

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2.3. *Historical Themes.*

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

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

State Themes: Towns, Suburbs and Villages.

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

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

State Themes: Leisure.

Culburra has developed as a popular tourist and recreational destination.

Local Themes: Activities associated with recreation and relaxation.

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

State Themes: Persons.

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

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

2.4. *Historic Plans and Photographs.*



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



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

3. HERITAGE STATUS AND STATUTORY OBLIGATIONS.

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

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

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

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

Any deposit, artefact, object or material evidence that:

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

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

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

3.2. Shoalhaven Local Environmental Plan.

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

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

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

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

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

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

3.3. Illawarra Regional Environmental Plan No.1.

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

3.4. Jervis Bay Regional Environmental Plan 1996.

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

3.5. Coastal Wetlands SEPP 14.

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

3.6. Australian Heritage Lists.

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

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

3.7. Register of the National Estate.

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

4. *HERITAGE ASSESSMENT.*

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

4.1. *Placement and Landscape.*

Spatial Area 1 (8 hectares).

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



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



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

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

Spatial Area 2 (5.5 hectares).

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



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



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



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

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

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

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

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

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



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



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

⁷⁶ Shoalhaven Heritage Inventory Database No.2390328.

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

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



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



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



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



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