

## **5. STATEMENT OF HERITAGE SIGNIFICANCE.**

### **5.1. Significance Criteria.**

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

In NSW criteria used for assessing significance have been standardised by the NSW Department of Planning (Heritage Branch) and are derived from definitions in the Heritage Act 1977.<sup>92</sup> These criteria are:

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

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

### **5.2. Heritage Significance of Survey Area at West Culburra.**

#### **Assessment.**

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

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

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

**Historical (b) (associated) (Applicable)**

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

**Aesthetic (c) (Applicable)**

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

**Social (d) (Not Applicable)**

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

**Scientific (e) (Not Applicable)**

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

**Rarity (f) (Not Applicable)**

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

**Representative (g) (Not Applicable)**

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

**Integrity.**

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

### ***5.3. Statement of European Heritage Significance.***

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

## **6. *PROPOSED DEVELOPMENT AND ITS IMPACT.***

### **6.1. *Proposed Mixed Use Subdivision.***

The land proposed for development lies west of Culburra. Essentially, it is to be an urban expansion of Culburra Beach for mixed use and residential purposes. The development is to be staged from 2011 to 2016.<sup>93</sup> It consists of 5 areas or land units as indicated in Figures 6.1, 6.2 and 6.3. Together these proposed development areas have a total spatial area of 97 hectares. Specifically, Area 1 measures 8 hectares, Area 2 is 5.5 hectares, Area 3 is 29 hectares, Area 4 is 11.5 hectares and Area 5 comprises 43 hectares.

#### **Area 1.**

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

#### **Area 2.**

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

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

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

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

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

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

### **Areas 3, 4 and 5.**

Areas 3, 4 and 5 are located along Culburra Road with the Crookhaven River estuary to the north. These areas are proposed as single dwelling allotments with some variation in size. Together the areas measure 83.5 hectares, and according to estimates, have a capacity for some 650 dwellings with lot sizes ranging from 600m<sup>2</sup> to 1000m<sup>2</sup>.<sup>97</sup> The proposed Collector Road is to be located within 400 metres of most of this land and will connect the residential area to the Culburra shops. This road along the natural ridge will define the southern boundary of the development area as defined by Areas 3, 4 and 5. A northern perimeter road is also proposed and will follow the sewer main through Areas 3 to 5.

## ***6.2. Impacts of the Proposed Development.***

### ***Positive Impacts.***

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

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### *Neutral Impacts.*

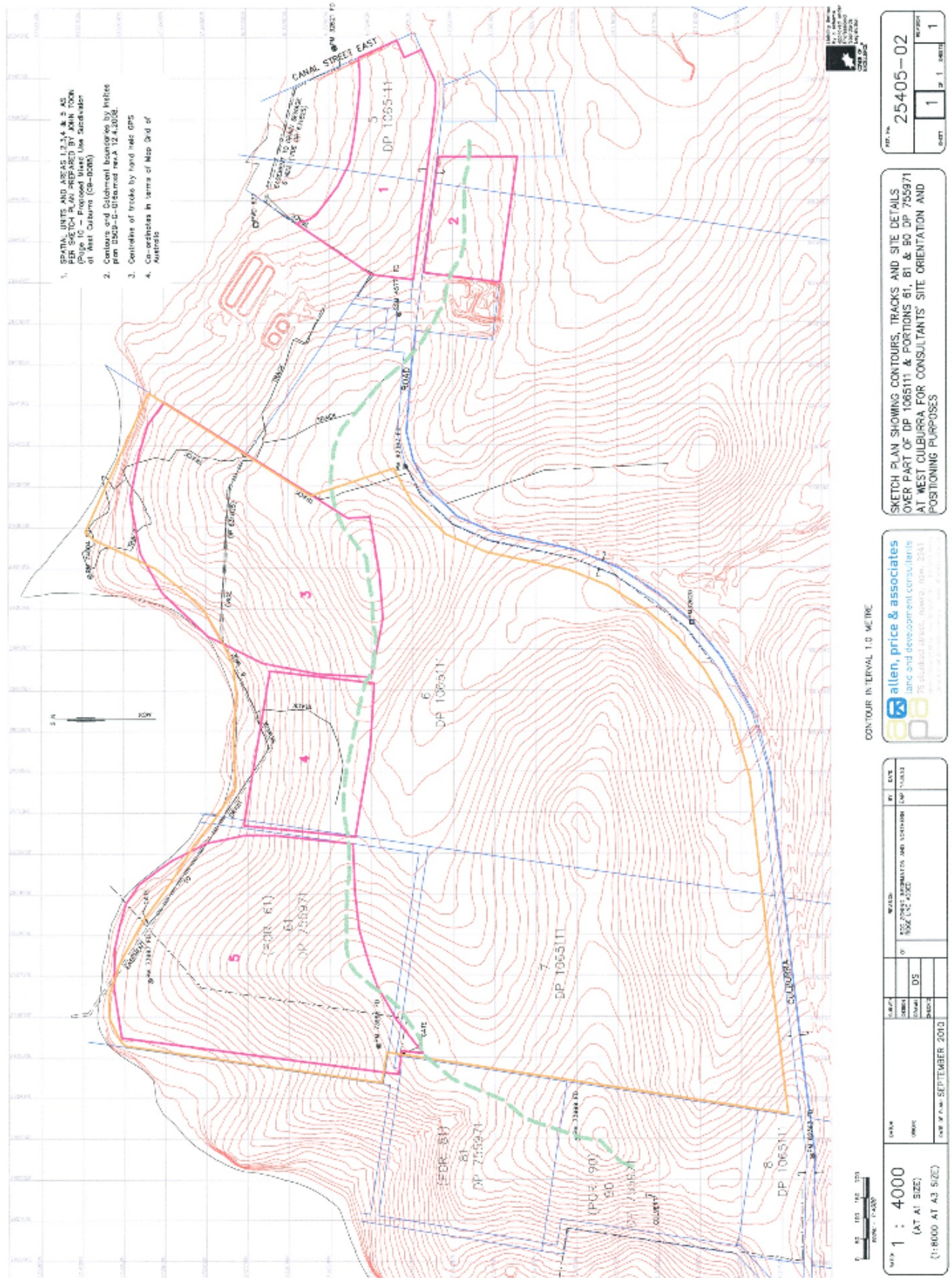
- Land clearance and excavations for housing construction, site levelling, construction of the new Collector Road, for the installation of the services such as the easement for the sewer main and the spur rising main for water supply and a new reservoir if required, will cause ground disturbance to the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

### *Negative Impacts.*

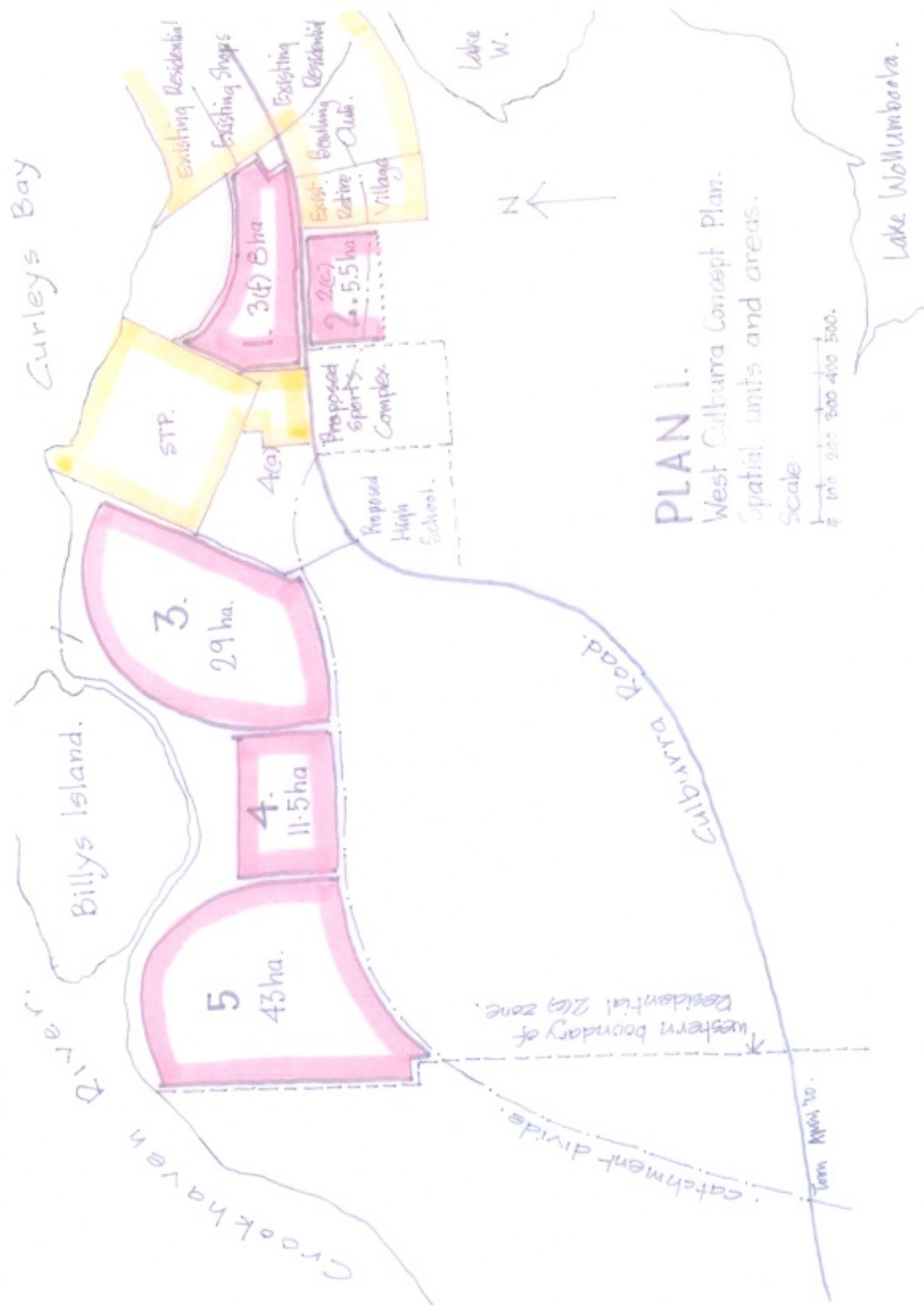
- The proposal will involve the clearing of 80 to 90 hectares of re-growth woodland. The clearance of vegetation may expose views to the new development from adjoining natural landscapes including the Crookhaven River and estuary and the Wollumboola catchment. Views from neighbouring historic settlements,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

### Mitigating Measure

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



**Figure 6.1.** Sketch plan showing tracks, contours and site details . Allen, Price & Associates, Drawing 25405-02. Dated September 2010.



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



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

## 7. **RECOMMENDATIONS.**

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

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

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

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

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