

The City of Newcastle

Management Plan

Coal River Conservation and Tourism Management Plan

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COAL RIVER CONSERVATION AND TOURISM MANAGEMENT PLAN



Google Earth

This is the foundation of modern Newcastle and Newcastle Harbour.

(Hunter, C., *HO*. 2001)

With its Indigenous associations the Coal River Precinct is a true 'birthplace' site. Its land, buildings and subterranean remains concentrate elements of the Newcastle story from pre-history through the first hundred and fifty years of European settlement and beyond. In the beaches and the later Nobbys Beach Pavilion the all-embracing questions of the Newcastle character are exemplified.

It is difficult to think of another major city which can point to such a rich mix of important heritage themes in such a special landscape environment.

“The spaces of the city, contrary to public opinion, are frequently intangible. They may be sensed just out of sight, below the ground, or above the roofs ... They may also be spaces or buildings which can be viewed from almost every vantage point but which exert an unseen influence over the city.”

(Moore and Ostwald. *Hidden Newcastle: Urban Memories and Architectural Imaginaries*. 1997)

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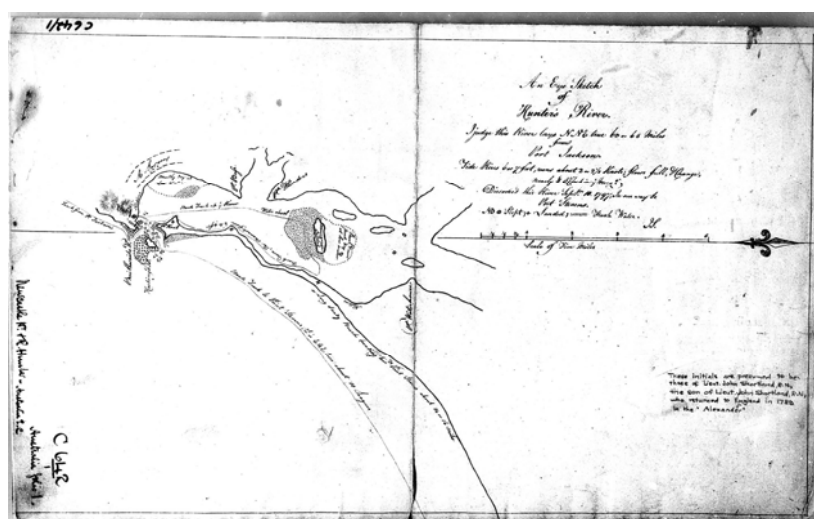
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John Shortland. 'An Eye Sketch of Hunter's River'. HYDROGRAPHIC DEPARTMENT, MINISTRY OF DEFENCE, TAUNTON, SOMERSET, U.K: Archives Two photographic copies of a plan dated 1797.

Executive Summary

Purpose

The principal purposes (ss. 3.1.1, 3.1.2, 3.1.3) of the Plan are:

- *To assist in the sustainable conservation and interpretation of the significant built fabric and archaeological remnants of Newcastle's past.*
- *To identify the contribution the Coal River Precinct can make to increasing tourist numbers and to enriching the tourism offer to targeted market segments*
- *To improve understanding of Newcastle's history – its importance to the nation; and, its contribution to the character of the City - and to interpret this as a source of community pride and cohesion*

The Plan (s.4) envisages a holistic view of Newcastle and suggests that five themes are used to understand the significance of the site and to act as basis for its interpretation:

- *Mulubinba – The place of the sea fern.* Indigenous Occupation and first contact
- *Newcastle Beginnings* – European discovery, first settlement
- *The Hardy Folk* – Convict life, winning coal, the Depression, sport: the Newcastle character
- *Protecting the Colony* – Military and maritime
- *The Brighton of Australia?* – Images of Newcastle

Summary Conclusions

Significance (s.6)

'With its Indigenous associations the Coal River Precinct is a true 'birthplace' site. Its land, buildings and subterranean remains concentrate elements of the Newcastle story from pre-history through the first hundred and fifty years of European settlement and beyond. In the beaches and the later Nobbys Beach Pavilion the all-embracing questions of the Newcastle character are exemplified.

It is difficult to think of another major city which can point to such a rich mix of important heritage themes in such a special landscape environment.' (s.6)

Community Engagement

A precursor to any effective conservation and interpretation is community recognition of the enormous significance of this place to Newcastle. Council has already done much to acknowledge its 'technical' heritage significance through its detailed research, its planning scheme amendments, its NSW Heritage Council listing and its recent resolution to nominate the precinct for inclusion on the Register of the National Estate. The next step is to invite Novocastrians to emotionally engage in the special meaning the place has for the community and for each citizen personally. In the same way that: Sydney-siders have a pride and ownership of the Harbour and the Bridge; Londoners

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for Big Ben; Melbournians for Cook's Cottage; and so on ... the people of Newcastle can value the Coal River Precinct as *their* 'special place'.

Conservation Priorities (s.8.4)

Priority	Objective	Action	City / precinct / Precinct element
Immediate	Raise awareness and understanding	<ul style="list-style-type: none"> • Council media promotion • Council Policy focus • Tourism packaging 	<ul style="list-style-type: none"> • City-wide • Regional/ state /national
Immediate	Conserve heritage fabric	Repair important elements	<ul style="list-style-type: none"> • Execute Ft. Scratchley conservation works • Maintenance - Pavilion • Repair and restore Cornish Dock Shed No 1 and No 2
Immediate	Clarify Controls	Planning Scheme Amendment	Amend to identify Precinct
Immediate	Clarify Controls	Heritage Council List	Apply for HC Individual Listing – Nobbys Pavilion
Immediate	Resolve Approvals	Determine	Nobbys Development
Short-term	Establish Management	Resolve structure	Fort Scratchley / Precinct
Short-term	Interpretation	Establish Plan	City/ Precinct / Fort Scratchley
Short-term	Interpretation	Signature landmark	City / Precinct
Mid-term	Precinct Enhancement	Remove intrusive elements	<ul style="list-style-type: none"> • Scratchley Playground • Pilots fence • Lifesaving Boat shed
Mid-term	Precinct Enhancement	Refurbish Facilities	<ul style="list-style-type: none"> • Pavilion • Fort Scratchley
Mid-term	Precinct Enhancement	Lighting and Infrastructure	<ul style="list-style-type: none"> • Precinct • Elements
Mid-term	Precinct Enhancement	Repair vegetation	<ul style="list-style-type: none"> • Remove intrusive plants • Establish appropriate planting
Long-term	Focus tourism and access uses	Port Maritime Centre	Pilots complex/ TS Tobruk / Surfboats

Tourism

The Coal River Precinct can contribute to tourism outcomes in the following ways (s.10.3):

<i>Desired Outcome</i>	<i>Contribution</i>	<i>Directions</i>
<i>Reshape perception of Newcastle</i>	Deliver focus – landmark and brand	City-wide landmark concept
<i>Grow domestic market share</i>	Add cultural interest – city-wide, precinct, site	Civic pride
<i>Increase international share</i>	Add cultural interest – city wide, precinct, site	'Ambassador culture'
<i>Increase business and conference share</i>	Provide 'after hours' attraction. As a setting for activities	Precinct packaging
<i>Develop product offerings</i>	As destination(s). As a setting for activities	Conservation of sites. Access to sites.
<i>Tourism Leadership</i>	As component of offer	As symbol of innovation / contemporary relevance

Interpretation

This Plan proposes (s.11.4):

- A city-wide experience marking the precinct as a focal point for understanding Newcastle's physical birthplace and character
- On-site interpretation of the precinct's themes
- Interpretation of individual components to exemplify their contribution to the precinctual themes.
- Identification of experiences relevant to different visitors
- Opportunities for off-site interpretation

Key Interpretation Concepts (s.14)

(a) **Fiddlesticks – The Newcastle Sky Canons**



- Interpreting the 'Birthplace Site'
- Newcastle's 21st Century landmark
- Nightly sky show
- Green Energy

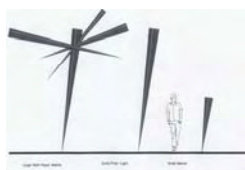
(b) **Fort Scratchley – On site**



- Conservation Works
- Tours
- Events
- Firing the Big Guns
- Interpretation

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(c) Audio Park



- Evening multimedia show
- Interpreting the five themes / key site features
- Orientating visitors

(d) Pilots Station, Boat Harbour, Boat Sheds / T.S. Tobruk



- Remove Fencing
- Develop Maritime zone

(e) Nobbys



- Consult indigenous community
- Determine Commonwealth heritage consideration
- Interpret

(f) 'Birthplace' and Precinct Entry



- Markers, Flags, etc.
- Public Art

Interpretation Priorities (s.15)

Priority 1

<i>Item</i>	<i>Priority</i>	<i>Notes</i>	<i>Next Step</i>
Newcastle Sky Canons	1*	*Sponsorship With support promotion	Feasibility report Concept design
Fort conservation works	1	Urgent	Commonwealth
Pavilion conservation works	1	Pressing	Newcastle City maintenance cycle
Audio Park	1*	*Sponsorship Tourism Packaging	Feasibility report Concept design
Central / Pavilion banners	1		Design and install
Fort flags	1		Specification and Installation
Tobruk flags	1		Specification and Installation
Regional Museum Links	1		Program planning
Maritime Museum Links	1		Program planning

(continued over)

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Priority 1 (Cont)

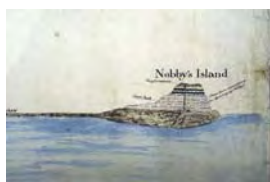
<i>Item</i>	<i>Priority</i>	<i>Notes</i>	<i>Next Step</i>
Fort Tours	1	Tourism Packaging	Concept design and script
Fort Guns firings	1	Tourism Packaging	Schedule FSHS
Nobbys	1	Pending approvals	Concept design and script
Removal Intrusive elements	1	Pilots fence	Redesign
School kits	1		Script and Publish

Other Priorities

<i>Item</i>	<i>Priority</i>	<i>Notes</i>	<i>Next Step</i>
Entry Public Art	1/2	With NRG	Commission
Birthplace Public Art	1/2	With NRG	Commission
Fort Trail markers	3		Specification and Installation
Removal Intrusive elements	2	Fort playground; Surf boat shed	Remove Integrate into P/T Maritime Zone
Pilots / Tobruk maritime zone	3		Feasibility. Concept Design
Trail maps	2		Review and republish
Trail markers/ plaques etc – existing	2	Maintenance and graffiti removal	Council maintenance cycle
Removal <i>bitou</i>	2	Colliers Point and Nobbys	Specify and Execute
Interpretation Centre	4	Maritime zone	



1



2



3



4



5

1. Lycett. [Aborigines ... c.1820.] National Library of Australia
2. Keene. 1854. State Archives of NSW. (Photograph Bruce Turnbull)
3. Wreck of SS Cawarra 1866
4. Loading of Gun, Fort Scratchley, 1953 Hunter Photobank
5. Nobbys Carnival 1950 Hunter Photobank

PART 1. BACKGROUND

1. Introduction

For the purposes of this plan the 'Coal River Heritage Precinct' conforms to the land and places defined by the Heritage Council of NSW (see Map 1). Taken in isolation it is a site which can represent rich veins of New South Wales' history; taken in the context of the city of Newcastle it offers an opportunity to reflect on the character of the place and its citizens – *A Great Place, Great People, Great Future.*

Map 1. Location (NSW Heritage Council)



State Heritage Register

Gazetted Date: 19 December 2003

0 50 100 200 300 400 Metres

Scale: 1:7,000

Produced by: Linda Byrne

Legend

- SHR Curtilage
- Affected Parcels
- Historic Regions
- LGAs
- Suburbs
- Land Parcels
- Water
- Roads
- Railways
- NSW Reserves

2. The Plan

2.1 The Brief

The Newcastle City Council is seeking a plan which will:

- Clarify the significance of the place and improve its contribution to the heritage of Newcastle, NSW and the nation.
- Provide a considered and orderly approach to the future conservation of the precinct
- Identify an appropriate, sustainable tourism future for the precinct
- Engage local community groups in an integrated and constructive approach to the precinct's future

In particular, the brief calls for:

- Determination of the nature, extent and degree of significance of the Coal River Precinct through examination of existing research
- Preparation of policies that will serve to direct research, development and maintenance of the precinct
- Identification of permit and other exemptions for negotiation with the NSW Heritage Council
- Evaluation of cultural tourism potential
- Preparation of an interpretive strategy and concept options for the precinct as a basis for full briefing of place interpretation
- Evaluation of the findings of the Coal River Working Party on the extent of coal mines beneath Fort Scratchley

The Plan is intended to review and consolidate previous plans of management undertaken by the Newcastle City Council (and the Newcastle Port Corporation), in particular:

- The Foreshore Plan of Management (2003)
- Fort Scratchley Draft Plan of Management (2005)
- Macquarie Pier, Nobbys Head and Southern Breakwater Conservation Management Plan (Revised). (2000)
- Newcastle East Heritage Tourism Plan (2003)
- Heritage Places Strategic Plan and Plans of Management (2006)

2.2 Plan Structure

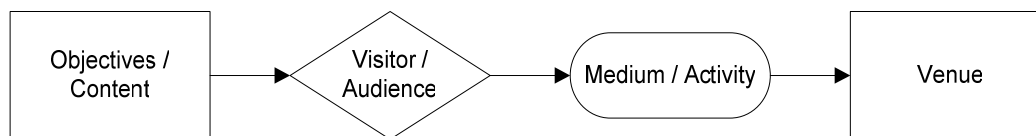
This Plan has been developed with the assistance and guidance of the Newcastle City Council's Heritage and Environment, and Tourism Committees. The report has been developed through four working papers which have provided the basis for community feedback:

- Working Paper 1 Strategic Direction - to establish a shared strategic direction for the project.
- Working Paper 2 Conservation Management – review of existing Conservation Plans, controls and issues
- Working Paper 3 Cultural Tourism – Tourism assessment and directions
- Working Paper 4 Interpretive Concept – interpretation proposals

2.3 Approach / Disclaimer

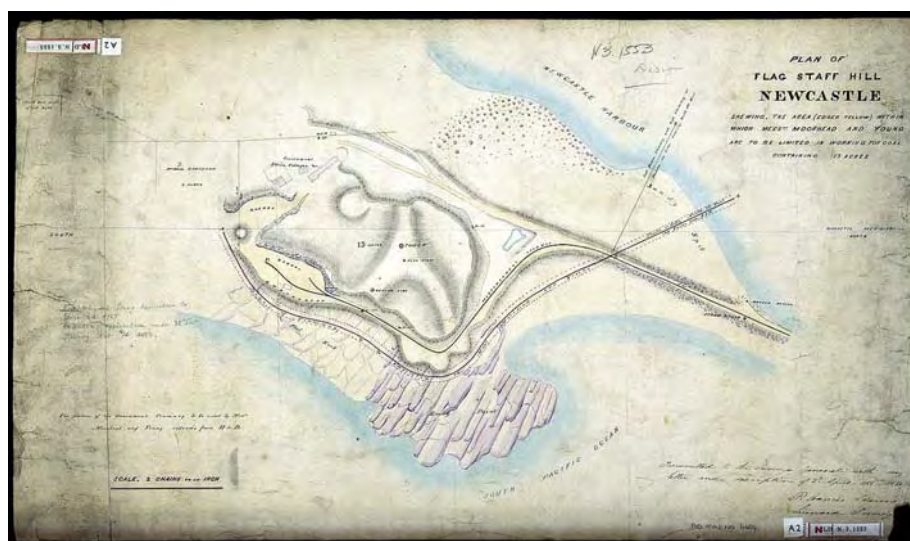
In summary, our approach suggests sequencing project decisions as follows:

Figure 1. Project Process



In preparing this report we have presented and interpreted information that we believed relevant for completing the agreed task in a professional manner.

We have sought to ensure the accuracy of all the information incorporated into this report. Where we rely on secondary data supplied to us by other organisations, we take reasonable steps to ensure the quality of these data. However the validity and reliability of the data supplied to us depend on the skills and professionalism of the organisations originally collecting and / or supplying the data. Where we have made assumptions as a part of interpreting data incorporated in this report, we have sought to make those assumptions clear.



Plan of Flag Staff Hill Newcastle (1856)
State Archives of NSW (Photograph Bruce Turnbull)

PART 2. STRATEGIC DIRECTIONS

3. Community Involvement

This project relies on the participation of a number of community players for its success. The City of Newcastle and the NSW Heritage Office are providing principal direction. The Fort Scratchley Historical Society, and the Parks and Playgrounds Movement (with the Coal River Working Party) have been key agents in driving the project. Other groups, such as the Arwarbukarl Cultural Resource Association, the Awabakal Local Aboriginal Land Council, the Surf Lifesaving Association, the National Trust (NSW), and the Newcastle East Residents' Group have been identified over the life of the project.

Each stakeholder has developed a different perspective on the precinct or seeks different outcomes. However, viewed as a whole, there is little that is mutually exclusive; indeed, a cooperative approach appears most likely to best realise each participant's strategic objectives.

The Newcastle Maritime Museum and Newcastle Regional Museum may also have relevant interests.

The challenge is to identify a unifying purpose for the project which all stakeholders can 'sign on' to.

3.1 Newcastle City Council

3.1.1 Heritage

The Newcastle City Council has undertaken a series of heritage investigation studies over a long period ¹. It has also delivered a number of projects (most notably the Lumber Yard interpretation) and planning scheme amendments which indicate a firm commitment to the conservation of Newcastle's heritage.

The Council's project objectives are outlined in 2.1 (above) and one clear purpose of this Plan can be expressed as follows

To assist in the sustainable conservation and interpretation of the significant built fabric and archaeological remnants of Newcastle's past.

It also seems appropriate to relate the project to broader Council strategies – formal and informal - for the future of the City. Objectives for tourism and community cohesion appear especially relevant.

3.1.2 Tourism

The **Newcastle Tourism Development Plan (March 2002)** aimed "to design experiences and promotional techniques that attract the target markets". It

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proposed a 'positioning statement' as a reference point for promotional activity:

Picture a surfer, dripping wetsuit and surfboard under arm, walking home past tug-boats, historic streets and buzzy cafes. Welcome to Newcastle, an historic port city...A fusion of creative, friendly people...

And, a new brand:

Newcastle - Beach days, harbour sights, city nights

The Plan suggested that "the appeal of Newcastle could be increased by reinvigorating the beach experience and facilitating the establishment of a major heritage tourism experience". It identified heritage and beach heritage projects (including Fort Scratchley and the Bather's Way) with direct relevance to the Coal River precinct.

Tourism directions are clear. Heritage assets are a part of the strategy to increase visitation. Newcastle Tourism's **Strategic Development Plan 2005-2008** provides an update on the 2002 Plan and identifies a market positioning which identifies:

- A competitive edge based on a mix of conferences, events, leisure and business travel
- Newcastle as an established regional conference destination
- An emerging leisure tourism destination

For the purposes of this working paper the following purpose statement is proposed:

To identify the contribution the Coal River Precinct can make to increasing tourist numbers and to enriching the tourism offer to targeted market segments

3.1.3 Community Cohesion

Although the benefits of a vigorous tourism offer flow through the community in a number of financial ways it may be that the real outcome of a successful Coal River Precinct Plan may be more subtle – but, perhaps, more enduring.

What we show to visitors tends to be what we as a community are proud of. Newcastle has a special heritage which has shaped the growth of the city and in many ways defines the character of its people. Newcastle is not short on community pride. At the same time Novocastrians seem to suffer from external impressions of Newcastle as somewhat "smoky, dirty, and unhealthy as its namesake"² and 'second to Sydney'. Nancy Cushing has expressed it this way: "Decisions about Newcastle, large and small ... were and continue to be made within the assumptions defined first by the [concept of the] *coalopolis* and, after 1915, by the steel city"³. To the extent that its citizens have taken these impressions on board, there is something that can be

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misread as a communal inferiority complex. Today's reality is quite different ... and everyone should know it!

The Coal River Precinct is a natural focal point for reinforcing community identity. It is a vibrant surf and social centre. Its landscape elements are especially 'Newcastle' and dramatic. And, its heritage themes mirror the Newcastle story – struggle, achievement, sport, and strategic significance. Accordingly the third purpose for this Coal River Precinct project is suggested:

To improve understanding of Newcastle's history - its importance to the nation; and, its contribution to the character of the City - and to interpret this as a source of community pride and cohesion

3.2 Heritage Council of NSW

The Heritage Council was established by the Heritage Act 1977. Amongst its functions, the Heritage Council is a consent authority with the local council for proposals relating to works on listed places. The Heritage Council guides activity of the NSW Heritage Office with its formal mission: "working with the community to know, value and care for our heritage".

The work of the Heritage Office includes:

- working with communities to help them identify their important places and objects;
- providing guidance on how to look after heritage items;
- supporting community heritage projects through funding and advice;
- maintaining the NSW Heritage Database, an online list of all statutory heritage items in NSW.

The Heritage Office, through the Newcastle City Council, is the major funding agency of this Plan.

3.3 Indigenous Community

The precinct is on the land understood to be included in the Awabakal language group's territory bounded to the north by the Hunter River. Across the river, the Worimi inhabited the land from Stockton to Wallis's Lake. Adjoining them inland were the Wonnarua and Geawegal⁴. Carol Ridgeway–Bissett has indicated that the Worimi, Geawegal and Awabakal may have been considered part of a larger Worimi 'nation'. Mariangal and Ninyawa kinship groups at or near Newcastle are also referred to.

The Awabakal Local Aboriginal Land Council represents contemporary Indigenous interests and there is a strong interest in groups such as the Arwarbukarl Cultural Resource Association and the Awabakal Descendents Traditional Owners Aboriginal Corporation in recovering language and cultural heritage.

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Consultation with the community has commenced and a strong desire to be involved has been expressed. Further elaboration of the community's contribution to the project awaits more discussion. Amongst options, this plan will investigate the possibilities for using the precinct to follow up on the 1997 Newcastle City Bi-Centenary, *Foreshore Focus on Reconciliation*.

There is no doubt that, as traditional owners of the land, the indigenous community can hold a central place in the heritage themes of the place and in defining their eventual interpretation.

3.4 Fort Scratchley Historical Society

The Fort Scratchley Historical Society was established to conserve and present the military heritage of Fort Scratchley. The Society has extensive knowledge of the Fort and a collection of related items. During the closure of the Fort for conservation works by the Commonwealth, the Society has reduced its guided tours, 'firing of the Big Guns', and other on-site activities but undertaken a successful outreach program of presentations for schools and community organisations.

The Society strongly focuses on the military history and fabric of the Fort itself (rather than the heritage of the site over the years). Its membership is strong on military expertise and includes senior officers who served at the Fort during its final phase of operation as an anti-aircraft battery. It has been active (and successful) in lobbying financial support for works to the site. It seeks firm operational arrangements with the City Council at the time the property passes from Commonwealth to Council ownership.

The Society's strategic objectives for the Coal River Plan include:

- Improving public understanding of the military and strategic significance of the Fort
- Improving interpretive programs – collection development, public interpretation, conservation and re-instatement of armaments (including the 'disappearing gun' and a searchlight installation.)
- Increasing revenue available to the Society for conservation works.

3.5 Parks and Playgrounds Movement (with the Coal River Working Party)

The Newcastle Parks and Playgrounds Movement traces its history through the establishment of the movement in NSW in the 1930's; introduction to Newcastle in 1952 (as the Northern Parks and Playgrounds Movement); and incorporation in 1999.

The NPPM states its aims as the following:

1. To secure the systematic and timely provision, reservation and acquisition for the public of adequate park and playground space.
2. To ensure the appropriate effective use and control of all park and playground spaces that are set part for, or are open to the public or any part thereof.
3. To encourage, support and maintain:

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- (i) the beautification of streets, highways roadsides and public lands;
 - (ii) the preservation for the community of aquatic foreshores, borders and courses and other areas whether or not in a state of nature, and the improvement of any such lands so preserved.
4. To advocate the beautification of private lands.

The Movement's interests have been wide-ranging however it has been a long and strong campaigner for heritage conservation and interpretation of the Coal River Precinct. Its 1990 Annual Report notes "We are resubmitting the Movement's longstanding claim for an Historic Site at Newcastle East [based on the convict lumber yard site]". A prospectus for conservation of the Coal River Historic Site to the Mayor in 1999 sought:

- Acknowledgement of the site's significance
- Its declaration as a historic site
- Funds for presentation and archaeological investigations (including the coal mines below Fort Scratchley)
- 'a world class Coal River Interpretative Centre'
- Ongoing professional management of the site.

By 2000 the Movement could report that it had received Commonwealth support for a project which aimed to: "celebrate:

- Our Aboriginal forebears
- Shortland's 1797 discovery of 'a very fine Coal River' and of winnable coal
- the establishment of the first penal out-station on the mainland 1801.
- the founding of the permanent settlement at Newcastle 1804.
- the first coal mining in Australia (from beneath Flagstaff Hill).
- the cutting down of Nobbys Island (the symbol of Newcastle).
- the erection of a coal fired beacon (lighthouse) on Signal Hill.
- the establishment of the Stockade lumber yard to service the convict coal mines and the Hunter's cedar cutting gangs.
- the building of the Macquarie Pier and development of the Port of Newcastle and the massive fortifications at Fort Scratchley 1882 to defend Britain's chief coaling station in the southern hemisphere..."

3.6 Coal River Working Party

In 2003 a 'Coal River Working Party' (including University of Newcastle academics, engineering, surveying and other professionals), to "locate and explore the extent of the convict coal workings" was established. This project has continued until the present undertaking document research and exploratory drilling beneath the Fort.

The Working Party has employed the survey, history, engineering and mining skills of its members to survey the location of coal drifts below Fort Scratchley and orientate their position to modern maps. Subsequent drilling has revealed the presence of workings at two of the three nominated sites.

The CRWP seeks to use its explorations as a basis for:

- improving understanding of the location and nature of the early Coal River workings interpretation of and, possibly,
- access to the early workings

3.7 Newcastle Port Corporation

The Port of Newcastle is the world's largest coal export port. With the current expansion of the Port Waratah Coal Services' coal loader and the current plans for a third coal loader by the Newcastle Coal Infrastructure Group, coal and its distribution will continue to contribute significant employment and economic growth to Newcastle and the Hunter Region.

In addition to its much broader duties, the Newcastle Port Corporation has responsibility for works on Nobbys grounds (including the signal station, cottages and fog horn enclosure, gun emplacement and the Southern Breakwater) and the road out to it. It also retains working control over Macquarie Pier, Boom Defence Net Anchor point, the Pilot Station, Boat Harbour and Boat Sheds. The Newcastle Port Corporation as a state corporation has a statutory obligation under the Heritage Act 1977 to maintain listed assets under its control.

The Corporation's objectives for this Plan include a desire for orderly approvals for heritage works. It hopes that one outcome of the study is greater delegation to undertake maintenance approvals where delays may compromise the Newcastle Port Corporation in terms of public liability and occupational safety. Where approvals are required the Newcastle Port Corporation seeks a streamlined administrative system.

More generally, the Corporation looks to the project to provide commercial opportunities consistent with the other objectives, and as such, promote the ongoing evolution of human involvement with the site and provide a revenue stream to partially support the ongoing maintenance and heritage restoration of the site.

When possible, the Corporation retains a desire to provide 'good corporate citizenship' by contributing to sustainable conservation efforts.

PART 3. SIGNIFICANCE

4. Heritage Themes

It is not intended that this Plan rigorously re-documents the history of the Coal River Precinct. The Heritage Council's Statement of Significance (SHR 1674 - See extract Appendix 1) and Cynthia Hunter's supporting research⁵ neatly evaluates the place in the context of standard Australian, NSW and local themes.

However, for the purposes of interpretation and management planning, the HR Statement of Significance has been reviewed and site features assessed with a view to establishing interpretive themes and communication objectives appropriate to all visitors to the precinct. To the extent that this has broadened understanding of the cultural heritage significance of the precinct these conclusions are offered as the basis for updating of the Heritage Council's Statement of Significance

The interpretive themes will not reflect all aspects of Newcastle's heritage; however, it is proposed that links to sites outside the precinct are important. Places such as the Convict Lumber Yard, the Victorian East End residential precinct, and the Municipal Baths are directly relevant but not dealt with in detail. Additionally, it is envisaged that more subtle landscape links to other key Newcastle features – its hill tops, the obelisk, cathedral, etc – play a part in providing interpretive possibilities.

Five themes are proposed at this stage:

- *Mulubinba – The place of the sea fern.* Indigenous Occupation and first contact
- *Newcastle Beginnings* – European discovery, first settlement
- *The Hardy Folk* – Convict life and winning coal; Depression life, tough sports: the character of Novocastrians
- *Protecting the Colony* – military and maritime
- *The "Brighton of Australia"?* – images and self images of Newcastle

4.1 *Mulubinba – The place of the sea fern.*

It is likely that the Coal River Precinct has been occupied by local Aborigines by up to 9000 years - 4500 years before the Great Pyramid of Giza, 6500 before Pericles' Funeral Oration and 8500 years before European contact with northern Australia. Little seems to be recorded (beyond interpretation through European eyes – particularly Threkeld's) about the local culture however it appears that the Awabakal (centred on Lake Macquarie) and Worimi (centred on Stockton and Port Stephens) had long established territorial arrangements prior to the settlement of Sydney in 1788. Dispersal of kinship groups throughout the nineteenth century has eroded direct knowledge of daily life although kin relationships and some language traditions have survived; as has an Indigenous knowledge of plants and vegetation.

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One version of Shortland's *An Eye Sketch of Hunter's River* (1797) clearly identifies two groups of 'natives' – one near the (then) beach at East Newcastle; the other on the Stockton Peninsula. The precinct would certainly have been used by both Awabakal and Worimi for hunting, fishing, social activities and trade. However rights of access and any special cultural significance of the place are not clear. Susan Marsden notes that "stone



Lycett. [Detail. Aborigines feeding from beached whales ... c.1820] National Library of Australia

cutting implements have been quarried from cliffs at Nobbys ... [and that] ... in 1915 a burial site was discovered in Hunter Street."⁶

Whyba-Garba (or *Why-bay Gamba*) is the Awabakal name for Nobbys. Dreaming legends tell that it is the home of the rogue giant

kangaroo which escaped there and which lives deep inside. The full story appears to be special 'men's business'

however rock falls and earthquakes are said to be easily explained by the kangaroo jumping around its rocky prison.

4.2 Newcastle Beginnings – European discovery, first settlement

The first mention of coal near Newcastle attributes the find to escaping convicts – led by William and Mary Bryant – in 1791. This combination – coal and convicts – was to provide the impetus for Newcastle's first years. But it wasn't instantaneous.

Coal was not in critical supply in the new colony and other sources had been identified. Similarly, the need to provide separate convict facilities was not intense at that time. By 1797 however Governor Hunter had become more interested in the possibilities for coal exports. The confirmation of "a considerable quantity of very good coal, and lying so near the water as to be conveniently shipped; which ... gave it a manifest advantage of that discovered to the southward ..." by Lt. John Shortland (again, sent to recover escaped convicts) at the mouth of the Hunter River, was the first prompt to its exploitation. Once more, action was not immediate. A shortage of available ships and a lack further information on the extent of the deposits meant that it was not until 1800 that Hunter dispatched the *Martha* – which obtained coal but not from the Newcastle site (which was missed by accident). Simeon Lord and Hugh Meehan, transportees turned traders, were the new owners of the 170 ton ex-Spanish ship *Anna Josepha*. This vessel was sent on a number of trips to Coal River between June and October 1800 for cargoes of coal and timber which they sold for a handsome profit.

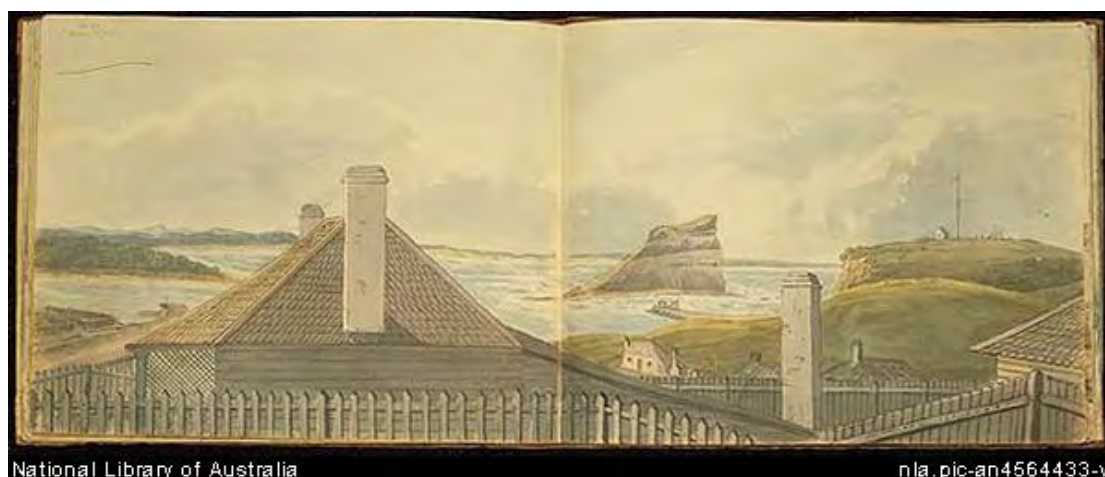
Coal River Precinct Conservation and Tourism Management Plan

The new governor, King, (supported in London by Sir Joseph Banks), approached the extraction of coal with enthusiasm and by 1801 the discoveries nearer Sydney had proved unsuitable. On Tuesday 9th June 1801, King instructed Lt. James Grant (accompanied by Lt. Col William Paterson, Ensign F. Barallier, and Surgeon John Harris, a miner and a “native aborigine”) to undertake a survey of the Hunter River. Five days later, the Lady Nelson and the sloop Francis arrived off the Hunter. The Governor’s orders required assessment of:

- “1. The nature of the soil ...
2. Whether the grounds are overflowed ...
3. Whether the place may be thought healthy ...
4. Whether the water is sweet or good.
5. The size of trees ... also stone, limestone or shells.
6. How far it may be practical for vessels to frequent that port ...
- [and] ... the quality of coals ...
7. ... the most eligible place would be to form a settlement ...”

Grant’s report was positive and the miner assigned to the survey - John Platt a convict with mining experience who arrived in the colony in 1799. - said that the coal “was the equal to any bed of coal he had seen in England”⁸.

By July 4 the new camp had been established, Platt guided the miners to where he had won coal for the Sydney traders, and the miners were at work. Although extraction progressed satisfactorily it appears that attempts to sell coal to India and the Cape of Good Hope were not as robust as hoped and the camp was recalled to Sydney in 1802.



Coincidentally, another force was building which was to play a major part in the long term settlement of Newcastle by Europeans – the ‘Irish question’.

Author Jack Delaney suggests that “the 18th century was the era of persecution of Ireland. The Irish people had become abject serfs ... England had absolute power over Ireland and used this to inflict the maximum injury without the actual destruction of war.”⁹ Irish patriots were encouraged by the American War of Independence in 1776 and the French Revolution in 1789. Suppression, however, increased, more than proportionally. In 1797, General Lake’s army of 56,000 men was unleashed on the troublesome Irish. Delaney

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opines “The land was filled with the cries of the ravished women and the shrieks of those who saw their homes go up in flames. So dreadful was the conduct of the troops that the British Commander-in-Chief, Sir Ralph Abercrombie, resigned because he could no longer stomach the butchery.”¹⁰

Although Irish dissidents had provided a source of transportees to Sydney from 1791, it was their capitulation at the ‘Vinegar Hill Battle’ in Ireland in 1798 that created a huge increase in goaled patriots in England and prompted further dispatch of serious agitators to New South Wales. Their anti-English passion went with them ...

On 4-5 March 1804 the Irish Convict Rebellion (or ‘Castle Hill Rising’) was settled decisively - in favour of Government troops - at Rouse (then, *Vinegar*) Hill near Parramatta. 15 convicts died and a round of hangings, floggings and incarcerations followed.



Castle Hill Rising. NLA Rex Nan Kivell Collection

Governor King decided that it was desirable to contain those rebels “considered not sufficiently dangerous to hang and yet too dangerous to retain in the [Sydney] settlement”¹¹ by isolating them at a place sufficiently remote to discourage escape back into settled areas. In April 1804 he directed that a party led by Lt. C.A. Menzies and comprising six soldiers, two civil officials and thirty four convicts establish the new penal settlement at the mouth of the Hunter River. The convicts were put to work at Colliers Point under the Chief Miner John Platt - extracting coal and timber, and providing a base for exploration to the west, adding purpose to the enterprise.

The Governor’s General Order of March 24 names the settlement Newcastle. The new settlers arrived on 30th March 1804. Seemingly in ignorance of the General Order, Menzies named the place King’s Town after the Governor.

4.3 *The Hardy Folk*

The convict coal miners with their flesh blood and sweat have rendered the most valuable service to the fledgling colony of NSW... (Lithgow. 2006. Notes - inspired by Commerford .‘*Coal & Colonials*’. 1997.)

Of the first 34 convicts, Jack Delaney’s research¹² identifies 32 as Irish. Most were associated with the recent rebellion near Sydney either as active participants or as ‘aiding and abetting’. Their personal stories are peppered with many attempts at escape (which continued after their re-settlement to Newcastle), prodigious floggings (up to 500 lashes); time in double chains;

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and, in the case of one Joseph Samuels, reprieve from execution after the hangman unsuccessfully attempted three times to dispatch him.

“To be sent as a convict to Newcastle was to be plunged into a way of life marked by extreme poverty, monotony and perhaps ill health”¹³. Between 1804 and 1822 Newcastle was the place where intractables were sent and life was made intentionally harsh. As late as 1818 a convict, John Slater wrote to his wife that “... [one] ... is reduced to the lowest state of indigence and poverty that man can possibly bear, and which I should fall short in the explanation of.”¹⁴

Convicts could expect eight pounds of wheat and four pounds of salt pork per man each week. Fresh meat was provided only a few times each year. Females got half the male ration; children, one quarter. Clothing consisted of government-issue ‘slops’ – suits of course wool, four pairs of shoes, two caps, two shirts and two blankets per year. However clothing supply was irregular and Surgeon Evans reported that convicts in the two-room hospital often lacked any clothes at all.

In summer, work at the coal mines started at 5.00 a.m. and finished at 6.00 p.m.; in winter it was 8.00 a.m. to sunset; Saturday there were extra breaks; Sundays were free. Miners followed the cramped horizontal drifts and it was not until 1817 that a vertical shaft was opened. Extraction was largely manual. Miners not only had to gain the coal from the seams but had to bail water and bring the coal to the outside. Bullock wagons then transported it to the wharves. The roll was called five times each day.

Between 1809 and 1822 shell deposits and middens were used to manufacture lime. Although somewhat less testing than the coal mines, this work also had its hardships – burning eyes, cut feet from the shells, and remote accommodation at Limeburners Point (six miles from the settlement). Assignment to lime burning was considered an additional punishment for ‘bad characters’.

Timber cutting was probably the toughest job in the settlement. Teams were likely to be in the bush a month at a time, living in thatched huts and subject to attacks by Aborigines. Whilst the work was heavy, only more trusted convicts were sent timber cutting and they had the advantage of looser discipline than in the main town.

Although attempts at freedom were rewarded by severe floggings (usually 75 lashes for a first offence) they were frequent. Turner¹⁵ notes that in 1819 some 2812 lashes were delivered for “running from the settlement” or similar escapades.

By 1819 Governor Macquarie began moves to relocate the prison settlement to Port Macquarie. Newcastle’s population had risen from 120 in 1810 to 1000 in 1820; expanding settlement had made the town less isolated, making escape to Sydney easier; and pastoral development inland gave the settlement a new purpose. In 1821 Port Macquarie was established and

transfer of convicts commenced. In 1823 Newcastle had been surveyed and the main streets set out.



Les Darcy. Hunter Region Sporting Hall of Fame

Although convicts stayed on to mine the coal and build Macquarie's pier, the original Hardy Folk were going, but their resistance to oppression had become an enduring legacy to the Novocastrian character. The tradition endured through the later miners, the steel workers, port workers, lifesavers and ... sportsmen - "It has generally been recognised that the Coalopolis (Newcastle) was the mecca of outstanding pugilists [including Les Darcy] – even back to the days of bare knuckle fighting ..."¹⁶. Newcastle also suffered severely in the Great Depression in the 1930's. Many were reduced to penury and the Nobbys Camp shanty town provides another chapter in shaping Newcastle's resilience.

4.4 *Protecting the Colony – maritime and military*

The sea has determined Newcastle's place since the start. Lycett records



Wreck of the Adolphe. 1904. Hunter Photobank

Aborigines fishing from canoes as they had, probably, for millennia. Cook observed Nobbys as an island but did not see the estuary behind it; thereby excluding it from early charts. Early access from Sydney was exclusively by sea. Shifting sands and strong currents around Nobbys ensured that vessels were continually lost during their passage to the wharves and the coastal waters near Newcastle

were the graveyard of many others. Much of the city's heritage remains linked to the Port and the Coal River Precinct is critical to the early struggles in this regard.

In 1812 a pilot service was established and the first Government pilot, William Eckford, was appointed. A coal burning beacon on the mainland was installed at Coal Head (or Beacon Hill) where Fort Scratchley now stands and in 1822 a signalling station was erected and the place became known as Signal Hill (and also Flagstaff Hill, and later 'Fiddlesticks'). Signal Hill also provided the site for the harbour master's house (lending the place another name - Allan's Hill – after its incumbent.)

It could be suggested that the most defining man-made structure on the site is the Macquarie Pier. Governor Macquarie laid its foundation stone in July 1818 with a view to improving the entrance of the harbour for shipping. However his

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successor Governor Brisbane stopped work in 1823. Using stone cut from the bluff and the upper parts of Nobbys work recommenced some time later and workers starting from the Nobbys end met those from the shore end in 1846. Unfortunately the stoneworks were insufficient to withstand the seas and the whole pier had to be rebuilt in the 1860's from another stone. In the meantime (1840) it was proposed to demolish the top of Nobbys to the 65 foot level to enable a lighthouse to be erected. This plan met public opposition but an option – reducing the island to 92 feet - gained approval and earthworks were completed in 1855. A 23 ft. lighthouse, a small signal station and two dwellings were subsequently constructed.

The work of engineers J.W. Ellis and E.O. Moriarty from the 1850's saw the transformation of the Hunter Estuary into an efficient port for the coal industry.

The ships, mariners, and navigation works around Coal River are central to the Newcastle story from earliest times and industrial development to today's busy port life. The establishment of Fort Scratchley emphasised another importance of Newcastle's sea front - defence.

Light smooth-bore guns had been on the site of Fort Scratchley as early as 1820. The Newcastle Chronicle of 14th July 1866 noted the first coastal defence guns at Signal Hill and later (31st December 1870) the report of a board established to consider harbour defences – “Nature has given us greater advantages for defence than other seaport towns. Flagstaff Hill and the Cliffs are the most eligible battery sites possible, and with an adequate supply of the recently invented long range guns, vessels of war, however well equipped for destruction, could never take the town.”¹⁷



Loading the Guns. Hunter Photobank

British garrison troops were withdrawn from NSW (as a result of the Cardwell reforms of the British army) in 1870 on the basis that wealthy colonies – including Victoria and NSW - should pay their own way. The colonies sought the advice of William Jervois and Col. (later Sir) Peter Scratchley to review their defences. Scratchley had previously advised the Victorian Government on the defence of Melbourne and

Geelong. As a matter of strategy, he took the view that land defences should be near ports but that threats were limited because the British navy would engage any enemy at sea. Scratchley returned to Australia on 8 March 1877 (and became commissioner of defences in 1878, covering in time all the six colonies and New Zealand). He and Jervois visited Newcastle in May 1877 recommending a complex with three 9-inch and four 80-pdr. guns on Signal Hill. In 1880 tenders for Scratchley's design for the fortifications were called. Old mineworkings provided problems for the fort's foundations however armaments were in place by April 1882. Fort Scratchley was manned by paid

volunteers under commissioned officer control. It was extensively modernised in 1889-1892 (with four 'disappearing' guns), and in 1910. Between the wars, a searchlight system was installed to 'sweep' the ocean for enemy shipping and, presumably, as a defence against air attack. Searchlight emplacements were located at Parnell Place, below Fort Scratchley, and on Nobbys.

The Fort did not see action in World War 1 but in 1942 it became the first Australian installation to return enemy fire when Japanese submarines followed up their attack on Sydney Harbour, directly shelling Newcastle. At approximately 2 am on the 8th June, the Japanese submarine I-21 under the command of Captain Kanji Matsumura, approached Newcastle with orders to attack Newcastle's shipyards. From 9 kilometres out, the I-21 fired 34 shells over a 13 minute period. The Fort responded with its six-inch guns – apparently without success. Many of the shells of the Japanese failed to explode and although anxiety was high, and one Bombardier Newton received a shrapnel wound to the head, no extensive damage was suffered.

After the War the Fort was used for National Service intakes and continued to function as a Coast Artillery Battery until 1962 when it converted to a light anti-aircraft role.

In addition to its commanding physical presence, Fort Scratchley has been a signature part of life in Newcastle. In many ways it represents the coming of age of the new colony and the hard won importance of Newcastle as a prime industrial city of Australia.

4.5 The “Brighton of Australia?”

Image and self image appear always to have been important in defining the special character of Newcastle and its people. In the nineteenth century, convict roots were consciously purged from the local psyche. Again, Newcastle's relationship to Sydney seems to have provided an ongoing source of local 'colour'. But it is in an ongoing tension between Newcastle's appeal as (in 21st century terms) a 'lifestyle choice', and its prime national significance as an industrial engine room, that an understanding of Newcastle's special character can be discerned.

Nancy Cushing has described the beach as “one of Newcastle's hidden places”¹⁸ - not because of its lack of visibility but because its cultural significance to the city has not had the attention given more dignified buildings and places. Despite its changing shoreline 'the beach' has always been there as a part of the local consciousness. To early settlers it probably did not represent a recreational opportunity; we know that the gaol was sited nearest it – with no windows facing out to sea. As Newcastle grew, the attractions of its 'sea breezes and convenient bathing' were recognised by visitors and Commandant Morisset had the Commandant's Baths (Bogey Hole) dug from the rock in about 1820. Although the benefits of swimming were becoming more popular, in the mid 19th century bathing enclosures were preferred (to the open beach) and by 1850 bathing accommodation for ladies was built

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between Nobbys and the ballast wharf. The Soldiers Baths (1880-1883) at the foot of Signal Hill were also seen as more commodious than the open water. The Bogey Hole was made the Corporation Baths in 1884 with women allowed (segregated) access at certain times. Cushing notes that “For most of the nineteenth century the beach was a place of ambivalence, one hidden from the purview of respectable people ... [and] ... the foolhardy were prevented from engaging in sea bathing by government regulations and social pressure.”¹⁹ Nonetheless Newcastle passed a by-law in 1893 allowing mixed bathing at all hours along the beach. (As if to make the more cautious point, Horace Hewison became the first recorded victim of a shark attack at Newcastle beach in 1894). Surf bathing became increasingly popular both in Sydney and in Newcastle. The Royal Lifesaving Society became established in Australia in 1894 and the Bondi Surf Bathers Life Saving Club formed in 1906. In 1907 a group resolved to establish a ‘swimming club’ at Merewether Beach and in January 1908 Council voted to establish a ‘Newcastle Surf Club and Life Saving Society’. A week later a ‘huge crowd’ turned out to see a lifesaving demonstration by the visiting Manly Club. Newcastle Beach was roped off and a platform erected on the sand to display resuscitation methods; “a ladies committee, led by Mrs Moroney, the Club President’s wife, operated two refreshment stalls while brass bands entertained the crowds ...”²⁰. In 1923 Nobbys SLSC was founded.

Newcastle’s picturesque setting and its embrace of the benefits of bathing had encouraged its early boosters to associate it with the recuperative image of



Visitors to the Square Hole. ND. Hunter Photobank

England’s Brighton. ‘Invalids and families’ were encouraged to take advantage of Newcastle’s salubriousness.

However by the latter part of the nineteenth century an alternative image was found to be more persuasive. The idea of Newcastle as a ‘coalopolis’ – city of coal – not only matched the historical baggage of its naming but also reflected a desire to encourage investment in coal mining and heavy industry –

“Although situated in a wider society which placed a high cultural value on the bush, the Newcastle community did not share the mainstream ambivalence to coal and industry. Accepting their fortunes were enmeshed with those of the coal mining industry, many Novocastrians set themselves to the tasks of creating a coal based commercial city which would be accorded the status and respect appropriate to a coalopolis.”²¹ And they succeeded! Newcastle’s pre-eminence in coal mining and steel production became the cornerstone of its economic growth and development. It also became the hallmark of its external image. Above all, it deeply influenced the way Novocastrians saw themselves. However given the Newcastle Tourism Development Plan’s positioning statement (3.1.2. above); it seems the wheel may be turning yet again.

PART 4. CONSERVATION

5. Site Assessment - Fabric and Setting

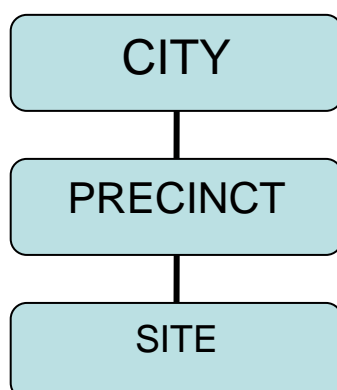
Previous Plans of Management have proposed a number of actions on a site by site basis. This Plan is predicated on a precinct-wide approach. It also embraces the agreed strategic themes:

- *Mulubinba – The place of the sea fern*. Indigenous Occupation and first contact
- *Newcastle Beginnings* – European discovery, first settlement
- *The Hardy Folk* – Convict life, winning coal, Depression life, hard sports: the Newcastle character
- *Protecting the Colony* – military and maritime
- *The ‘Brighton of Australia’?* – bathing and images of Newcastle

These themes are suggested as the key to understanding the contribution of the precinct, however three aspects are important:

- Some sites within the precinct can contribute to more than one theme
- They are not exclusive to the precinct and can be represented at other sites and institutions
- The purposes of this Plan include other Council objectives, particularly for tourism

Accordingly, conservation management is examined on a three-tier model which involves issues and relationships beyond the precinct itself:



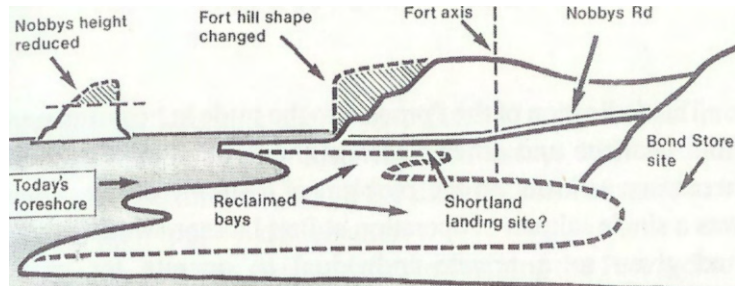
5.1 The land of the precinct

Understanding the land of the precinct is a key factor in developing a long term approach to conservation.

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The Coal River Precinct is more than lines on a map. It is the place where much of significance to Newcastle has happened. Furthermore, its geology and landscape character have predetermined human use and remain crucial in our human response to it. The bluff, the island, the sand, the river and, beneath it all, the late-Permian coal have shaped the place. Aboriginal owners not only used the land, they imbued it with spiritual and emotional associations. Fishing, hunting and habitation took place in and around the precinct; and, we understand, *Whyba-Garba* (Nobbys) was attributed a special significance. The physical intervention of the Europeans changed much - particularly the flora, the sand hills, the height of Nobbys, the pier, and the accreted or reclaimed foreshore - but the 'place' remains and the changes are a part of the story.

The sketch right (adapted by Jim Commerford (Coal and Colonials. 1997) from the Newcastle Herald, 26 July, 1986, and the original in the NSW State Library) shows the accumulated landform alterations.



Today, considered as beach or parkland, the landform is a contributor to all the proposed heritage themes. An hour's stroll reveals no shortage of historical material for the visitor. Interpretive projects including the Bicentennial, the Newcastle East Heritage Walk, Bather's Way and The Foreshore seem to have come like waves across the precinct. A plethora of plaques, monuments and interpretive boards mark (sometimes in duplicate) people and events.



Nobbys Island and Pier, 1820 (Dixon Galleries, SLNSW)

In some ways, the 'Shortland Lawn' and amphitheatre represent the heart of the precinct. Before foreshore accretion and reclamation, Shortland's *Eye Sketch* notes this as near the site of "natives" occupation and it was probably at, or near, Shortland's camp of Sept 1797 and the Colliers Point Settlement of 1801. There is no doubt that it was much traversed until the Zaara St Power Station and the Railway Yards impinged.



Within the parkland, adjoining the Macquarie Pier and Horseshoe Beach, the c.1985 concrete 'blockhouse' houses surfboats and other gear from surf clubs in the region. Although it has been argued that this structure is part of the continuing *Brighton of Australia* (or even *Hardy Folk*) stories this Plan takes the view that it is non-contributory and an intrusive element in the precinct.

The area at the foot of the Macquarie Pier was also the site of a significant Great Depression 'camp' between 1930 and 1937. This occupancy is of considerable interest for



Nobbys Camp, c.1935 (F.W. Chapman)

its contribution to the *Hardy Folk* theme; however, it is understood that there are no



Nobbys Camp, c. 1933 (B.J. Lovett)

extant archaeological remnants. Similarly, to the west of the Pier, is the site of the original Nobbys Surf Club. Again there are no physical remnants.

The depression slums gave way to the Army's Camp Shortland during World War II.

This Plan proposes that there may be (or perhaps, should be) direct parallels between Indigenous identification and respect for the land and our current approach to ongoing conservation planning. For both the original owners and today's citizens the place is special and should be treated as such.

5.2 Nobbys

Nobbys is a key contributor to precinctual heritage. It is directly relevant to all the proposed heritage themes.

This Plan has reviewed the *Macquarie Pier, Nobbys Head and Southern Breakwater Conservation Management Plan (Revised)*. (Suters Architects for the Newcastle Port Corporation. 2000). It remains a valuable evaluation of the site history, archaeology, physical fabric, and overall significance. The Plan offers policy guidance to management and appropriate conservation practice. It is considered a sound base document for this present Plan.

Of course, Nobbys cannot be said to be 'intact' – although it was a part of the mainland 10,000 years ago, the 1855 lopping and the pier have changed it from the island (*Whyba-Garba*; Hacking's Island) - noted in Cook's 1770 journal as 'a small clump of an island lying close to the shore' - to a reduced part of an isthmus. Nonetheless it retains its integrity as a prime marker of Aboriginal ownership and European discovery.



Nobbys' part in defining the *Hardy Folk* includes a role as a stockade, and as a coal mining site. The history is not definitive; however it may also have

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served as a separate camp for women convicts (providing one of the rare insights into female suffering in the early settlement)

In the aesthetics of landscape, Nobbys contributes a perfect punctuation point – it marks both the sea-entry and end of the built city. As a chapter in *The Brighton of Australia* it is a much used and enduring landmark icon of Newcastle.



The construction of the light house is a significant chapter in the story of *Protecting the Colony* for its maritime contribution to coastal shipping, defence and international trade. The lighthouse was designed by Colonial Architect, Alexander Dawson. It has been in the continuous use from 1858 to the present and was the first to be installed under the Trinity House Codes following the 1856 Commission into Australian Lighthouses. It was the first built outside Sydney and remains intact - reflecting progressive development since 1857 and the evolution of Newcastle's place as a world coal port. While the building dates from 1857-58, the actual light and the upper section are not original. The Lighthouse and signal station buildings are in good condition. The perimeter wall has been partly re-built in some sections, although most of the older footings and other elements, including two sandstone piers, survive. The signal station is the latest of a number and has been progressively altered to meet contemporary requirements.



In addition to the light itself there are a number of buildings and structures on the headland including:

- Three residences (Defence Force Dwellings for the Signal Master and his staff built in ca 1942 to replace original quarters);
- Some WW II defence related brick and concrete structures;
- A brick perimeter fence (1890);
- Underground water tank (1869) (concealed);
- Concrete observation post (1939) (east headland);
- Circular gun pit (1941);
- Gun emplacement and tower (1941);
- Steel signal mast (1941);
- Convict stairs (1853) (damaged) (Nobbys car park);
- New entrance gate (1999).
- Brick and weatherboard garages associated with the use of the cottages and two small sheds
- A concrete block shed for the electrical transformer station and water pumping plant.

The following items have been demolished:

- Original residences built in 1858, demolished in 1941;
- Original signal station built in 1858, demolished in 1941;

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- Two flag staffs built 1913, demolished 1949;
- Concrete shed for spotlight built 1939, demolished 1969;
- Associated rails, built 1939, demolished 1969;
- Footings of structures built 1939, demolished 1969 (south of cottages).

Three powder galleries excavated by Royal Engineers to accommodate explosives to blow up Nobbys in 1854 are understood to remain beneath landfill.

Other items relating to the historical functioning of the harbour. include:

- The front measured mile marker.
- The solar powered navigational aid at the end of the breakwater.
- The Stephenson Screen and rain gauge on Nobbys Head for weather recording.

On the advice of the NSW Heritage Office the Newcastle City Council has approved alterations and new works which allow adaptive re-use of the Nobbys Signalling Station as a restaurant/ kiosk/ accommodation complex but which retains NSW Maritime use as a lighthouse.

5.3 Fort Scratchley, (*Tahlbihn*, Braithwaites Hill, Beacon Hill, Signal Hill, etc)

With the Christ Church Cathedral, the industrial and port facilities, the Town Hall, and the Customs House, Fort Scratchley is one of Newcastle's most important built structures and landmarks. Its contribution to *Protecting the Colony* is central.

The City of Newcastle's *Fort Scratchley Plan of Management* (2005) provides an expansive and detailed evaluation of the site context, its significance, management actions and a preliminary approach to interpretation. It offers guidance to appropriate conservation practice and is considered a sound base document for this present Plan.



The Fort land is approximately 3.6 ha. contained by Nobbys Rd and Fort Drive. The Fort complex, outer Fort buildings and the surrounding trench and cliffs occupy some 57% of the site. The significant elements of the place include:

- Gun emplacements, casements, magazines, tunnels. etc. (1882, 1910)
- Observation Post (1939)
- Commandant's Cottage (c.1886)
- Barracks, guard houses, messes, and associated buildings (c1886)



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- Dry Moat, entry gates and perimeter wall (c.1892)
- Searchlight enclosures (c.1939)
- Mines Control Station (c.1892)
- Master Gunner's Cottage (c.1926)
- Parade grounds
- Archaeological remnants of demolished buildings

The playground structures are considered non-contributory and intrusive.

Regrettably much of the Fort is not in good condition and faces continuing vandalism despite its Commonwealth ownership. Nonetheless its overall integrity is high. As a document of colonial defence strategy and the technologies of fortification it is in the front rank of NSW sites. The loss of major armaments



Fort Scratchley c.1880-90

(particularly the 'disappearing' guns) is regrettable; however extant examples of other ordnance associated with the facility add a special dimension.

The land – including the archaeological remnants of mine workings – is relevant to all the other themes.

By acknowledging the place with a word – *Tahlbihn* – the Indigenous owners recognised the bluff as a significant landform feature. It is probable that it was used for gathering, observing weather and watching passing whales. Conceivably, it offered a first view of European ships. To date the site does not appear to have produced archaeological evidence of habitation or trade – the preference probably being for the shelter of the adjacent valley or the denser forest recorded in Lycett's paintings. Nonetheless the site is clearly a contributor to the *Mulubinba* story.

The rigours of coal mining – especially convict coal mining in a remote part of a new colony – are an essential part of the *Hardy Folk* story. The history and experiences of the military, documented in the early records and (more personally) Coke's 1827 notebook and letters, contribute to the *Hardy Folk* and *Newcastle Beginnings* themes.

5.4 Coal Workings

Understanding Newcastle's heritage and character is not possible without an appreciation of the contribution of coal. It has impacted the people, its economy, its image and its place on the world stage. Coal played a key role in the world of 1800. It generated steam power, provided heating, fuelled forges

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and was even important for cooking on board ships (including James Cook's) at sea. Coal also fired the salt plant established at the base of Colliers Point in 1805, and the Signal Point beacon between 1821 and 1857.

Although Newcastle's coal heritage is now much more widely spread – throughout Newcastle itself and the region - in the cliffs of Colliers Point, the Nobbys workings, and, especially the subterranean workings beneath the Fort, we have the first coal mine in the southern hemisphere and, arguably, the birthplace of the Australian coal industry.

For its key role in European settlement and convict work life it is an integral contributor to *Newcastle Beginnings* and *The Hardy Folk*. As a part of the dichotomy between Newcastle's identity as a relaxed beach resort and industrial city it contributes to *The Brighton of Australia*

The precinct's coal workings were exploited between 1801 and 1824. The upper split of the Dudley (or 'Dirty') seam was probably the first – mined by adit (or drift) mining. In the 1820's the focus shifted away from the Signal Hill mines and the 1830's take-over of mining by the Australian Agricultural Co. meant the industry grew quickly elsewhere. Platt's original workings were encountered in 1881 when the foundations of the Fort were being constructed but by 1885 it appears that the mines were best forgotten as an unwanted reminder of Newcastle's convict heritage and stripped out. Although the precise position of each drive, heading and crosscut is not certain, the July 1804 plan by Lt Menzies and the 1856 survey of Flagstaff Hill provide clear evidence of their general position. Recent Ground Penetrating Radar survey, terrestrial re-survey, and direct drilling undertaken by the Coal River Working Party has refined the mine location and generated a new community interest in the workings.

5.5 Macquarie's Pier

The construction of Macquarie's Pier (and its successor) enabled safe navigation and was a major contributor to the development of the port. The accretion of sand to the east provided for Nobbys Beach. It contributes to the *Protecting the Colony*, *The Hardy Folk* and *Brighton of Australia* themes.



Macquarie's Pier. ND. Hunter Photobank

Whilst the present Macquarie's Pier is not that which he began in 1818, it is an interesting link to the man and his enthusiasm for public works programs. (Governor Brisbane's decision to stop work in 1823 may also be an example

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of decision-making 'in Sydney'). Coincidentally the quarrying of stone from Nobbys and Colliers Point represent another change to the ancient landscape by the European settlers. Rebuilding the pier in the 1860's was instrumental in creating a safe harbour.

5.6 Nobbys Beach Pavilion, Soldiers Baths and Beach

The Surf Club Pavilion complex exemplifies the *Brighton of Australia* image sought by Newcastle boosters since the 1830's.

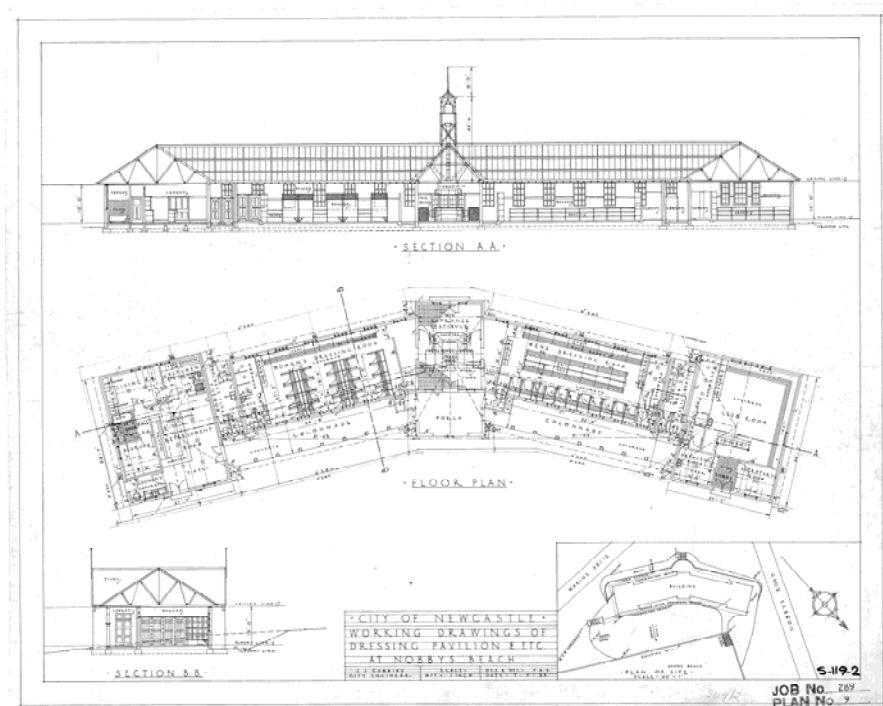


The building is of aesthetic architectural significance as a well designed public building in the inter-war (1934) Mediterranean style.

The building is unusual in the design strength of both its colonnaded beach front and Nobbys Rd facades. The building was designed by F.A Scorer (of the City Engineer's Department) and cost of 3600 pounds. At its opening the Mayor (Ald. R.G. Kilgour) said that "... at the moment Newcastle was 'on the map' in regard to surfing areas and as a health resort. It was the ambition of the City Council to teach people to look on Newcastle not merely as an industrial city, but to encourage them to come to the district as tourists" (NMH 3.12.1934).

The original layout had entry from Nobbys Rd into a paved vestibule fitted with counters and shelves which provided access to the beach.

Plan: 1933
Working
Drawing

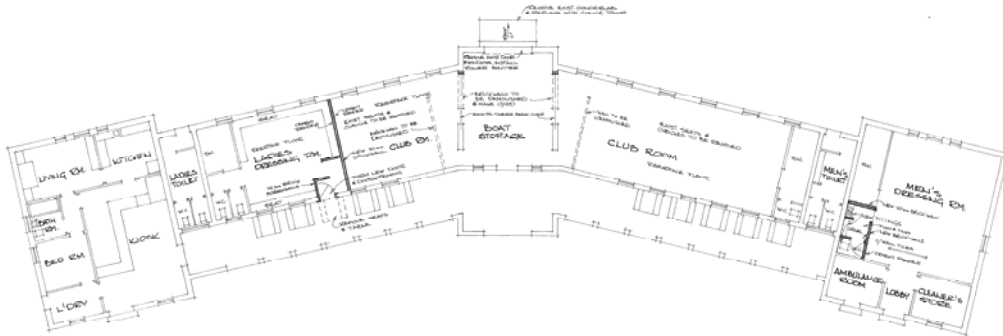


Notably, original plans (and the undated photograph, right) also show a tower above the vestibule. This was constructed but it is not known at this stage when it was removed. Small decorative details (particularly the signage over

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the former Nobbys Rd. entrance and the coat of arms of the previous council) also add interest.

Progressively, the requirements of the Nobbys Surf Club (for boat storage and clubrooms) and the changing habits of beach visitors occasioned a change in the predominant use of the pavilion from change-room to club-room. Plans showing proposed internal alterations were prepared in 1963. However it is not yet clear whether these were executed. Again, plans (1976?) for the demolition of the 1934 building and its replacement with a new complex were shelved – to be replaced in 1978 with replanning of the interior.



Plan: 1978 Interior

In 1983 the store/ lookout building was designed (again within the City Engineers Department). The 1984 works also appear to have included replanning of the entry and interiors. The eastern wing housed the 'refreshment room' and living quarters for the caretaker; the western wing housed the surf club.

The pavilion appears to have suffered minor cracking during the 1989 earthquake and repairs were undertaken in 1993. Also in 1993, the ancillary shade structure was designed (by EJE Architecture). Both the store/lookout building and the shade structure are compatible with the pavilion and should be recognised as contributory to its heritage.

The building still provides accommodation for the Surf Club Nobbys SLSC (founded in 1923), a kiosk, showers and toilets. The building requires maintenance and refurbishment.

In addition to its aesthetic significance the pavilion complex is of interest as a between-the-wars statement of the beach culture which contributed to the "bronzed Aussie" image of the nation. Perhaps most significantly, the Pavilion is important as a community landmark and as a contributor to the continuing cultural dichotomy between Newcastle as 'Coalopolis' and as the 'Brighton of Australia'. In other ways the surf club traditions also mark the enduring reputation of Novocastrians as *The Hardy Folk*.

The Soldiers Baths, constructed about 1880-1883, are a rare example of Nineteenth century ring-of-rocks ocean baths, predating the ocean baths at Bondi and Bronte. Although accretion and land falls in 1909 have reduced their depth and intactness, they remain an important contributor to the *Brighton of Australia* theme.



Pavilion - with tower. ND. NCC

5.7 Pilot's Station, Boat Harbour, Boat Shed ('Cornish Dock')

The Pilot's complex is an important contributor to the *Protecting the Colony* theme.

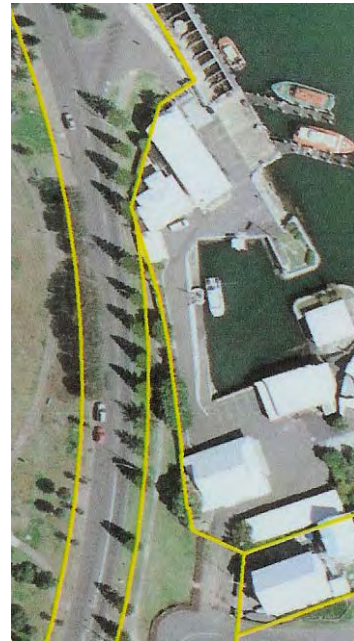
Pilotage into the harbour dates from the appointment of first Government pilot, William Eckford in 1812, as a response to the difficulties (and disasters) of navigation of the shoals of the Newcastle Bight. In about 1866 the Lifeboat station from Stony Point was moved to the Boat Harbour.

The Boat Harbour comprises the stone dock (c.1860), slipways (1870) and shedding. The dock and slipways are intact in good condition; shedding has been subject to progressive alterations. The northern shed (Boat Shed No 2) requires stabilisation and repair. The Pilot's Dock also houses the intact rope well for the mine system developed prior to World War 1 as a component of the defensive system.

The pilot complex also includes six post war (probably 1960-1980) buildings, and wharves, used by the Newcastle Port Corporation's pilot service.



Although the buildings are of minor historic interest for their association with the service they are not of architectural significance. Adjoining the Pilot base is the Commonwealth's T(raining) S(hip) Tobruk. The drill hall, store and ramp were previously part of HMAS Maitland and are understood to have been constructed in 1908 and 1911 and subsequently re-clad immediately prior to, or during, World War II. Currently they operate as a naval cadet training base. The present Pilot complex and the TS Tobruk reflect the ongoing use of the site for maritime services. The complex's fencing is an intrusive element in the Precinct.



6. Summary of Conservation Significance.

The place is of Indigenous significance as a place of habitation - with special associations - of the Awabakal people for 8000 years. It is the site of the first settlement of Newcastle

“Macquarie Pier, the Southern Breakwater and Nobbys Headland are Newcastle’s landmark, the symbol of its vital relationship with the sea which continues to play a key role in the industrial and transport life of the region. The site is also significant for its links to Newcastle’s convict era, the Depression of the 1930s and its role in the wartime defence of Newcastle. It is also a tourist attraction and a place of recreation for Novocastrians and visitors to the city”. (*Macquarie Pier, Nobbys Head and Southern Breakwater Conservation Management Plan (Revised)*). (Suters Architects for the Newcastle Port Corporation. 2000). (See also Appendix 4)

“The site of Fort Scratchley has been significant in the history of Newcastle since it was first established, and the subsequent development of coal mining and navigation, both of which have made major contributions to the state. The Fort itself is of particular significance in the defence of the eastern seaboard of Australia. Of National Heritage Significance.” (*Fort Scratchley Plan of Management*. City of Newcastle.2005)

In addition to its architectural aesthetic significance the pavilion complex is of importance as a between-the-wars statement of the beach culture which contributed to the “bronzed Aussie” image of the nation. Perhaps most significantly, the Pavilion is important as a community landmark and as a contributor to the continuing cultural dichotomy between Newcastle as ‘Coalopolis’ and as a ‘Brighton of Australia’. The Soldiers Baths, constructed about 1880-1883, are significant as a rare example of Nineteenth century ring-of-rocks ocean baths, and culturally significant for their contribution to the *Brighton of Australia* heritage theme.

The ‘Cornish Dock’ is significant as a rare example of C.19th coastal pilot services and for its contribution to the *Defending the Colony* maritime theme

Precinctual Statement of Significance:

With its Indigenous associations the Coal River Precinct is a true ‘birthplace’ site. Its land, buildings and subterranean remains concentrate elements of the Newcastle story from pre-history through the first hundred years of European settlement. In the beaches and the later Nobbys Beach Pavilion the all-embracing questions of the Newcastle character are exemplified.

It is difficult to think of another major city which can point to such a rich mix of important heritage themes in such a special landscape environment.

7. Conservation Issues

7.1 General

The sustainable conservation of the precinct raises a number of issues:

- Boundaries of the precinct
- Indigenous
- Relationships to the Newcastle city
- Uses, including tourism
- Controls
- Interpretation
- Awareness and promotion
- Enhancement

7.2 Boundaries of the precinct

This Working Paper is predicated on a brief which is defined by the boundaries identified in the NSW Heritage Council's listing. Accordingly there are notable exclusions from its focus which could reasonably be considered part of a wider 'precinct'; for example, in the immediate vicinity, are the Convict Lumber Yard and Customs House, the site of the first shaft (1814-17) in Watt St., the Railway shedding and the East End residential area.

On the other hand, a key feature of the Heritage Council's definition is the public ownership of the place. This is a truly public place.

Again, it is important to re-iterate that the themes identified by the Plan to date are not exclusively the province of the precinct. All themes have contributory sites of significance outside the precinct – in the central city, the region, and even at sea. (The coal industry, for example, quickly outgrew its roots within the precinct.) Conversely, it is recognised that not all major themes of Newcastle's heritage are dealt with in the proposed themes (eg. Religion, Steel, Coal after 1830, Urban growth, etc). Accordingly, this Plan proposes an approach which recognises that part of the story which is exemplified within the precinct; with the expectation that other sites or institutions will expand the Newcastle story elsewhere.

7.3 Indigenous

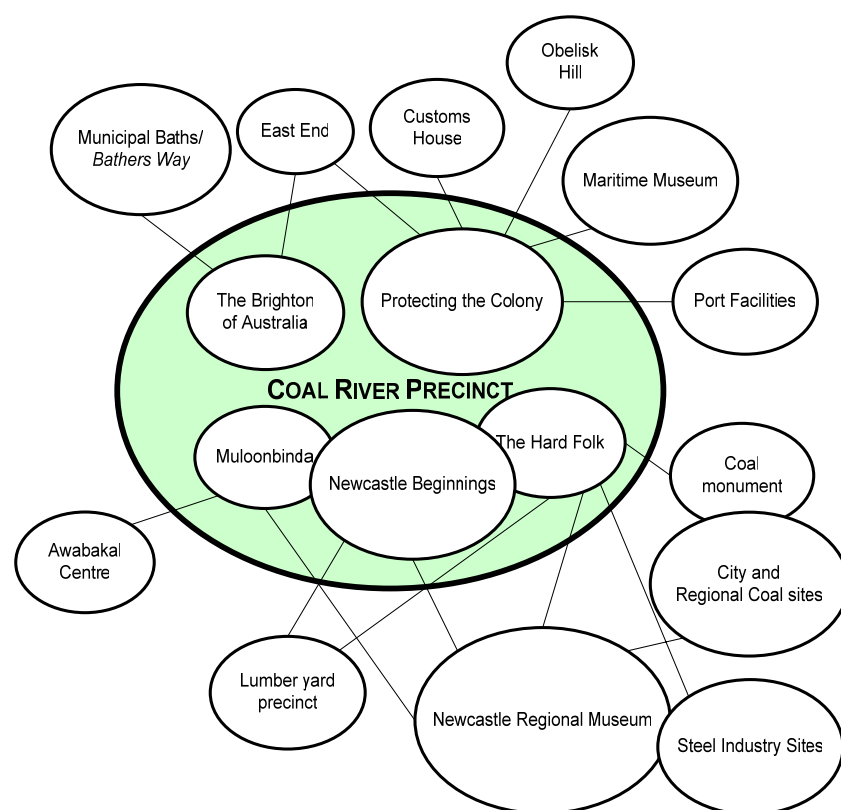
As *Whyba-Garba*, Nobbys requires special conservation and interpretive consideration. It is accepted that the traditional stories associated with it spread (probably through song lines) at least as far as the Northern Territory where they are still known. In addition, a current opinion is that this knowledge is 'men's' business' and should not be revealed to Awabakal women (despite the current openness in this respect on plaques within the precinct).

Moreover, it appears that it may be a place barred from Indigenous visitation by the original Awabakal and Worimi inhabitants.

7.4 Relationships to the Newcastle City

The precinct directly abuts central Newcastle – its East End Residential zones; the CBD; and key sites such as the Hospital. All can (and in the case of the housing development on the site of the Zaara St Power Station, have) impacted on the integrity of the place. Views within the precinct, to it, and from it are not purely issues of conservation nicety; they can influence the tourism offer and the overall image of the City. Like Rome and Athens, Newcastle has been determined by its ‘hills’. With the Obelisk, Fort Scratchley and Nobbys are prime ‘lookout’ hills with outstanding panoramas for visitors. Accordingly, this Plan identifies the protection and exploitation of views as an issue.

Thematically, this Plan envisages a model which relates the key themes to other points of interpretation within the city as follows:



7.5 Uses, including tourism

As a site of state and national significance, this Plan proposes that conservation activity should be guided by the *Burra Charter* of Australia ICOMOS (International Council on Monuments and Sites) in respect to use: “... the conservation policy should identify a use or combination of uses, or constraints on use, that are compatible with the retention of the cultural significance of the place and that are feasible.” (Burra Charter Conservation Policy Guideline)

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The Burra Charter is not prescriptive (or proscriptive) in respect to particular types of use which may, or may not, be appropriate. However public ownership of the site must be capitalised upon. Only uses which protect, conserve or enhance the key heritage elements should be considered. Within this general approach the range of use would include:

- Existing uses associated with the key themes e.g. port facilities, surf lifesaving, maritime recreation
- Museum use
- Public open space

Introduction of new uses, including tourist uses, should not only be assessed on the basis of the *Burra Charter Conservation Policy Guideline on Use* but by an expert assessment of obligations regarding possible works which are dealt with by the Burra Charter itself (see Controls below). This assessment will rule out a number of uses on account of their physical implications (eg. residential or industrial development) but may allow adaptive re-use of some structures for accommodation, or food outlets.

In general, this Plan recommends restriction of new buildings throughout the precinct. It also recommends that infrastructure works, interpretation, signage, and landscaping conform to Burra Charter standards.

As a matter of overall approach, tourism should be recognised as an appropriate use within the precinct and within the key sites. In all matters of works, however, respect for the heritage values, identified above, are primary and should in no way diminish the significance of the place.

7.6 Controls

Newcastle Port Corporation (NPC) is a statutory corporation of the NSW Government charged with the responsibility of managing commercial shipping activity in the port of Newcastle. The Newcastle Port Corporation owns the land and buildings of the Pilots complex, Nobbys Signaling Station (excluding the lighthouse itself), and Macquarie's Pier. The Australian Maritime Safety Authority (AMSA) is responsible, on behalf of the Commonwealth Government, for the operation of the lighthouse which is leased to it by The Maritime Authority of NSW (trading as NSW Maritime) is also the land owner of part of Horseshoe Beach Reserve and the river bed of Newcastle Harbour.

The Commonwealth of Australia owns Fort Scratchley and its immediate surrounds subject to an agreement to vest the site in the Newcastle City Council at the completion of agreed conservation. The balance of the precinct is vested in the Newcastle City Council.

7.6.1 Statutory - Commonwealth

The principal structures of the precinct (and the wider Newcastle Conservation Area) are included on the Register of the National Estate.

TS Tobruk and Fort Scratchley are currently Commonwealth owned.

National Estate Registration does not regulate works or use of property unless it relates to the action of a Commonwealth Minister. Under Section 30 of the Australian Heritage Commission Act 1975, the Commonwealth Government is prohibited from taking any action which would adversely affect a place in the Register, unless there are no 'feasible and prudent alternatives'.

7.6.2 Statutory – State

The Coal River precinct is listed by the Heritage Council of NSW under s130 of the NSW Heritage Act 1977 and Heritage Amendment Act 1998. Any proposal for work obliges Newcastle City Council and the Newcastle Port Corporation to lodge a s.60 application to carry out works (specified in s. 57) with the Heritage Council for approval. A range of statutory standard exemptions from permit requirements are available (See Appendix 5). These relate to a limited range of excavations and special cases. However, exemptions from the formalities of permit approval can also be arranged with the Heritage Office based on notification of proposed:

- Maintenance
- Repair
- Painting
- Excavation
- Restoration
- Development excluded by the Heritage Council or Director
- Minor activities with no adverse impact on heritage significance

The Heritage Council of NSW also acts as a referral authority where a permit is required from the Newcastle City Council.

7.6.3 Statutory - Newcastle City Council

Planning Permit control over the precinct is exercised by the City of Newcastle

The Newcastle Urban Strategy (1998) provides policy direction to the city. The Strategy's Vision for Newcastle East: "... a balance will be created between the residential/tourist mix and the historical character ...". Objectives are directed to:

- [promoting] the active use of the harbour foreshore
- [providing] for development that enhances the existing heritage character

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- [protecting] the rich heritage of Newcastle East, its diverse land uses, building ages and architectural styles

The Newcastle Development Control Plan (2005) provides a “ ... comprehensive set of Council’s existing development control plans and forms the first stage in the framework to achieve Newcastle’s vision for a sustainable built environment ...” . Element 5.7 of the DCP includes the Coal River Precinct but provides provisions only for residential areas. For the City East Element (6.2) relevant sections include:

- the Foreshore (6.2.2a)
- Heritage Areas (6.2.2b)
- Archaeology (6.2.2c)
- Edges (6.2.2g)
- Landmarks (6.2.2h)
- View Corridors (6.2.2i)
- Heritage Items (6.2.4a – but basically referring back to 5.7)

The Newcastle Local Environmental Plan 2003 (NLEP) is a City Wide Plan covering the entire Local Government Area. Among the aims of the NLEP is to “promote urban conservation in defined conservation areas and to protect, conserve and provide for the enhancement of items of environmental heritage.”

‘Nobbys Lighthouse, headland & breakwater’ and Fort Scratchley are included in the NLEP as items of State heritage significance. The NLEP’s Newcastle East Heritage Conservation Area also includes the land, Fort Scratchley, Nobbys Head, Nobbys Pavilion and the Macquarie Pier as an Open Space and Recreation Zone. The Pilot’s complex is identified as a Special Use Zone. Consent from the Newcastle City Council must be given prior to demolishing, defacing, damaging or moving a heritage item, alteration to a heritage item, or erection of a building on land on which a heritage item is located or which is within a heritage conservation area. The Heritage Council of NSW provides advice in respect listed items (i.e the Coal River Precinct)

7.6.4 Non Statutory – National Trust, ICOMOS Burra Charter

Fort Scratchley, Nobbys Lighthouse, Nobbys Pavilion and the Macquarie Pier/Nobbys Head/The Southern Breakwater (within the Newcastle Urban Conservation Area) are classified by the National Trust.

The ICOMOS Burra Charter (Appendix 2) provides the major guidelines for works to heritage places. Whilst only guidelines, the NSW Heritage Office’s Heritage Information Series - Interpreting Heritage Places and Items provides excellent direction to interpretation of heritage places (Extract Appendix 3).

7.6.5 Review of Controls – Issues

Despite the basic soundness of the system of controls over the ‘Coal River Precinct’, there are a number of issues which the above review of controls raise:

- As an identifiable precinct it is not defined, except by the NSW Heritage Council
- The DCP does not include specific provisions for the precinct
- The Surf Club pavilion is not identified individually as of State-wide significance.

This Plan proposes that the Coal River precinct has a special significance as a unique heritage area – Newcastle’s Birthplace. Additionally, the Fort Scratchley Draft Plan of Management (2005) and the Macquarie Pier, Nobbys Head and Southern Breakwater Conservation Management Plan (Revised)(2000) provide clear conservation guidelines in respect to works to those sites.

Accordingly, further consideration will be given to:

- Planning Scheme provisions
 - Identification in the Newcastle Urban Strategy
 - Additional specific provision in the DCP
 - Establishment of a separate heritage area in the DCP and NLEP
 - Appropriateness of NLEP Open Space and Recreation Zoning
- Assessment of the Surf Club pavilion
 - Individual significance
 - Conservation guidelines

7.7 Awareness and promotion

The conservation process should not end with physical works and interpretation – raising awareness of the value of the place is an appropriate adjunct. Promotion of the precinct and its meaning is the first invitation to participate. For particular visitors (such as tourists) packaging the experience in an appropriate way is important in reinforcing the precinct’s heritage significance.

7.8 Enhancement

The Plans of Management have identified a number of non-contributory or intrusive elements – both built (eg the concrete boat shed) and horticultural (Bitou Bush (*Chrysanthemoides monilifera ssp. rotundifolia*)). Progressive planning for the removal of intrusive elements will enhance the appreciation of relevant features of the place.

More positively, careful illumination of the precinct’s features may enhance Novocastrians’ awareness of their importance. Landscape planting, infrastructure works, playgrounds, and signage can all have positive (or negative) impact on the significance of the site.

A major 'enhancement' related to the interpretation of the site is the possible development of an interpretive centre on site to outline some or all of the themes of the precinct. (That issue will be addressed in Working Paper 4).

8. Conservation Management

8.1 Existing Conservation Management Plans

The Brief calls for the review of the two Principal Management Plans already prepared:

- Macquarie Pier, Nobby's head and Southern Breakwater Conservation Management Plan (Revised). November 2000; and
- Draft Fort Scratchley Plan of Management. 2005

Both Plans provide a well considered approach to the management of the built structures with which they deal. They exclude the Boat Harbour and Boat Sheds, and the Nobbys Beach Pavilion, but together deal with most conservation policy issues associated with key built heritage of the site.

This Working Paper proposes adoption of the Plans as follows:

- (a) Macquarie Pier, Nobby's Head and Southern Breakwater Conservation Management Plan (Revised). November 2000.

<i>Item</i>	<i>Action</i>
Historical Analysis	Adopt
Archaeological Evidence	Adopt
Geology	Adopt
Horticulture and Vegetation	Adopt
Physical Evidence	Adopt
Physical Condition	Adopt
Statement of Significance	Adopt
Interpretation	See below
Policy 1 – Management of Cultural Significance	Adopt
Policy 2 - Public Access	Update
Policy 3 – Setting / Landscape	Adopt
Policy 4 - Archaeology	Adopt
Policy 5 - Built Fabric	Adopt
Policy 6 - Interpretation	Elaborate, below
Policy 7 – Future Planning	Adopt

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(b) Fort Scratchley Plan of Management. 2005.

<i>Item</i>	<i>Action</i>
History and General Description	Adopt
Significance	Adopt
Uses	Adopt
Natural Values	Adopt
Cultural Values	Adopt
Community Values	Adopt
Future Use – Objectives	Adopt
Future Use - Vision	Consider
Future Use – Leases and Licenses	Adopt
Approach to Cultural Significance	Consider
Physical Fabric - Maintenance	Adopt
New Development	Adopt with minor variation
Accessibility	Adopt
Landscape	Adopt
Visitor Experience	Consider
Interpretation	Consider
Recreation	Consider
Managing Visitors	Adopt and Expand
Promoting and Marketing	Consider
Administration – Use and Occupation	Adopt
Administrative Structure	Consider
Community Relations and Volunteers	Adopt
Historical Research	Adopt
Implementation	Consider

8.2 Pilot Station, Boat Harbour and Boat Sheds / TS Tobruk complex

<i>Item</i>	<i>Action</i>
History and Description	Further research
Significance	Contributory
Uses	Current
Visitor Experience	Improve accessibility.
Enhancement	Remove intrusive elements
Conservation	Stabilise and re-instate

8.3 Surf Club Pavilion

<i>Item</i>	<i>Action</i>
History and Description	Confirm
Significance	Important
Uses	Current
Visitor Experience	Interpret. Improve facilities.
Enhancement	Refurbish interior
Conservation	Maintain exterior

8.4 Summary Priorities

Conservation of the Coal River Precinct depends on resources ... and will.

A precursor to any effective conservation and interpretation is a community recognition of the enormous significance of this place to Newcastle. Council has already done much to acknowledge its 'technical' heritage significance through its detailed research, its planning scheme amendments, its NSW Heritage Council listing and its recent resolution to nominate the precinct for inclusion on the Register of the National Estate. The next step is to invite Novocastrians to emotionally engage in the special meaning the place has for the community and for each citizen personally. In the same way that: Sydney-siders have a pride and ownership of the Harbour and the Bridge; Londoners for Big Ben; Melbournians for Cook's Cottage; and so on ... the people of Newcastle can value the Coal River Precinct as *their* 'special place'.

Creating an awareness of some of the Precinct's significance and meanings is a first priority. This is a matter for interpretation and promotion. A priority model is summarised in the following table.

Priority	Objective	Action	City / precinct / Precinct element
Immediate	Raise awareness and understanding	<ul style="list-style-type: none"> • Council media promotion • Council Policy focus • Tourism packaging 	<ul style="list-style-type: none"> • City-wide • Regional/ state /national
Immediate	Conserve heritage fabric	Repair important elements	<ul style="list-style-type: none"> • Execute Ft. Scratchley conservation works • Maintenance- Pavilion • Repair Pilot Ramp Shedding
Immediate	Clarify Controls	Planning Scheme Amendment	Amend to identify Precinct
Immediate	Clarify Controls	Heritage Council List	Apply for HC Individual Listing – Nobbys Pavilion
Immediate	Resolve Approvals	Determine	Nobbys Development
Short-term	Establish Management	Resolve structure (WP 4)	Fort Scratchley / Precinct
Short-term	Interpretation	Establish Plan (WP4)	City/ Precinct / Fort Scratchley
Short-term	Interpretation	Signature landmark (WP4)	City / Precinct
Mid-term	Precinct Enhancement	Remove intrusive elements	<ul style="list-style-type: none"> • Scratchley Playground • Pilots fence • Boat shed
Mid-term	Precinct Enhancement	Refurbish Facilities	<ul style="list-style-type: none"> • Pavilion • Fort Scratchley
Mid-term	Precinct Enhancement	Lighting and Infrastructure	<ul style="list-style-type: none"> • Precinct • Elements
Mid-term	Precinct Enhancement	Repair vegetation	<ul style="list-style-type: none"> • Remove intrusive plants • Establish appropriate planting
Long-term	Focus tourism and access uses	Port Maritime Centre (WP4)	Pilots complex/ TS Tobruk / Surfboats

8.5 Management

Given the Precinct is currently under the management of a number of authorities based on a tapestry of government ownerships and responsibilities; it is not practical to recommend a unified precinct management arrangement, such as committee of management. There are, however, key functions which should be addressed if a consistent approaches to conservation and development of the Precinct's potential for recreation, education and tourism are to be exploited.

It is clear that leadership must come from the City of Newcastle. Not only is it, with the Newcastle Port Corporation, a key landowner, it is envisaged that responsibility for one major asset – Fort Scratchley – will move to it in the near future. The City also retains planning and permit responsibilities across the site.

Management of Fort Scratchley is a key issue. Presently day to day management of negotiations with the Commonwealth regarding building works, site maintenance and budgeting is undertaken by the City's Commercial and Business Development Co-ordinator. This arrangement recognises the importance of control of conservation works and budgeting at this stage. Once the property becomes directly vested in the City three additional responsibilities should be recognised:

- Development and management of Fort Scratchley interpretive initiatives
- Coordination of site tourism development
- Precinct publicity and promotion

8.5.1 Fort Scratchley

Presentation to the public of the Fort has relied on the Fort Scratchley Military Society. Over a number of years the FSMS has been instrumental in raising community interest, establishing guided tours, 'firing the big guns', collection of artefacts, and restoration of items. As a voluntary group with limited income the FSMS has achieved much. With new ownership arrangements it is necessary to establish a productive relationship between the City and the FSMS which recognises:

- the FSMS's central role in providing volunteers to assist visitors in understanding the place
- the independence of the Society and its right to earn income (including possibilities for establishment of a FSMS Trust to receive donations)
- the Fort's role in the Precinct's wider tourism and cultural promotion.
- the limits to volunteer's manpower and expertises.
- ongoing budget implications of large scale funding for professional maintenance, exhibition and experience initiatives, and collection development.

8.5.2. Tourism

Coordination of the precinct's tourism offer – guided tours, events, walks, accommodation, infrastructure development, etc. – requires special expertise in packaging and marketing. The City's Tourism department can provide much of the technical expertise to advise on these roles however its current brief does not envisage a direct management responsibility for developing the potential of the Precinct's various components, particularly the Audio Park experience.

8.5.3 Promotion

Raising awareness of the Precinct and its heritage themes in the community and target audiences is an important part of this Plan. This will require a coordinated approach which is sensitive to the cultural significance of the place and which quickly builds an understanding of the symbolic meaning of *Newcastle Sky Canons*. Ongoing relationships with newspapers, magazines, TV and radio are required.

8.5.4 Options

There appear to be three realistic options open to the Council.

- Establish a new position with responsibilities for the Fort and other Precinct functions
- Include management of the Fort in the brief of the Newcastle Region Museum; absorb other functions in existing Council departments' work
- Identify a responsible officer, perhaps within Group Management - Community Development, with direct control of Fort operations, events, productions (such as the Audio Park), and responsibilities to coordinate Precinct promotion and infrastructure development.

Having regard to the present tight financial constraints on the Council, and the massive task facing the Regional Museum during its immanent re-development, the third option is recommended.

It is also important to re-emphasize the crucial role the Newcastle Port Corporation plays in managing key elements of the Precinct. Already the Corporation has been active in planning use and conservation of its heritage assets. In its future actions there are significant opportunities to contribute to a successful community outcome for the Precinct.

PART 5. TOURISM DIRECTIONS

9. Directions

9.1 Principles

Three guiding principles form the basis of this Plan's approach:

- Tourism access and development should identify appropriate ways of making the significance of the place understood consistent with the retention of that significance – tourism should enhance the place and its heritage fabric, not diminish it.
- The primary 'audience' for the visitor experience are Novocastrians – a place understood and valued by the citizens of Newcastle will constitute the best tourist experience.
- The precinct can work as a tourism asset at three levels:
 - city-wide;
 - precinct wide; and,
 - at the individual component level

For the Coal River Precinct project two issues are relevant:

- The contribution tourism can make to the precinct;
 - Spreading understanding of the heritage themes
 - Providing income streams for maintenance and conservation
- The contribution the precinct can make to the Newcastle tourism offer

9.2 Market Context

Specific information on visitation to Newcastle City is difficult to separate from the broader Hunter Region statistics. For the Year ended June 2006 the Hunter Region recorded the following (Tourism NSW):

Domestic

- 2.1m. domestic overnight visitors – up 6.8% on YE June 2005 - comprising
 - 35.8% - Holiday or Leisure
 - 45.2% - Visiting Friends and Relatives
 - 15.2% - Business
- 5.8m. nights – up 12.4% on 2005

International

- 108,400 international overnight visitors – up 9.6% on YE June 2005 (Spending over 1.2m nights – down 12.2% on 2005) – comprising:
 - 62.5% - Holiday or Leisure
 - 23.6% - Visiting Friends and Relatives
 - 8.0% - Business

Day Trip

- 4.1m Day trips – up 14.4% on YE June 2005

Although increases over 2005 are impressive, in 2000 there were 2.7m domestic overnight visitors; 100,000 international overnight visitors; and a total of 8.7m visitor nights.

In the context of plateauing tourism demand in the region (and elsewhere in Australia) Newcastle Tourism's city accommodation survey (See Appendix 1) suggests a stronger performance, against long term trends (including high occupancy rates over 60%), for the city. Whilst an increase in rooms at least partially explains an increase in Arrivals from 180,000 in 2001 to 239,000 in 2005, it may be that a number of factors are combining to suggest that Newcastle is developing a viable tourism offer. Suggested are:

- cheaper air flights – (with a nearly four-fold increase in Newcastle Airport passenger movements between March 2002 and June 2005)
- significant urban renewal
- a shift in City image away from heavy industry
- Newcastle Tourism activity

On the other hand, it should also be noted that a key driver of Newcastle tourism numbers – regional NSW visitation - has reduced significantly; possibly as a result of the effects of drought on regional economies.

In respect to heritage tourism, the Newcastle East Heritage Tourism Plan (Dain Simpson Associates/ Godden Mackay Logan. 2003) observed that "Heritage Tourism ... peaked in 1988 with the Bicentennial and since this time has been in decline." ... [and, that of domestic visitors to the Hunter Region in 2000,] ... "only 6% [162,000 visitors] visited heritage and arts based attractions. 2% visited museums ... 2% visited heritage sites."

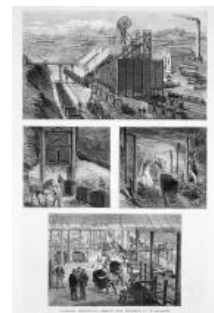
9.3 Policy Direction

The Newcastle Tourism: Tourism Development Plan (March 2002) provides the initial policy direction for this Working Paper. This Plan was reviewed and updated by the Newcastle Strategic Development Plan 2005-2008, prepared by Newcastle Tourism for the Newcastle Tourism Advisory Committee

9.4 Positioning

9.4.1 Historical – The Brighton of Australia?

The image and self image of Newcastle is identified as a crucial theme in understanding its character; and, in a sense, providing a City 'positioning'. In summary, a major theme of the Coal River precinct - *The Brighton of Australia* – explores the changing perceptions of Newcastle's perception of its place in the world:



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“Newcastle’s picturesque setting and its embrace of the benefits of bathing had encouraged its early... [mid 19th century] ... boosters to associate it with the recuperative image of England’s Brighton. ‘Invalids and families’ were encouraged to take advantage of Newcastle’s salubriousness. However by the latter part of the nineteenth century an alternative image was found to be more persuasive. The idea of Newcastle as a ‘coalopolis’ – city of coal – not only matched the historical baggage of its naming but also reflected a desire to encourage investment in coal mining and heavy industry”

9.4.2 2002-2008

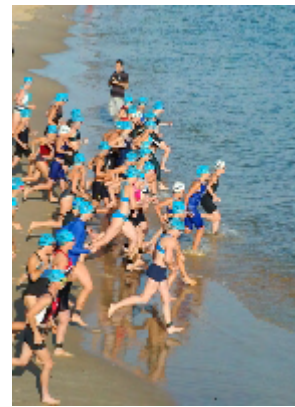
For internal reference, the March 2002 Plan generated a new positioning statement:

“Picture a surfer, dripping wetsuit and surfboard under arm, walking home past tug-boats, historic streets and buzzy cafes. Welcome to Newcastle, an historic port city...A fusion of creative, friendly people...”

It is tempting to suggest that this brings the *Brighton of Australia* story up to date. In any case it emphasizes a strong link between the Coal River Precinct themes and current tourism objectives.

Additionally, a new ‘brand’ was developed:

“Newcastle - Beach days, harbour sights, city nights”



9.5 Strategic

The Newcastle Tourism: Tourism Development Plans detail an approach to audience, product, infrastructure industry development and marketing. The 2002 Plan identifies three strategic issues:

- *Creating more experiences that differentiate Newcastle.* The 2002 Plan notes that previous promotion has relied on heritage and beaches. It observes however that, on the product lifecycle:
 - the beach experience is ‘mature’ and requires ‘re-invigoration’; and
 - the heritage experience is ‘largely underdeveloped’, needing an iconic ‘must do reason for visiting’ (a foreshore night tour is proposed)
- *The need for Newcastle to shift its attention to more experience and sector development rather than marketing existing accommodation and passive attractions*
- *The need for Newcastle Tourism to take a more strategic approach to resourcing projects*

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The 2005 Plan identifies three strategic dimensions for activity:

- Destination Newcastle
- Conference and Business
- Leisure

The desired outcomes for each are summarised in the following table:

<i>Destination Newcastle</i>	<i>Conference and Business</i>	<i>Leisure</i>
Reshape perception of destination Newcastle in Australia	Establish Newcastle as a nationally-recognised brand name	Grow leisure market by leveraging TNSW-led or supported campaigns
Grow Newcastle's share of domestic tourism	Grow Newcastle's share of the national conference market	Gain better understanding of leisure tourism market segments to improve effectiveness of marketing strategies
Increase international tourism visitation	Develop an ambassador culture within Newcastle's business and education sector	Grow tourism yield by extending length of stay
Growth in conference and business tourism	Nurture corporate and incentive product in Newcastle	Grow tourism yield by attracting repeat visitation
Develop product offerings to better fit domestic leisure target markets	Establish a stronger international market presence	Connect traditionally non-tourism product into the mainstream tourism economy
Recognised as a leader in the local, regional and national tourism industry	Provide a more complete conference product and service offering	Grow international tourist visitation Diversified tourism base

9.6 Market Segmentation

In the absence of clear market research the 2002 Plan did not identify key target markets. It did however note:

- A major increase in international visitor nights to the region since 1994/95
- 'modest' growth in domestic visitation
- an increase in the proportion of Sydney visitors and a decrease in regional visitation

Additionally, there were indications that:

- a high proportion of visitors pass through and don't become 'tourists to Newcastle'
- most visitors are aware of Newcastle's attractions but don't see these as a reason to visit
- Newcastle is perceived as a short stay destination.

The 2005 Plan was informed by background material prepared by Calais Consultants / Globe Consulting which assembled statistics and confirmed

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strong predominance of NSW as the source market, strength in the VFR sector, a fairly even age profile, and a significant decline in day trip visitation. It also reported a healthy (7%) unprompted destination awareness (albeit at about 50% of the Hunter Valley) for Newcastle. Additionally, Calais Consultants / Globe Consulting proposed an indicative segmentation based on “mindsets” as follows:

- ‘Pampodours’ – up market travelers – 14% visitors; 21% population
- ‘Compatriots’ – family travelers – 20% visitors; 25% population
- ‘True Travelers’ – adventure/ culture travelers – 23% visitors; 17% population
- ‘Wanderers’ - touring travelers – 19% visitors; 17% population
- ‘Groupies’ - peer group travelers – 24% visitors; 19% population

These figures suggest that the current Newcastle offer has disproportionately low appeal to the high spending ‘Pampodours’ (typically Sydney-based, “indulgent, professional, adult couples”); but has more attraction for ‘True Travelers’ (typically interstate, “experimental, adventurous, trail blazing, want in-depth experience”), and ‘Groupies’ (typically interstate, “younger male..., party time, shared activities and reunions”).

The 2005 Plan aims to shift Newcastle from its “current position as an emerging destination towards becoming a sunrise destination ...” The Plan proposes:

- A focus on initiatives which will “make a difference”
- Leverage – activities with best yield
- Resourcing aligned to available personnel and budget
- A three year implementation horizon

The Plan acknowledged the predominance of the domestic market but identified the international sector as an opportunity, particularly for repeat visitation in the business and conference, backpacker and cruise ship segments.

Since the 2002 Plan two niche markets have been identified for special attention:

- *Conferences* – Newcastle is gaining acceptance as an alternative to Sydney and Wollongong for conference bidding and delivery. The Council’s Tourism staff has advised that for the 6 months to 31/12/06 it received 145 enquiries of which 77 were confirmed (many exceeding 500+ participants). In the 12 months 2005/6 it received 165 enquiries with 75 confirmations. Estimates of the value of the confirmations for 6 months of 2006/7 were approx \$4.2 million (\$8.8 for the whole of 2005/6).
- *Cruise Ships* – Newcastle is becoming a preferred destination port for cruise lines, military ships, and super luxury yachts. (A recent CruiseHunter media release informed that “The *Silver Cloud* will return to Newcastle on Tuesday 23 January 2007, ... As with previous visits, the *Fort Scratchley Guns* and *Christ Church Cathedral* bells will combine to sound the arrival of the *Silver Cloud*. The *Marching Koalas* will perform at Throsby No.1

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Wharf and a meet and greet team will be on hand to welcome the Ship back to the Hunter.” !)

“Newcastle Tourism intends to target certain markets that are naturally attracted to Newcastle, generate good yield and are likely to visit again in the near future. The aim will be to design experiences and promotional techniques that attract the target markets. The four markets are: people looking for a short break escape within three hours of Newcastle; people looking for a beach holiday from western NSW; people interested in a conference in a small city like Newcastle; and people touring by backpack”. (2002 Plan)

Figure 2 below develops an indicative model (only) highlighting a possible breakdown of visitation. The analysis is based on untested assumptions of percentage allocations to standard segments for mindset groups but suggests a focus on six (strongest) targets:

- ‘Compatriots’ – Visiting friends and relatives
- ‘True Travellers’ – Holiday or Leisure
- ‘True Travellers’ – Visiting Friends and Relatives
- ‘Wanderers’ – Holiday or Leisure
- ‘Groupies’ – Holiday or Leisure
- ‘Groupies’ – Visiting Friends and Relatives

Figure 2: Indicative Model – Existing Tourism by Mindset and Tourism Segment

Mindset	900,000 ¹		Holiday or Leisure (%) ²	Holiday or Leisure (nos.)	VFR (%) ²	VFR (nos.)	Bus-ness (%) ²	Bus-ness (nos.)
	Total (%)	Total (nos.)						
	‘Pampadours’	14						
‘Compatriots’	20	180000	28	50000	72	130000	0	0
‘True Travellers’	23	207000	47	97000	36	75000	17	35000
‘Wanderers’	19	171000	44	75000	35	60000	21	36000
‘Groupies’	24	216000	39	85000	41	89000	19	42000
	100	900000	38	342000	46	414000	16	144000

Notes: 1. Estimated Newcastle Domestic Tourism
2. Estimated allocation

Priority

High
Med
Low

In summary, the ‘mindset’ segment preferences have been characterised as follows:

Figure 3: Segment Preferences

	Enjoy
‘Pampadours’	Pools, retail, fine dining, spas, yachts
‘Compatriots’	Water sports, kids clubs, supermarkets, theme parks, beer gardens, TVS BBQs, outdoor

'True Travelers'	Maps and info, guide books, local history, bush tucker
'Wanderers'	Information Centres, Maps, guidebooks, short walking trails, lookouts, souvenirs
'Groupies'	Pubs and clubs, beaches, fast food, fridges, activities,

9.7 Summary assessment

9.7.1 General

Although accommodation appears to be near capacity Newcastle's image remains somewhat industrial; for Sydney-siders its beaches are not unique (and in the mature stage of the product cycle); its heritage underdeveloped and, anyway, not a strong driver of visits; international visitation is numerically small. In short, although Newcastle delivers on its *A Great Place, Great People, Great Future* strapline, tourists appear to see it (like its Victorian cousin, Geelong) as a good place to go *through* rather than go *to*.

Newcastle is seen as less sophisticated than Sydney; less restful than the lakes; less salubrious than the vineyards. Furthermore, its heritage is dispersed and often subterranean.

Put in advertising terms, Newcastle's image lacks 'cut through' – that unifying attention grabber which attracts awareness, invites further investigation, and provides the backbone for identity, promotion, and product development. And, it must be said, that none of the individual features of the Coal River Precinct *on their own* can provide this.

In this context, a focus on sector and niche development is entirely logical.

9.7.2 Heritage Tourism

The Newcastle East Heritage Tourism Plan (NHTP) concluded:

- The heritage tourism market for Newcastle is 'very small' and generally 'low yielding'
- Heritage is featuring less in local and regional marketing
- "Larger iconic attractions will attract a broader range of visitors. This is often due to their unique or quirky character, their landmark status or other experiences and activities they can offer"
- "Heritage, when used as a setting, is a very powerful tool in providing an experience and attracting visitors."
- "Heritage is one of a wide range of products and experiences consumed by visitors. As such it needs to be part of the fabric of the area, woven into the product and experience, not treated in isolation."

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These conclusions highlight the important differences between:

- the 'heritage tourism market' – those actively interested in seeking out historic places; and,
- the additional interest heritage gives a place; and
- cultural tourism – focused on the special character of a place (in this case Newcastle as a whole) and its people

These are essential understandings if the challenge of identifying a sustainable, powerful, role for the Coal River Precinct in Newcastle's tourism future is to be met.

9.7.3 Objectives

Accordingly, the objectives for the Coal River Precinct as a tourism asset is to contribute to the strategic outcomes sought (2.4 above) and to:

- Contribute to Newcastle's attractiveness on account of the 'different' character of the city and its people
- Contribute to the 'additional interest' of other visitor experiences
- Contribute to meeting the needs of the heritage tourism market.

10. Precinct Contribution

10.1 Concept

It is proposed that the Coal River Precinct become a focal point - a focal point for the Newcastle story; a focal point for orientation and exploration; a focal point for activity; and a focal point of the 'best of the best'. It can work as a tourism asset at three levels:

- city-wide – as an iconic marker of the character of the whole city and a starting point for exploration;
- precinct wide – for activities; and,
- at the individual component level – for the interest of its special features

10.2 Thematic Priorities

The proposed themes are confirmed as the basis for interpretation of the place for tourists:

Theme	Content	Meaning
<i>Mulubinba – The place of the sea fern</i>	Indigenous Occupation and first contact	The land. Reconciliation - inclusion of original owners
<i>Newcastle Beginnings</i>	European discovery, first settlement	The birthplace story
<i>The Hardy Folk</i>	Convict life and winning coal. The Depression. Tough sports.	The character of Novocastrians - tough, defiant, resilient.

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Protecting the Colony	Military and maritime. The fort; the port; and the ships.	Dependence on the sea.
The Brighton of Australia?	'Coalopolis' vs. 'Brighton'...	Images and self-images of Newcastle

The themes are intended to provide a composite picture of the *character* of Newcastle rather than emphasis on the more traditional approach to each of the 'academic' stories – Indigenous, coal, military, etc. – which may be appealing to a *heritage tourism* visitor but less attractive to more general audiences. Again, they are intended to represent the precinct as a whole, not simply the history of a particular part of the place.

This Plan proposes that an understanding of these aspects of heritage are important for Novocastrians – school children and citizens and they remain the first target for action. However a widespread pride in place opens the way for that most important of all cultural tourist experiences - interaction with 'the locals'. Here the people of Newcastle can become genuine ambassadors for the city. From a tourists point of view an insight into the culture of the city, made accessible in one place, provide genuinely rich memories and encouragement to return.

10.3 Strategic Contribution

This Plan suggests that the Coal River Precinct may be able to contribute to tourism outcomes in the following ways:

Desired Outcome	Contribution	Directions
Reshape perception of Newcastle	Deliver focus – landmark and brand	City-wide landmark concept
Grow domestic market share	Add cultural interest – city-wide, precinct, site	Civic pride
Increase international share	Add cultural interest – city wide, precinct, site	'Ambassador culture'
Increase business and conference share	Provide 'after hours' attraction. As a setting for activities	Precinct packaging
Develop product offerings	As destination(s). As a setting for activities	Conservation of sites. Access to sites.
Tourism Leadership	As component of offer	As symbol of innovation / contemporary relevance



Tourism Images - "Beach Days, Harbour Sights, City Lights"...

PART 6. INTERPRETATION

“The conservation policy should identify appropriate ways of making the significance of the place understood consistent with the retention of that significance. This may be a combination of the treatment of the fabric, the use of the place and the use of introduced interpretative material. In some instances the cultural significance and other constraints may preclude the introduction of such uses and material.” (Burra Charter)

11. Approach to Interpretation

11.1 Overarching

This interpretive plan is intended to respect the cultural requirements of the Indigenous owners.

It is also designed to conform to the Burra Charter of ICOMOS Australia:

11.2 Interpretive Philosophies

Within these Burra Charter guidelines, it is proposed that, four interpretive philosophies are adopted:

‘Whole of Project’. A project should not be separated from its organizational and social context. Understanding the city-wide objectives of the Council and such issues as economic or social benefits are an important part of the interpretation process.

Visitor/Audience. Identifying target visitors’ and citizens’ needs, ... and satisfying them ... are at the core of the project. Designing experiences from the visitors’ point of view is central to the approach to this project

‘Programs’. Today, visitors demand a complex mix of entertainment, information, education, and socialisation to create a “unique” visitor experience. Different audiences and different content requires different approaches to interpretation. Interpretation should converge new and old techniques to achieve an innovative solution. Off-site opportunities should be integrated into the interpretation process.

‘Spatial Value’. Commercial developers understand differential values of space *within* a parcel of land or, say, inside a shopping centre. These insights can be applied to heritage interpretation

11.3 Assessment

Success of the interpretive effort can be judged in two ways:

- impact –improvement the individual’s awareness and understanding of the significance of the precinct
- reach – engagement of sufficient citizens and visitors in the experience

11.4 Summary

In summary, this framework suggests:

- A city-wide experience marking the precinct as a focal point for understanding Newcastle's physical birthplace and character
- On-site interpretation of the precinct's themes
- Interpretation of individual components to exemplify their contribution to the precinctual themes.
- Identification of experiences relevant to different visitors
- Opportunities for off-site interpretation

The challenge for interpretation of the Coal River Precinct lies in the diversity of its potential audience. From sophisticated cruise ship tourists to weekend 'doof doof' teenagers, all visitors are entitled to have a window on Newcastle's most special place.

12. Interpretive Content/ Communication Objectives

12.1 Mulubinba

Communication Objective The communication objective for the Mulubinba theme (see WP 1: 4.1) is to improve understanding of the Indigenous culture which pre-dated European contact for some 6000-8000 years. In particular, interpretation should tease out the complexities of:

- daily life
- importance of association with the land
- tribal interactions, clan and family arrangements
- political and 'nation' boundaries
- trade
- song lines, religion and legends
- the effects of contact (including the Karuah Reserve and the return to the city of many families in the 1930's)

As much as possible, information should be based on direct Awabakal or Worimi knowledge and be interpreted within the requirements of Indigenous customs. It should represent a story which is owned by the current Indigenous community and be useful as means for the community to educate its youth.

Other Objectives In understanding the richness of Aboriginal culture and the stresses of contact the Coal River Precinct project offers a unique opportunity for Newcastle to formally celebrate its Aboriginal heritage and to renew a commitment to reconciliation with Indigenous owners.

12.2 Newcastle Beginnings

Communication Objective In some ways this is the traditional history of Newcastle – its discovery, early attempts at settlement, winning coal, convicts, etc. The major facts are already told in a number of ways in the precinct - on plaques, information signs, and so on. This is base information which every Newcastle school child should know and which should provide a general

background for visitors. It is also important to communicate a sense of the broader context of the NSW settlement and its relationship to European events. (see WP 1: 4.2).

In particular interpretation should provide an understanding of:

- Cook's sighting
- Relationship to Sydney Cove
- 1801, 30th March 1804, and 'Kings Town'
- The importance of coal in settlement
- First settlers
- Early conditions
- Pristine landscape

Other Objectives A key objective for this project is to identify the precinct as the Newcastle 'birthplace'.

12.3 The Hardy Folk

Communication Objective If *Newcastle Beginnings* describes the facts of settlement, *The Hardy Folk* tells us more about the character (and characters) of early settlers (men and women) and their impact on future generations. It is intended to highlight the:

- Hardship of daily life in the early settlements – the impact of imprisonment, authoritarianism on aborigines, convicts and military administration
- The isolation from Sydney and Britain
- Irish and British links
- The impact of poverty, the Depression and 'making do'
- The growth of an anti-authoritarian culture
- The lineage of 'Hardy Folk' – miners, officers, steel workers, industrialists, unionists, boxers, surfers ... the Newcastle Knights.



Les Johns. Newcastle Sporting Hall of fame

The Hardy Folk attempts to explore the special toughness, resilience and local pride that remain a part of the Novocastrian character today.

12.4 Protecting the Colony

Communication Objective The communication objective for *Protecting the Colony* is to improve understanding of the NSW colony's strategic and commercial reliance on the sea and Newcastle's special contribution to maritime heritage (see WP 1: 4.4). The importance of the sea and maritime affairs in shaping Newcastle's economy and identity is also important. In particular, interpretation should explore:

- Indigenous fishing, navigation etc.
- Tides, currents, shoals, and channels

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- Early colonial coastal navigation
- Shipwrecks and pilotage
- Colonial defence policies
- Early navigation aids and defences
- Fort Scratchley – rationale, construction, manning, ordnance, daily life, action.
- War – HMAS Maitland and Camp Shortland
- Foundation of the coal port

12.5 The ‘Brighton of Australia’?

Communication Objective

The ‘Brighton of Australia’? provides a concept with which to explore Novocastrians sense of identity and the image that the rest of the world has of the place. Generally this is the history of two continuing forces within the Newcastle community – one that views Newcastle as a flourishing ‘coalopolis’ based on burgeoning industry; the other that sees Newcastle as a place by the sea - known for its relaxed lifestyle, recreation and restorative qualities.

The ‘Brighton of Australia’? provides a



March Past 1950. Hunter Photobank

Issues to be dealt with include:

- Changing popular images of Newcastle
- Coal and early industrial development
- Thoughts of the ‘coalopolis’
- Early calls for promotion of a ‘Brighton of Australia’
- Early bathing
- ‘Bronzed Aussies’, beach culture and surf lifesaving

13. Audiences

13.1 Novocastrians

The primary 'audience' for the interpretation of the Coal River Precinct is the people of Newcastle.

A broad local understanding of the heritage of this precinct is important for the following reasons:

- *A source of pride.* This is a rare and special site. As Newcastle enters a new chapter in its history, many of the forces which have shaped life in Newcastle till now are reflected and exemplified. Just as indigenous owners respected this land, those that have come since can take pride in this particular part of the city as a marker of achievement - both tribulations and triumphs. It is also likely that a great number of Newcastle families will have direct relationships with the land through their habitation, labours, war service, or through simple recreation.
- *A focus of the Newcastle character.* The stories of the place are great ones. Taken together they start to explain 'why Newcastle is different'. A community's understanding of its own identity is the basis of a mature assessment of its strengths and also as a basis for projecting a real image to the world.
- *Tourism.* From a tourism development point of view it is well established that the 'citizens are the best ambassadors'. Additionally, a local understanding opens opportunities to reinforce the focus on the area. Already, for example, we see that restaurants bear the names of historical characters and there are further possibilities to utilise indigenous naming for places and events.

The objective for this interpretive effort should be to reach all Novocastrians. However it is self evident that different parts of the community will engage in the stories and sites of the precinct in different ways. Some may never even visit it; some may be infrequent visitors for events; some may have a special interest in one historical aspect; some may have to make decisions about planning or promotion; some may simply be glad to give their children a better understanding of their shared heritage ... For some, understanding the 'headlines' will be enough; for others only detailed information will suffice.

Within the broad community five target audiences are proposed:

- School children
- Family groups
- Recreational visitors (including visitors with a special interest in particular aspects of history)
- Policy makers
- Media

13.2 Tourists

The precinct has broad appeal to many tourists. However it is proposed for strategic purposes that short term priorities are established amongst the six strongest existing visitation segments. (See Figure 2 s. 9.6 Market Segmentation, above).

Accordingly, the initial interpretive effort should be directed to satisfying these segments' needs. In addition to enjoyment, fun and pleasurable experiences, target tourist groups require:

- A sense of wonder or 'difference'
- Engagement – particularly personal contact
- Maps, guide books and information
- Short walking trails, lookouts,
- Souvenirs
- Fast food
- Activities

14. Interpretive Concepts

14.1 General

The Coal River Precinct is already a vibrant part of Newcastle life. Its beaches are used by residents, families, promenaders, surfers, kite surfers and many visitors to the city. Fort Scratchley has a track record in attracting numbers to the FSHS's tours and outreach programs. The precinct is also the venue for significant community events (including ANZAC Day services) and temporary attractions such as travelling amusement parks. Cadet sailing at TS Tobruk and surf lifesaving boat training add further dimensions to the maritime activity. The place is full of life and any interpretive effort should aim to add vibrancy – not reduce it.



Additionally, Burra Charter principles encourage a 'light touch on the ground' and an approach which considers uses (including interpretation itself) which protect, conserve or enhance the key heritage elements should be encouraged. In some ways the analogy is with the Indigenous way of handing-down shared culture – not through the written word but through awareness of relationship to land, story telling and events.

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Accordingly an innovative interpretation philosophy which minimises new physical intervention – signage, buildings, (and in the light of the plethora of existing plaques) markers – is proposed.

The needs then are to:

- raise general awareness of the Precinct
- invite understanding of the key themes
- provide information on the key themes
- encourage further exploration of the place and its stories
- establish links to external interpretive resources

From the perspective of tourism objectives, the need is to:

- emphasise the *'beach days, harbour sights, city nights'* branding.
- provide a landmark
- "... celebrate Newcastle as a renewed city; a compact regional capital filled with optimism, creativity and a laid back lifestyle second-to-none" (Mark Metrikas)
- orientate visitors
- meet target segments' needs
- provide marketable packaging of attractions.

More generally, it is necessary to ensure that the interpretive effort does not conflict with the safety of commercial shipping leaving and entering the harbour.

14.2 *Fiddlesticks* - The Newcastle Sky Canons

Like Paris, light is an important part of the special character of Newcastle. Due to Newcastle's maritime setting and hillside siting the changing moods of weather – its colour, light and shade - are easily detected. At night, industrial lighting along the port facilities provides a unique backdrop to the city. The riverside bollard lighting creates a ribbon of light from the wharves to Nobbys.

The idea of using lighting to accent the heritage of Newcastle, and to make a city-wide impact, is not new. The *Illumination Newcastle* project – undertaken in 1996-97 by the City Council with major sponsorship from EnergyAustralia – lit some 30 buildings throughout the city. The project was early in recognising the threats to the environment of global warming and demonstrated the City's "... promise to the environment ... to become a leader in the development and use of sustainable energy" (Greg Hayes Lord Mayor. *Illumination Newcastle* 1996). The project was a popular success and many property owners have retained the lighting to the present. (Places lit included the Nobbys Headland, Fort Scratchley, the Obelisk, Shepherd's Hill Cottage, City Hall, the Cathedral, and the Carrington Pumphouse). In 2006 Breast Cancer Week promoted its cause by illuminating (in pink!) the Carrington silos – again to popular applause.

This Plan proposes an iconic landmark approach to marking the Coal River Precinct in the local, national and international psyche – the Newcastle Sky Cannons.

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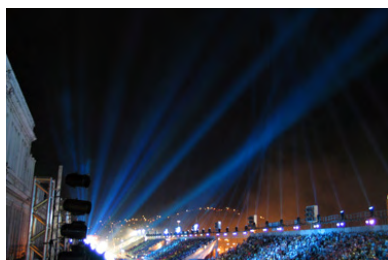
The concept is simple. It calls for at least five beams of light ('sky canons') - mounted at key places in the city and aligned to intersect in the sky directly above the Shortland camp site. Symbolically, each beam would have its own significance; its own story to tell and its own contribution to understanding Newcastle. Each would draw attention to the special landmark at its base. For example:

Location	Association	Theme
Nobby's	<i>Indigenous Ownership</i>	<i>Mulubinba</i>
Fort Scratchley	<i>Military and Maritime</i>	<i>Protecting the Colony</i>
Carrington Silos	<i>Industry and Work</i>	<i>The Hardy Folk</i>
Shepherd's Hill (or the Obelisk)	<i>Military and Maritime</i>	<i>Protecting the Colony</i>
Christ Church Cathedral	<i>Religion/ Spirituality</i>	<i>All</i>

Taken together they would focus attention on the 'birthplace site' (*Newcastle Beginnings*) and its stories of settlement, coal extraction, first contact and so on. More beams could be added sequentially from other key sites – eg. Stockton, the Customs House, Town Hall, etc.

The beams have been inspired by the search lights of war-times. Their 'shape' would also be reminiscent of the 'fiddlesticks' (building timbers) noted during the construction of Fort Scratchley or even the shape of an Aboriginal 'gunyah' (shelter). In addition to offering a prompt to telling the heritage stories, these 21st century 'fiddlesticks' would provide a stunning anchor to the idea of '*beach days, harbour sights, city nights*'. (Other opportunities for using the shape of the lattice of beams for interpretation and marketing will be discussed further below.)

It should be said that Newcastle would not be the first international city to employ sky canons. New York's 'Towers of Light' (right)



(commemorating the destruction of the World Trade Centre)

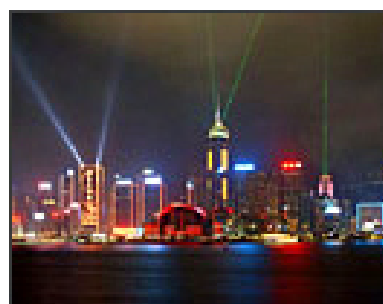


are a static installation employing some twenty 7000 watt lights. Rio's Carnivale (left) has also employed Space Cannon [V.H

S.p.A] xenon lights. Other temporary installations include Moscow, Budapest, Madrid, Athens and Sofia (below).



Perhaps most notably, Hong Kong has encouraged building owners and businesses to contribute to the nightly *Symphony of Lights* sound and light show (below).



Newcastle may, however, be the first city to combine:

- symbolic story telling
- static installation
- a 'focussed' (not 'fanned') display.

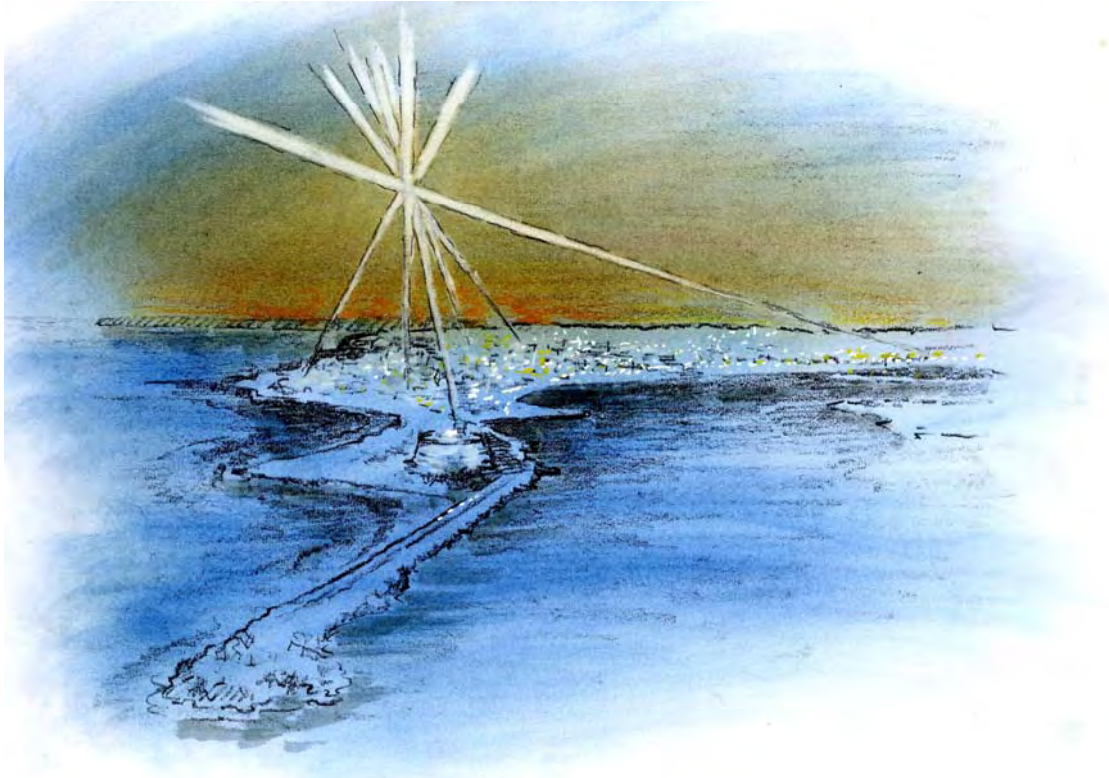
The Newcastle sky canon concept appears to have the following advantages:

- Outstanding reach. Over a short time, the sky canons will be observed by nearly all Novocastrians (including those who do not visit the site). Visitors to the city will be sure to see them. For each time someone asks "what is that?" there will be an opportunity for locals to pass on the stories.
- Celebrating Coal River. The focus on the Coal River Precinct provides definition of the site and a continuing prompt to explanation of its heritage significance
- Cost effectiveness. The sky canon's cost is relatively inexpensive (by comparison to, say, a museum installation). Preliminary indications suggest suitable equipment may be available for \$20,000 - \$30,000 per

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light (plus installation). It is strongly likely that the concept will provide an extremely attractive sponsorship opportunity – either in one package or in a number of smaller packages. Again, preliminary indications suggest modest energy consumption and ‘green’ energy options.

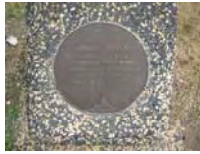
- Landmark / Branding. Although the ‘stories’ of the ‘fiddlesticks’ are rooted in Newcastle’s heritage, the medium is thoroughly 21st century. They will project a city image of excitement, energy, sophistication and innovation. In turn, their shape may provide branding, promotional, and signage opportunities.



- Flexibility. The sky canons can be programmed for special effects on significant occasions. They can also act as an ‘armature’ for development of other major sound and light events. In operation, it is possible for the light-up time each day to be coordinated with other events – firing the Fort canon, dropping the time-ball, ANZAC services, NADOC marches, etc.
- Low residential impact. The focused nature of the light will cause no, or minimal, impact on residents.
- As demonstrators of innovative energy-saving technology

It has been proposed that the sky canons could also symbolically reflect the special role Newcastle has in Australia’s energy future by drawing their power from alternative energy sources. The proposal also suggests that lights be powered in a way that measures the city’s achievements in reducing power usage or moving to green power - lights may only be able to be powered for 1hr in 2007 but all night in 2020.

14.3 Overall Precinct Interpretation



It is not proposed to recommend extensive further interpretive plaques or signage within the precinct. The existing mix of commemorative devices (especially the Foreshore markers) covers much of the

factual information of the site's history. The East Newcastle Heritage Walk and the Bathers Way provide very satisfactory walking routes for those who enjoy this type of exploration (probably *True Travellers*). They do



require only further support in the form of readily available maps, promotion and graffiti maintenance. Additionally, whilst *True Travellers*, *Wanderers* and *Groupies* (on holiday) may respond to some written material; it is not likely that the biggest tourism target – *Compatriots* (visiting friends and relatives) – would. Nonetheless trails provide a ready resource for teachers with students.



Again, a dedicated interpretive centre is not recommended for the short term (although the possibility for this facility - should the resources required become available – is not precluded as a component of this Plan. The proposed 'maritime zone' is identified as the most appropriate location for this facility).

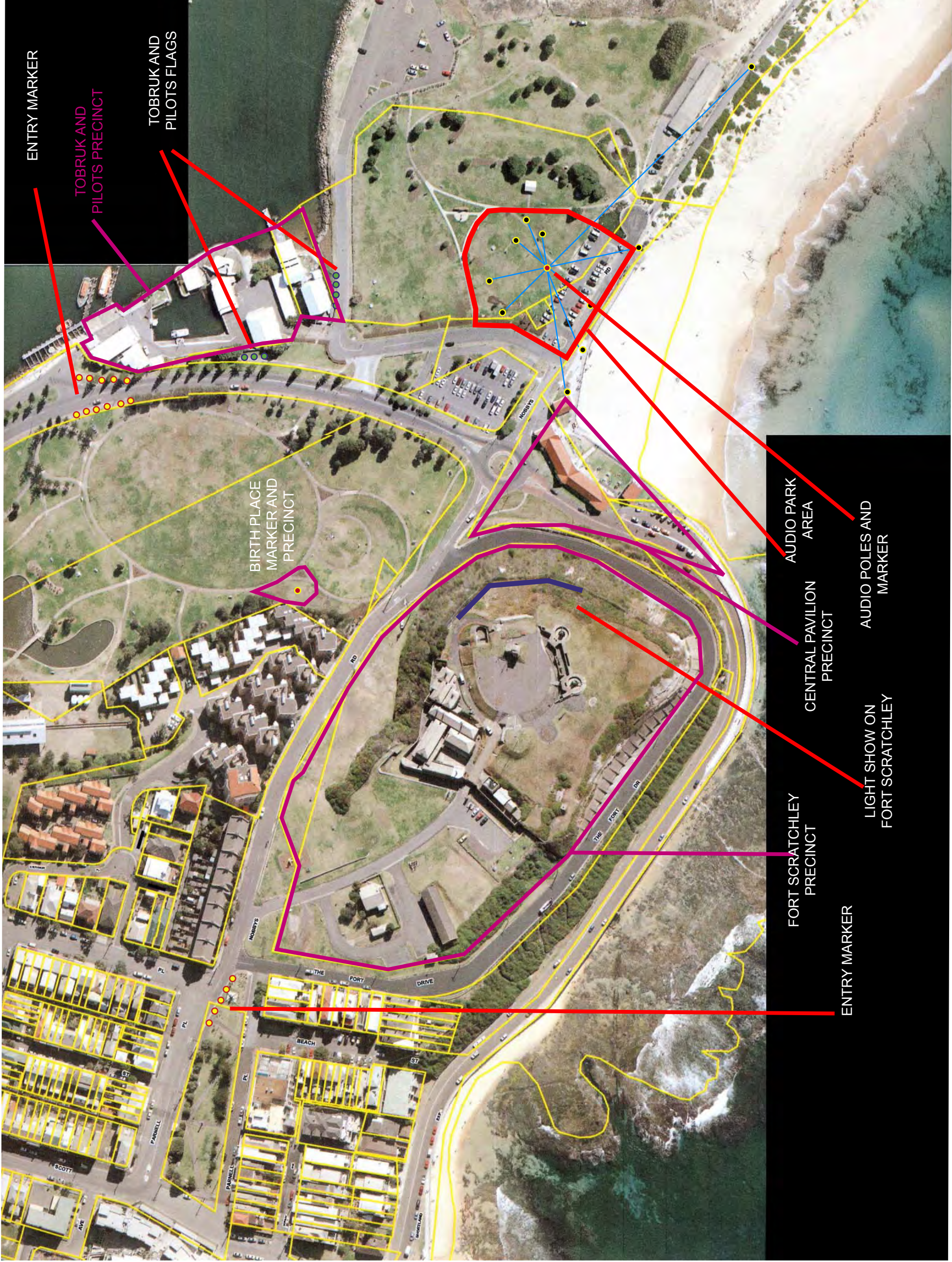
The aerial plan (over) describes the five (including Nobbys – obscured) interpretive zones proposed for the precinct:

For initial implementation, a more dispersed strategy is proposed, involving existing major zones – Fort Scratchley, Pavilion / central, Nobbys, the Pilot / TS Tobruk area and the Shortland camp site – on site; and other institutions – the Regional Museum, Maritime Museum, Lumber Yard, etc. – offsite.

The challenge is to provide an accessible experience which brings together the major heritage themes of the precinct in a way which will appeal to:

- Those casually wandering on to the site – beach visitors, promenaders, etc; and,
- Those coming to the site in an organised way – school children, parents with children, tourist groups.

An 'audio park' is proposed as a focal point for the interpretation of the Precinct.



ENTRY MARKER

TOBRUK AND PILOTS PRECINCT

TOBRUK AND PILOTS FLAGS

BIRTH PLACE MARKER AND PRECINCT

AUDIO PARK AREA

CENTRAL PAVILION PRECINCT

AUDIO POLES AND MARKER

FORT SCRATCHLEY PRECINCT

LIGHT SHOW ON FORT SCRATCHLEY

ENTRY MARKER

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This facility would consist of an outdoor audio installation north of the Nobbys Beach lookout /store. (A location where visitors and Novocastrians naturally gravitate towards now). It would be the gathering point for son-et-lumiere events which would include installations on Nobbys and the Fort. The audio will give background information about the significance of the Coal River

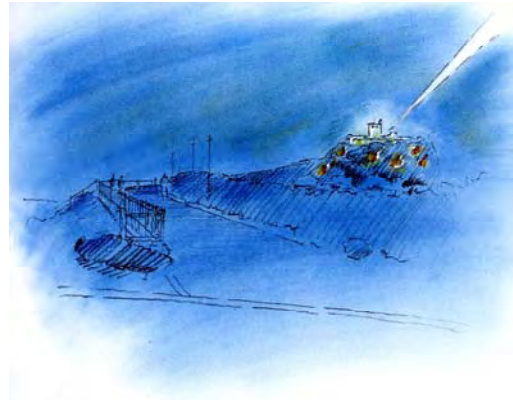
Precinct as the birthplace of Newcastle and outline the important contribution each of the zones has made to the heritage themes of Newcastle; as well



as an evocative music score.

Elements (such as

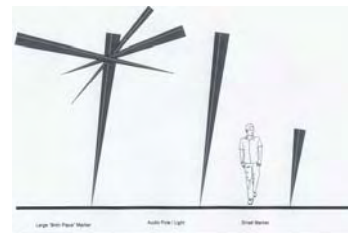
John Antill's 1959 'Symphony on a City') can also be included in programming.



Second, the Park will provide a free ambient soundscape to accompany the nightly Sky Canon 'lights on' - providing a short commentary on each beam's symbolic meaning as it is activated in sequence.

Finally, the installation would provide basic visitor orientation around the site.

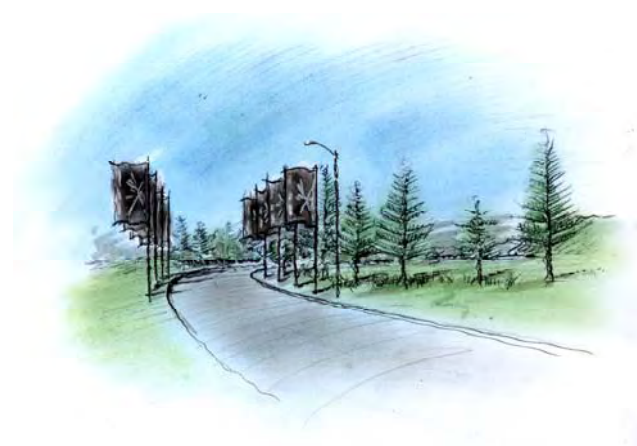
Audio will be provided over an area of approximately 2,000 square meters and will be delivered from a stereo speaker system mounted on a series of combined speaker and light poles. The speaker / light poles are distributed across the site to allow for maximum spread of visitors. Although the park is not close to housing, it is anticipated that the audio program will be designed to comply with metering levels outlined in AS 1259 – 1982 and that the effective noise level will not exceed a maximum 65 DBA, measured externally. The system will be regularly maintained to ensure frequency and sound levels do not alter significantly over time. Lighting will be sufficient to provide safe and secure light over the Audio Park area. It is proposed to locate control systems in the 1983 Store / Lookout. The system will be self-activated on a time clock set to start at an appropriate time on or about sundown each day. At this stage this control system would be the base station for all lighting and audio control, (including the Sky Canons).



This installation conforms to the Council's Foreshore Plan of Management which identifies the area ('Area A') as an appropriate site for 'events' and 'phototechnic displays'.

14.4 Precinct Entry

The road system is the predominant form of access to the precinct – either along the River on Wharf Rd., south via Shortland Esplanade, or past Parnell Place.



Delineation of the exact [Heritage Council] boundaries is not considered essential (for example the Frog Pond could comfortably be included in the precinct concept). However a modest sense of arrival is desirable and it is proposed that each of these entry points provide some acknowledgement of entry into the precinct – options range from significant portals, to more restrained public art pieces, or simple signage. It is proposed that the form of the entry reflect the ‘fiddlesticks’ logo.

14.5 Precinct Elements

From an interpretive perspective there are five distinct precinct elements:

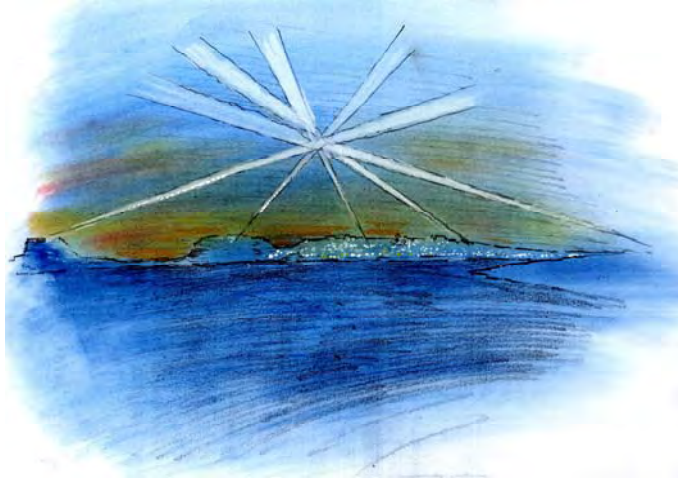
- The ‘birthplace site’
- Nobbys
- Fort Scratchley
- Central / Pavilion
- Tobruk / Pilots

Each could be the purpose of an individual’s visit or fairly easily accessible as a total experience. Each can provide a focal point for encouragement of future development and interpretation.

14.5.1 Celebrating the ‘birthplace’

Although the place of ‘natives’ identified in the Shortland’s ‘eye sketch’ (near today’s Frog Pond) may represent a sighting of a group on the beach (rather than a place of habitation), it is clearly in the vicinity of Shortland’s camp site at the base of Colliers Point and it is appropriate to symbolically join the two in one commemorative spot (near the present Shortland Lawn amphitheatre).

The focal point of the sky canons provides one general pointer to this place. It is also proposed that this 'birthplace' site be commemorated on the ground by a major piece of interpretive art. Again the form of the 'fiddlesticks' sky canons is proposed as an inspirational starting point. An additional element could involve a fire feature – symbolising camp fires of early inhabitants, the signal fires essential to navigation, memorials to fallen servicemen and citizens - the *Hardy Folk* - that have created today's Newcastle. (This fire feature may reflect the beacon cauldron represented on pinnacle of the Town Hall Tower).



14.5.2 Nobbys

Subject to further consultation with the Awabakal Newcastle Aboriginal Co-op and the Arwarbukarl Cultural Resource Association, it is proposed that interpretation of Nobbys focus on telling the *Whyba-Garba* (Nobbys) / *Karamba* (Entrance) knowledge and the European Nobbys story – including the prime significance of the lighthouse and signal station and their contributions to all the five heritage themes.

As a Newcastle Sky Canon site, Nobbys' role in the five themes will be highlighted in supporting publications and promotion. Additionally it is proposed that the *Illumination Newcastle* floodlighting be re-instated.

Other (onsite) Nobbys interpretation will be dependant on the public access. The Newcastle Port Corporation has indicated a desire to provide greater public accessibility to the lighthouse and signal station and a development approval for an adaptive re-use of the signal station as restaurant/ kiosk/ accommodation complex has been issued by the City of Newcastle.

However this approval is now under review by the Commonwealth under its National Estate powers following submissions by the Parks and Playgrounds Movement in association with the National Trust of Australia (NSW), Nature Conservation Council of NSW, and the Total Environment Centre Standing Committee on Newcastle East Development that: "...

- The Newcastle Port Corporation and Nobbys Lighthouse Pty Ltd have breached section 26 of the Environment and Protection and Biodiversity Conservation Act. 1999
- The proponents have not considered the Commonwealth Heritage Values of the unique Nobbys Lighthouse which is probably the oldest operational Lighthouse on the Australian Coast. ..."

Resolution of this issue is not anticipated before completion of this report. However as a matter of principle, a marker outlining Nobbys contribution to the heritage themes and discreet plaques identifying buildings and installations may be acceptable. Opportunities may also present, as a part of future uses, to provide aural, visual, theatrical or written interpretive material as a part of the day to day operation of a commercial enterprise. There may also be opportunities to site special events or performances in the adapted facilities.

14.5.3 Fort Scratchley

The Fort Scratchley Interpretation Plan (Graham Brooks and Associates. 2003) provides a useful general introduction to issues of interpretation. In particular it suggests:

- Signal Hill Stairs – to link the Fort and East End to the lower precinct
- Themes:
 - Geological Time – the geology of the region and coal deposits
 - Aboriginal Australians
 - Navigation and Maritime Safety
 - National Defence
 - East End
- Extension of trail signage to ‘Fort Scratchley interpretation points’.
- Visitor orientation at the Fort
- ‘Interpretive Extensions’ – film, re-enactments, sculpture, open air drama, website, guidebook, oral history project, etc.
- Orientation centre.

Many of these directions have merit. However, this Working Paper does not support the proposal for the Signal Hill steps - on the basis that they are neither necessary nor a positive contribution to the heritage of the landscape. Additionally, this Working Paper proposes that the principal interpretive focus of the Fort relate to the Fort itself and its role in national defence not the broader range of themes. Further Heritage Walk could be considered at the



Photo. Hunter Photobank

Parnell Place entry to the Fort. Taking this into account, as a matter of general policy, it is proposed that Section 3 of the Fort Scratchley Plan of Management (Draft 2005) be endorsed as an appropriate policy basis for interpretation of the Fort.

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Interpretation of Fort Scratchley will be most impressive where it is in person. Accordingly, support for the Fort Scratchley Military Historical Society's regular guided tours is proposed as the centre-piece of offers for schools, cruise ships, *Groupies, Compatriots and True Travellers*. Tours of the underground passages may be enhanced by some lighting and theatrical devices. It is subject to approval for adequate disabled access and egress.

Much as Hong Kong's 'Noonday Gun' attracts attention, firing of the Fort's guns offers an outstanding opportunity to coordinate with nightly 'light-up' and to provide VIP occasions for tourists or other groups at the Fort. Guidebooks and school kits describing the Precinct heritage and the Fort's history are required.

The Fort has been dedicated by the Commonwealth to the contribution to Australia of all ex-servicemen and it is proposed that a display of Army, Navy, and Air Force flags provide a visual reference point (atop 'Signal Hill' -looking from the Nobbys Beach).

Removal of *bitou* bush and revegetation with appropriate native grass and vegetation is recommended.

Above all, establishment of appropriate site security and commencement of conservation works remains the urgent top priority.

14.5.4 Central / Pavilion

Maintenance of the existing built fabric is a first priority. The condition of the external pavilion joinery is only fair and change/ toilet/ kiosk facilities are now substandard to modern tourist and surf club needs. Replanning of facilities, in addition to conforming tightly to Burra Charter principals, should encourage new works which retain the form, detailing and fabric of the existing central pavilion but which encourage access and engagement with the 'audio park'. Adaptation of the 1983 store/ lookout building may also offer opportunities to expand facilities and integrate the visitor experience of the audio park.

Banners or flags are proposed to mark the zone and to add colour – each, perhaps, with a motif reflecting the five heritage themes.

14.5.5 Pilot Station/ Boat Harbour/ Boat Sheds / TS Tobruk

It is proposed that the area around and including the Pilot Station complex and TS Tobruk be identified for interpretive purposes as a special 'maritime zone', reinforcing the Maritime aspects of the five themes, particularly *Defending the Colony*.

The Newcastle Port Corporation currently utilises facilities housed within the fenced area however its long term commitment to the site may change in the

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light of new technologies and pilot procedures. For the purposes of this Plan it is recommended that:

(a) Short term – replacement of green steel fencing to improve visual access to the waterways and, in particular the Boat Harbour / Boat Sheds (or ‘Cornish Dock’) complex.

(b) Long term – options for sympathetic adaptation, re-use or development by

- expansion of boating and lifesaving facilities – including surfboat storage
- possible supporting maritime recreational uses – café, kiosk, etc.
- a possible interpretation facility

... are encouraged.

Similarly, improved public access and utilisation of the facilities of TS Tobruk are recommended as an integrated part of this maritime zone. Massed flags of the armed services are proposed for the existing TS Tobruk site recalling the use (HMAS Maitland and Camp Shortland) of the adjoining park during World War II.)

15. Interpretation - Priorities

15.1 Summary


Implementation of an integrated interpretation plan requires action on a number of fronts. Some require long planning lead times and identification of resourcing. Others can be implemented relatively quickly and inexpensively. Issues are summarised below based on the importance, reach and impact of each activity.

Figure. Summary Priorities

<i>Item</i>	<i>Priority</i>	<i>Notes</i>	<i>Next Step</i>
Newcastle Sky Canons	1*	*Sponsorship With support promotion	Feasibility report Concept design
Fort conservation works	1	Urgent	Commonwealth
Pavilion conservation works	1	Pressing	Newcastle City maintenance cycle
Audio Park	1*	*Sponsorship Tourism Packaging	Feasibility report Concept design
Central / Pavilion banners	1		Design and install
Fort flags	1		Specification and Installation
Tobruk flags	1		Specification and Installation
Regional Museum Links	1		Program planning
Maritime Museum Links	1		Program planning
Entry Public Art	1/2	With NRG	Commission
Birthplace Public Art	1/2	With NRG	Commission
Fort Guns firings	1	Tourism Packaging	Schedule FSHS
Fort Tours	1	Tourism Packaging	Concept design and script
Fort Trail markers	3		Specification and Installation
Nobbys	1	Pending approvals	Concept design and script
Removal Intrusive elements	1 2 3	Pilots fence; Fort playground; Surf boat shed	Redesign Remove Integrate into P/T Maritime Zone
Pilots / Tobruk maritime zone	3		Feasibility. Concept Design
School kits	1		Script and Publish
Trail maps	2		Review and republish
Trail markers/ plaques etc – existing	2	Maintenance and graffiti removal	Council maintenance cycle
Removal <i>bitou</i>	2	Colliers Point and Nobbys	Specify and Execute
Interpretation Centre	4	Maritime zone	

Appendix 1: Statement of Significance

Working with the community to know, value and care for our heritage



Heritage Office

Coal River Precinct

Item

Name of Item: Coal River Precinct
Other Name/s: Fort Scratchley, Nobby's Head, Convict Lumberyard site
Type of Item: Area/Complex/Group
Group/Collection: Landscape - Cultural
Category: Historic Landscape
Primary Address: various Nobby's Road, Newcastle, NSW 2300
Local Govt. Area: Newcastle

Street Address	Suburb/Town	LGA	Parish	County	Type
various Nobby's Road	Newcastle	Newcastle	Newcastle	Northumberland	Primary

Owner/s

Organisation Name	Owner Category	Date Ownership Updated
Federal Government	Federal Government	
Newcastle City Council	Local Government	
NSW Maritime Authority	State Government	21 Oct 05
NSW Maritime Authority	State Government	

Statement of Significance

The Aboriginal presence in the Coal River area predates European contact and has been continuous to the present day. The associations, over time, of particular places, sites and areas of the Precincts and of their distinctive landforms with Aboriginal culture can be revealed, as permissible, through further consultation and study.

Coal River is one of a number of sites in Australia first settled by convict transportation. Slavery, indentured labour, convict transportation and penal settlement have contributed to the spread of diverse cultural influences throughout the world and are global heritage themes. The national significance of Fort Scratchley and the national and state significance of the Convict Lumberyard/Stockade have been recognised.

The Coal River Historic Precincts have State significance because they concentrate the whole story of the development of New South Wales' first and most important industrial centre. They encompass the site of Newcastle's first coal mine, the site of the first navigational aids for coastal shipping and Hunter River traffic, and the site of a series of fortifications designed to protect the growing settlement and its precious coal reserves. These resources are largely due to the skills and labour of transported convicts, committed for secondary punishment.

Date Significance Updated: 23 Jan 03

Note: There are incomplete details for a number of items listed in NSW. The Heritage Office intends to develop or upgrade statements of significance and other information for these items as resources become available.

Description

Construction Years:	1804 - 1960
Physical Description:	Component sites all situated along the striking coastal topography of Newcastle Harbour's South Head: sites of Aboriginal cultural significance and occupation and probable subsurface evidence; Fort Scratchley, Signal Hill Convict Coal Mine Workings, associated post-convict coastal defences; Macquarie Pier
Physical Condition and/or Archaeological Potential:	Fort is poor/medium; Mine Workings is unknown; Pier is good/low Date Condition Updated: 21 Dec 04
Further Information:	Archaeological investigation of the Mine Workings and the Aboriginal sites remains to be carried out.
Current Use:	Cultural Tourism; Maritime Museum (Fort); Artillery Museum (Fort); breakwater
Former Use:	Coastal & harbour defence; coal mine; breakwater

History

Historical Notes:	1796 - 1860
	1796 - Informal accounts reach Sydney of the reserves of coal at 'Coal River'.
	1797 - Lt Shortland and his crew enter Coal River and confirm the coal resources
	1801 - Formal identification of the great potential of the coal reserves and the river and first and brief attempt to set up a coal mining camp.
	1804 - Formation of a permanent convict/military outpost to mine coal, harvest timber and prepare lime. A light beacon and gun emplacement built on the southern headland. Nobbys Island seen as a useful place for confinement. Aboriginal-European encounters
	1814 - Expansion of the settlement in line with Governor Macquarie's policies. Lumberyard developed. Coal mining extends away from 'Colliers' Point'. A farming outpost established at Paterson's Plains, inland from Newcastle
	1816 - Marked increase in development of convict settlement from 1816 to 1822
	1818 - Increase in trading envisaged. Macquarie Pier commenced also other aids to navigation. Significant expansion of building program including hospital, stores, accommodation, gaol, church and windmills.
	1822 - Penal settlement moved to Port Macquarie. Variable convict workforce retained for public works such as road making, breakwater building, coal mining, property and tools maintenance, and so on.
	1823 - Beginning of era of transition from a penal/military establishment to a civil settlement with civil administration. Work suspended on the Pier. The built environment of the penal era gradually replaced.
	1831 - End of era of government-controlled coal mining and beginning of private enterprise mining by the Australian Agricultural Company.
	1830s - Work resumes on Pier building, completed in 1846. Ballast and sand reclaim the foreshore. Building wharfage and harbour formation, and pilot facilities and navigational aids ongoing.
	1847 - Occupation of new military barracks. Lumberyard stockade reused for other purposes from the late 1840s.
	1855 - The barracks complex vacated by the Imperial military when the last convict workers left Newcastle
	1857 - Lighthouse built on Nobbys Island.

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South Head later used for fortifications and colonial and then national military purposes.
Newcastle East emerged as a complex rail, warehousing, industrial, commercial, residential and leisure precinct.
(Hunter, C. 2001/HO)

Historic Themes

Australian Theme (abbrev)	New South Wales Theme	Local Theme
1. Environment - Tracing the evolution of a continent's special environments	Environment - naturally evolved - Activities associated with the physical surroundings that support human life and influence or shape human cultures.	Cultural: Coasts and costal features supporting human activities -
1. Environment - Tracing the evolution of a continent's special environments	Environment - naturally evolved - Activities associated with the physical surroundings that support human life and influence or shape human cultures.	Scientific: Geoperiod Carboniferous Epoch Late 280 to 320 million years ago -
2. Peopling - Peopling the continent	Aboriginal cultures and interactions with other cultures - Activities associated with maintaining, developing, experiencing and remembering Aboriginal cultural identities and practices, past and present.	Awabakal
2. Peopling - Peopling the continent	Convict - Activities relating to incarceration, transport, reform, accommodation and working during the convict period in NSW (1788-1850) - does not include activities associated with the conviction of persons in NSW that are unrelated to the imperial 'convict system': use the theme of Law & Order for such activities	Working for the Crown -
2. Peopling - Peopling the continent	Convict - Activities relating to incarceration, transport, reform, accommodation and working during the convict period in NSW (1788-1850) - does not include activities associated with the conviction of persons in NSW that are unrelated to the imperial 'convict system': use the theme of Law & Order for such activities	Experiencing secondary punishment -
2. Peopling - Peopling the continent	Convict - Activities relating to incarceration, transport, reform, accommodation and working during the convict period in NSW (1788-1850) - does not include activities associated with the conviction of persons in NSW that are unrelated to the imperial 'convict system': use the theme of Law & Order for such activities	Isolating 'special' convicts -
2. Peopling - Peopling the continent	Convict - Activities relating to incarceration, transport, reform, accommodation and working during the convict period in NSW (1788-1850) - does not include activities associated with the conviction of persons in NSW that are unrelated to the imperial 'convict system': use the theme of Law & Order for such activities	Ethnicity as mediated by the convict experience -
3. Economy - Developing local, regional and national economies	Mining - Activities associated with the identification, extraction, processing and distribution of mineral ores, precious stones and other such inorganic substances.	Commencement and evolution of a coal shipping port -
3. Economy - Developing local, regional and national economies	Technology - Activities and processes associated with the knowledge or use of mechanical arts and applied sciences	Technologies for underground mining -
3. Economy - Developing local, regional and national economies	Transport - Activities associated with the moving of people and goods from one place to another, and systems for the provision of such movements	Maintaining maritime transport routes -

3. Economy - Developing local, regional and national economies	Transport - Activities associated with the moving of people and goods from one place to another, and systems for the provision of such movements	Building and maintaining public light houses and stations -
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Assessment of Significance

SHR Criteria a) [Historical Significance] Coal River is the site of historic and continuous Aboriginal occupation, the evidence of which merits further study. (Hunter, C., 2001/HO)

Coal River is important in the natural history of New South Wales because its resources provided Australia's first commercial export product, coal, as well as essential fuel for the Sydney settlement, and the timber and lime resources that supported the development of Sydney's built environment.

Coal River is important to the cultural history of Australia. Convict heritage provides the foundation theme of modern Australia. Convict lives dominated the early political and cultural landscape of New South Wales; much of Australia's early economic success was the result of convict labour, as is demonstrated by these precincts.

Coal River was the first penal settlement for secondary offenders established within the penal colony of New South Wales. It is significant for providing major evidence of convict colonisation and of the interrelated work and punishment orientated regime of daily life.

Coal River provides evidence of the role of the British military in the foundation of Australian colonial settlements.

Coal River, 1800 to 1821, has absolute association with convict transportation and British military guardianship. From 1821 to 1855 there evolved at Coal River a particular example of its subsequent integration with civil society and institutions.

SHR Criteria b) [Associative Significance] Coal River is the site of historic and continuous Aboriginal occupation, whose evidence merits further study.

Coal River has significant associations with people and events in Australian history, which await dissemination. For example, John Platt merits recognition, as a pioneer of modern mining methods in the Southern Hemisphere. The roles of Governors Hunter, King and Macquarie are significant. The Castle Hill rebellion played a significant part in the 1804 settlement at Coal River, as the place of secondary punishment for the Vinegar Hill rebels. Coal River's convict population awaits identification and evaluation, for example, the supporters of Governor Bligh when overthrown by the military, were exiled to Newcastle. The military commandants and other holders of administrative positions merit evaluation for their contribution to the organisation of Coal River. Evidence of their influence should be revealed. Mariners sailing the coast and those who worked in the harbour could be recognised, as well as their ships. In more recent times, Fort Scratchley was the only fortification in NSW to receive and return enemy fire, during WWII, an event still accessible, no doubt to oral historians.

The educational and public interest value of this information can be used to great advantage in cultural industries today. (Hunter, C., 2001/HO)

SHR Criteria c) [Aesthetic Significance] Part of the Precincts occupy distinctive landforms whose significance in local Aboriginal cultural traditions merits further investigation.

Coal River inaugurated resource extraction and industry in Australia's major coal export port and industrial city. It is also the site of the first use of the board and pillar coal extraction method in Australia, thereby placing mining in Australia in 1801 at the technical forefront of world mining practices. This indicates transference of technology around the world. That a convict, John Platt, implemented this transfer is particularly significant. The Coal River Precincts occupy a scenic part of the city and

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SHR Criteria d) [Social Significance]	<p>their main and secondary sites contribute significantly to the townscape and attractions of Newcastle and Newcastle East. The combination of harbour, nineteenth and early twentieth century buildings and Signal Hill forms one of the finest coastal and maritime townscapes in New South Wales. (Hunter, C., 2001/HO)</p> <p>The Aboriginal presence in this area predates European contact and has been continuous to the present day. The associations, over time, of particular places, sites and areas of the Precincts and of their distinctive landforms with Aboriginal culture will be revealed, as permissible, through further consultation and study.</p> <p>Descendants of the early generation of convict workers that founded Newcastle as an industrial city take pride in the contribution of their forebears. However, research needs to be undertaken to identify the convict workforce.</p> <p>Coal River has significance as the place of contact between Aboriginal and European people in the northern region. Aboriginal people continued to frequent the locality during the convict era and their descendants continue to live in the Newcastle area.</p> <p>Coal River is closely associated with the Newcastle community today because the key and secondary sites have played and continue to play an important and changing role in the lives of successive generations.</p> <p>Coal River is significant as a latent resource with great educational and recreational potential, to be presented to the community using excellent, up-to-date methods in a central, outstanding venue, where interpretation of the convict/military history of Newcastle can be presented and linked to pre and post settlement themes.</p> <p>Coal River provides the potential to reconstruct the convict/military community as a dynamic whole, reflecting the dominance of Sydney and the development of trade. Interpretation of Coal River as a single entity will enable unification of elements that have been dismembered by subsequent development and urban evolution. (Hunter, C., 2001/HO)</p>
SHR Criteria e) [Research Potential]	<p>The Precincts' significance to Aboriginal people requires further investigation. Its distinctive landforms are likely to have a role in local traditional knowledge. Evidence of Aboriginal activities will probably occur within the Precincts, wherever European development has not destroyed it.</p> <p>Investigation of the convict coalmines may reveal the skills and technical achievements of Australia's first coal miners. Investigation of the core of Macquarie's Pier may reveal the technical achievement of quarrying and masonry work carried out by the convict workforce.</p> <p>Concerted presentation of Coal River has the potential to increase understanding of the origins of modern Australia, the origin of settlement in the Hunter Valley and the subsequent history of Newcastle. Coal River demonstrates the capabilities of the convict workforce to undertake not only mining, but also quarrying, timber getting, lime burning, building and industrial trades, farming and gardening, navigation and harbour work, as well as improvising in a frontier environment.</p> <p>Coal River invites further archaeological investigations that may reveal the routines of daily life for both the convict and military population, especially convict coalmining, quarrying and pier building, additional to that contained in documentation.</p> <p>Fort Scratchley makes a considerable contribution to the military history of New South Wales. It was as significant a part of the anti Russian defences of the colony as the defences of Port Jackson. In fact, Fort Scratchley survives as the most concentrated and complete example of the whole system and certainly the one with the best exemplified changing military history. (Hunter, C., 2001/HO)</p>
SHR Criteria f) [Rarity]	<p>Coal River, a convict/military settlement for prisoners guilty of colonial offences is one of few such convict settlements in Australia, and was the earliest such settlement. Evidence of convict workplaces, coal mining,</p>

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SHR Criteria g) [Representativeness]	<p>pier building, quarrying, and other activities are rare in Australia. The role of British military in the foundation of colonial society is little studied and the example of Coal River could make a valuable contribution to cultural studies. The period of transition from military rule to civil administration is of great interest and educational value and is rare in Australian settlement history and society. (Hunter, C., 2001/HO)</p> <p>Coal River and its sites demonstrate the characteristics of a convict settlement administered by military, 1801 to c.1821, phasing out between 1821 and 1855. From Lieutenant Menzies' to Captain Wallis' commands, the military played a central role in designing and constructing Coal River. This is the foundation of modern Newcastle and Newcastle Harbour. (Hunter, C., 2001/HO)</p>
Integrity/Intactness:	The aboveground components of the precinct retain a high degree of integrity and excellent ability to demonstrate their significance. The subsurface evidence remains to be thoroughly investigated.

Appendix 2: ICOMOS Burra Charter

The Burra Charter

The Australia ICOMOS charter for the conservation of places of cultural significance

Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988 and 26 November 1999.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

Using the Charter

The Charter should be read as a whole. Many articles are interdependent. Articles in the Conservation Principles section are often further developed in the Conservation Processes and Conservation Practice sections. Headings have been included for ease of reading but do not form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained in the following Australia ICOMOS documents:

- Guidelines to the Burra Charter: Cultural Significance;
- Guidelines to the Burra Charter: Conservation Policy;
- Guidelines to the Burra Charter: Procedures for Undertaking Studies and Reports;
- Code on the Ethics of Coexistence in Conserving Significant Places.

What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the Australian Natural Heritage Charter and the Draft Guidelines for the Protection, Management and Use of Aboriginal and Torres Strait Islander Cultural Heritage Places.

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Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important as tangible expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.

Article 1 Definitions

1

For the purpose of this Charter:

- 1.1** *Place* means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.
- 1.2** *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.
- Cultural significance is embodied in the **place** itself, its **fabric**, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*.
- Places may have a range of values for different individuals or groups.
- 1.3** *Fabric* means all the physical material of the *place* including components, fixtures, contents, and objects.
- 1.4** *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5** *Maintenance* means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.

- 1.6** *Preservation* means maintaining the **fabric** of a **place** in its existing state and retarding deterioration.
- 1.7** *Restoration* means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.
- 1.8** *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by

Explanatory Notes

These notes do not form part of the Charter and may be added to by Australia ICOMOS.

The concept of place should be broadly interpreted. The elements described in Article 1.1 may include memorials, trees, gardens, parks, places of historical events, urban areas, towns, industrial places, archaeological sites and spiritual and religious places.

The term cultural significance is synonymous with heritage significance and cultural heritage value.

Cultural significance may change as a result of the continuing history of the place.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Fabric may define spaces and these may be important elements of the significance of the place.

The distinctions referred to, for example in relation to roof gutters, are

- maintenance Ñ regular inspection and cleaning of gutters;
- repair involving restoration Ñ returning of dislodged gutters;
- repair involving reconstruction Ñ replacing decayed gutters.

It is recognised that all places and their components change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any

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the introduction of new material into the *fabric*.

place of cultural significance.

- 1.9 *Adaptation* means modifying a *place* to suit the existing *use* or a proposed use.
- 1.10 *Use* means the functions of a *place*, as well as the activities and practices that may occur at the *place*.
- 1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the area around a *place*, which may include the visual catchment.
- 1.13 *Related place* means a *place* that contributes to the *cultural significance* of another *place*.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.
- 1.15 *Associations* mean the special connections that exist between people and a *place*.
- 1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

Associations may include social or spiritual values and cultural responsibilities for a *place*.

Meanings generally relate to intangible aspects such as symbolic qualities and memories.

Interpretation may be a combination of the treatment of the *fabric* (e.g. maintenance, restoration, reconstruction); the use of and activities at the *place*; and the use of introduced explanatory material.

Conservation Principles

Article Conservation and management

2

- 2.1 *Places of cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.
- 2.3 *Conservation* is an integral part of good management of *places of cultural significance*.
- 2.4 *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

Article Cautious approach

3

- 3.1 *Conservation* is based on a respect for the existing *fabric*, *use*, *associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

The traces of additions, alterations and earlier treatments to the *fabric* of a *place* are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

Article Knowledge, skills and techniques

4

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.
- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Article Values

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5

5.1 Conservation of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biological diversity and geodiversity for their existence value, or for present or future generations in terms of their scientific, social, aesthetic and life-support value.

5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

Article

6

Burra Charter Process

6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy.

The Burra Charter process, or sequence of investigations, decisions and actions, is illustrated in the accompanying flowchart.

6.2 The policy for managing a *place* must be based on an understanding of its *cultural significance*.

6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.

Article Use

7

7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.

7.2 A *place* should have a *compatible use*.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change, to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of practices which contribute to the cultural significance of the place.

Article Setting

8

Conservation requires the retention of an appropriate visual *setting* and other relationships that contribute to the *cultural significance* of the *place*.

Aspects of the visual setting may include use, siting, bulk, form, scale, character, colour, texture and materials.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Other relationships, such as historical connections, may contribute to interpretation, appreciation, enjoyment or experience of the place.

Article Location

9

9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other component of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.

9.2 Some buildings, works or other components of *places* were designed to be readily removable or

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already have a history of relocation. Provided such buildings, works or other components do not have significant links with their present location, removal may be appropriate.

- 9.3** If any building, work or other component is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place of cultural significance*.

Article Contents

10

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

Article Related places and objects

11

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

Article Participation

12

Conservation, interpretation and management of a *place* should provide for the participation of people for whom the place has special *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

Article Co-existence of cultural values

13

Co-existence of cultural values should be recognised, respected and encouraged, especially in cases where they conflict.

For some places, conflicting cultural values may affect policy development and management decisions. In this article, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.

Conservation Processes

Article Conservation processes

14

Conservation may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance, preservation, restoration, reconstruction, adaptation* and *interpretation*; and will commonly include a combination of more than one of these.

There may be circumstances where no action is required to achieve conservation.

Article Change

15

- 15.1** Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

When change is being considered, a range of options should be explored to seek the option which minimises the reduction of cultural significance.

- 15.2** Changes which reduce *cultural significance* should

Reversible changes should be considered temporary. Non-

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be reversible, and be reversed when circumstances permit.

reversible change should only be used as a last resort and should not prevent future conservation action.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

Article Maintenance 16

Maintenance is fundamental to *conservation* and should be undertaken where *fabric* is of *cultural significance* and its *maintenance* is necessary to retain that *cultural significance*.

Article Preservation 17

Preservation is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Preservation protects fabric without obscuring the evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered;
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

Article Restoration and reconstruction 18

Restoration and *reconstruction* should reveal culturally significant aspects of the *place*.

Article Restoration 19

Restoration is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

Article Reconstruction 20

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In rare cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

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- 20.2** *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.
- Article 21** **Adaptation** must be limited to that which is essential to a use for the *place* determined in accordance with Articles 6 and 7.
- 21.1** *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*. *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.
- 21.2** *Adaptation* should involve minimal change to significant fabric, achieved only after considering alternatives.
- Article 22** **New work**
- 22.1** New work such as additions to the *place* may be acceptable where it does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation. New work may be sympathetic if its siting, bulk, form, scale, character, colour, texture and material are similar to the existing fabric, but imitation should be avoided.
- 22.2** New work should be readily identifiable as such.
- Article 23** **Conserving use**
- Continuing, modifying or reinstating a significant *use* may be appropriate and preferred forms of *conservation*. These may require changes to significant *fabric* but they should be minimised. In some cases, continuing a significant use or practice may involve substantial new work.
- Article 24** **Retaining associations and meanings**
- 24.1** Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented. For many places associations will be linked to use.
- 24.2** Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.
- Article 25** **Interpretation**
- The *cultural significance* of many *places* is not readily apparent, and should be explained by *interpretation*. Interpretation should enhance understanding and enjoyment, and be culturally appropriate.
- Article 26** **Applying the Burra Charter process**
- 26.1** Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines. The results of studies should be up to date, regularly reviewed and revised as necessary.
- 26.2** Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place. Statements of significance and policy should be kept up to date by regular review and revision as necessary. The management plan may deal with other matters related to the management of the place.
- 26.3** Groups and individuals with *associations* with a *place* as well as those involved in its management

should be provided with opportunities to contribute to and participate in understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

Article Managing change

27

27.1 The impact of proposed changes on the *cultural significance* of a *place* should be analysed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes following analysis to better retain cultural significance.

27.2 Existing *fabric, use, associations* and *meanings* should be adequately recorded before any changes are made to the *place*.

Article Disturbance of fabric

28

Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

Article Responsibility for decisions

29

The organisations and individuals responsible for management decisions should be named and specific responsibility taken for each such decision.

Article Direction, supervision and implementation

30

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

Article Documenting evidence and decisions

31

A log of new evidence and additional decisions should be kept.

Article Records

32

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be

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protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

Article **Removed fabric** **33**

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

Article **Resources** **34**

Adequate resources should be provided for *conservation*.

Words in italics are defined in Article 1.

The best conservation often involves the least work and can be inexpensive.

Appendix 3: Interpreting Heritage Places and Items

NSW Heritage Office - HERITAGE INFORMATION SERIES

Interpreting Heritage Places and Items

Guidelines

Endorsed by the Heritage Council of NSW August 2005

Edited for the purposes of this report. For full document refer www.heritage.nsw.gov.au

1 DEFINITIONS

These definitions are adapted from definitions in heritage charters and guidelines for use with terms in the NSW Heritage Act.

Conservation Management Plan (CMP) means a document that identifies the heritage significance of an item and sets out policies for retaining that significance ...

Conservation Management Strategy (CMS) means a document that identifies the impact an activity may have on a heritage significance of an item and sets out measures to minimise the impact of a proposed activity on the heritage significance of the item ...

Environmental heritage means those places, buildings, works, relics, infrastructure, movable objects, landscapes and precincts, of State or local heritage significance.

Fabric means the physical material of the item including components, features, objects and spaces.

Heritage Impact Statement (HIS) means a document that records the heritage significance of an item by using a Heritage Data form and sets out broad strategies for retaining that significance ...

Heritage significance refers to meanings and values in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic importance of the item. Heritage significance is reflected in the fabric of the item, its setting, use, associations, meanings, records, related places and related objects. Items may have a range of values and meanings for different individuals or groups, over time.

Interpretation means all the ways of presenting the significance of an item...

Interpretation plan is a document that provides the policies, strategies and detailed advice for interpreting a heritage item. It is based on research and analysis and plans to communicate the significance of the item ... The plan identifies key themes, storylines and audiences and provides recommendations about interpretation media...

Interpretation policy consists of clauses and guidelines that provide an intellectual and conceptual framework for communicating the significance of an item. Policies may deal with fabric, setting, history, archaeology, audiences and other people, contents, related places and objects, disturbance of fabric, research, records.

Meanings denote what an item signifies, indicates, evokes or expresses.

Media means the tools, techniques and technologies used to convey the interpretation. These can include signs, orientation, notices, guided and self guided walks, audio guides, installations, displays, models, dioramas, exhibitions, lighting, street naming, holograms,

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films, video, soundscapes, oral history, maps, brochures, books and catalogues, public art, writers and artists in residence programs, events, activities, role play, demonstrations, educational programs, websites, CD ROM programs, reconstructions, sets, and replicas and other means of communication.

Traditional owner - an Aboriginal person directly descendent from the original inhabitants of an area who has cultural association with the area deriving from traditions, observances, customs, beliefs or history of the original Aboriginal inhabitants of the area...

2 INTERPRETATION - THE SHARING OF CULTURE

Heritage is a cultural asset, part of the identity of NSW, its regions and communities...

Heritage conservation seeks to sustain the values of heritage landscapes, places and objects ... so that the community and visitors can continue to appreciate, experience and learn from them ... and so that they can be passed on to future generations.

Heritage interpretation is a means of sharing Australian history and culture with other communities, new citizens, visitors, and people overseas. It is also a means of passing on the knowledge of Australian history, culture and values to new generations.

Interpretation is only undertaken within the cultural traditions of which it is part, and respecting the culture of the audience. This approach is easy to recognise and appreciate in relation to Aboriginal heritage, but it also applies to non-Aboriginal heritage.

The connections between people and natural and cultural heritage are often expressed through art, music, literature, dance, food and other creative works and traditions. These are traditional forms of 'interpretation'.

3 WHY INTERPRET?

The significance of some heritage items is easy to understand; but the values of others are not obvious and require interpretation ...

Interpretation enhances understanding and enjoyment of heritage items by appealing to different audiences, different levels of experience and knowledge and different learning styles.

Interpretation strengthens and sustains the relationships between the community and its heritage and may provide economic and social benefits for the community.

4 WHEN TO INTERPRET?

Interpretation is an integral part of the experience of significant heritage items...

For many heritage items, interpretation is an occasional opportunity, often linked with open days or other community celebrations. For items which attract visitors, interpretation is an integral component of management. For many places, interpretation is undertaken for both educational and recreational purposes...

Access for interpretation is not always necessary or appropriate for reasons of security, safety, and privacy, or because of the meanings of the item to people ...

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5 INTERPRETATION: A SHARED RESPONSIBILITY AND OPPORTUNITY

Heritage conservation is a responsibility shared amongst governments, communities and the owners of heritage places. The NSW Heritage System involves legislation administered by a number of government agencies, including the NSW Heritage Office, the Department of Infrastructure, Planning and Natural Resources and the Department of Environment and Conservation and the Ministry for the Arts.

Interpretation encompasses all the ways in which an item can become known and appreciated. People are increasingly recognising the importance and benefits both of conveying 'what's important' about an item to other people ...

The development and management of interpretation may be a collaborative process, involving state, and local governments, museums and private owners...

6 INTERPRETATION IS ABOUT COMMUNICATING

Interpretation means all the ways of presenting the significance of an item, i.e. the importance of an item, beyond its utilitarian value. Significance refers to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item...

Interpretation of an item through the care (or treatment) of the fabric, is central to heritage conservation in Australia, and the principles of best practice are set out in the Australia ICOMOS Charter for places of cultural significance (The Burra Charter)...

Here are some ways of describing interpretation:

- Interpretation is the act of identifying or transmitting meaning (Bill Nethery 1995)
- Interpretation is an attempt to create understanding (Alderson)
- Interpretation is revelation based on information (Robyn Christie)
- Interpretation is a means of communicating ideas and feelings which help people enrich their understanding and appreciation of their world and their role within it... (Australian Heritage Commission)
- Interpretation is the communication of the tangible and intangible heritage values of heritage places (Geoff Ashley 2003)

...

Well conceived and well delivered interpretation demands a clear understanding of both the item and the audience. It can be complex, operating on several levels ... or it can be simple and direct, using minimal words, tools and devices. Successful interpretation engages the audience, and provokes their interest and reflection about the item and its values in a way that sustains the ambience and significance of the item.

7 INTERPRETATION MEDIA

Interpretation can occur in a variety of ways using a variety of media. The media are chosen to match the needs and character of the audience. The media that suit one item and its audience might not be suitable for another item.

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OPPORTUNITIES FOR HERITAGE INTERPRETATION: WHAT IS EXPECTED BY THE APPROVALS PROCESS?

... For State Heritage Register items undergoing change that requires Heritage Council approval, information about interpretation may be a condition of approval.

As part of the documentation with the application, either a Conservation Management Plan (CMP), a Conservation Management Strategy (CMS) or a Heritage Impact Statement (HIS) will be required.

Each of these documents may include interpretation as one of the issues addressed, but with a different level of detail in each case.

The Heritage Office will provide advice about which type of report applies to an item.

For items which require a Conservation Management Strategy or Heritage Impact Statement, advice about potential interpretation will be required, including opportunities for interpretation before, during and after works, the aspects of the item and its significance to be interpreted, and the likely audiences.

The information about interpretation will be short. The aim is to encourage the applicant to think about interpretation from the beginning. Opportunities for interpretation may include: guided tours for local residents before works commence; signs for passers by; a talk by an historian; guided tours during works when old fabric or archaeological discoveries are revealed.

A CMP will include a policy for interpretation integrated with other policies for the care of the fabric, research, access to the item, etc. The interpretation policy addresses:

- interpretation of the fabric (material) of the item through its care or treatment
- needs for other interpretation media (if any)
- audience profile & key themes
- opportunities for interpretation during other stages of the project and in ongoing management and potential media
- the reasoning for the policy and links with other policies; and also any matters that warrant research, investigation or discussion, such as research about the audience for interpretation.

Conditions of consent.

The aim of including interpretation as a condition of consent is to provide interpretation of the place in addition to the conservation of the place itself. A requirement to prepare an Interpretation Plan is to facilitate interpretation, and to follow best practice; it is not an end in itself.

The interpretation plan provides the reasoning for the choice of media, and advice about their design and production. For items where a plan is required it is likely that several media may be used to interpret significance, and that interpretation will occur at each stage of the conservation project.

In assessing the interpretation plan, the consent authority will want to know that arrangements are in place to develop, design and produce media (such as signs or other works) that are related to the work or the finished development, and that the need for ongoing management is recognised.

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[The Heritage Office is preparing guidelines for the preparation of heritage interpretation briefs and heritage interpretation plans.]

The Heritage Office has examples of interpretation briefs and the sequence of tasks to be undertaken in an interpretation project.

HOW CAN STATE AGENCIES, GOVERNMENTS AND OTHER ORGANISATIONS SUPPORT HERITAGE INTERPRETATION?

- Interpret heritage in their ownership or care, applying the guidelines for interpreting heritage places & items
- Adopt the NSW Heritage Office Interpretation guidelines, or use them to prepare guidelines specific to the heritage in their care
- Provide funding and grant programs for interpretation planning and implementation
- Compile and secure records about heritage items in their care and make them publicly accessible (subject to cultural protocols and security)
- Undertake and encourage research about heritage
- Integrate heritage interpretation into management, for example, in community and cultural development and the arts and State of the Environment reporting
- Provide training in aspects of interpretation for managers of heritage items and for community groups. This could include training in guiding and related aspects of communication
- Collaborate with other organisations, eg. in open days, exhibitions, the sharing of information and skills, and projects that reveal the relationships between items and their contexts
- Collaborate with other organisations to provide training for marketing and project managers

WHAT CAN LOCAL GOVERNMENTS DO TO INTERPRET HERITAGE IN THEIR AREA?

Councils have a key role in sustaining the links between the local community, its history and its heritage. Interpretation is related to many council responsibilities and activities including: property management; libraries, museums and archives; community development, culture and the arts; tourism; and environmental and heritage planning.

Councils can:

- Adopt the guidelines for interpreting heritage places & items and use them to interpret heritage in its care - such as town hall, parks, bushland
- Include interpretation in their Corporate or Management Plan, and integrate interpretation and support for it into relevant council departments
- Include heritage interpretation in Cultural Plans and as a factor in State of the environment reporting
- Include interpretation as an objective in local environmental plans and development control plans and as a condition of heritage approvals
- Provide information and research to assist owners in complying with this condition of approval
- Protect the setting and amenity of heritage items, e.g. to provide green links between areas of remnant bushland, or protect the views to and from heritage buildings
- Collaborate with the community to prepare an Interpretation strategy for the LGA (or a part of it); and to set priorities for interpretation. The strategy can provide a framework to coordinate interpretation planning and research about themes and audiences to guide funding and development of interpretation projects.
- Develop and implement interpretation of important local places and themes.
- Collaborate with Traditional owners and other Aboriginal people to undertake an Aboriginal heritage study with an interpretation component

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- Use existing data about the resident community and visitors to understand the potential audience. Support research about audiences for interpretation in their area
- Engage a historian to research and document the relationships between local people and significant heritage items
- Identify opportunities for interpretation in the council's community-based heritage study or heritage study review
- Engage a museum advisor to work with the community to assess the significance of its collections and to link them with the people, places and historical themes of the area
- Compile records of heritage and its conservation in a local history reference collection (with links to ensure that reports and research produced as part of the approvals process can be stored in the library (subject to cultural protocols and security))
- Provide training for staff, volunteers and community about heritage interpretation
- Collaborate with neighbouring Councils to explore opportunities for interpretation in the region, or for the interpretation of specific themes or types of items, eg common resources or opportunities for cultural tourism
- Collaborate with other organisations and with owners of heritage and community organizations to interpret heritage. (e.g. by preparing interpretation plans for an area of group of items, to which owners could provide specific interpretation about their item, following guidelines; or by an exhibition or open day)

THE INGREDIENTS FOR BEST PRACTICE IN INTERPRETATION

... The ingredients of best practice in heritage interpretation (set out in these guidelines) are intended for a wider use: they apply to all environmental heritage, natural and cultural, Aboriginal and non-Aboriginal, and include movable items. They can be applied to both small and large items of state and/or local significance.

These ingredients underpin and inform best practice in heritage interpretation in New South Wales. They are derived from principles in the NSW Heritage Act, The Burra Charter, the Australian Natural Heritage Charter and Ask First: A guide to respecting Indigenous heritage places and value; from documents about heritage interpretation and from investigations about interpretation practice in New South Wales.

The ingredients work together: they are interrelated and overlap.

INGREDIENT 1 INTERPRETATION, PEOPLE AND CULTURE

Heritage interpretation is the sharing of culture. Interpretation is only undertaken within the cultural traditions of which it is part, and respecting the culture of the audience.

Consider:

- Have associated people been identified?
- Are opportunities provided for associated people to participate in the planning, setting of priorities and delivery of interpretation?
- Have opportunities to interpret, commemorate or celebrate significant associations between people and place been identified?

INGREDIENT 2 HERITAGE SIGNIFICANCE & SITE ANALYSIS

Understand the item and convey its significance ... All aspects of cultural and natural significance should be investigated. The significance of an item may change as the result of its continuing history; and the understanding of significance may change as a result of newly discovered information...

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Consider:

- Is the significance of the item readily understood?
- Is interpretation needed for this item?
- Are there themes or aspects of significance that haven't been adequately researched? For example historical themes, associations and meanings, or related items and objects?
- Is more information needed about the importance of some aspects?
- Is access for interpretation appropriate, having regard to meanings?
- If access to the item is likely to be part of its interpretation: are there any parts of the item whose significance or conditions mean that visitation should be restricted or not allowed?

INGREDIENT 3 RECORDS AND RESEARCH

Use existing records of the item, research additional information, and make these publicly available...

Consider:

- Has a records and research schedule been compiled and lodged in a library or other secure place?
- Have other likely sources of information (not researched) been identified?
- Is information about the item readily available, (subject to cultural protocols and security)?
- Is information about how people used the place available? What are the priorities for further research? Are primary sources available?

INGREDIENT 4 AUDIENCES

Explore, respect and respond to the identified audience ...

Consider:

- Have the likely audiences been identified and their demographic, psychographic and behavioural characteristics assessed?
- Have the interpretation approaches been matched with the needs of the audiences?

INGREDIENT 5 THEMES

Make reasoned choices about themes, stories and strategies. The significance of many places is multi-faceted, and it is often impracticable to communicate every facet...

Consider:

- Have the themes, stories and people associated with the item been identified?
- Is the reasoning for the choice of interpretation media and messages explained in the plan?
- Are controversial issues presented, acknowledging different facets?

INGREDIENT 6 ENGAGING THE AUDIENCE

Stimulate thought and dialogue, provoke response and enhance understanding

Interpretive media are designed to reveal meanings and encourage audience response by adding value and human interest to the presentation of information...

Consider:

- Has a range of interpretive options been considered?

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- Have topical issues been included?
- Do the media chosen respect the meaning of the place to people?

INGREDIENT 7 CONTEXT

Research the physical, historical, spiritual and contemporary context of the item, including related items, and respect local amenity and culture...

Consider:

- Is the context of the item included in its interpretation plan?
- Are there opportunities to interpret the item away from its setting?
- Are there opportunities to collaborate with others to interpret heritage in the context of an area or with similar items?
- Are the heritage values in the setting of a place (beyond its boundaries) recognised and protected?

INGREDIENT 8 AUTHENTICITY, AMBIENCE AND SUSTAINABILITY

... Interpretation should respond to each particular situation, and should transmit meanings directly and indirectly without compromising heritage values. Introduced material (media) should not interfere with or change the item or its context, or put it at risk ...

Consider:

- Is the interpretation appropriate to the values and characteristics of the item?
- Is access for interpretation appropriate, and under what circumstances?
- If access to the item is provided, are people able to experience its environmental character and qualities, with minimal impact on ambience, amenity or sustainability of the item?
- Are the interpretation media (such as signs or displays) reversible, with no impact on significant fabric?
- Will the media under consideration present the item / component / feature in an appropriate way, without distortion or adverse impact?

INGREDIENT 9 CONSERVATION PLANNING AND WORKS

Integrate interpretation in conservation planning, and in all stages of a conservation project

Planning for interpretation should start at the beginning of a conservation project and then be integrated into each stage.

Consider:

- For an item where major changes are likely, are there opportunities for limited access (e.g. through guided tours) prior to works, or during works?
- Is there a procedure for keeping workers and visitors informed about what's happening and why and also about new discoveries?

INGREDIENT 10 MAINTENANCE, EVALUATION AND REVIEW

Include interpretation in the ongoing management of an item; provide for regular maintenance, evaluation and review.

Consider:

- Is interpretation included and budgeted for in the ongoing management of the item?

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- Is the need for maintenance, or refurbishment of introduced materials (such as signs displays or brochures) recognised and budgeted for by management?
- Is there a strategy or plan for review and ongoing interpretation?
- Have opportunities for continuing or commemorating the associations between people and the item been considered?

INGREDIENT 11 SKILLS & KNOWLEDGE

Involve people with relevant skills, knowledge and experience

Consider:

- Are experienced interpretation practitioners involved?
- Are other people who have a detailed knowledge of the item involved, or given the opportunity to contribute?

INGREDIENT 12 COLLABORATE WITH ORGANISATIONS AND THE LOCAL COMMUNITY

Community, professional and government organisations have skills, resources, understandings and interests which can make a valuable contribution to interpretation.

Consider:

- Are there opportunities to involve the wider community?
- Are there particular people who may have specialist or family interest in the project?
- Have all the relevant people been consulted?
- Is there an agreed approach to the interpretation?

Appendix 4: Nobbys Statement of Significance - Background

Macquarie Pier, Nobbys Head and Southern Breakwater Conservation Management Plan (Revised). Suters Architects for the Newcastle Port Corporation. (2000)

Nobbys Head is a prominent geological feature that had spiritual importance to the Awabakal tribe. Its distinctive form at the mouth of the Hunter River was also noted by James Cook in his log in 1770. Nobbys Head gained further significance as the Colony developed first as a penal settlement and later as a port. Macquarie Pier is a memorial to the foresight of Governor Macquarie and an ambitious public works project undertaken by convict labour. The lighthouse, pier and breakwater are associated with the development of Newcastle as a thriving port for the inland river trade and later with the development of the coal exports. The further development of the port is associated with the establishment of BHP in Newcastle (1913). The importance of Newcastle industry and the port resulted in the use of Nobbys Head for the defence of the city during two World Wars and the building of gun emplacements and new houses in WWII. Nobbys Head, Macquarie Pier and Nobbys Beach have become closely associated with the historical and cultural development of Newcastle and are valued by the people of this city. Due to the aesthetic value of Nobbys and its surrounds, it has gained a wider significance being represented by many of the early engravers and contemporary artists such as Margaret Olley and Brett Whiteley.

Appendix 5: NSW Heritage Council Permit Exemptions

1. Exemptions

HERITAGE ACT 1977

NOTICE OF ORDER UNDER SECTION 139(4)

I, Chair of the Heritage Council of New South Wales, in pursuance of Section 139(4) of the Heritage Act, 1977, do by this my order, create exceptions from the date of this Order to subsection (1) and (2) of section 139 of the said Act, in respect of the engaging in or carrying out by the owner hereafter of any of activities described below:

(i) DEMOLITION AND MAINTENANCE OF BRIDGES An exception is created for an excavation or disturbance for the purpose of the demolition or maintenance of a bridge, not being a bridge listed on the State Heritage Register, where demolition or maintenance will impact solely upon the bridge, its pilings, footings and abutments and upon no other relics.

(ii) UNDERGROUND UTILITY SERVICES An exception is created for an excavation or disturbance for the purpose of exposing underground utility services infrastructure greater than 50 years in age where:

- a) The excavation or disturbance occurs within an existing service trench.
- b) The excavation or disturbance is not in an area listed on the State Heritage Register.
- c) The excavation or disturbance will not affect a known or identified relic other than the service infrastructure itself.

(iii) EMERGENCY MAINTENANCE WORKS TO UNDERGROUND UTILITY SERVICES An exception is created for an excavation or disturbance for the purpose of carrying out emergency maintenance work on underground utility services where no environmental impact assessment or development application is required and due care is taken to avoid impacts upon relics other than the utility infrastructure to be repaired.

(iv) ACTIVE UNDERGROUND DOMESTIC SERVICES An exception is created for an excavation or disturbance for the purpose of works affecting active underground services (eg water, sewerage, drainage, gas, telecommunications) connected to a domestic residence where other relics need not be disturbed to carry out those works.

(v) FOUNDATIONS OF STANDING BUILDINGS An exception is created for an excavation or disturbance for the purpose of carrying out work affecting the foundations of a standing building where other relics need not be disturbed to carry out those works.

(vi) MONUMENTS AND GRAVE MARKERS An exception is created for an excavation or disturbance for the purpose of carrying out conservation or repair of monuments and grave markers in a cemetery or burial ground and where there will be no disturbance to human remains or relics in the form of grave goods.

(vii) SURVEY MARKS An exception is created for an excavation or disturbance for the purpose of exposing survey marks for their use in the course of conducting a survey operation.

HAZEL HAWKE Chair, Heritage Council of New South Wales
February 2000

2. Additional Exemptions (4 April 2006)

HERITAGE ACT 1977

SCHEDULE OF EXCEPTIONS TO SECTION 139(1) AND (2) OF THE HERITAGE ACT 1977
MADE UNDER SECTION 139(4)

SCHEDULE

1. Excavation or disturbance of land of the kind specified below does not require an excavation permit under s. 139 of the Heritage Act, provided that the Director-General of the Department of Planning (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

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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.

3. 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; and the Executive Director Cultural Heritage employed by the Department of Environment and Conservation may perform any of the functions of the Director-General under this exception.

The authorisation to the Executive Director, Tenant and Asset Management Services of the Sydney Harbour Foreshore Authority is restricted to land for which the Sydney Harbour Foreshore Authority 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 this exception 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 the Department of Environment and Conservation 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 this exception is satisfied, must not be carried out by the Executive Director Cultural Heritage.

NOTE 1: Any excavation with the potential to affect Aboriginal objects should 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 exception 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 exception, 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.

NOTE 5: Anything done pursuant to this exception must be specified, supervised and carried out by people with knowledge, skills and experience appropriate to the work.

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