

**HARDIE HOLDINGS PTY LTD**

**“Sanctuary Villages”**

**Millfield, Paxton and Ellalong, NSW**

# **HERITAGE MANAGEMENT PLAN**

**Former Stanford Main No.2 Colliery Site  
Paxton**

**October 2008**

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## 1. INTRODUCTION – BACKGROUND AND PURPOSE OF PLAN

Hardie Holdings have lodged a Major Projects application for the project called Sanctuary Villages. Part of the project involves the redevelopment of the former Stanford Main No.2 Mine (Paxton Colliery) buildings at Paxton. The current Major Projects application was placed on public exhibition during September 2008.

The submitted plans included indicative proposals for the adaptive re-use of the State-listed Heritage buildings on the Paxton site as well as a report on the status of the remaining buildings. Those reports and plans were compiled by Andrews Neil Urban Design.

However, during the public exhibition period it became apparent that the application submitted by Hardie Holdings did not contain a Plan for how the Heritage buildings will be managed during the various stages of the development.

Accordingly, this Heritage Plan of Management for the former Stanford Main No.2 Colliery attempts to address this issue. It is to be read in conjunction with other reports in the full Environmental Assessment. The Plan will be released publicly and will be binding on the proponent.

The Proponent remains committed to the end usage plan for the Paxton Colliery buildings as submitted in its application. The detailed rehabilitation works and possible conversion of the existing buildings will be subject to a later Project Plan application.

In the interim, until that Project Plan is approved and final end users are agreed, a Heritage Management Plan is required to guide the management of all remaining former Colliery buildings identified in the EJE Town Planning Conservation Management Plan and (Draft) Development Control Plan (dated April 1999) for the site.

The objective of the Heritage Management Plan is to address the level of responsibilities applicable to a heritage place with the level of heritage significance ascribed to the former Stanford Main No.2 Colliery (See Section 2 below).

## 2. SIGNIFICANCE OF THE PLACE AND ELEMENTS

The former Stanford Main No. 2 Colliery is not listed in the heritage schedule of the Cessnock LEP 1989.

However, it is identified in Schedule 1 of the Hunter Regional Environmental Plan 1989 (Heritage) as being of STATE level of environmental heritage. The listing “includes cottages/equipment” and refers to “Stanford Main No.2 Colliery”.

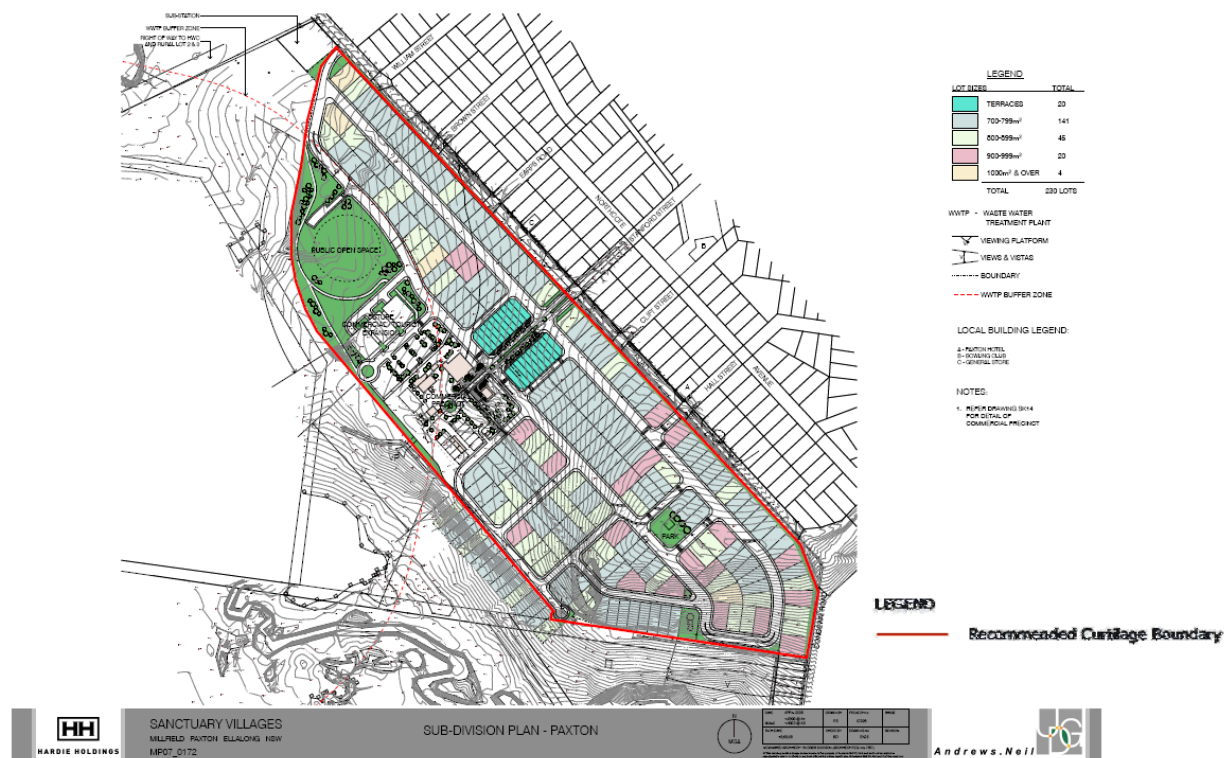
The site is identified on the state’s Heritage Database as “Stanford Main No. 2 Colliery” as a “Complex/Group” and this listing also mentions the inclusion of cottages/equipment”. The level of significance is not identified. The site is not identified as a “Section 1” site – Items listed under the NSW Heritage Act, but is identified as a “Section 2” site – Items listed by local government and state agencies. None of the listings identifies the physical limits of the listing.

The heritage significance of the former Colliery site, is based on a combination of:

- the significance of its relationships with the other local Cessnock area mines
- its significance to the town of Paxton
- its physical linkage to that town
- the surviving distribution of interpretable contributory elements (including modified landscape elements) and their level of their integrity and interpretability.

To allow for appropriate interpretation of the extent of land central to the operating of the original mine site, (i.e. to provide a curtilage appropriate to any heritage listing of the site), it is considered appropriate to define the site as the land contained by: Congewai Road in the east; Millfield Road in the north-east and; the route of the former rail line between Congewai Road and Millfield Road. (See Figure 1)

Figure 1:



For the purpose of this Heritage Management Plan, all the surviving elements identified for retention and interpretation in the Hardie Holdings Pty Ltd Design Statement and Design Code, are identified here. However, it should be noted at the outset, that no “cottage” structures survive on the site.

All identified elements contribute equally to the level of significance of the place.

The EJE Town Planning Conservation Management Plan and (Draft) Development Control Plan – Former Stanford Main No.2 Colliery (April 1999), determines that the site has heritage significance for the state. However, the site has not yet been included on the State Heritage Register as being “of particular importance to the people of NSW”. As such, the provisions of the NSW Heritage Act do not apply.

### 3. CONDITION OF CONTRIBUTORY ELEMENTS

When Hardie Holdings purchased the place, most surviving structures, while generally structurally sound, were in dilapidated condition:

- The former Administration Building lacked its doors and windows and verandah flooring
- The former Bath House was unroofed
- The Electricians Workstation fabric was in deteriorated condition
- The Stables were in state of collapse
- The First Explosives Cabin (Later Petrol Store) was unroofed
- The site of the former Manager's Residence was overgrown.

The structure of the Stack and Winder House Head Frame were sound and each was intact.

Without compromising the integrity, significance and interpretability of the whole and with an extent of intervention generally consistent with Burra Charter principles, Hardie Holdings has stabilised, reconstructed (where appropriate to current need) and secured all substantial, surviving contributory elements.

All remaining contributory elements are now in more entire condition than they were at purchase and the site is being consistently maintained.

### 4. CONSERVATION MANAGEMENT RESPONSIBILITIES

#### 4.1 General Curtilage Issues

The former Colliery site Curtilage recommended in the EJE Conservation Management Plan (see Figure 2), does not cover the full eastern extent of the land between the Colliery buildings group and Congewai Road. However, it does include: all buildings within the central colliery group and the alignment of the former rail line, as well as; the site of the former Manager's Residence.

The subdivision proposed by Andrews Neil Urban Design (see Figure 4), takes full account of the EJE Curtilage proposal and includes an interpretive park over the site of the former Manager's Residence. In addition, the subdivision design allows for interpretation of the alignment of the former rail corridor skirting the southern edge of the site.

More particularly, the Andrews Neil Proposed Curtilage Plan – Paxton, (see Figure 3) addresses the issue of conservation and interpretation of the central colliery buildings group by identifying a curtilage of sufficient footprint to allow the whole group to be interpreted in the round and to be adequately separated from any adjacent development.

In the immediate term, Conservation of these major contributory elements will be secured and ensured by: continued maintenance of the land and buildings

falling within the footprint identified in the two Andrews Neil plans and by; the owner maintaining any required bushfire protection beyond those edges.

Figure 2:

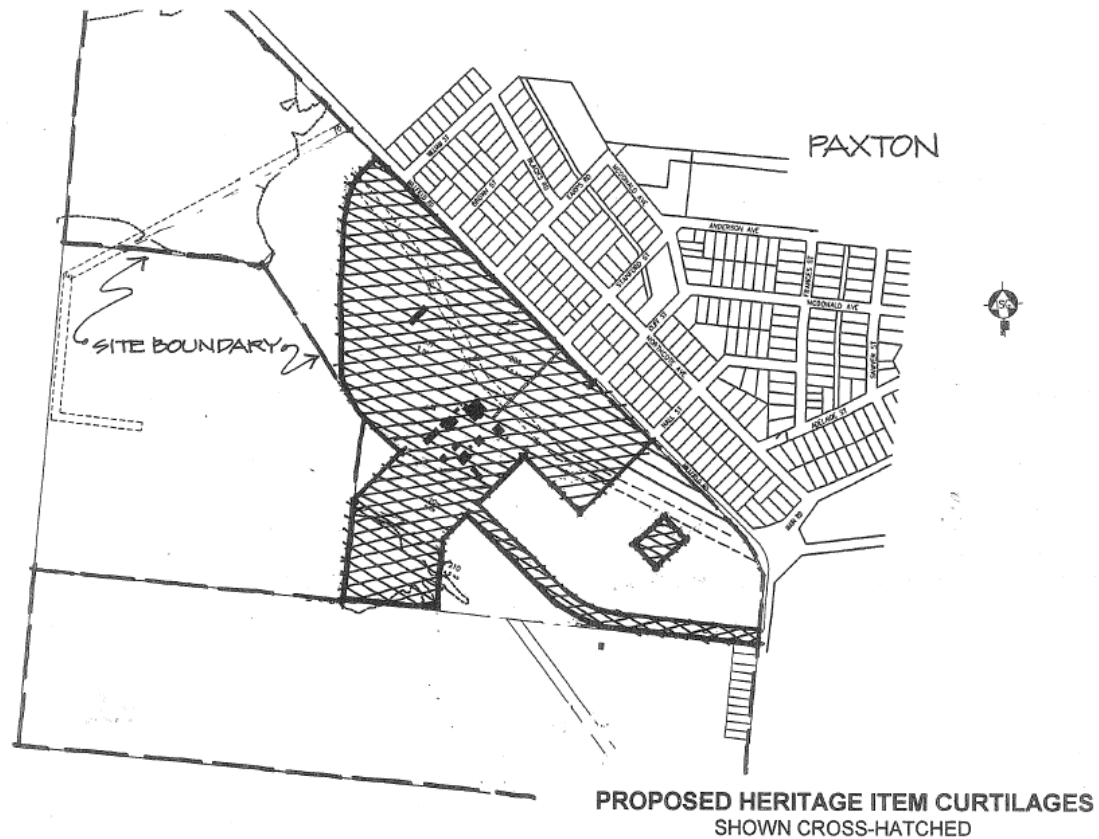


Figure 3:

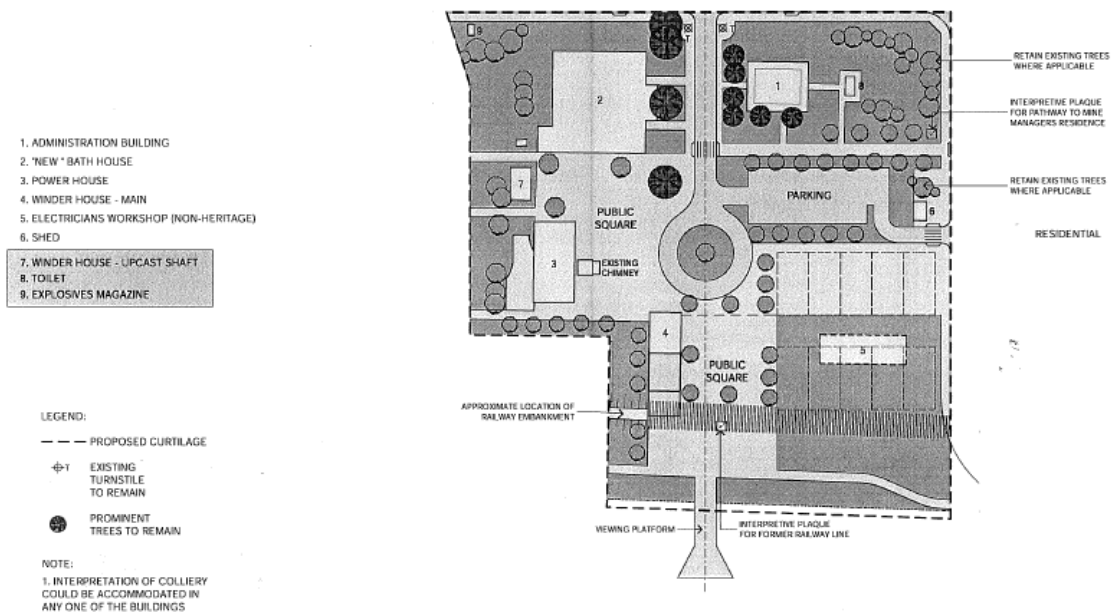


Figure 4:



## 4.2 Conservation Management Responsibilities – The NSW Heritage Act 1977

### Maintenance and Repair

Where significant heritage places are listed on the State Heritage Register, owners of such sites are required to ensure that the heritage significance is maintained – that is, that the interpretable significance of the place, is not allowed to erode or be compromised. The requirements relate to:

- weatherproofing
- fire protection
- security and;
- essential maintenance

It is considered that because of: the scale and intactness of the subject site; the degree to which the surviving evidence allows for sound interpretation of the original function of the site and; the identification by EJE Town Planning, of the STATE level significance of the place, listing of the place on the State Heritage Register at some future time is likely.

In that eventuality, it is clear that the initiatives to protect, maintain and conserve the place already undertaken voluntarily and of its own volition, by Hardie Holdings, are exactly those called for under the NSW Heritage Act.

In the course of its ownership, Hardie Holdings has:

- re-roofed/weatherproofed the Bath House building (reconstruction)
- secured the whole perimeter of the site and the former Administration building
- stabilised (and in part adapted) other buildings and
- undertaken continuous maintenance of the site as a whole, including the approach drive and the site boundary, security fencing.

If the provisions of the NSW Heritage Act were to be involved prior to the further sale of the land, these current initiatives would fulfil the owner's responsibilities for this place, without additional input. They are appropriate to achieve "maintenance of the significance" of the site. Because of the restrained interventions of Hardie Holdings to date, (no "restoration" works have been attempted), the heritage significance of the place is not in jeopardy and has not been compromised. Maintaining all buildings and sites in their current, stabilised condition, is considered appropriate and adequate.

#### Security and Safety

In addition to the above, the periphery of the site has been secured by means of a sophisticated, continuous, but understated wire security fence and entrance gate. This intervention has ensured that the significance of the site can not be eroded as a result of vandalism. Further, it has ensured that any potential danger to the public, has been eliminated. Continued management of the security of the periphery of the site, including secured access of the entry gates, is considered appropriate and adequate.

#### 4.3 Further Intervention

Because of the high level of heritage significance of the place and especially, the highly – visible former Colliery building group, the significance of the place can be readily compromised by any future uninformed intervention. In the immediate term, any proposed change: within the central building group curtilage area; along the route of the former rail corridor or; on the site of the former Manager's Residence, should only be undertaken after consultation with a Heritage Consultant and with the consent of Cessnock City Council. This extends to any proposed landscape modifications.



#### 4.4 Security

Currently the security measures in operation on the Paxton site are as follows:

- There is a secure perimeter fence around the entire site
- A full-time live-in person occupies the Administration office
- A full-time caretaker for the property who is on site most days
- With the exception of the Winder House, the remediation works have now ensured all buildings are now locked up and secure

These measures help prevent vandalism and provide an appropriate, adequate level of public safety.

During the construction phase, the site will remain a secure site, so there will be no change to the current practices.

At the completion of the Stage One construction works and when people are in occupation, the site, including the heritage precinct will be open and accessible. This is considered a desirable outcome as it allows the local community, the new residents and visitors to appreciate and interpret the mine buildings.

In the absence of site security, there would be a natural pedestrian flow from the main entrance off Millfield Road down Stanford Drive through the Heritage Precinct to Congewai Creek.

It would not be in keeping with Heritage interpretation principles if the Heritage area was fenced off. A fenced off area would also be an eyesore.

The proponent will continue to provide the same security measures. Those being:

- A full-time resident in the Administration Building
- The attendance of a full-time caretaker
- Ensuring all the buildings remain secure

If these arrangements prove unsatisfactory and the heritage buildings are being harmed, the proponent will commit to:

- Installing warning and interpretation signage
- Securing the Winder house

If all these measures fail, the proponent will install a security fence around the Heritage Buildings until the adaptive re-use works of the buildings commence.

## RESOURCE IMPLICATIONS

### 5.1 Buildings and Build Footprints

Hardie Holdings need not increase, but should continue, its current allocation to the maintenance and security of the built fabric of the site. Such maintenance should include keeping the site of the former Manager's Residence, free of potentially damaging weed varieties. All buildings should be inspected annually by a skilled Heritage Consultant, to ensure that the current level of structural and detail integrity, is maintained.

### 5.2 Site Boundary Fencing

Inspect annually and include an appropriate level of repair budget.

### 5.3 Landscape Maintenance

Hardie Holdings need not increase, but should maintain its current level of budgetary commitment to landscape maintenance – especially in relation to ensuring the fire isolation of the central colliery buildings group. Annual review of existing procedures is recommended.

### 5.4 Security Resources

Hardie Holdings will commit to the security arrangements outlined in Section 4.4 during the Construction Phase and the First Stage of the project. The resourcing implication of this commitment, is the presence of two staff on site, every day.

## 6. RECOMMENDATIONS

It is recommended that the contents of this Heritage Management Plan be incorporated in full, into any existing Hardie Holdings Management Plan for the place. If no such plan is currently in place, this Heritage Management Plan should form the basis of a new Hardie Holdings Management Plans for the site.