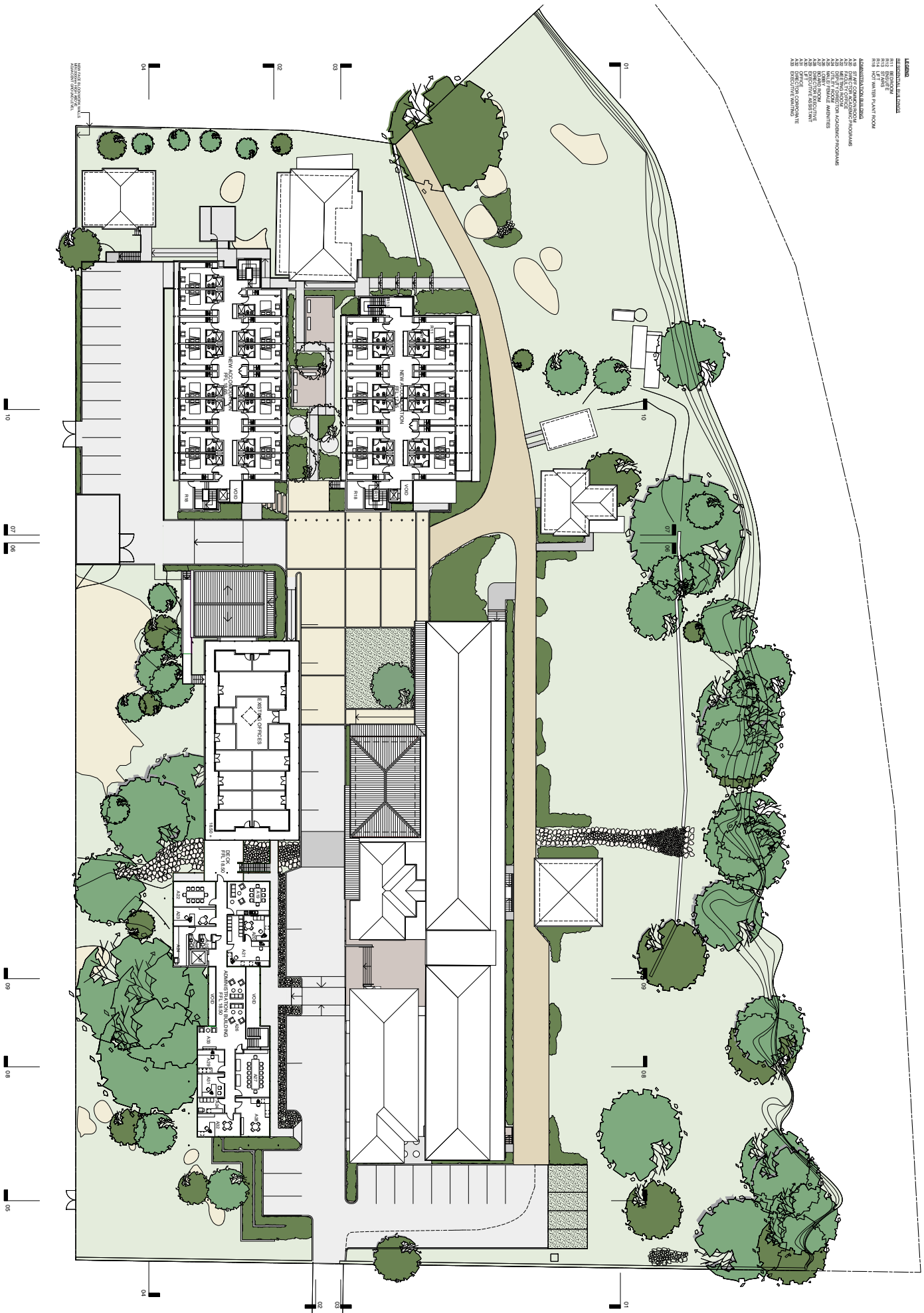
Additional advice regarding movable heritage is provided by:

- *Objects in Their Place: An Introduction to Movable Heritage, NSW Heritage Office, 1999; and*
- *Movable Heritage Principles, NSW Heritage Office and Ministry for the Arts, 1999.*

END

5.4 Brewster Hjorth Architects – Preferred Project Scheme

- LEGEND**
- 001 SITE BOUNDARY
 - 002 EXISTING BUILDINGS
 - 003 EXISTING DRIVEWAYS
 - 004 EXISTING DRIVEWAYS
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 Figure dimensions shall be taken in preference to scaling.
 The Contractor shall check all dimensions on site before commencing work.
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SITE FIRST FLOOR PLAN
 SCALE 1:200 @ B1

AUSTRALIAN INSTITUTE OF POLICE MANAGEMENT
 for The Australian Federal Police

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