



The City of Newcastle **Heritage Strategy** 2013-2017

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prepared by The City of Newcastle Future City Group

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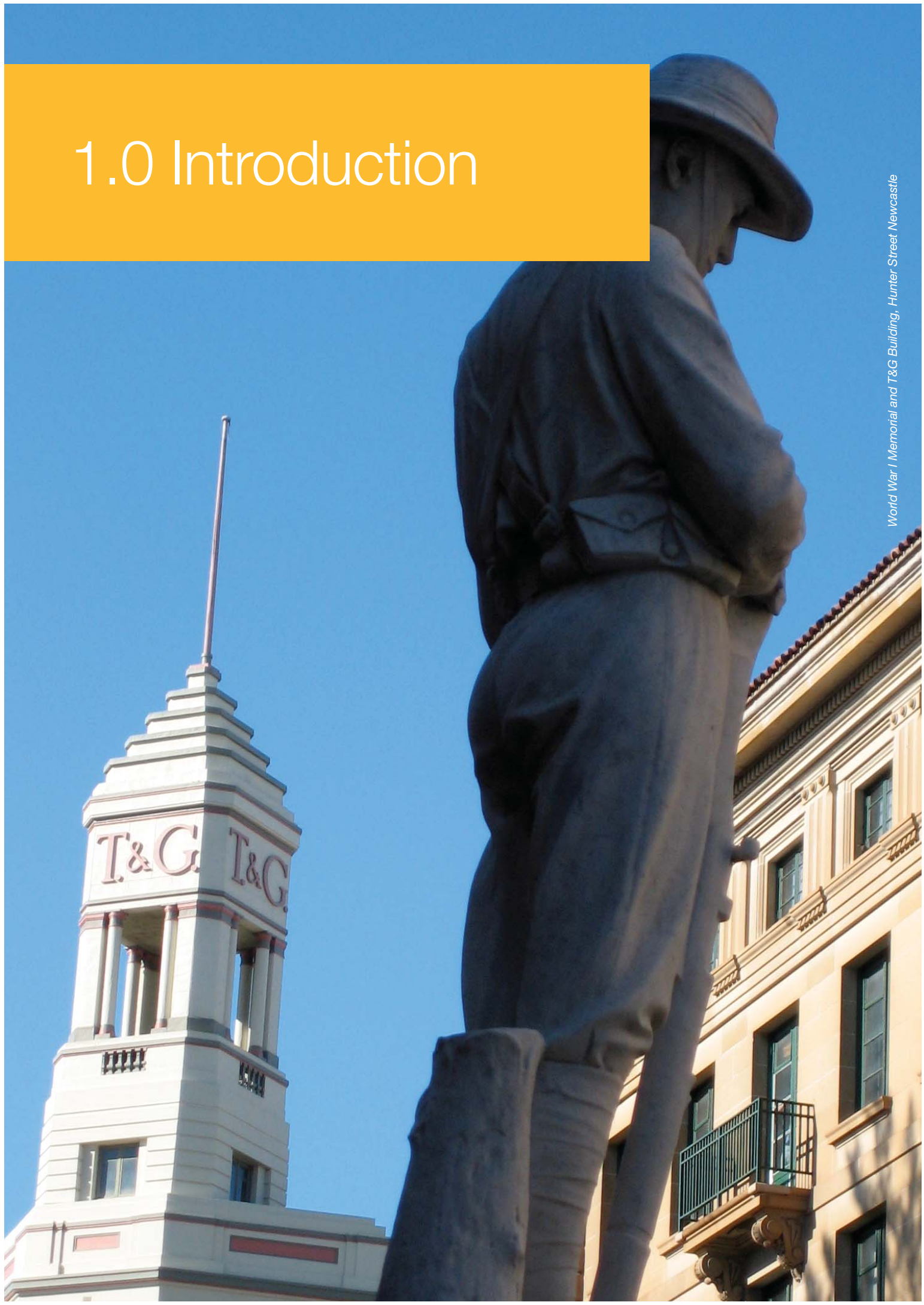




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1.0 Introduction



In New South Wales, the responsibility for managing and regulating cultural heritage is split between the state and local governments. Local government has responsibility for local heritage, through environmental planning instruments, regulatory services and community engagement activities.

The heritage strategy is a strategic framework to guide Council's approach to the management of heritage in the Newcastle local government area over the next four years. It is drawn from its parent document the Newcastle 2030 Community Strategic Plan (CSP) (City of Newcastle, 2013) and the Newcastle Heritage Policy 2013. The heritage strategy provides detailed actions and an implementation framework based on the key strategic directions of the CSP and Newcastle Heritage Policy 2013.

Through the CSP, the Newcastle community has strongly expressed its aspiration that moving towards 2030, local heritage will be valued, enhanced and celebrated. This heritage strategy allows Council to articulate a framework for achieving this vision, and to meet its statutory responsibilities for managing local heritage. It also supports alignment with the Lower Hunter Regional Strategy 2006-31, and contemporary heritage guidelines for local government required by the NSW Heritage Council.

*Conservation is the application of common sense,
to the common problems, for the common good.*

Gifford Pinchot



2.1 Indigenous history

The Awabakal and Worimi peoples are acknowledged as the traditional custodians of the land and waters of Newcastle.

Aboriginal people have lived in this area for thousands of years, centred on the rich resources of the Coquon (Hunter River), the estuary and the harbour foreshores. Prior to the arrival of the settling Europeans in Newcastle, food was abundant in marine life and bush tucker. Ceremonies and feasting were generally times for sharing of resources and trading of implements with inland clans. Shell middens at Meekarlba (Honeysuckle) and a tool making site at Pillapay Kullaitaran (Glenrock Lagoon) are remnants of those communal gatherings.

Natural landscape features and known sacred sites include Whibay Gamba, Newcastle's famous landmark Nobbys. It is said that a notorious kangaroo jumped from Tahlbihn Point, at the site now known as Fort Scratchley, to the safety of Whibay Gamba. The kangaroo remains hidden in the island's bowels occasionally thumping its tail and making the land tremble. The thumping is said to be a reference to the region's earthquake activity.

The extensive Aboriginal occupation of Newcastle is also reflected in the archaeological record. Sites containing Aboriginal objects have been found and documented in Hunter Street Newcastle West, Wolfe Street The Hill, and at the Convict Lumber Yard on Scott Street.

2.2 The story of modern Newcastle

A permanent settlement at the mouth of the Hunter River began in 1804, as a place of secondary punishment for recalcitrant convicts. The settlement was named Coal River, and finally Newcastle, after England's famous coal port. The convicts were Irish rebels from the Castle Hill convict uprising.

Under Captain James Wallis, commandant from 1815 to 1818, a building boom began. Captain Wallis laid out streets, built the first church on the site of Christ Church Cathedral, erected a gaol, and began work on the breakwater. In 1816, the oldest public school in Australia was established in East Newcastle.

Newcastle's appearance and layout as a penal colony is well documented in paintings by convict artists such as Joseph Lycett and Richard Browne. Lycett proved to be an excellent chronicler of penal Newcastle, successfully capturing the shape, colour and development of the town in his paintings.

Military rule ended in 1823 following the recall of Governor Macquarie to England and the release of the Bigge report on the state of the colony. Prisoner numbers were reduced to 100 (most of these were employed on the building of the breakwater), and the remaining 900 were sent to Port Macquarie. Work on the Breakwater slowed, gradually ceasing.

The great legacy of this period is the foundation of the modern city of Newcastle, which has continued to grow since 1804. Significant heritage sites



2.0 Historical Context

associated with the convict period survive in the form of Macquarie pier and breakwater, the Convict Lumber Yard, Christ Church Cathedral and burial ground (Cathedral Park), Nobbys, King Edward Park, Bogey Hole, and Signal Hill within the Fort Scratchley Historic Site.

With the decision to declare Newcastle a free town, surveyor Henry Dangar was sent to Newcastle to re-design the street layout for public sale. In 1828 he laid out the town as a grid of three east-west and seven north-south streets, with a central axis at Christ Church, descending to a broad market at Hunter Street (now Market Square). The width of Dangar's city blocks was 90 metres, compared to 200 metres in Melbourne and 500 metres in Adelaide. Dangar's streets were 20 metres, creating an enduring intimacy and human scale still evident in the layout of Newcastle. Even today, it is Dangar's town plan that gives Newcastle a human scale unseen in any other Australian city.

In 1828 the Australian Agricultural Company (AA Company) was given a 2000 acre parcel of coal bearing land in the inner section of Newcastle, and with it, a monopoly on the mining and export of coal. The land extended west from Brown Street to Hamilton, and was to constrain residential development west of the city for years to come. Several coal pits were sunk, commencing with the first private coal mine in Australia, the A Pit, just off Church Street, in 1828, followed by the B, C, D, E, F, and Sea pits. On 10 December 1831 the Company opened Australia's first railway in Brown Street to service the A

Pit. Remains of the railway are kept in the collection of Newcastle Museum.

Between 1835 and 1850, the Australian Agricultural Company was involved in significant Australian historical law events relating to its monopoly and private railway access, instigated by Dr James Mitchell. Mitchell had purchased 900 acres of coastal land extending from the far side of Merewether ridge to Glenrock Lagoon - the Burwood estate. In 1842, Mitchell announced he would build two railway tunnels, an Australian first, through Burwood ridge (now Merewether Heights) and Merewether beach. Remains of both of these tunnels and the railway can still be seen today.

Because the AA Company owned the land between the Burwood estate and the port, the company refused to allow Mitchell to transport coal by rail across its land. Mitchell successfully lobbied the Government which enacted the state's first private Act of Parliament, *Burwood and Newcastle Tramroad Act 1850*. This specifically allowed Mitchell to carry coal through Australian Agricultural Company land.

The breaking of the AA Company's monopoly led to the gradual subdivision of their land for residential development. Cooks Hill was subdivided from the 1860s, followed by Hamilton and west Newcastle. Hamilton South and residual swamp land, including National Park, were sold off in parcels from 1914.

A plethora of new coal mines opened from the 1850s on, becoming the basis for new townships –

Merewether, Waratah, Minmi, Wallsend/Plattsburg, Lambton and New Lambton. Townships at Cooks Hill, Hamilton, Stockton, Carrington and Wickham were also establishing. In this manner, the urban development of Newcastle was unique, as it began as a series of independent coal mining villages, all feeding from the famous Borehole seam, unlike Sydney which expanded outwards following the railways.

The period 1850-1860 saw unprecedented growth in Newcastle and the establishment of civic institutions. The first bank was opened in 1853, the Newcastle Borough Council in 1859, the first fire brigade in 1855 and a chamber of commerce in 1856. Most significantly, the Great Northern Railway was opened between Maitland and Honeysuckle Point in 1857, making possible Newcastle's domination of the Hunter region.

Important civic buildings were built in the 1860s and an office of the Department of Public Works opened, symbolising the importance of the region to the economic conditions of New South Wales. On Hunter Street a court house, lock-up and post office were built and the first part of Newcastle Railway station begun. Customs House was built, along with the Carrington Hydraulic power house and the modernisation of the port's coal loading facilities.

Australia experienced an economic boom in the 1880s. The city of Newcastle was growing and experiencing significant building activity and waves of immigration. The architecture matched the optimism of the time and throughout the city there was a flurry of construction. Architects who emerged at this time include Frederick Menkens, James Barnet (NSW government architect), James Henderson, Peter Bennet and Ernest Yeomans. These architects were responsible for the design of some of the city's finest buildings, such as the Centennial Hotel, the Frederick Ash building, St Andrews Presbyterian Church, the Baptist Tabernacle, Cohen Bond store, Customs House, Earp Gillam Bond Store, Lance Villa, The Boltons and Jesmond House.

Formalisation of coal villages as independent municipalities also occurred during this period. Wickham, Waratah, Lambton and Hamilton were incorporated in 1871, Wallsend and Plattsburg in 1874, Adamstown and Merewether in 1875, Carrington 1887, New Lambton 1888, and Stockton in 1889. Most built their own council chambers, a few of which survive including Wickham, Carrington and Lambton. A steam tram service was developed linking the inner city of Newcastle to Wallsend in 1887.

By 1901 the Borehole seam was mostly worked out, leading to the closure of pits at Hamilton (1901), and Stockton (1907). Many of the villages became ghost towns. Subsequently, the Newcastle chamber of commerce lobbied government to diversify Newcastle's economy, by attracting new industries to the city. The situation improved when the state government announced the development of the state dockyard at Carrington and permitted BHP to build a steelworks on land at Port Waratah. Both of these initiatives began in 1913, and were soon expanding in readiness for the coming war.

By 1919, other heavy industries had established locally, including Commonwealth Steel, Rylands and Lysaghts. The outcome was a complete reconstruction of the local economy from a declining coal town, to manufacturing and heavy industry. Business in the city centre boomed and Newcastle was cemented as a major centre of retail, commerce and industry.

The modern city landscape took shape in the first three decades of the 20th century. Many architectural treasures were built such as the final stages of the Christ Church Cathedral, NESCA House, City Hall, the CML building, T&G, Court house annex, the Store, BHP Administration building, and the sandstone banks in Hunter Street.

The story of post-war Newcastle relates to urban infill that occurred on undeveloped land between the coal villages. Kotara, Adamstown Heights, Merewether Heights, Rankin Park and New Lambton Heights were subdivided and developed following 1945.

The educational and health sector developed substantial regional facilities in Newcastle during the period, including the Rankin Park campus of the Royal Newcastle Hospital, expansion of the old Royal Hospital, and the establishment of the Newcastle Teachers College, University and Tighes Hill TAFE.

A major turning point for the City occurred in 1999, when BHP steelworks Port Waratah closed. This closure heralded a decade of economic and social change from a heavily industrial base to a more diversified economy dominated by the healthcare, services and education sectors. At the same time, significant revitalisation of the harbour waterfront transformed the face of Newcastle with emerging residential development at Wickham and Honeysuckle. The CBD, which had been in decline since the 1970s, also continued its transition from a purely commercial hub to a residential and recreational precinct.

3.0 Legislative Context

3.1 State

In New South Wales, the responsibility for managing and regulating cultural heritage is split between the state and local governments. The NSW Heritage Council, assisted by the NSW Heritage Branch, has responsibility for items of state heritage significance listed on the State Heritage Register and for relics of state and local significance. Local government has responsibility for local heritage, through environmental planning instruments including Local Environmental Plans and Development Control Plans.

The State Heritage Register lists items and areas that have significance to the people of New South Wales, while nationally significant places are listed on the National Heritage List administered by the Commonwealth Department of Environment, Water, Sustainability Population, and Communities.

There are three legislative instruments that regulate cultural heritage in New South Wales:

1. *NSW Heritage Act 1977*
2. *Environmental Planning and Assessment Act, 1979*
3. *NSW National Parks and Wildlife Act 1974.*

New South Wales State Heritage Criteria

The NSW heritage assessment criteria (acronym SHI) encompass the four values of the Australia ICOMOS Burra Charter, which are commonly accepted as generic values by Australian heritage agencies and the heritage conservation sector:

- historical significance
- aesthetic significance
- scientific significance
- social significance

The NSW state heritage criteria provide detailed performance measures to ensure there is a rigorous and unambiguous process for assessing heritage significance. These criteria were gazetted following amendments to the Heritage Act in April 1999:

3.2 Local

Local Government Act 1993

The advent of the *Local Government Act in 1993* established the legal framework in which local councils operate. Clause 8 of the Act specifically notes several elements of a Council's charter, including that it exercise community leadership and properly manage, develop, protect, restore, enhance and conserve the environment of the area for which it is responsible,

in a manner that is consistent with and promotes the principles of ecologically sustainable development. Both of these notions are relevant to the approach Council takes in regards to cultural heritage. Clause 89 of the Act specifically requires Councils to take heritage matters into consideration when assessing a proposed activity:

89 Matters for consideration

(1) In determining an application, the council:

(3) Without limiting subsection (2), in considering the public interest the matters the council is to consider include:

(c) any items of cultural and heritage significance which might be affected.

Environmental planning instruments

The principal tool guiding local government heritage management decisions are the standard instrument Local Environmental Plan (LEP) provisions for heritage. These provisions are compulsory clauses which must be included in Council's LEP.

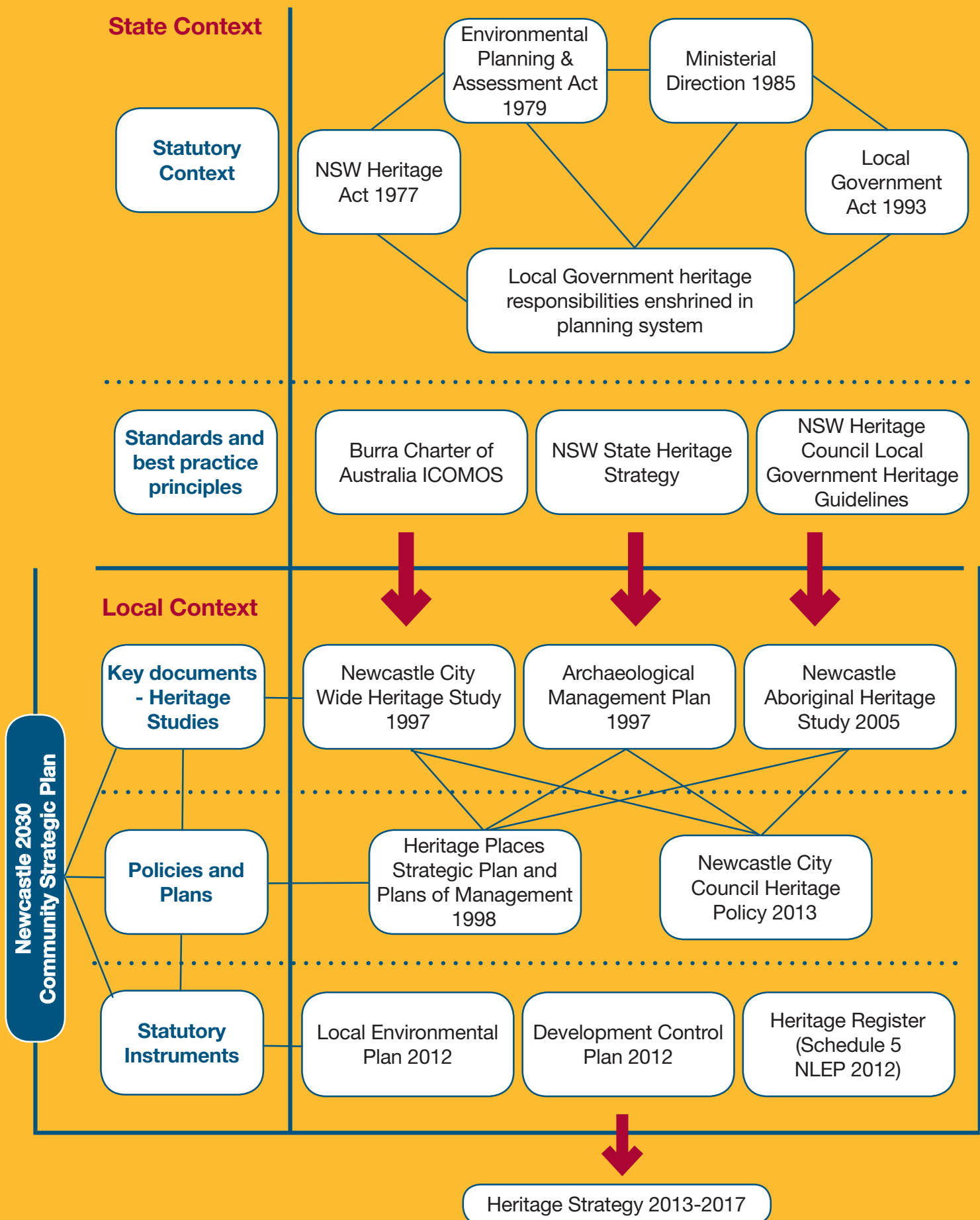
Heritage items, heritage conservation areas and archaeological sites are listed in Schedule 5 of the Newcastle LEP 2012 and regulated through the provisions at Part 5 of the LEP.

As well as the LEP, there is an adopted development control plan (DCP), pursuant to the Environmental Planning and Assessment Act, 1979. It provides detailed guidance for development in specific localities, such as heritage conservation areas. These deal with the treatment of fences, colour schemes, replacement of vegetation, setbacks and other factors that contribute to the heritage significance of an area.

Council prepared and adopted a City-Wide Heritage Study and an Archaeological Management Plan in 1997 (currently being reviewed and updated) to identify the city's heritage items and areas of archaeological potential. The studies led to the inclusion of additional heritage items in the LEP and the inclusion of guidelines in the DCP. As of August 2013, there are around 700 individually listed items in the Newcastle LEP, including six heritage conservation areas and twelve archaeological sites. The Heritage Study led to the adoption of a Heritage Policy in 1998 and its revision in 2013.

The statutory framework, standards and best practice principles, key documents, and influences on Council's heritage services are presented graphically below.

Figure 1 – Heritage Context / Key Influences



4.0 Vision and strategic objectives



4.1 Integrated planning and reporting

Under changes to the Local Government Act 1993 and Local Government (General) Regulation 2005 in 2010, Integrated Planning and Reporting (IP&R) was implemented across NSW. The IP&R framework intends to create a quadruple bottom line approach (economic, social, environmental and governance) to establish long term strategic planning by councils in collaboration with their communities. This is to be achieved by encouraging greater engagement regarding funding, services levels and overall sustainability for the LGA.

4.2 Newcastle 2030 Community Strategic Plan

Newcastle 2030 is shared community vision developed as a guide to inform policies and actions throughout the city as we move toward 2030. The vision sets the direction for where the community wants the city of Newcastle to be and the shape of the city as it grows. The vision articulated in the CSP is as follows:

In 2030 Newcastle will be a Smart, Liveable and Sustainable city. We will celebrate our unique city and protect our natural assets. We will build resilience in the face of future challenges and encourage innovation and creativity. As an inclusive community, we will embrace new residents and foster a culture of care. We will be a leading lifestyle city with vibrant public places, connected transport networks and a distinctive built environment. And as we make our way toward 2030, we will achieve all this within a framework of open and collaborative leadership.

The Newcastle community strongly expressed aspirations for ensuring that local heritage is valued, enhanced and celebrated in the CSP. The heritage Strategy will be instrumental in achieving the strategic directions identified within the CSP, as follows:

Objective 3.2 – Culture, heritage and place are valued, shared and celebrated;

Objective 5.1 – A built environment that maintains and enhances our sense of identity;

Objective 6.1 – A culture that supports and encourages innovation and creativity at all levels;

Section 7.0 and the Action Table which accompanies this heritage strategy contains a series of initiatives that respond to and work towards achieving these objectives.

4.3 A vision for heritage in Newcastle

The vision for heritage in Newcastle is:

As we move towards 2030, the City of Newcastle will be a leader in local government heritage management by providing outstanding services to the community in a manner which is economically sustainable and respects the diversity and significance of local heritage to the people of Newcastle. The City of Newcastle's heritage assets will be well managed and presented, reinforcing the city's attractiveness as a heritage tourism destination and strengthening its reputation as a smart, liveable and sustainable city.

5.0 Key Directions

Wesley Church, Beaumont Street Hamilton.



5.1 Strategic directions for Aboriginal cultural heritage

Council adopted a city-wide Aboriginal cultural heritage study in December 2005. The study contains a management framework for the identification, consideration and protection of Aboriginal cultural heritage. An important set of principles were articulated in the Heritage Study which guides Council's approach, as outlined below:

1. Aboriginal cultural heritage is to be recognised as a finite and valuable resource of the Newcastle Local Government Area.
2. Aboriginal community members are to be pivotal in the identification, assessment, and management of Aboriginal cultural heritage, as it is primarily Aboriginal people who should determine the significance of their heritage.
3. Places of Aboriginal cultural value within the Newcastle Local Government Area are to be actively conserved and managed to retain those cultural values. Appropriate conservation action will vary according to the level of significance.
4. Aboriginal cultural heritage is to be actively managed during the development process, to ensure appropriate conservation and impact mitigation outcomes are achieved.
5. Compliance with relevant statutory controls, specifically the National Parks and Wildlife Act (1974) and the Environmental Planning and Assessment Act (1979), is to be required for all development and heritage programs.
6. Sustainable, ongoing management strategies for Aboriginal cultural heritage should be promoted within Council and the broader community, through heritage training for Council personnel and public interpretation programs.

5.2 Newcastle Heritage Policy

Council adopted an updated Heritage Policy on 25 June 2013. The policy is a statement of commitment to the principles of heritage conservation and contains strategies to achieve the vision of the 2030 CSP.

The Policy underpins the identification, preservation, conservation, celebration and promotion of the City's rich cultural heritage, based on the principles of the Burra Charter of Australia ICOMOS (Australia ICOMOS, 2001) and best practice. The Policy recognises the importance and diversity of heritage, including: Aboriginal heritage; buildings; structures; precincts; streetscapes; monuments; memorials;

moveable heritage; industrial and maritime relics; trees; archaeological sites and artefacts; items in institutional collections; and the cultural landscapes that comprise the environment of the Newcastle local government area.

The four strategies contained in the Heritage Policy commit Council to:

Knowing our heritage – enhancing our community's knowledge of and regard for local heritage items and places.

Protecting our heritage - Council will protect and conserve the City's heritage places for the benefit of everyone.

Supporting our heritage - Council will protect the integrity of heritage places by ensuring consistent and sympathetic uses, physical and aesthetic treatments and outstanding interpretations.

Promoting our heritage - Newcastle's significant heritage places are a unique historical resource and represent an asset for the continuing educational, cultural and economic enrichment of the region. Council will invest in the promotion and care of these assets as part of the City's economic and cultural development.

Each of these four commitments is to be implemented through actions over the four years 2013 – 2017, and are contained in the accompanying Action table in Section 7.0 along with the relevant CSP objective.

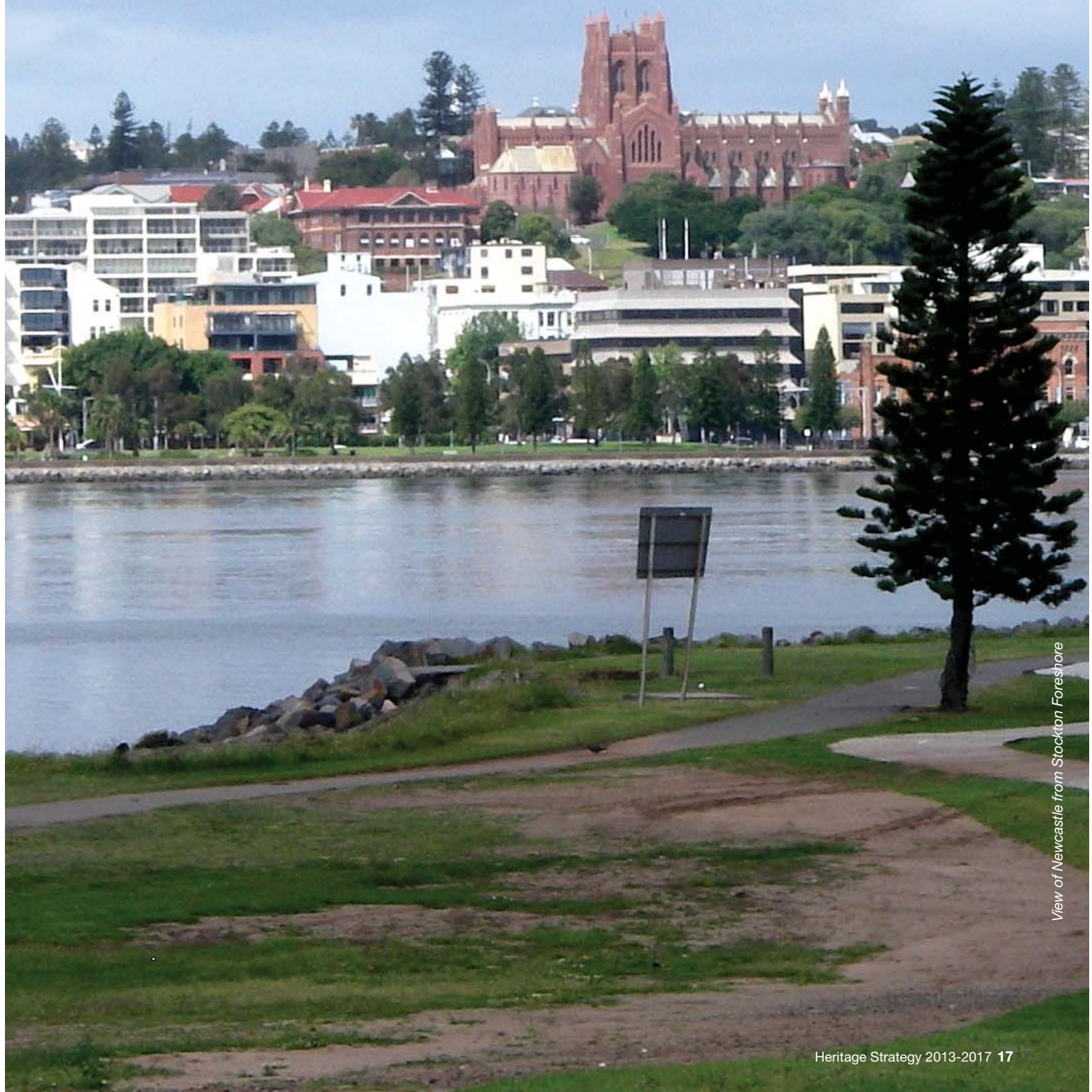
5.3 Heritage Places Strategic Plan and Plans of Management

The Heritage Places Strategic Plan and Plans of Management 1998, was adopted by Council in order to support the management of Council's heritage listed parks and open spaces. All Council parks with a heritage listing were included in the document, such as the Convict Lumber Yard, Gregson Park, King Edward Park, Cathedral Park, Fort Scratchley Historic Site and the Newcastle Ocean Baths. Although this document is in need of a strategic review, the adopted set of principles remain relevant and have been incorporated in the Action table (and summarised below).

Heritage Places Strategic Plan and Plans of Management 1998

Principle	Description
Conservation	Newcastle's heritage places are integral to the City's identity and a rich resource with which to shape its future. Council will protect and conserve the City's heritage for future generations.
Investment	Newcastle's significant heritage places, and in particular the five convict sites (Nobbys Headland, Fort Scratchley, King Edward Park, Cathedral Park and the Convict Lumber Yard), are a unique historical resource in Australia and represent an asset for the continuing educational, cultural and economic development of the region. Council will invest in this asset as part of the City's economic and cultural development
Reconciliation	The City of Newcastle recognises that the city occupies an area inhabited for thousands of years by indigenous people of Australia and this is our shared cultural history. In fostering the common interests and shared futures of its residents, Council will, in consultation with the Aboriginal community, acknowledge and present the indigenous heritage of the City along with the presentation and interpretation of its European heritage.
Integrity	The integrity of heritage places can be undermined by inappropriate uses, unsympathetic structures, uncoordinated landscaping and visual presentation and inadequate interpretation. Such interventions damage the fabric, aesthetics, ambience and meaning of heritage places. Council will protect the integrity of heritage places by ensuring consistent and sympathetic uses, physical and aesthetic treatments and interpretation.
Environmental Sustainability	Embodied energy should be conserved where possible through re-use, alterations and additions, and retro fitting existing buildings. A long term approach to the design, materials and maintenance of buildings informs the design of infrastructure and new facilities.

6.0 Emerging Issues



View of Newcastle from Stockton Foreshore

The Australian Productivity Commission conducted an inquiry into the conservation of Australia's historic heritage in 2006. The Inquiry identified two emerging trends in heritage conservation - the greater shift to adaptive re-use over demolition; and the growth in heritage tourism. The Inquiry noted that rising levels of wealth, gentrification, advances in knowledge and education, and shifts in social attitudes could be expected to lead to changes in the way Australians view (and positively value) heritage buildings. It was concluded that into the future, this trend would lead to new positive approaches to heritage items and greater levels of private investment in heritage buildings.

Conserving heritage places has long been recognised for the economic and social benefits that are returned to the city, and recently, the environmental benefits in conserving buildings has been recognised outside the conservation sector. Conserving heritage buildings reduces energy usage associated with demolition, waste disposal and the manufacture of new materials and construction, and promotes sustainable development by conserving embodied energy.

The Newcastle Heritage Policy 2013 (TCoN, 2013) has adopted a commitment to adaptive reuse and building renovation, in preference to demolition of heritage items and buildings in heritage conservation areas. Demolition of heritage buildings undermines the effort to create sympathetic and appropriately scaled infill development. Wherever possible, development controls should be designed to facilitate the retention, renovation and use of historic buildings to achieve a liveable and distinctive built environment.

It is worth noting that many older buildings constructed of timber, concrete or brick, have lower scale embodied energy than modern buildings of glass, steel and aluminium, and often lower operational costs owing to better thermal mass, verandahs, window and wall proportions, all of which support passive cooling and heating. Furthermore, one of the most important factors in reducing the impact of embodied energy is to design long life, durable and adaptable buildings, characteristics of many heritage buildings.

The Productivity Commission Inquiry also noted that where historic heritage is conserved for tourism purposes, significant economic benefits will flow through the local economy. For example, hotels, shops, and restaurants may be established in historic precincts to cater for the tourism market. The development of tourism infrastructure can, in turn, bring benefits such as the income stream to fund repair and maintenance. This is relevant to Newcastle because there is both a viable tourism sector in the

city as well as a critical mass of heritage items that offer product to the tourism market. Council's recently completed Destination Management Plan identifies heritage and history as one of the eight key tourism assets for Newcastle.

The Australian Heritage Commission investigated the economic value of tourism and heritage and found that heritage tourism is a significant contributor to the economic development of regional Australia (Australian Heritage Commission, 2001). In terms of the Newcastle's role in the Hunter region, the City contains a critical mass of heritage items that offer tourism product, and many of these items are owned or managed by Council. Tourism and interpretative plans have been prepared to guide the development of such sites including the Convict Lumber Yard, City Hall, Bathurst Way and Fort Scratchley Historic site. Further investment in these sites will ensure Newcastle continues to grow its heritage tourism offering and maintains its reputation for unique and interesting heritage tourism experiences, which in turn delivers economic benefits to the region.

TCoN has undertaken extensive research into the city's heritage, providing a robust and well-informed heritage management framework. Studies include: Newcastle City-wide Heritage Study; Aboriginal Heritage Study; Archaeological Management Plan; various urban design studies of the city centre; and several heritage studies of Cooks Hill, The Hill, Newcastle East and Hamilton South. These studies are the basis for best practice and sound governance, so the need to maintain the currency of these studies is important.

6.1 Implications for the heritage strategy

- Newcastle has a rich cultural heritage that is being promoted, conserved and protected through council's Heritage Policy, the 2030 Community Strategic Plan, organisational governance, external regulations and planning incentives. The community expects that Council will continue to play a role in supporting a viable future for the city's heritage.
- In adopting the Heritage Policy 2013 and the actions in the 2030 Community Strategic Plan (2013), adaptive reuse and building renovation is preferred to wholesale demolition of heritage items and conservation area buildings. Wherever possible, development should retain, renovate, and re-use heritage buildings to achieve a liveable and distinctive built environment. The Newcastle Urban Renewal Strategy also supports this principle.

- The way that our urban areas have historically developed means there will be a higher concentration of historic (and heritage) buildings close to the centre of suburbs and villages. At the same time, the planning framework and higher land values in the inner suburbs can place pressure on the heritage buildings within the inner city and village nodes. Paradoxically, there are latent opportunities to recycle, refurbish and upgrade heritage buildings while meeting density targets and revitalising the city at the same time.
- Incentives for management of heritage places could be expanded beyond the existing zoning incentives in the local environmental plan to include floor space bonuses, additional height allowances or relaxation of car parking requirements where heritage items are kept. It would also be prudent to support more intensive development on such sites in exchange for positive heritage outcomes.
- There is latent tourism potential in the city's major heritage items. These items can be further enriched as high quality tourism product, bringing economic benefits to the city. The environmental benefits in conserving buildings (regardless of heritage status) is another tool in managing the environment and new construction should be balanced with the environmental benefits of building conservation. Conversely, Council development guidelines should offer innovative and high quality guidance on designing for long life, durable and adaptable buildings that offset the impacts of embodied energy and building waste that goes to landfill.

The City contains a critical mass of heritage items that offer tourism product, and many of these items are owned or managed by Council.



Newcastle Ocean Baths

7.0 Actions 2013-2017

This action table identifies actions and services that work towards achieving the vision for Newcastle articulated in the Newcastle 2030 Community Strategic Plan, the vision for heritage established in this strategy, and the four principles of the Newcastle Heritage Policy 2013.

Christ Church Cathedral and Hannel Monument, Newcastle.



Strategy 1 - Knowing our heritage – enhancing our community's knowledge of and regard for local heritage items and places

No.	Action	Heritage Policy Strategy	
1.1	Work with the Guraki Committee coordinator to publicise the importance of Aboriginal heritage items and objects, and the significance of the continuing culture of the Awabakal and Worimi communities.	Recognise, document and present the indigenous heritage of the city.	
1.2	Incorporate Aboriginal cultural information and content in council projects and works where appropriate.	Consult with the Guraki Committee and the Aboriginal community, recognising the continuation of a living indigenous heritage for future works and projects.	
1.3	Support the dual naming of sites and places in accordance with Council policy.	Work with the Guraki committee and Aboriginal community to achieve the dual naming of sites and places across the city.	
1.4	Assess potential heritage items on a bi-annual basis and report to council for consideration for exhibition and community consultation.	Ensure an on-going process for the identification and recording of all items of heritage significance across the Newcastle local government area.	
1.5	Undertake an annual house keeping review of the Heritage Schedule in NELP 2012. Prepare planning proposals to keep the LEP heritage schedule up to date as required and part of the annual review heritage review process.	Ensure that the diversity of the city's heritage is recognised and represented in heritage listings covering the spectrum of heritage items and places.	
1.6	Exhibit heritage studies and heritage assessments and consult on any planning proposal involving the LEP heritage schedule. Capture heritage information from heritage impact assessments and store such information in Newcastle Local Studies.	Work with the community and stakeholders to obtain information that adds value to the process of identifying new heritage items and places.	
1.7	Maintain the heritage database and add in new information as it is obtained.	Maintain a comprehensive inventory of heritage items on Council's website, including current condition and heritage significance of heritage items and places.	
1.8	Finalise the update of the Archaeological Management Plan and up date the City Wide Heritage Study.	Undertake periodic reviews of the city-wide heritage study and archaeological management plan and ensure the community has access to such studies.	
1.9	Include references to heritage value of the collections in the Council's website.	Acknowledge the heritage value of objects in institutional collections such as libraries, galleries and museums.	

	Performance Measures	Target date	Responsibility	CSP link
	Publication available on council website that presents a living indigenous history of Newcastle.	December 2014	Strategic Planning Services Guraki Committee	4.3 A creative, culturally rich and vibrant community 4.3c Acknowledge and respect local Aboriginal history, cultural heritage and peoples
	Council projects convey information about local indigenous culture and heritage.	Ongoing	Strategic Planning Services Guraki Committee	
	Places are officially identified by the Awabakal name in addition to the European name.	December 2017	Guraki Committee	
	Additional heritage items are included in the Heritage Schedule of the Newcastle LEP and their significance is thoroughly documented in the Newcastle heritage register.	Ongoing	Strategic Planning Services	5.1 A built environment that maintains and enhances our sense of identity 5.1a Maintain the unique built and cultural heritage of the city by encouraging the adaptive reuse or recycling of heritage buildings & giving formal protection to those items or areas of heritage significance
	The Heritage schedule is up-to-date and accurately reflects the diversity of the city's heritage.	Annual	Strategic Planning Services	
	The Heritage schedule is up-to-date and accurately reflects the diversity of the city's heritage.	Ongoing	Strategic Planning Services	5.1 A built environment that maintains and enhances our sense of identity 5.1d Identify, preserve, enhance and promote historic streetscapes, village centres and residential areas
	The heritage database is well maintained and available on council's website.	Ongoing	Strategic Planning Services	
	The Newcastle City-Wide Heritage Study and Newcastle Archaeological Management Plan are current, comprehensive and freely available on council's website.	December 2017	Strategic Planning Services	
	The heritage value of objects in council's library, art gallery and museum collections is acknowledged in Council's website heritage pages.	December 2017	Strategic Planning Services	4.3 A creative, culturally rich and vibrant community 4.3b Recognise and support creative endeavours that enrich the diverse cultural life of the community

Strategy 2 -Protecting our heritage - Council will protect and conserve the City's heritage places for the benefit of everyone

No.	Action	Heritage Policy Strategy	
2.1	Undertake an annual assessment of items or places of potential heritage significance. Put the items forward for inclusion in the Heritage Schedule of the Newcastle LEP, State Heritage Register or National Heritage List.	Ensure an on-going process for the statutory listing of items or places that have been assessed as having heritage significance. Ensure that the diversity of heritage is represented in the statutory listing of heritage items and places on local, state, national registers. Ensure that sites and places of Aboriginal cultural significance are statutorily protected.	
2.2	Update the DCP heritage elements. Incorporate detailed guidelines on sympathetic recycling or adaptation of heritage items. Provide clear guidelines about heritage consent requirements to reduce the incidence of unauthorised development of heritage affected properties.	Provide guidelines for the management of heritage places that support the conservation and preservation of heritage items and places.	
2.3	Guidelines are based on world's best practice and technical expertise and ensure there is a strong future for heritage items.	Maintain an effective development assessment service to ensure heritage is given appropriate consideration in the development assessment process.	
2.4	Development of heritage items and in heritage conservation areas is sympathetic to the heritage significance and ensures a strong future for heritage.	Maintain an effective compliance service to ensure heritage is protected and enhanced.	

	Performance Measures	Target date	Responsibility	CSP link
	The heritage schedule is accurate and up to date and reviewed on an annual basis. The heritage schedule ensures that all major heritage is listed in the Newcastle LEP.	Ongoing	Strategic Planning Services	5.1 A built environment that maintains and enhances our sense of identity 5.1a Maintain the unique built and cultural heritage of the city by encouraging the adaptive reuse or recycling of heritage buildings & giving formal protection to those items or areas of heritage significance 5.1d Identify, preserve, enhance and promote historic streetscapes, village centres and residential areas 4.3c Acknowledge and respect local Aboriginal history, cultural heritage and peoples
	Guidelines are based on world's best practice and technical expertise and ensure there is a strong future for heritage items.	December 2016	Strategic Planning Services	
	Development of heritage items and in heritage conservation areas is sympathetic to the heritage significance and ensures a strong future for heritage.	Ongoing	Strategic Planning Services	
	Ensure that non compliances relating to heritage issues are investigated and rectified. Ensure that non compliances relating to heritage issues are investigated and rectified.	Ongoing	Compliance Services	

Strategy 3 -Supporting our heritage - Council will protect the integrity of heritage places by ensuring consistent and sympathetic uses, physical and aesthetic treatments and outstanding interpretations

No.	Action	Heritage Policy Strategy	
3.1	Seek external funding for a heritage restoration grant program. Explore options for greater incentives in the rating system (ie rate rebates) to encourage heritage preservation.	Provide incentives to support the restoration and repair of heritage items and places.	
3.2	Council's heritage strategist provides technical advice on heritage matters.	Provide technical expertise to assist with the conservation and longevity of heritage items and places.	
3.3	Heritage is incorporated into the Local Planning Strategy. Review boundaries of conservation areas . Give consideration to potential new heritage conservation areas.	Ensure zoning and other regulatory incentives are in place to enable the ongoing use and occupation of heritage items.	
3.4	When undertaking kerb and gutter rehabilitation in heritage conservation areas or in the vicinity of heritage items, ensure sandstone is retained. Ensure the integrity of footway treatments in heritage areas by matching materials and colours with the original pavement treatment. Ensure heritage brick paving and all heritage road assets are maintained in the heritage areas and near heritage items.	Lead by example by maintaining and managing heritage assets, historically significant infrastructure, and the heritage related collections under Council's care and control.	
3.5	Include comprehensive guidelines in the NDCP for adaptive reuse and interpretation of heritage items.	Encourage innovation in the business sector, art and creative communities to enable the interpretation and adaptive re-use of heritage items.	
3.6	Identify and prioritise projects and seek external grants to support heritage projects.	Seek external sources of funding for heritage projects across Council.	
3.7	Provide advice as requested to assist property owners in gaining heritage funding for conservation works.	Provide advice and support to the private sector and heritage property owners in attracting funding for the management of heritage items.	
3.8	Undertake an annual training session on heritage legislation and local government heritage responsibilities.	Build capacity within the organisation to achieve positive heritage outcomes.	

	Performance Measures	Target date	Responsibility	CSP link
	Annual Heritage restoration scheme is established.	December 2016	Strategic Planning Services	4.3 A creative, culturally rich and vibrant community 4.3b Recognise and support creative endeavours that enrich the diverse cultural life of the community
	Technical information about a range of heritage matters is available on council's website free of charge. The technical information is based on world's best practice in heritage conservation management.	December 2016	Strategic Planning Services	
	Heritage is well integrated into the Local Planning Strategy. There is consistency in zonings and heritage.	Ongoing	Strategic Planning Services	6.3 A thriving city that attracts people to live, work, invest and visit 6.3d Foster a collaborative approach to achieve urban renewal in the city centre 6.3e Promote residential growth within a revitalized city centre by facilitating achievable mixed use development and adaptive reuse of buildings
	The management of Council heritage assets is outstanding, minimising recurrent costs, the infrastructure backlog and/or deterioration. Road works and footway projects in the Heritage Conservation Areas and near Heritage items reinforce the heritage character of those areas and enhance the historic fabric.	Ongoing	Infrastructure Management Services	3.2 Culture, heritage and place are valued, shared and celebrated 3.2c Utilise a place making approach to enhance the local identity of each of our urban centres. 3.3b Support the renewal of the city centre and the strengthening of other commercial and urban centres 5.1 A built environment that maintains and enhances our sense of identity 5.1d Identify, preserve, enhance and promote historic streetscapes, village centres and residential areas
	High levels of retention of heritage items and outstanding heritage adaptive reuse that adds value to the interpretation of heritage items.	Ongoing	Strategic Planning Services Tourism and Economic Development	
	External agencies provide funding for Council heritage projects.	Ongoing	Strategic Planning Services	
	Customers are successful in winning grants for heritage conservation.	Ongoing	Strategic Planning Services	
	Annual training session provided to staff which increases staff knowledge and appreciation of the role of local government in heritage management.	December 2015	Strategic Planning Services	

Strategy 4 - Promoting our heritage – Newcastle’s significant heritage places are a unique historical resource and represent an asset for the continuing educational, cultural and economic enrichment of the region. Council will invest in the promotion and care of these assets as part of the City’s economic and cultural development.

No.	Action	Heritage Policy Strategy	
4.1	Consult with the Guraki committee on interpretation of the Mulimbah cottage site	Work with the Aboriginal community to raise awareness of the indigenous history, sites, languages and cultures of the Newcastle local government area	
4.2	Undertake research and promote the economic and social benefits of heritage to the city.	Encourage, share and promote the value of heritage items and places to the environmental, social and economic wellbeing of the Newcastle local government area.	
4.3	Encourage high quality interpretative treatments of heritage places that increase understanding of the heritage significance of such places in development projects	Encourage high quality interpretative treatments of heritage places that increase understanding of the heritage significance of such places in development projects	
4.4	Publish research on the benefits of heritage in energy conservation and waste minimisation	Raise awareness of the contribution of heritage in the city of Newcastle in achieving environmental sustainability by conserving the embodied energy in buildings and reducing building waste sent to landfill	
4.5	Publicise the uniqueness and abundance of heritage in the city on the heritage pages of council’s website and in the media generally	Promote the heritage of Newcastle as a draw card for tourism and film activity, creativity and design innovation, and as a generator of economic development.	
4.6	Run a community survey of owners of heritage listed buildings to understand their needs and their perceptions in relation to heritage issues	Provide guidelines for the management of heritage places that support the conservation and preservation of heritage items and places.	

	Performance Measures	Target date	Responsibility	CSP link
	On-site interpretation of the indigenous history of Newcastle is provided at Cathedral Park	December 2015	Guraki Committee Strategic Planning Services	3.2 Culture, heritage and place are valued, shared and celebrated 3.2d Develop public art throughout our urban centres that highlights the creativity and stories of Newcastle 3.1 Public places that provide for diverse activity and strengthen our social connections 3.1a Encourage community engagement with public space through place making projects and local initiatives that bring individuals and groups together
	The community has a better understanding of the heritage and history of Newcastle and the Hunter region and this is reflected in on-going media coverage of heritage issues.	Ongoing	Strategic Planning Services	3.2 Culture, heritage and place are valued, shared and celebrated 3.2d Develop public art throughout our urban centres that highlights the creativity and stories of Newcastle
	Developments are approved with specific interpretative components that include positive messages about heritage and history.	Ongoing	Strategic Planning Services	3.2 Culture, heritage and place are valued, shared and celebrated 3.2d Develop public art throughout our urban centres that highlights the creativity and stories of Newcastle
	Development retains the significant original fabric and building material. Building waste to landfill is reduced. Development applications make provision for the use of reclaimed and recycled building materials in development projects.	Ongoing	Strategic Planning Services	5.1 A built environment that maintains and enhances our sense of identity 5.1a Maintain the unique built and cultural heritage of the city by encouraging the adaptive reuse or recycling of heritage buildings & giving formal protection to those items or areas of heritage significance 5.4a Encourage the implementation of sustainability principles in the development of new homes and improvement of community assets to provide increased energy and water efficiency
	Newcastle is positively perceived for its wealth of heritage buildings. The film and creative sectors choose Newcastle as a location for commercials, films, and creative enterprises.	Ongoing	Tourism and Economic Development Strategic Planning Services	3.2 Culture, heritage and place are valued, shared and celebrated 3.2b Support the cultural and creative industries to provide opportunities for participation, employment and skill building
	Owners of heritage properties are well informed and actively participate in the conservation and enhancement of the built environment and cultural heritage.	July 2015	Strategic Planning Services	

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