

West Culburra.

A European Heritage Assessment.

February 2011



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West Culburra. A European Heritage Assessment.

1. INTRODUCTION.

1.1. Study Objectives.

This report was commissioned by Realty Realisation Pty Ltd on the 30th of November 2010. It is a European heritage assessment to accompany a concept plan for an area being considered for a proposed mixed use subdivision west of Culburra, New South Wales (refer to Figure 1.1). This report includes a brief investigation of the history and landscape development of Culburra and its surrounds, with a particular focus on the area to the west. It evaluates the probable extent, nature and integrity of existing heritage and surface and sub-surface remains within the area proposed for subdivision and discusses the possible impact of future development on the heritage resource if present. The report also details measures which are intended to minimise potential negative impacts presenting options and recommendations in view of heritage significance and statutory obligations.

1.2. The Study Area and its Location.

The subject survey area lies on the western outskirts of Culburra and is referred to as West Culburra throughout this report. West Culburra is located on Culburra Road, 170 kilometres south of Sydney and 22 kilometres east of Nowra in New South Wales (Figures 1.1 and 1.2). It lies in the Parish of Wollumboola, the County of St Vincent and the local government area of Shoalhaven.

Proposed land use area 1 has a size of 8 hectares and is bounded by Culburra Road to the south, Canal Street to the east, a Sewerage Treatment Plant to the northwest and bushland fronting Curley's Bay to the north. Proposed land use area 2 lies adjacent on the south side of Culburra Road, immediately west of a retirement village with Lake Wollumboola further southeast. This land use area encompasses 2.55 hectares. Proposed land use areas 3, 4 and 5 are bounded by an estuary fronting Billy's Island to the north, a catchment divide extending across a ridgeline to the south with Culburra Road beyond, a Sewerage Treatment Plant to the east and open grazing land to the west. Their respective areas are 29 hectares, 11.4 hectares and 43 hectares.

1.3. Methodology.

This report has been prepared in accordance with the NSW Heritage Management System described in the *NSW Heritage Manual* and follows procedures and approaches outlined in *Statements of Heritage Impacts*, *Archaeological Assessments* and *Assessing Significance for Archaeological Sites and 'Relics'*.¹ It supports the principals and practices outlined in *The Conservation Plan* by J.S. Kerr and the *Australia ICOMOS Charter for Places of Cultural Significance* (The Burra Charter) and has regard for statutory requirements.²

This report includes:

1. A history of Culburra with a focus on the area to the west of the town;
2. A description of the proposed subdivision area, its physical context and ground disturbance;
3. An evaluation of the probable extent, nature and integrity of existing non indigenous heritage and surface and sub-surface remains within the proposed development site;
4. An assessment of the heritage significance of identified heritage items and the archaeological significance of potential relics;
5. An assessment of the impact of the proposed subdivision and subsequent development on the significance of identified heritage items and potential archaeological relics at the subject site;
6. Measures to mitigate or minimise negative impacts of the proposed subdivision and subsequent development on the heritage values of identified items and the potential archaeological resource;
7. Recommendations in accordance with heritage significance and statutory obligations; and
8. A bibliography of primary and secondary research sources used.

¹ NSW Heritage Office and Department of Urban Affairs and Planning. 1996. *NSW Heritage Manual*. HO/DUAP, Sydney. *Statements of Heritage Impact* (update, 2001).
Heritage Office. 2002. *Statements of Heritage Impact*. NSW Heritage Office.
NSW Heritage Office and Department of Urban Affairs and Planning. 1996. *Archaeological Assessments. Archaeological Assessment Guidelines*. HO/DUAP, Sydney.
NSW Department of Planning (Heritage Branch). 2009. *Assessing Significance for Archaeological Sites and 'Relics'*. NSW Department of Planning.

²Australia ICOMOS. 1999. *The Burra Charter. The Australia ICOMOS Charter for Places of Cultural Significance*. Australia ICOMOS Inc.

Kerr, James, Semple. 1996. *The Conservation Plan. A Guide to the preparation of conservation plans for places of European cultural significance*. The National Trust (NSW).

1.4. Author Identification.

Dr. Louise Steding (PhD) and Mr Gerald Steding (MA) of Steding Associates carried out a site survey and recording on the 12th, 13th and 14th of January 2011. This report was written by Dr. Louise Steding.

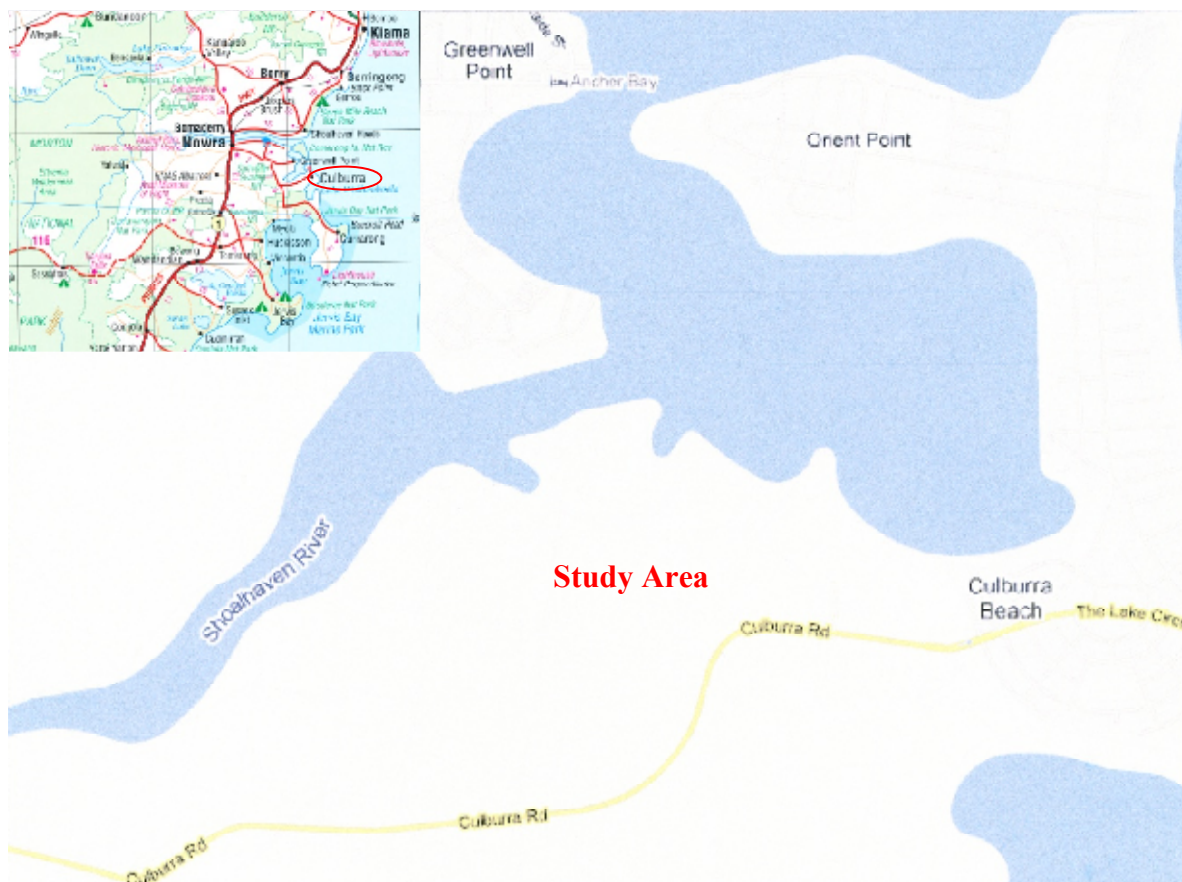


Figure 1.1. Plan showing the location of Culburra, New South Wales. From *Google Maps*, 2011.



Figure 1.2. Satellite image showing the survey area and Culburra, New South Wales. From *Google Maps*, 2011.

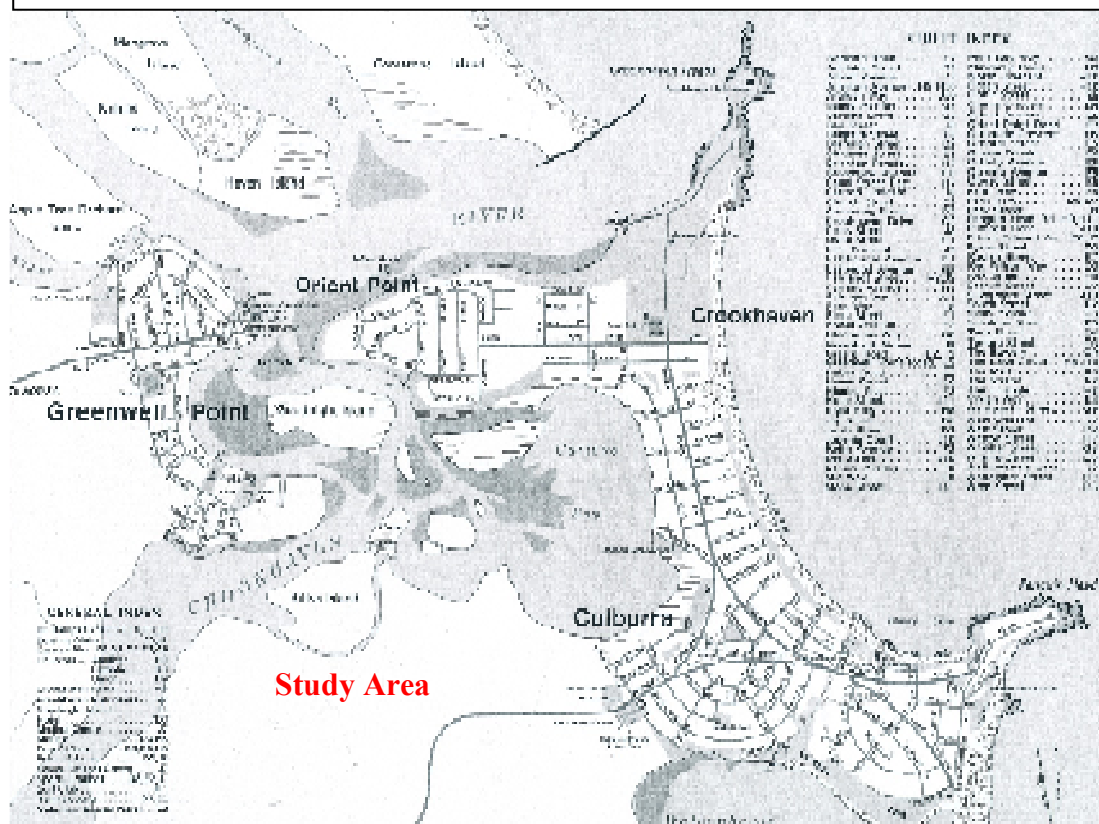


Figure 1.3. Plan of Culburra. From Shoalhaven Street. J.K. Craigie, 1985. 1st Edition.

2. HISTORICAL CONTEXT OF WEST CULBURRA.

This chapter is a brief history of Culburra and its surrounds. It provides a context for the proposed subdivision of West Culburra and describes the sequence of historical developments and processes of construction which have shaped the area and its landscape. This framework facilitates the prediction of areas of heritage value and potential archaeological sensitivity and facilitates the interpretation and assessment of relics and associated structures that may be impacted by subdivision and subsequent development.

2.1. Early Settlement of Culburra.

The first Europeans travelled through the Culburra area as early as 1805.³ In 1813 a party from the ship Mathilda was guided by Jerrinja Aboriginal people across the mouth of Lake Wollumboola as they travelled north.⁴ Cedar cutters soon set up camp in the area and used the river to raft and then ship logs to the Sydney market.⁵

Culburra was originally called Wheelers Point after George Wheeler, one of the first landholders.⁶ Other early landholders included Maurice O’Connell, Alexander Berry, Edward Wollstonecraft and Patrick Caffray. George Wheeler owned 158 acres at Kinghorn Head (now called Penguin Head) as well as some land around Lake Wollumboola.⁷ Edward Maurice O’Connell owned 604 acres extending from Lake Wollumboola in the south and southeast to near Palm Way in today’s town of Culburra Beach (refer to Figure 1.3). Some 915 metres of O’Connell’s land fronted the beach.⁸ In 1822 Alexander Berry and his partner Edward Wollstonecraft took possession of 10 000

³ Clark, Alan. 1973. *500 Names and Places of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.12.

⁴ Clark, Alan. 1973. *500 Names and Places of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.12.

⁵ after Welch, Pat (edt.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.75.

⁶ Clark, Alan. 1973. *500 Names and Places of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.12.

⁷ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

⁸ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

acres land granted to him by Governor Brisbane and established a settlement near Mount Coolangatta – the Coolangatta Estate, on the north side of the Shoalhaven River.⁹ Patrick Caffray owned 133 acres north of O’Connell’s land to Park Row near Crookhaven Park in today’s town of Culburra Beach.¹⁰ He lived at Orient Point.

In its early years the Culburra region was used for timber getting and sheep grazing, with a wool wash located near the boat ramp at Lake Wollumboola.¹¹ Curley’s Bay was named after an Aboriginal shepherd who looked after Alexander Berry’s sheep.¹² Sheep runs expanded to agricultural farms and dairying emerged as a strong industry.

In 1822 Berry established a settlement of convicts, Aboriginal and Maori farm labourers and other employees at the foot of a mountain that he named “Cullengatty”.¹³ The estate containing convict accommodation, worker’s cottages, stables, coachman’s quarters, harness room, a blacksmith’s shop, a tinsmith’s shop, a hall, offices, grew up around the Berry homestead.¹⁴ Alexander’s brothers John, William and David took on the management of the estate in 1836 when he moved to Sydney.¹⁵ Wollstonecraft’s holdings at Numbaa were added to the Berry’s estate on his death in the 1840’s.¹⁶

Farming in the area continued to grow. Small farmers, often tenants of the Berry brothers, worked the surrounding country. Still the population of the area remained sparse. As early as 1829 Alexander Berry had built a wharf at Greenwell Point.¹⁷ Here, local farmers in the region loaded their produce on board ships bound for Sydney. By the 1870s the district was emerging as a major supplier of farm produce and timber to

⁹ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.75.

¹⁰ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

¹¹ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.4.

¹² Clark, Alan. 1973. *500 Names and Places of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.13.

¹³ State Heritage Inventory: Database No.2390185;

Bayley, William A. 1975. *Shoalhaven. History of the Shire of Shoalhaven, New South Wales*. Shoalhaven Shire Council. p.222.

¹⁴ State Heritage Inventory: Database No.2390185.

¹⁵ State Heritage Inventory: Database No.2390185.

¹⁶ State Heritage Inventory: Database No.2390328.

¹⁷ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.75.

the colony with Greenwell Point as the earliest port in the Shoalhaven region. Many fishermen were also working in the Shoalhaven / Crookhaven estuary. Their catches were taken to the wharf and transported to Sydney.¹⁸ Large ships called from Sydney and Melbourne and smaller vessels brought produce from further up the Shoalhaven River to be exported from the port.¹⁹ In 1852 the Illawarra Steam Navigation Company was established locally to service the transportation of goods and passengers to the Sydney Market.²⁰ By 1872 the southern arm of the Crookhaven River was opened to large steamers and Greenwell Point had become the fourth busiest port in the state after Sydney, Wollongong and Newcastle.²¹ By 1879 a large government wharf had been constructed at Greenwell Point.²² A smaller wharf had been built at Crookhaven Heads.

Several vessels were wrecked on the rocks in the vicinity of the Greenwell Point and Crookhaven Heads. In the early 1860s the schooner “Ceylon” ran aground on the south southeast side of Lighthouse Hill. The barque “Pacific” ran ashore on the neck of the peninsula in about 1870. Then, in the early 1880s, the schooner “Henrietta” was wrecked on the reef northeast of Lighthouse Hill. The Steamer “Brooklyn” ran onto the outer reef at the Crookhaven River entrance in 1911.²³

With the rapid growth of river and coastal shipping in 1870s, a Pilot Station was built at Crookhaven Heads (then referred to as Shoalhaven).²⁴ It was commissioned by the NSW Maritime Board on the 1st of February 1872.²⁵ The Pilot Station was run by Marine Captain John Craig (Pilot) and four boatmen: W. Sparkes, W. Armstrong, John

¹⁸ Clark, Alan (edt.). 1994. *Villages of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.15.

¹⁹ Clark, Alan (edt.). 1994. *Villages of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.15.

²⁰ Welch, Pat (edt.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.77.

²¹ Welch, Pat (edt.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.77.

²² Welch, Pat (edt.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.89.

²³ Welch, Pat (edt.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.79, 83, 87, 100.

²⁴ Shoalhaven City Council and Department of Lands. 2006. *Plan of Management. Crookhaven Headland*. For Shoalhaven City Council. p.13.

²⁵ Fleming, A.P. 1973. *White Towers. The Illawarra Lighthouses. Crookhaven Heads to Cape Baily*. Illawarra Historical Society. p.14.

Armstrong and R. Baxter.²⁶ A new lighthouse was erected in 1904 at which time the Stations name was changed to Crookhaven.²⁷ Its light was lit by Captain Eddie on the 15th of September 1904.²⁸

By 1858 the Princes Highway had been extended to Bomaderry,²⁹ making the area far more accessible to overland travellers and settlers. With the death of David Berry in 1889, the Coolangatta Estate which he had inherited began to break up. Additional small dairy farms emerged as this industry flourished.³⁰ Complementing the growing rural community, Nowra developed as the principal urban centre. The Parish of Wollumboola was proclaimed on the 7th May 1887.³¹ Soon after, in 1893, the railway arrived from Sydney to Bomaderry, further opening the region to rural and urban development.³² It also marked the end of the passenger steamship service.

In 1891, 233 acres of land adjacent to the Crookhaven headland were notified as a recreation reserve (Welch p.89). Soon after, the Aboriginal Protection Board decided to relocate Shoalhaven Aboriginal people from the Berry Estate. Twenty seven acres were excised from Crookhaven Park at Orient Point as the Roseby Park Aboriginal Reserve in 1900.³³ With over 100 people in the reserve, including 42 children, in 1903 the area's first school opened - Roseby Park Aboriginal School.³⁴ In 1907 the Aboriginal Reserve was expanded by a further 39 acres by the Aboriginal Protection Board.³⁵

²⁶ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.87.

²⁷ Shoalhaven City Council and Department of Lands. 2006. *Plan of Management. Crookhaven Headland*. For Shoalhaven City Council. p.13,
 Dunn, Cathy. 2011. *Bringing Progress to Culburra Beach and Surrounds*. For Culburra Beach Progress Association. (Internet site).

²⁸ Fleming, A.P. 1973. *White Towers. The Illawarra Lighthouses. Crookhaven Heads to Cape Baily*. Illawarra Historical Society. p.15.

²⁹ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.77.

³⁰ State Heritage Inventory: Database No.2390328.

³¹ Clark, Alan (ed.). 1994. *Villages of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.13.

³² Shoalhaven City Council and Department of Lands. 2006. *Plan of Management. Crookhaven Headland*. For Shoalhaven City Council. p.13.

³³ Shoalhaven City Council and Department of Lands. 2006. *Plan of Management. Crookhaven Headland*. For Shoalhaven City Council. p.12.

³⁴ State Heritage Inventory: Database No.2390323.

³⁵ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.89.

The emerging coastal town itself was named Culburra after an Aboriginal word meaning sand by developer Henry Halloran in c.1916.³⁶ Culburra Estate was first subdivided in 1921 and land was sold by Halloran.³⁷ However, development was slow, though the district was becoming known as a holiday place. In 1928 a 13 bedroom guesthouse was built by Halloran to encourage visitors to the area.³⁸

Culburra developed as a quiet seaside tourist village in the 1920s.³⁹ It was the second suburb of the initial plan for St. Vincent City (refer below to Section 2.2). Land sales commenced in 1922 and the town gradually became known for its beaches, swimming, surfing, sailing, boating, prawning and fishing. As the town grew, holiday cottages were built with ocean views and shops, businesses and sporting clubs were established.⁴⁰ Still in its early years, only a dirt road led to Culburra and fresh water had to be pumped from the well above Culburra Beach. Furthermore, many early travellers to Culburra had to open and close farmer's gates so that cattle and sheep did not stray.⁴¹

During the years of World War II, Culburra Guesthouse became uneconomical to run. The house was sold in 1952 and its new owners Jordan and Quiggen transported the buildings to Nowra for use as part of the Riverhaven Motel.⁴² The Moongate beach pebble arch entrance and Norfolk Island Pines are the only visible physical evidence of the former guesthouse at 198 Penguin Head Road.⁴³ Also during World War II passenger boats on the Shoalhaven and coastal steamers ceased operations. Since this

³⁶ Clark, Alan. 1973. *500 Names and Places of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.12.

³⁷ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. pp.4, 89, 95.

³⁸ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. pp.4, 95.

³⁹ Billett, W. and Hale, J. 1986. 'More on Culburra House'. *The Shoalhaven Chronograph*. Newsletter for the Shoalhaven, Berry & Kangaroo Valley Historical Societies. pp.2-3.

⁴⁰ Clark, Alan (ed.). 1994. *Villages of Shoalhaven*. Shoalhaven Tourism Board, Shoalhaven City Council. p.13, Welch p.4.

⁴¹ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.57.

⁴² Billett, W. and Hale, J. 1986. 'More on Culburra House'. *The Shoalhaven Chronograph*. Newsletter for the Shoalhaven, Berry & Kangaroo Valley Historical Societies. p.2; Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. pp.4-5.

⁴³ State Heritage Inventory: Database No.2390656 and Database No.2390326.

time, generally only fishing craft and private pleasure boats have used the facilities at Greenwell Point.⁴⁴

Following the war, in the late 1940s development was intermittent. By 1949 the general layout of Culburra township had been established with Prince Edward Avenue, the main road, running alongside the beach.⁴⁵ At this time a few dwellings had been built on the east side at Tilbury Cove and to the north adjacent to the Crookhaven River entrance. Several cul-de-sacs off Prince Edward Avenue had been cleared between Park Row and The Mall.⁴⁶

Rapid growth and a boom period as a tourist destination began in the 1950s and 1960s.⁴⁷ In 1956 the bitumen road was extended from Nowra and electricity arrived in the region.⁴⁸ The Culburra surf life saving club was formed the same year, though their club house on Warrain Beach did not arrive until 1965.⁴⁹ At this time, the local community was petitioning for a permanent town water supply.⁵⁰ The main roads through Culburra had been further improved by 1961, with the main road through the town being sealed in 1969.⁵¹ By c.1960 around 70 dwellings had been built along the cul-de-sacs between the beach and Prince Edward Avenue.⁵² Within five years, in 1965, a committee was formed to create a Bowling Club. Land was donated by Mr and Mrs

⁴⁴ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. pp.29, 89.

⁴⁵ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

⁴⁶ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

⁴⁷ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.3.

⁴⁸ Bayley, William A. 1975. *Shoalhaven. History of the Shire of Shoalhaven, New South Wales*. Shoalhaven Shire Council. p.222.

⁴⁹ Bayley, William A. 1975. *Shoalhaven. History of the Shire of Shoalhaven, New South Wales*. Shoalhaven Shire Council. p.222;

Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.244.

⁵⁰ Bayley, William A. 1975. *Shoalhaven. History of the Shire of Shoalhaven, New South Wales*. Shoalhaven Shire Council. p.234.

⁵¹ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.4.

⁵² Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.4.

Warren Halloran for this purpose and the Bowling Club obtained its licence the following year.⁵³

By 1969 growth had continued with some 120 houses built east of Prince Edward Avenue. Most were low cost holiday cottages. By 1978 this number had increased to over 240 houses.⁵⁴

Again, the Halloran family donated land for a community facility. In 1987 funding of \$1,326,200 was reserved for the construction of a 40 bed nursing home and a 20 unit hostel on the donated land at Culburra.⁵⁵ The Culburra & Districts Retirement Village now stands adjacent to the Culburra & Districts Senior Citizens Centre.

A few years earlier in 1984 the Culburra/Orient Point Sewerage Scheme was commenced. Augmentation of the scheme was necessary due to town growth and the planned expansion of Culburra with a new development area proposed to the west Culburra.⁵⁶ Presented in 1995, in a new proposal, residential development was planned for 400 hectares west of Culburra as part of the expansion of Culburra.⁵⁷ This development was extend to the east and south of the Sewerage Treatment Plant.⁵⁸

2.2. Henry Halloran and Culburra in the 20thC.

Henry Ferdinand Halloran was a land speculator, real estate agent and surveyor. He was born in Sydney in 1869 as the eldest child of Edward Roland Halloran and Adeline Burgess (née Reuss).⁵⁹

⁵³ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. pp.97, 239.

⁵⁴ Public Works Department. No date. *Culburra Beach. Coastal Engineering Advice*. For Shoalhaven City Council. p.4.

⁵⁵ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.221.

⁵⁶ Shoalhaven City Council (General Manager, Policy & Planning Committee). 1995. *Proposed Subdivision at Long Bow Point Culburra. Assessment Report*. For Shoalhaven City Council. p.1.

⁵⁷ Shoalhaven City Council (General Manager, Policy & Planning Committee). 1995. *Proposed Subdivision at Long Bow Point Culburra. Assessment Report*. For Shoalhaven City Council. p.4.

⁵⁸ Shoalhaven City Council (General Manager, Policy & Planning Committee). 1995. *Proposed Subdivision at Long Bow Point Culburra. Assessment Report*. For Shoalhaven City Council. p.13.

⁵⁹ Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.171.



Image 4.12. Dense undergrowth in the northeast portion of Area 5. Facing southwest. Stedinger Associates, 2011 (File 2181).



Image 4.13. The northern portion of Area 5. Facing north. Stedinger Associates, 2011 (File 2186).



Image 4.14. View back over the cleared landscape on the west side of Area 5. Facing southeast. Stedinger Associates, 2011 (File 2205).



Image 4.15. Dense bushland borders the cleared land to the west in Area 5. Facing northeast. Stedinger Associates, 2011 (File 2222).

4.2. *Vegetation.*

Types of woodland in the area include Blackbutt, Bangalay, Grey Ironbark, Hard-leaved Scribbly Gums, Swamp Oak-Eucalypt, Sheoaks, and Tea Tree scrub. Grey mangroves are re-establishing along the estuary. No Bunya Pines or fruit trees, such as quince, lemons, apples and pears, which typically suggest the presence of early homesteads, were found. Isolated small Palms were found in Areas 3 and 5 have grown from seeds that have been dropped by birds or have blown in. No evidence of former gardens were associated with these plants.

Area 1 has been cleared in its eastern portion beside Canal Road East. The woodland to the west is secondary regrowth. Area 2 has been largely cleared with only sparse bushland remaining to the south and southwest. Areas 3 and 4 remain covered by secondary woodland, with visibility sometimes obscured by dense undergrowth. Some larger older trees remain, though indicating that former land clearance was selective. Approximately half Area 5 has been cleared, this open grazing land being located to the west. To the east its secondary bushland is a continuation of that in Areas 3 and 4



Image 4.16. Dense secondary regrowth in the northwest of Area 1. Facing southeast. Stedinger Associates, 2011 (File 2132).



Image 4.17. Bushland with cleared areas across the central west of Area 1. Facing east. Stedinger Associates, 2011 (File 2133).



Image 4.18. View southwest across cleared land in Area 2. Stedinger Associates, 2011 (File 2120).



Image 4.19. Dense bushland occurs in Area 3 (centre west). Facing north. Stedinger Associates, 2011 (File 2166).



Image 4.20. View into the dense bushland of Area 3 (west). Facing south. Stedinger Associates, 2011 (File 2169).



Image 4.21. View of dense bushland in Area 4 (northwest). Facing southwest. Stedinger Associates, 2011 (File 2180).



Image 4.21. Bushland and lantana in Area 5 (north). Facing southwest. Stedinger Associates, 2011 (File 2183).



Image 4.21. View of woodland and palm in Area 5 (centre). Facing south. Stedinger Associates, 2011 (File 2180).



Image 4.22. Isolated small Palms in Areas 3 and 5 have grown from seeds dropped or blown in. No evidence of a former garden was associated. Facing north. Stedinger Associates, 2011 (File 2160).



Image 4.23. View across cleared land in Area 5. Facing southwest. Stedinger Associates, 2011 (File 2201).

4.3. Heritage within the Proposed Development Site.

As part of a rural landscape and being in the vicinity of the Crookhaven River pastoral landscape⁷⁹ the survey area was examined for any evidence of former or existing structures like house footings, sheds or wells, remnant gardens, fencing or land division patterns, stock yards, access roads, drainage channels and. Its northern boundary was investigated for remnant slipways or jetties.

Spatial Area 1.

Spatial Area 1 contains a modern development at its southwest corner. A medical centre and opportunity shop presently operate from this location. Elsewhere on the east side of this area the land has been cleared. On the west side, secondary regrowth indicates a previous land clearance. No European heritage items, features or sites or potential archaeological deposits were located in this area.



Image 4.24. A cleared paddock on the east side of Area 1 with modern development in its southeast corner. Facing southwest. Stedinger Associates, 2011 (File 2127).

Spatial Area 2.

In Area 2 the remnants of a split log and wire fence still survive.⁸⁰ The posts indicate an early boundary or fence line. The tallest of the posts is 1600mm in height. Holes were initially drilled into the posts for 3 strands of wire. In more recent years 4 strands of wire has been tacked to the post. Although no longer continuous, it appears to have once extended southwards towards Lake Wollumboola. Components of the timber fence would have been replaced over the years. The burnt tall post indicates that at least part of the fence was destroyed by fire.

⁷⁹ Shoalhaven Heritage Inventory Database No.2390328.

⁸⁰ GPS: Area2 (south) 56H 0294 554 / 613 2080.



Image 4.25. Remnants of an early timber fence runs southwards from Area 2. Facing southwest. Stedinger Associates, 2011 (File 2124).

Spatial Areas 3 to 5.

Area 3 contains a few physical remnants of past European activity. In its early days timber cutters worked in the region. Few older trees survive in the survey area. Though, in Areas 3 and 4 the occasional tree has a diameter of between 500mm and 800mm. Leaving their mark, a wedge shape cut from an adze was found in one older dead tree.⁸¹ For some reason, the timber cutters did not continue to fell this particular tree some 100 years ago. Another large dead tree was noted in Area 4, though no adze marks were found.



Image 4.26. A wedge shape has been cut from a tree in the northeast section of Area 3. Facing northeast. Stedinger Associates, 2011 (File 2162).

Image 4.27. A large dead tree noted in the centre east portion of Area 3. Facing west. Stedinger Associates, 2011 (File 2165).



⁸¹ GPS: Area 3 (NE) 56H 029 4008 / 613 2933.

At the northern boundary of Area 3, a modern copper log post marks a former boundary set in from the shoreline oriented north to south. No other features were associated with the two posts, though a change of vegetation to grass on the east side of this fence suggests a former change of use.⁸²



Image 4.28. A modern copper log fencepost at the northern boundary of Area 3. Facing north. Stedinger Associates, 2011 (File 2157).

A small sandstone and concrete culvert was noted along a track to the southwest in Area 4.⁸³ Again, this feature is more recent and no evidence of a homestead or other European site was found at the end of the track. The pipe was inserted by the farmer as part of the maintenance of this access track.



Image 4.29. A more recent culvert has been inserted along a track in Area 4. Facing south. Stedinger Associates, 2011 (File 2178).



Image 4.30. No house site or other feature was found at the end of the track associated with the culvert. Facing west. Stedinger Associates, 2011 (File 2179).

⁸² GPS: Area 3 (north) - 56H 029 3948 / 613 3020.

⁸³ GPS: Culvert in Area 4 (southwest) - 56H 029 3211 / 613 2472.

A split post and wire fence extends from north to south in Area 5, separating the bushland from the cleared paddock. Use of the split posts appears to have continued for some 50 years. The extension of the fence into the estuary, however, is more recent despite the fence having collapsed at this location.



Image 4.31. Above: Extension of the fence into the river within the last 20 years. Facing southwest. Stedinger Associates, 2011 (File 2194).

Image 4.32. Left: Split post and wire fence in Area 5. Facing northeast. Stedinger Associates, 2011 (File 2197).

4.4. Archaeological Potential.

4.4.1. Potential Sites and Artefact Bearing Deposits.

As part of rural landscape the proposed development area was examined for evidence of early farming activities such as house or shed footings, early access roads, drainage channels, other features and associated artefacts.

No physical evidence of earlier structures was revealed by historical research or by site survey. There appears to be no likelihood features like refuse pits, privies, wells or demolition rubble from earlier structures occurring within the proposed development area. Accordingly, the subject survey area has little archaeological potential for accumulated deposits containing European artefactual material. It is not considered that archaeological evidence will contribute significant or substantial information about the

settlement of the area west of Culburra Beach.

4.4.2. Disturbance.

Ground disturbance is limited within the subject survey areas. Generally minor disturbance has resulted from land clearance leaving vacant paddocks and secondary regrowth. A narrow corridor in Areas 3 to 5 has been disturbed during the laying of the sewer line.



Image 4.33. View of cleared land and secondary regrowth across Area 2 beside a more recent community development. Facing east. Stedinger Associates, 2011 (File 2122).

4.5. Heritage in the Vicinity.

Two European sites occur in the immediate vicinity of the subject development area on the west side of Area 5. A former concrete shed is located approximately 500 metres to the northwest of Area 5 and a cattle yard and shed some 300 meters to the southwest.⁸⁴

The structure to the northwest is a mass concrete shed that once had a skillion roof fixed to its southwest side. Gaps cast into the concrete indicate the location of roof battens as well as those for the timber frame of the structure. The concrete itself was made using local resources, as indicated by the presence of river pebbles and shell in the aggregate. It appears to date to c.1910 and was probably a small storage shed and yard associated with a dairy. The use of concrete suggests the need to keep a substance, like milk, cooler. Shelving also once existed along the interior walls of the structure.

⁸⁴ GPS: Structure 1 (cool room) - 56H 029 2344 / 613 2612.



Image 4.34. View of the 'cool' shed west of Area 5. Facing north. Stedinger Associates, 2011 (File 2217).



Image 4.35. Entrance to the 'cool store' or shed west of Area 5. Facing southeast. Stedinger Associates, 2011 (File 2210).



Image 4.36. Interior of the 'cool' shed showing wall pegs that once supported shelves. Facing southeast. Stedinger Associates, 2011 (File 2211).



Image 4.37. Detail of pebble and shell aggregate with gap from former timber member. Facing northeast. Stedinger Associates, 2011 (File 2213).

The second structure lies further south on higher ground near the natural ridge. This shed with cattle yards is still operational. The lower wall of this shed is concrete. Its bluemetal aggregate and the presence of fibro cladding suggests a more recent date for this structure. The shed appears to date to the 1960s to 1970s.⁸⁵



Image 4.38. Cattle yards and shed southwest of Area 5. Facing northwest. Stedinger Associates, 2011 (File 2226).

⁸⁵ GPS: Cattle shed and yards - 56H 029 2219 / 613 2166

Only one other potential European heritage site may exist in the vicinity, in this instance as indicated in historical sources. Welch makes a brief mention that Mr Halloran began to cut a canal from Curley's Bay to Lake Wollumboola but was ordered to abandon the idea by the Lands Department.⁸⁶ It is assumed here that he is referring to Henry Halloran post dating 1950. No location, however, was given and no physical evidence was located during the recent survey of Area 1. It may be that Canal Street itself, east of Area 1, was the location of Mr Halloran's canal works. Alternatively, the canal may have been commenced closer to the shore north of Area 1.

The Wider Area.

Heritage items listed in the Culburra Beach and Coolangatta area are too far from the subject survey area to be considered as heritage in the vicinity. In the wider area several European heritage sites exist.

At Culburra Beach the pebble arched entrance to the former Culburra Guesthouse, known as "Moongate", is located at 196 Penguins Head Road. The Moongate and Norfolk Island Pines are the only tangible evidence of the former Culburra Guesthouse that was erected on this site.⁸⁷ At the end of this road, a geological site lies along the shore at Penguins Head. The Crookhaven Lighthouse Complex is located at Prince Edward Avenue. At Orsova Parade, Orient Park, a vertical timber drydock was built in the early twentieth century to service the dredge Pluto. The dredge kept the shipping channels in the Shoalhaven River navigable operating for 40 years.⁸⁸

North of the survey area, beyond Greenwell Point, in 1822 Comerong Island was separated from the mainland by the construction of a canal by Alexander Berry. It was connected to the mainland by the Comerong ferry.⁸⁹ The former Coal Wharf Site is located off Comerong Island Road.

⁸⁶ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.57.

⁸⁷ Shoalhaven Heritage Inventory. Database No.2390656

⁸⁸ Shoalhaven Heritage Inventory. Database No.2390321

⁸⁹ Shoalhaven Heritage Inventory. Database No.2390283

The Coolangatta Estate is located at the foot of Mt Coolangatta, on Bolong Road. As discussed in Chapter 2, it was established in 1822 on land granted to Alexander Berry and his partner Edward Wollstonecraft. Coolangatta House (1824) was destroyed by fire in 1946. In 1968 the estate was purchased and restored by Colin Bishop converting the site into the Coolangatta Historic Village Motel.⁹⁰ Today the Coolangatta Estate Group includes Convict quarters, Federation residence and gardens, stables, coachman's quarters, harness room, homestead ruins, former office, Billiard Rooms, Colonial community hall, Worker's cottage, Blacksmith's shop, tinsmith's shop and residence, remnant gardens, Berry-Hay private cemetery. At Orient Point, Roseby Park is a 'contact period' site - a reserve for Aboriginal people many of whom were relocated from Coolangatta Estate.⁹¹



Image 4.39. Remains of the old homestead at Coolangatta. Stedinger Associates, 2011 (File 2147).

4.6. Views and Sightlines.

As part of a rural landscape being in the vicinity of the Crookhaven River pastoral landscape and natural landscapes like the Crookhaven River Estuary and the Lake Wollumboola as well as European heritage places in the wider area, significant views to and from the proposed development are considered here.

The foreshores of the river and estuary are natural aesthetic features at the subject site. They will continue as a scenic backdrop to this extension of the town of Culburra. At present, views to the foreshore from the proposed development site are obscured by vegetation in Areas 3 and 4. Closer to the shore in Area 5 land clearance allows a partial

⁹⁰ Shoalhaven Heritage Inventory Database No.2390185.

⁹¹ Shoalhaven Heritage Inventory Database No.2390323.

view of the estuary foreshore and Billy's Island. Just beyond Area 5, views along the river will be available from the estuary itself.



Image 4.40. Views to the shoreline obscures by vegetation, Area 4. Facing north. Stedinger Associates, 2011 (File 2170).



Image 4.41. Partial views to the shoreline and Billy's Island are available from Area 5 due to land clearance. Facing northeast. Stedinger Associates, 2011 (File 2192).



Image 4.42. Views along the estuary fronting Area 5. Facing northwest. Stedinger Associates, 2011 (File 2196).

No significant views extend to or from the Coolangatta Estate. This early settlement is sited in the far distance. The Coolangatta Estate lies to the north behind Comerong Island and Greenwell Point. Views back to West Culburra are also obscured, even from higher ground at the Estate.



Image 4.43. View to West Culburra from Coolangatta. Stedinger Associates, 2011 (File 2138).



Image 4.44. View to West Culburra from higher ground at the Coolangatta tennis courts. Stedinger Associates, 2011 (File 2141).

The existing settlement at Greenwell Point is just visible from the ridge at Area 5. This view is partly screened by vegetation. Like those between Greenwell Point and Culburra Beach, distant views will be exchanged between the western extension of Culburra and the adjacent coastal settlement.



Image 4.45. View to houses over the river at Greenwell Point from Area 5 (west). Facing north. Stedinger Associates, 2011 (File 2207).



Image 4.46. View to houses over the river at Greenwell Point from the southern boundary ridge at Area 5. Facing north. Stedinger Associates, 2011 (File 2220).

No significant views extend to the site from significant landmarks in the Culburra area. In most instances the proposed development area is too distant from such locations.



Image 4.47. View to West Culburra from Orient Point. Stedinger Associates, 2011 (File 2152).



Image 4.48. View to West Culburra from Whistler Street. Stedinger Associates, 2011 (File 2135).



Image 4.49. View across Lake Wollumboola to the catchment area with West Culburra beyond. Stedinger Associates, 2011 (File 2151).

In 1890 Halloran became a licensed surveyor. By 1895 he had also become a valuer and the following year a conveyancer. Two years later Halloran had established his own Sydney based firm, Henry F. Halloran & Co., which specialized in land and property dealings. Then, on the 23rd of December 1903 he married Alice Mabel Cobcroft (née Chowne).⁶⁰

One of the largest developers in the area, Henry Halloran became active in subdividing large areas that it had acquired earlier.⁶¹ With a focus on coastal locations, between 1906 and 1908 Halloran subdivided land at Seaforth, Cronulla Highlands, Warriewood, Stanwell Park, Avoca and Yow Yow (near Gosford).⁶² He also subdivided various estates at Lake Macquarie, the Blue Mountains, the central coast, Wandandian and Wollamia.⁶³

Halloran also had a number of long-range plans that centred on Canberra, Port Stephens and Jervis Bay. He had established Canberra Freehold Estates after the proclamation of the Jervis Bay Act (1915) and had laid out various subdivisions on Canberra approaches. Environa was the most ambitious, being sited on the Queanbeyan-Cooma railway and included clear views of the capital.⁶⁴ His Jervis Bay plans included St. Vincent City (refer below), Jervis Bay City and Pacific City based on Vincentia and St. Georges Basin.⁶⁵ The first land sales at Jervis Bay commenced in 1917.

In the Culburra area Henry Halloran acquired most of the land at Orient Point, east of Roseby Park to Crookhaven Park Reserve then south to both sides of the main road.

⁶⁰ Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.171.

⁶¹ Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.190.

⁶² Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.172.

⁶³ Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.172;
 Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.190.

⁶⁴ Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.172.

⁶⁵ pers.com. John Toon forwarding information from W. Halloran, 2011.

around Curly's Bay, Caffrey's Paddock, Jim Annes paddock, to Whistler Street, the Headland and around the lagoon called Wheeler's Point.⁶⁶

Here, Halloran had plans for a major settlement called St. Vincent City with basic circular layout influenced by the designs of Walter Burley Griffin, the landscape architect who designed Canberra. Orient Point (1917) and Culburra (1922) were to be the first suburbs of St. Vincent City - a city with a railway to Jervis Bay.⁶⁷ These plans were examined by Clyde Council in 1915,⁶⁸ and approved by South Shoalhaven Council in 1918.⁶⁹ The following year subdivision plans were pursued by Halloran and Co. at Lake Wollumboola for Portion 5 and the Crookhaven Estate.⁷⁰ However, following the First World War, plans for a ship building port had not advanced at Jervis Bay and with reduced activities at the Naval College plans for the City of St Vincent were deferred.⁷¹

In 1930 Realty Realizations Ltd was incorporated to take over real estate agency activities. Henry F. Halloran & Co. remained to act as advisers, conveyancers, surveyors and town planners.⁷² On the 22nd of October 1953 Henry Halloran died at Bellevue Hill in Sydney.⁷³

⁶⁶ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.57.

⁶⁷ Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.190;
 Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.16.

⁶⁸ Welch, Pat (ed.). c.2010. *History in the Making. Culburra Beach, Orient Point, Crookhaven Heads*. Culburra Beach Progress Association Inc. p.16.

⁶⁹ pers.com. W. Halloran to John Toon, 2011.

⁷⁰ Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.190.

⁷¹ Antill, Robert G. 1982. *Settlement in the South. A record of the discovery, exploration and settlement of the Shoalhaven River Basin 1803-1982*. Weston & Co. Publishers. p.190.

⁷² Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.172.

⁷³ Atchison, John. 1983. 'Halloran, Henry Ferdinand (1869 - 1953)'. In *Australian Dictionary of Biography*. Melbourne University Press. Vol. 9. p.172.

2.3. *Historical Themes.*

A number of themes have emerged from the history discussed at local, state and national levels. These are:

- 1. National Themes: Building settlements, towns and cities.

State Themes: Towns, Suburbs and Villages.

Local Themes: Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages.

- 2. National Themes: Developing Australia's cultural life.

State Themes: Leisure.

Culburra has developed as a popular tourist and recreational destination.

Local Themes: Activities associated with recreation and relaxation.

- 3. National Themes: Marking the phases of life.

State Themes: Persons.

West Culburra and the wider area is associated with Henry Halloran, a notable figure in the development of the area and other locations in New South Wales.

Local Themes: Activities of, and associations with, identifiable individuals, families and communal groups – Henry Halloran.

2.4. *Historic Plans and Photographs.*



Figure 2.1. Henry F. Halloran & Co. *Locality Plan of Jervis Bay Crookhaven and St Georges Basin.* From Cathy Dunn (Culburra Beach Progress Association).



Figure 2.2. Henry F. Halloran & Co. 1978. Culburra Estate St Vincent Jervis Bay for Private sale by Henry F. Halloran & Co. auctioneers & Co. 82 Pitt Street Sydney. National Library of Australia. Map G8971.G46.

3. HERITAGE STATUS AND STATUTORY OBLIGATIONS.

3.1. *The NSW Heritage Act 1977 and the Heritage Amendment Act 2009.*

The NSW Heritage Act of 1977 is a statutory framework for the identification and conservation of heritage in New South Wales. The Act established the Heritage Council of New South Wales, which makes recommendations to the Minister on the implementation of the Heritage Act.

Items listed on the State Heritage Register require consent of the Heritage Council to undertake work or development which alters, moves, despoils or damages any part of the heritage item, place, precinct, land, its relics or any vegetation. No heritage site within or in the vicinity of the survey area at West Culburra is listed on the State Heritage Register. Nor is the study area part of a heritage conservation area.

However, the relics provision of the NSW Heritage Act 1977 applies generally to all land in New South Wales. Relics are afforded automatic protection under the Act. Under Section 4(1) of the NSW Heritage Act 1977 and the Heritage Amendment Act 2009 (No.34) a 'relic' is defined as:

Any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- (b) is of State or local significance.

As such, potential archaeological sites within the survey area, if extant, are protected by the NSW Heritage Act 1977 (refer to Chapter 4).

Section 146 of the NSW Heritage Act requires that the accidental discovery of relics should be reported in writing to the Heritage Council of NSW. Depending on the nature of the discovery, an additional assessment and possibly an excavation permit may be required prior to the recommencement of excavation in the affected area.

3.2. Shoalhaven Local Environmental Plan.

Section 84 of the NSW Heritage Act 1977 requires that when a council prepares a Local Environmental Plan under the Environmental Planning and Assessment Act 1979 that will apply to land on which a building, work or relic is situated, or that comprises a place or precinct, that is an item of the environmental heritage, then the council must ensure that the plan (or some other local environmental plan being amended by the plan) contains provisions to facilitate the conservation of the building, work, relic, place or precinct.

In the Shoalhaven Local Environmental Plan 1985 with Amendments made as at 30 April 2010, these provisions are listed under Division 4A, *Heritage Conservation*. In the pre-draft Shoalhaven Local Environmental Plan 2009 they are listed under Part 5 (section 5.10). Both plans aim to identify and conserve the environmental heritage of the City of Shoalhaven and its heritage significance.

Within the subject survey area, no items have been listed as environmental heritage under Schedule 7 of the Shoalhaven Local Environmental Plan 1985 with Amendments made as at 30 April 2010. Further, the subject survey area has not been listed in the Local Environmental Plan 1985 as, or part of, a heritage conservation area. A preliminary list is presented in Schedule 5 of the pre-draft Shoalhaven LEP 2009.

Items in Culburra that have been listed as items of environmental heritage in Schedule 7 of the Shoalhaven Local Environmental Plan 1985 include:

Moongate to the former Culburra Guesthouse site (196 Penguins Head Road);
Penguin Head Geological Site (Penguins Head Road); and
the Crookhaven Lighthouse Complex.

None of these items are situated in the immediate vicinity of the survey area at West Culburra. Schedule 5 of the pre-draft Shoalhaven LEP 2009 lists the same items for Culburra.

3.3. Illawarra Regional Environmental Plan No.1.

Provisions relating to Environmental Heritage are discussed under Part 15 of the Illawarra Regional Environmental Plan No.1. No heritage or archaeological items or sites have been listed within or in the vicinity of the proposed development Schedule 1, Items of Environmental Heritage.

3.4. Jervis Bay Regional Environmental Plan 1996.

The Jervis Bay Regional Environmental Plan 1996 protects the natural and cultural values of the Jervis Bay area. As part of this plan, Lake Wollumboola and much of the land around it to the south side of Culburra Road was declared a National Park in 1996 – Jervis Bay National Park. Also in 1996, a management plan for the care of Lake Wollumboola and its catchment was written by Shoalhaven City Council. In particular, the management plan applies up to the south border of proposed Spatial Area 2. The Regional Environmental Plan was deemed a State Environmental Planning Policy on the 1st July 2009.

3.5. Coastal Wetlands SEPP 14.

SEPP 14 places planning and development controls under the Environmental Planning and Assessment Act, 1979 over the wetlands. As a coastal wetland, the mangroves and Crookhaven River estuary fronting the proposed development to the north is protected under SEPP 14. To the south and southeast, Lake Wollumboola is located 1 kilometre (southeast) and 500 metres (southwest) from Spatial Area 2 of the proposed development. At Lake Wollumboola, SEPP 14 also protects areas around the outlets of Wattle Corner Creek and Downs Creek. Clause II, Catchment Protection, requires protection of the water quality and ecosystem of the catchment. In particular, the management plan applies up to the south border of proposed development.

3.6. Australian Heritage Lists.

The *Environment Protection and Biodiversity Conservation Act 1999* is the principal national environmental legislation. It provides protection for "matters of national

environmental significance" as represented by items listed on the Commonwealth Heritage List or the National Heritage List. Specifically, a natural, historic or indigenous place can only be added to the National Heritage List if the Minister is satisfied that it has outstanding heritage value to the Australian community as a whole. No site within the survey area has been included on the National or Commonwealth Heritage Lists.

3.7. Register of the National Estate.

No items located within West Culburra have been included on the Register of the National Estate. This Register has been frozen since 2007 but will continue as a statutory register until February 2012. It has been superseded by the Australian heritage lists.

4. *HERITAGE ASSESSMENT.*

Site survey and archaeological assessment of the subject study area at West Culburra was carried out by Dr. Louise Steding (PhD) and Mr Gerald Steding (MA) of Stedinger Associates on the 12th, 13th and 14th of January 2011. Specifically, this area was examined to assess visible non-indigenous heritage items and surface features, potential archaeological relics, existing disturbance and to establish the context of the proposed subdivision.

4.1. *Placement and Landscape.*

Spatial Area 1 (8 hectares).

Area 1 is located on the eastern edge of the existing town of Culburra Beach.⁷⁴ Its southern boundary lies along Culburra Road. To the east it lies along the west side of Canal Street East adjacent Weston Street. Strathstone Road lies parallel to and just off its western boundary near the Sewerage Treatment Plant. The northern frontage of Area 1 overlooks both the Crookhaven River and Curley's Bay.



Image 4.1. Area 1 has frontage to Culburra Road on the western outskirts of Culburra Beach. Facing east. Stedinger Associates, 2011 (File 2129).



Image 4.2. Recent two storey residential development along Canal Street East. Facing southeast. Stedinger Associates, 2011 (File 2125).

⁷⁴ GPS: Centre west side Area 1 - 56H029 4402 / 6132397.

Spatial Area 2 (5.5 hectares).

Culburra Road runs along the north boundary of Area 2 on the outskirts of the Culburra Beach township.⁷⁵ This land unit is sided by a retirement village to the east and a proposed sports complex to the west. Until recently this site west of Area 2 was used as a local rubbish tip. The southern boundary of Area 2 passes through parts Lot 1 DP88067 and Lot 3 DP825697. It has been placed long a subtle ridgeline that falls south into the catchment of Lake Wollumboola. The lake itself lies approximately 500 metres to the southeast and 1000 metres to the south of Area 2.



Image 4.3. A modern retirement village is located on the east side of Area 2. Facing south. Stedinger Associates, 2011 (File 2116).



Image 4.4. Area 2 has frontage to Culburra Road. Facing west. Stedinger Associates, 2011 (File 2117).



Image 4.5. A bowling club is located to the east beyond the retirement village within the town of Culburra Beach. Facing east. Stedinger Associates, 2011 (File 2119).

⁷⁵ GPS: Gate Area 2 - 56H 0294709 / 613 2234.

Spatial Areas 3 (29 hectares), 4 (11.5 hectares) and 5 (43 hectares).

Areas 3, 4, and 5 lie side by side and are bounded on the north by Crookhaven River estuary and on the west by the Crookhaven pastoral landscape.⁷⁶ Protected by Sepp 14, the intertidal mudflats and mangroves occur a short distance beyond the boundary of Areas 3 to 5.

On the east side of this larger development area, beside Area 3, is a Sewerage Treatment Plant. Facilities at the treatment plant include inlet works, aeration tanks, sludge lagoons and drying bed.⁷⁷

Culburra Road lies set back to the south. A ridge between the estuary and the road has been selected as the southern boundary allowing drainage to be directed to the Crookhaven catchment.⁷⁸ Tracks are scattered through Areas 3 to 5 some of which descend to the estuary shoreline, beyond the proposed development area.



Image 4.6. View into the east side of Area 3 from a track that passes through the survey area. The Sewage Treatment Plant is located nearby to the east. Facing west. Stedinger Associates, 2011 (File 2153).



Image 4.7. View back into Area 3 from the northern boundary. Facing south. Stedinger Associates, 2011 (File 2159).

⁷⁶ Shoalhaven Heritage Inventory Database No.2390328.

⁷⁷ Public Works Department. 1995. *Culburra – Orient Point Sewerage Augmentation. Strategy Study Report*. For Shoalhaven City Council. p.4.

⁷⁸ after Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council. p.5.



Image 4.8. The central part of Area 3 to the southeast. Facing west. Stedinger Associates, 2011 (File 2164).



Image 4.9. Facing towards Area 3 from Area 4. Facing east. Stedinger Associates, 2011 (File 2172).



Image 4.10. View to the centre of Area 4. Facing west. Stedinger Associates, 2011 (File 2173).



Image 4.11. A track leads to the central southern portion of Area 4. Facing west. Stedinger Associates, 2011 (File 2175).

5. STATEMENT OF HERITAGE SIGNIFICANCE.

5.1. Significance Criteria.

When assessing the significance of a natural or cultural heritage item or site, common criteria are generally used by heritage consultants and Commonwealth and State agencies to provide a standardized method of describing the different types of values of heritage places. The criteria encompass values in the Australian ICOMOS Burra Charter.

In NSW criteria used for assessing significance have been standardised by the NSW Department of Planning (Heritage Branch) and are derived from definitions in the Heritage Act 1977.⁹² These criteria are:

1. historical (evolution and association),
2. aesthetic (scenic or architectural qualities, creative accomplishment),
3. social (contemporary community esteem) and
4. technical significance (archaeological, industrial, educational, research potential).

Further refining an assessment of significance, the degree of significance reflects the rarity, representativeness and integrity of an item or site. The level of significance is defined by whether an item or site is held to be significant in a state or local historical, geographical or community context.

5.2. Heritage Significance of Survey Area at West Culburra.

Assessment.

Historical (a) (course or pattern) (Not Applicable)

- The proposed development site west of Culburra does not contain heritage items or features that might significantly inform on the settlement of the Culburra.

⁹² NSW Heritage Office and Department of Urban Affairs and Planning. 2001. *Assessing heritage significance*. HO/DUAP, Sydney.
NSW Department of Planning (Heritage Branch). 2009. *Assessing Significance for Archaeological Sites and 'Relics'*. NSW Department of Planning.

Historical (b) (associated) (Applicable)

- Like Culburra Beach, the proposed development area is associated with Henry Halloran- a notable figure in the history of the development of the local area.

Aesthetic (c) (Applicable)

- The site of the proposed development overlooks and/or is in the vicinity of natural landscapes. Outside the proposed development area, the Crookhaven River estuary lies to the north, the Lake Wollumboola catchment area to the south and pastoral lands to the west.

Social (d) (Not Applicable)

- No European heritage or archaeological items, features or sites occur within the proposed survey area that are likely to be of heritage significance to the local or wider community.

Scientific (e) (Not Applicable)

- The proposed development area has no known non-indigenous archaeological potential for deposits containing artefactual material.
- No surface evidence of historical documentation was located that indicates the presence of non-indigenous archaeological sites within the proposed development area.

Rarity (f) (Not Applicable)

- The proposed development area does not appear to contain rare European sites, features or artefact.

Representative (g) (Not Applicable)

- The proposed development area is not representative of any European heritage or archaeological site type.

Integrity.

- Within the survey area ground disturbance generally appears to be minimal, with the exception of land clearance and the excavation of trenches for a sewerage pipeline.

5.3. Statement of European Heritage Significance.

The survey area at West Culburra is not considered to have historic, social or scientific heritage significance. This area has not been the location of intensive use or occupation. While only limited disturbance has occurred through land clearance and the installation of a sewerage pipe, the area is not anticipated to contain significant European archaeological relics. European heritage and archaeological items, features, sites and/or artefact bearing deposits are not present which might provide substantial or significant information on the settlement and development of Culburra or Shoalhaven region. Rather, it is the natural landscape in the vicinity of the proposed development that holds aesthetic significance, in particular the coastal wetlands and Mangroves of the Crookhaven Estuary to the north, the Lake Wollumboola catchment area to the south and pastoral landscapes to the west.

6. *PROPOSED DEVELOPMENT AND ITS IMPACT.*

6.1. *Proposed Mixed Use Subdivision.*

The land proposed for development lies west of Culburra. Essentially, it is to be an urban expansion of Culburra Beach for mixed use and residential purposes. The development is to be staged from 2011 to 2016.⁹³ It consists of 5 areas or land units as indicated in Figures 6.1, 6.2 and 6.3. Together these proposed development areas have a total spatial area of 97 hectares. Specifically, Area 1 measures 8 hectares, Area 2 is 5.5 hectares, Area 3 is 29 hectares, Area 4 is 11.5 hectares and Area 5 comprises 43 hectares.

Area 1.

Located on the edge of the existing town at Canal Street East, Area 1 is reserved for commercial/mixed use. This area of 8 hectares is to continue the existing retail and commercial form of buildings with units above, as is present in the adjacent commercial and retail area.⁹⁴ It will have a northern frontage overlooking both the Crookhaven River and Curley's Bay.

Area 2.

Area 2 is located alongside Culburra Road with its southern boundary along the catchment of Lake Wollumboola. Restricted by this boundary, the proposed development area consists of 5.5 hectares extending in a narrow strip westwards from the Culburra Beach urban area, between a retirement village and a proposed sports complex. Area 2 is proposed to be a combination of three and fourteen storey residential apartments, with some single lot residential development to the south.⁹⁵

With depths of 280 metres from Culburra Road, it should be noted that the southern section of the retirement village and a significant proportion of the proposed sports

⁹³ Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council.

⁹⁴ Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council. p.6.

⁹⁵ Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council. p.1.

complex are within the catchment of Lake Wollumboola. The location of the southern boundary of the proposed development area (Area 2) remains a key issue for the proponent.⁹⁶

Areas 3, 4 and 5.

Areas 3, 4 and 5 are located along Culburra Road with the Crookhaven River estuary to the north. These areas are proposed as single dwelling allotments with some variation in size. Together the areas measure 83.5 hectares, and according to estimates, have a capacity for some 650 dwellings with lot sizes ranging from 600m² to 1000m².⁹⁷ The proposed Collector Road is to be located within 400 metres of most of this land and will connect the residential area to the Culburra shops. This road along the natural ridge will define the southern boundary of the development area as defined by Areas 3, 4 and 5. A northern perimeter road is also proposed and will follow the sewer main through Areas 3 to 5.

6.2. Impacts of the Proposed Development.

Positive Impacts.

- The potential impact of the proposed mixed use subdivision on European heritage is limited given the absence of significant European heritage items or features within the survey area.
- The proposed development is not located in an area of known European archaeological potential. Works within the proposed development areas are unlikely to have any impact on a European archaeological resource.
- The proposed development itself is a continuation of that commenced by Henry Halloran in 1921. It is part of the historic coastal development of Culburra and is being carried out by the Halloran family.

⁹⁶ Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council. p.6.

⁹⁷ Toon, John. 29th April 2010. 'Proposed Mixed Use Subdivision at West Culburra (09-0088)'. Letter to Shoalhaven City Council. p.6.

Neutral Impacts.

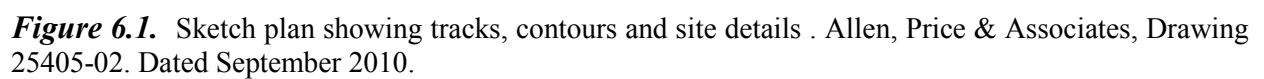
- Land clearance and excavations for housing construction, site levelling, construction of the new Collector Road, for the installation of the services such as the easement for the sewer main and the spur rising main for water supply and a new reservoir if required, will cause ground disturbance to the subject area. These works, however, are unlikely to impact any European archaeological resource. The disturbance of unanticipated relics must be reported to the NSW Department of Planning (Heritage Branch).
- Two European heritage items in the immediate vicinity of the development. These structures are of a modest nature being sheds and a yard associated with the dairy or beef industry. One is a mass concrete storage ‘cool store’ built in c.1910 and the other is a typical yard and shed and dates to the c.1960s. The impact of the present proposal to these structures would be minor.
- It should be noted that, with the absence of historic buildings and heritage streetscapes in the immediate vicinity, it is not appropriate for this report to suggest specifications on colour, style, form or layout.

Negative Impacts.

- The proposal will involve the clearing of 80 to 90 hectares of re-growth woodland. The clearance of vegetation may expose views to the new development from adjoining natural landscapes including the Crookhaven River and estuary and the Wollumboola catchment. Views from neighbouring historic settlements, including Greenwell Point, are likely to be too distant to be negatively impacted.

Mitigating Measure

1. Screening would lessen the visual impact of the development on the natural heritage landscape. Retaining areas of natural vegetation or planting may be used to partly screen and soften the presence of the new development. In part, the natural character of the area may be restored by selecting species local to the area.



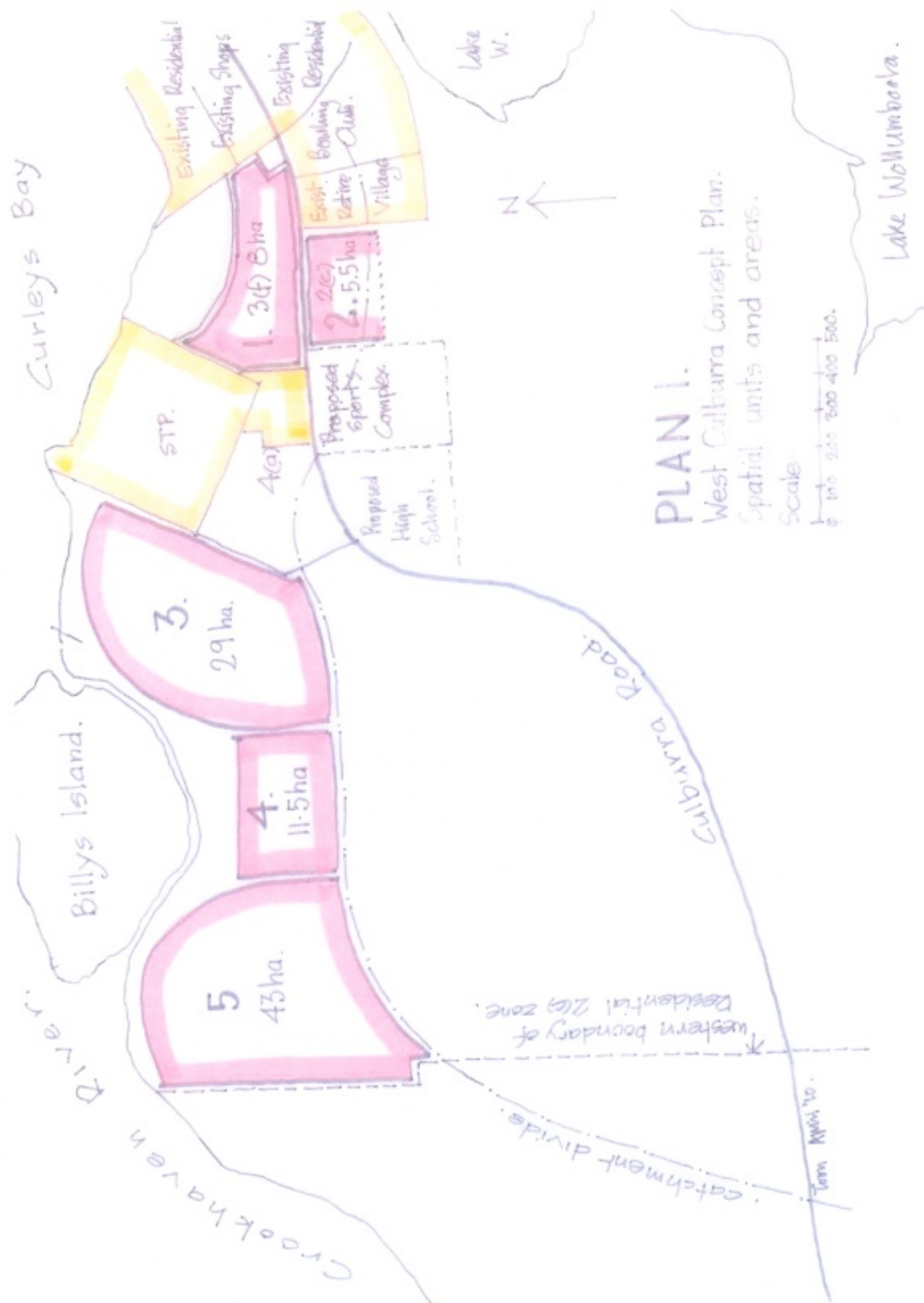


Figure 6.2. Plan 1, West Culburra Concept Plan. Spatial Units and Areas. In John Toon, 'Proposed Mixed Use Subdivision at West Culburra (09-0088)', dated 29th April 2010. p.10.



Figure 6.3. Plan 3, West Culburra Concept Plan. Indicative Urban Form. In John Toon, 'Proposed Mixed Use Subdivision at West Culburra (09-0088)', dated 29th April 2010. p.12.

7. **RECOMMENDATIONS.**

The following recommendations are based on historical research, site survey, and an assessment of European heritage and non-indigenous archaeological significance. It is recommended that:

1. The proposed development should not be refused due to European heritage or non-indigenous archaeological potential. No significant European heritage items or features were located within the survey area (Areas 1 to 5).
2. The subject survey area is not considered to have non-indigenous archaeological potential. It is not reasonably expected that any works in the proposed development area might reveal significant or substantial in situ *relics* that may contribute to our knowledge of Culburra and the development of the local coastal area.
3. Two European heritage items in the immediate vicinity of the development. One is a mass concrete storage ‘cool room’ built in c.1910 and the other is a cattle yard and shed and dates to the c.1960s. These structures will be minimally impacted by the proposed development. No further action is necessary with regard to these items.
4. Retaining areas of natural vegetation and/or planting vegetation screens should be incorporated into the proposed development to lessen the visual impact of new buildings on adjoining natural landscapes.
5. In accordance with Section 146 of the NSW Heritage Act 1977 the accidental discovery of relics, other than those discussed in this report, will be reported immediately to the NSW Department of Planning (Heritage Branch) (Heritage Act 1977, section 146).
6. Should any Aboriginal objects be discovered during the proposed works, or otherwise, then their accidental discovery should be reported to the Director General of the NSW Department of Environment, Climate Change and Water

(DECCW) and the relevant permits should be obtained under section 91 of the National Parks and Wildlife Act 1974.

7. Copies to of this report should be forwarded to: Shoalhaven City Council and Nowra Public Library (local studies section).

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