



STATEMENT OF HERITAGE IMPACT

for

Former Hyams Beach Rural Fire Station ¹

at

Cnr Rose and Aster Streets, New South Wales

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Conservatory One
Tel: 02 4423 4444
December 2021

¹ This Statement of Heritage Impact forms part of a Statement of Environmental Effects for the proposed changes to the former Hyams Beach Rural Fire Station for Shoalhaven City Council

TABLE OF CONTENTS

PREAMBLE

- 1 STATEMENT OF HERITAGE IMPACT INTRODUCTION
- 2 ABBREVIATIONS:
- 3 THE PROPOSAL – SCOPE OF WORKS
- 4 METHODOLOGIES FOR ASSESSMENT OF THE PROPOSAL
- 5 ENHANCEMENTS TO HERITAGE SIGNIFICANCE
- 6 THREATS TO HERITAGE SIGNIFICANCE
- 7 SYMPATHETIC SOLUTIONS
- 8 SUMMARY
- 9 REFERENCES & ACKNOWLEDGEMENTS

APPENDICIES

- 1 *PHOTOGRAPHIC ARCHIVAL RECORDING*
 - 2 *RELEVANT PRECIS OF HISTORY TO THE HYAMS BEACH RURAL FIRE STATION*
 - 3 *ABORIGINAL HERITAGE INFORMATION*
 - 4 *ASSESSMENT OF SIGNIFICANCE & STATEMENTS OF SIGNIFICANCE*
-

PREAMBLE

Structure

This Statement of Heritage Impact uses the guideline template provided by the NSW Office of Environment and Heritage (Heritage Office).² **PREAMBLE** and **SUMMARY** sections are added to the template to provide a description of the document structure; and to summarise the findings.

There is not a Conservation Management Plan for the former Hyams Beach Rural Fire Station.

Outline Scope

Within the former Hyams Beach Rural Fire Station precinct, the only item listed with heritage significance is the Hyams Beach Rural Fire Station. Relocation by the Rural Fire Service of this subject Brigade occurred by amalgamation with two other Brigades into a suitable facility leaving the subject property in Hyams Beach vacant. The Hyams Beach Rural Fire Brigade, following amalgamation, is now part of the Crossroads Rural Fire Brigade in Vincentia.

Council advises the property remains vacant due to hazardous building materials rendering the facility unsuitable for any purpose, and the building continues to deteriorate. Shoalhaven City Council has exhausted feasible usage of this facility and proposes to demolish the structure.

Together with Council's Review of Environmental Factors, This Statement of Heritage Impact is prepared to assist Shoalhaven City Council in assessing its position to demolish the building. The structure only has relating heritage significance due to its relationship with the manner in which the facility was funded and erected.

Related diagrams are found in the Appendix 1 - Archival Recording.

² <https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/s-u/Statements-of-Heritage-Impact.pdf>
December, 2021

1 INTRODUCTION

Statement of Heritage Impact for: Former Hyams Beach Rural Fire Station Demolition

**This document forms part of the
Statement of Heritage Impact for:** Demolition

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For: Shoalhaven City Council

2 ABBREVIATIONS

| | |
|--------|--|
| ACM | Asbestos Containing Material |
| CMP | Conservation Management Plan |
| ICOMOS | International Council on Monuments and Sites |
| DCP | Development Control Plan |
| DP | Deposited Plan |
| Item | An Item, structure or place assessed with Cultural Heritage Significance and formally listed as such |
| NSW | New South Wales |
| Place | A place assessed with Cultural Heritage Significance and formally listed as such |
| SCC | Shoalhaven City Council |
| SOHI | Statement of Heritage Impact |
| SOS | Statement of Significance |

3 THE PROPOSAL – SCOPE OF WORKS

The Scope of Work is to demolish the former Hyams Beach Rural Fire Station. Reasons are provided in Appendix 4, and at Table 1 (p.7).

The building stands on two parcels of land known as Pt. Lot 78 in Reserve R.86766 and Lot 79, DP755907 in relation to R96492 (for bush fire brigade purposes).

This Statement of Heritage Impact is made for review of the 2021 Scope of Works prepared for the Hyams Beach Rural Fire Station demolition – a heritage listed Item.

4 METHODOLOGIES FOR ASSESSMENT OF THE PROPOSAL

4.1 Burra Charter Methodology

The methodologies for the work completed included relevant Articles (from the universally recognised ICOMOS Burra Charter³):

4.2 NSW State Heritage Guidelines.

A second method is used in this assessment using the **NSW State Heritage Guidelines**⁴.

The assessment of all relevant heritage items using these guidelines can be found in Appendix 4.

5 ENHANCEMENTS TO HERITAGE SIGNIFICANCE

The following aspects of the proposal respect the heritage significance of the item or conservation area for the following reasons:

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.⁵

Response: The heritage nature of the former Hyams Beach Rural Fire Station is not the structure, it is recognised as having ***Social*** heritage significance by the

³ The Burra Charter is the industry-wide adopted principles for conservation of places of cultural significance and adopted by the International ICOMOS.

⁴ The NSW Office of Environment and Heritage Guidelines should be used in the assessment of NSW Items of heritage significance, even though the Burra Charter and other guidelines are required.

⁵ ICOMOS Burra Charter, Preamble

community support to fund and erect the place in the 1960s.

Following demolition, the availability of the proposed public open space will provide opportunity for Heritage Interpretation which is strongly encouraged in this review.

6 THREATS TO HERITAGE SIGNIFICANCE

The following aspects of the proposal could detrimentally impact on heritage significance.

The reasons are explained as well as the measures to be taken to minimise impacts:

Any work proposed that has not existed previously can adversely impact of the heritage significance of an Heritage Item or Place.

Response: Council as the custodian / owner of the eastern part of the former Hyams Beach Rural Fire Station has exhausted the practical usage of building. Demolition does not affect the heritage significance of the method in which the original shed was funded and erected. This heritage significance does not change.

Measures taken to minimise heritage impacts (or improve public awareness) are the erection of Interpretive displays at the site.

The delivery process of the work must ensure if any Aboriginal artefacts are discovered in the process, work must stop, and involve a qualified and recognised Archaeologist to guide progress. This process is covered by legislation.

Statement of Heritage Impact – Hyams Beach Rural Fire Station

Table 1

| Proposed Change to Heritage Item | Some Questions to be Answered in a Statement of Heritage Impact | Minimum Supporting Information Required |
|--|---|---|
| <p>Demolition of a building or structure</p> <p>Note: Most planning instruments (such as local and regional environmental plans) require the approval authority to take into account the impact of new development on adjacent heritage items or conservation areas.</p> | <ul style="list-style-type: none"> • Have all options for retention and adaptive re-use been explored? • Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site? • Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible? • Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not? | <p>Local: CP</p> <p>State: CMP</p> <p><i>Cost issue for remedy of building + other as reported</i></p> <p><i>Yes. Significance is Social Significance & can be interpreted.</i></p> <p><i>The facility has become a burden to Shoalhaven City Council Costs escalate as a result of delays.</i></p> <p><i>Yes. Consultant ambivalent about retention or demolition. The building is intrusive in the streetscape.</i></p> |

Statement of Heritage Impact – Hyams Beach Rural Fire Station

| | | |
|--|--|--|
| | <ul style="list-style-type: none"> Is the development sited on any known, or potentially significant archaeological deposits? <p>If so, have alternative sites been considered?</p> <p>Why were they rejected?</p> <ul style="list-style-type: none"> Will the public, and users of the item, still be able to view and appreciate its significance? | <p><i>No – refer Appendix 2</i></p> <p><i>Not relevant</i></p> <p><i>The building is defunct.</i></p> <p><i>Yes. By Interpretive signage erected at the site</i></p> |
| <p>New signage</p> <p>Note: Check whether the local council has a signage policy or design guidelines</p> | <p>How has the impact of the new signage on the heritage significance been minimised?</p> <ul style="list-style-type: none"> Have alternative signage forms been considered (e.g. free standing or shingle signs). Why were they rejected? Is the signage in accordance with section 6, 'Areas of Heritage Significance', in Outdoor Advertising: An Urban Design-Based Approach?(1) How? Will the signage visually dominate the heritage item/ heritage conservation area or heritage streetscape? Can the sign be remotely illuminated rather than internally illuminated? | <p>Local: SOS</p> <p>State: CP</p> <p><i>Interpretive signage is proposed</i></p> <p><i>Alternative signage design is not necessary</i></p> <p><i>Not relevant. The Proposed signage is not advertising based</i></p> <p><i>No.</i></p> <p><i>Not relevant</i></p> |

7 SYMPATHETIC SOLUTIONS

The following sympathetic solutions have been considered and discounted for the following reasons:

The building no longer fulfils the purpose of a Rural Fire Station. Relocation by the Brigade occurred in 2014 to alternative premises. The property is currently vacant due to significant hazardous materials. Council considers the best outcome is demolition. The building continues to deteriorate in its vacant state and remains hazardous.

The building sits upon two separate parcels of land, one where SCC is the custodian as land manager, the other parcel of land was transferred to the National Parks and Wildlife Service as a result of an Aboriginal Land Claim by the Local Jerringa Aboriginal community.

Asset Protection Zones in the highly vegetated site renders the land unfeasible to erect another building. The Council land after the separation is approximately 92.7 sqm which does not provide sufficient area for the construction of an operational building.

Conservatory One has been advised by Council a consultant was commissioned by Council to provide a Hazardous Building Materials Report for this facility which identified it contains hazardous materials and is unsuitable for occupation or access. Some of the ACM (material) is friable and at risk to human occupation.

Remediation of the hazardous materials and works to make the building suitable for occupation are an issue due to high cost; and the dual ownership of the building which does not provide a long-term clear position on the management/occupation. Moving forward on retention of the building is therefore counterproductive.

Sympathetic Solutions Proposed

The sympathetic solution is to erect signage, or a structure in respect; and as a memento to those persons which participated in making the original Bush Fire Shed a reality.

8 SUMMARY

Following the investigations, a summation of the research findings are provided herein:

In respect of Aboriginal Heritage, no artefacts were visible when a recent field survey was undertaken. (Appendix 2)

There are no heritage items in the area subjected to an Interim Heritage Order.

The former Hyams Beach Rural Fire Station is listed with heritage significance as assessed by the State Heritage Office and found on the website (refer Appendix 4). It is assessed as Grade C – Some Significance (Burra Charter) and Representative (NSW State Heritage Office).

The subject building is not within a Heritage Conservation Area.

The subject building is not a positive visual aesthetic contribution to the streetscape.

The proposal to demolish the former Hyams Beach Rural Fire Station and remediate the site from hazardous materials.

Environmental (vegetation) footprint increase is considered to be to public benefit.

The proposal to remove the former Hyams Beach RFS will not have any negative impact on the Streetscape or on its expanded curtilage however, may provide a positive benefit by its removal due to its current poor condition.

Refer to the Statement of Environmental Effects, or Review of Environmental Factors for further information.

SCC to note:

In accordance with the State Government Guidelines:

3.57 Recording Prior to Demolition

A State agency should record the asset prior to commencing demolition, in accordance with Heritage Office guidelines (see How to Prepare Archives Records of Heritage Items and Guidelines for Photographic Recording of Heritage Sites, Buildings and Structures) and should lodge the record with the State Library and the local council library.⁶

⁶ <https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/s-u/State-Agency-Heritage-Guide.pdf>, November, 2021

This SOHI contains an appended Archival Recording.

Interpretive Display

If Council determines the demolition of the former Hyams Beach Rural Fire Station, it is strongly recommended to erect a permanent vandal-resistant structure as a memento to the former building in recognition of the 1960s community which took the initiative to erect the facility to help protect the community.

9 REFERENCES & ACKNOWLEDGEMENTS

References

Environment NSW Heritage Office Guidelines for Statement of Heritage Impact⁷

Environment NSW Heritage Office website – Search the Register

NSW Heritage Office⁸ (1998). The Heritage Manual

The ICOMOS Burra Charter

JS Kerr. (1985) The Conservation Plan. ICOMOS. (1981)

Shoalhaven City Council – Shoalhaven Local Environmental Plan 2014



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Conservatory One

December 2021

⁷ <https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Heritage/local-government-heritage-guidelines.pdf> Section 7.2.10 Statements of Heritage Impact, 19 August 2021

⁸ Now the Environment NSW Heritage Office

APPENDIX 1
ARCHIVAL RECORDING

The following provides a documented record of the Place before any further changes are made to the property.



Figure 1: Former Hyams Beach RFS in November 2021



Figure 2: Former Hyams Beach RFS in November 2021



Figure 3: Former Hyams Beach RFS in November 2021



Figure 4: Former Hyams Beach RFS in November 2021



Figure 5: Former Hyams Beach RFS in November 2021



Figure 6: Former Hyams Beach RFS in November 2021



Figure 7: Former Hyams Beach RFS in November 2021

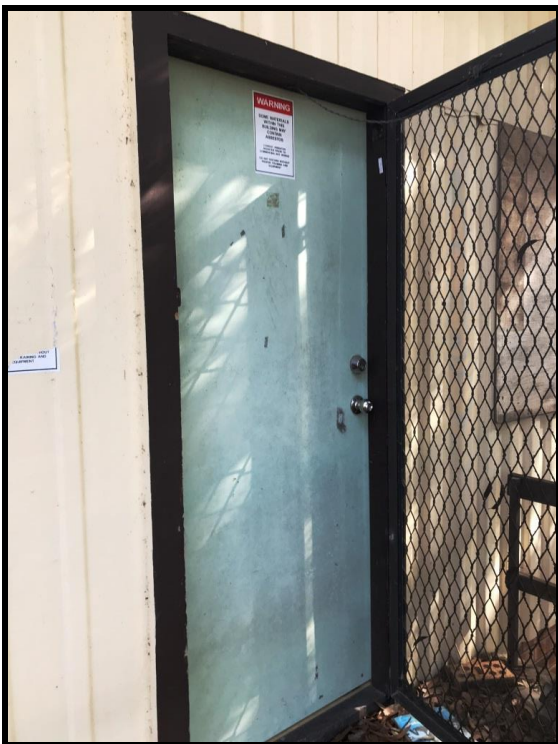


Figure 8 : Former Hyams Beach RFS in November 2021

Statement of Heritage Impact – Hyams Beach Rural Fire Station

Measured drawings

Measured drawings of the Hyams Beach RFS are available in Shoalhaven City Council's Drawing Register.

The following are screenshots of the Item referred in the Statement of Heritage Impact.

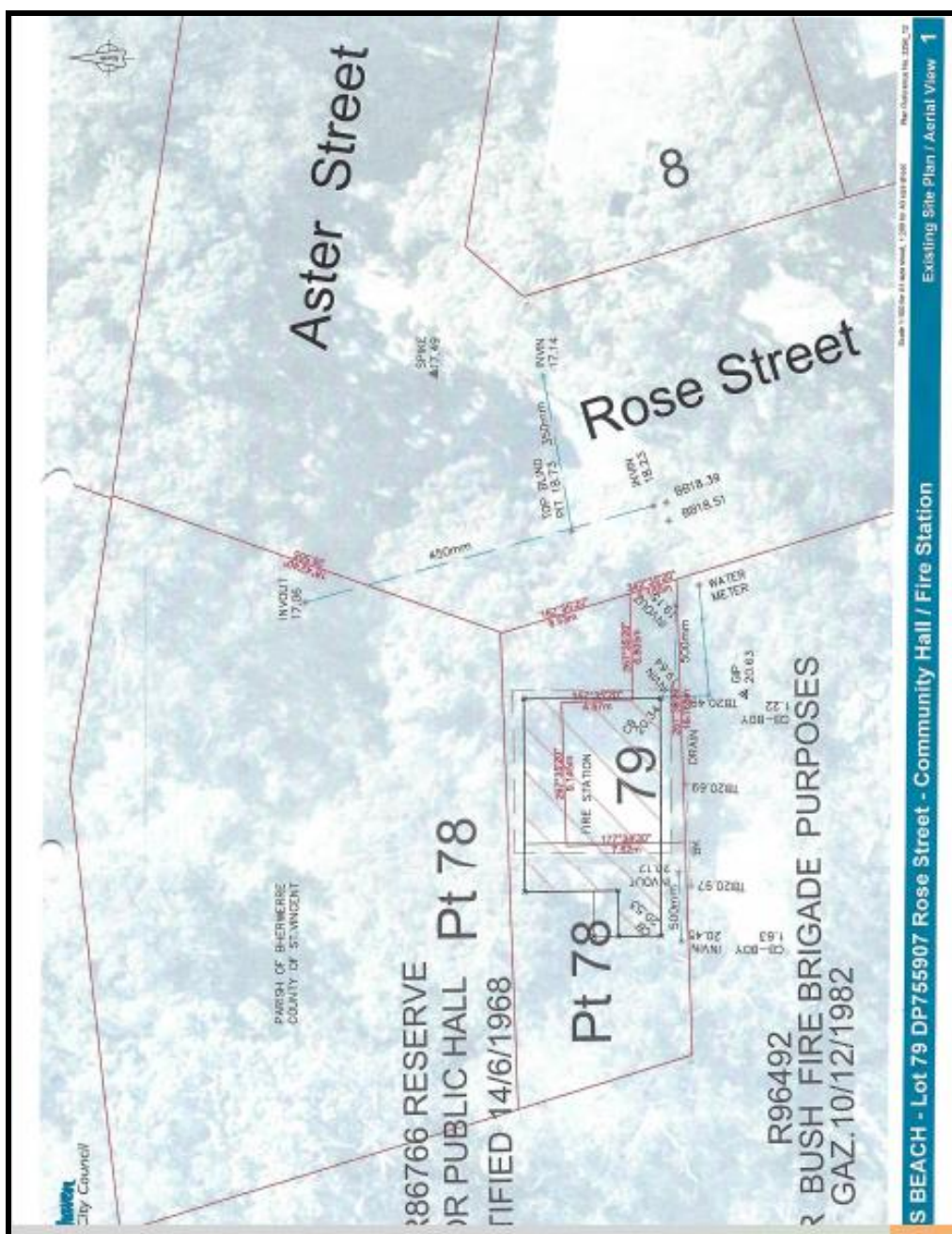


Figure 09: Survey plan of the site

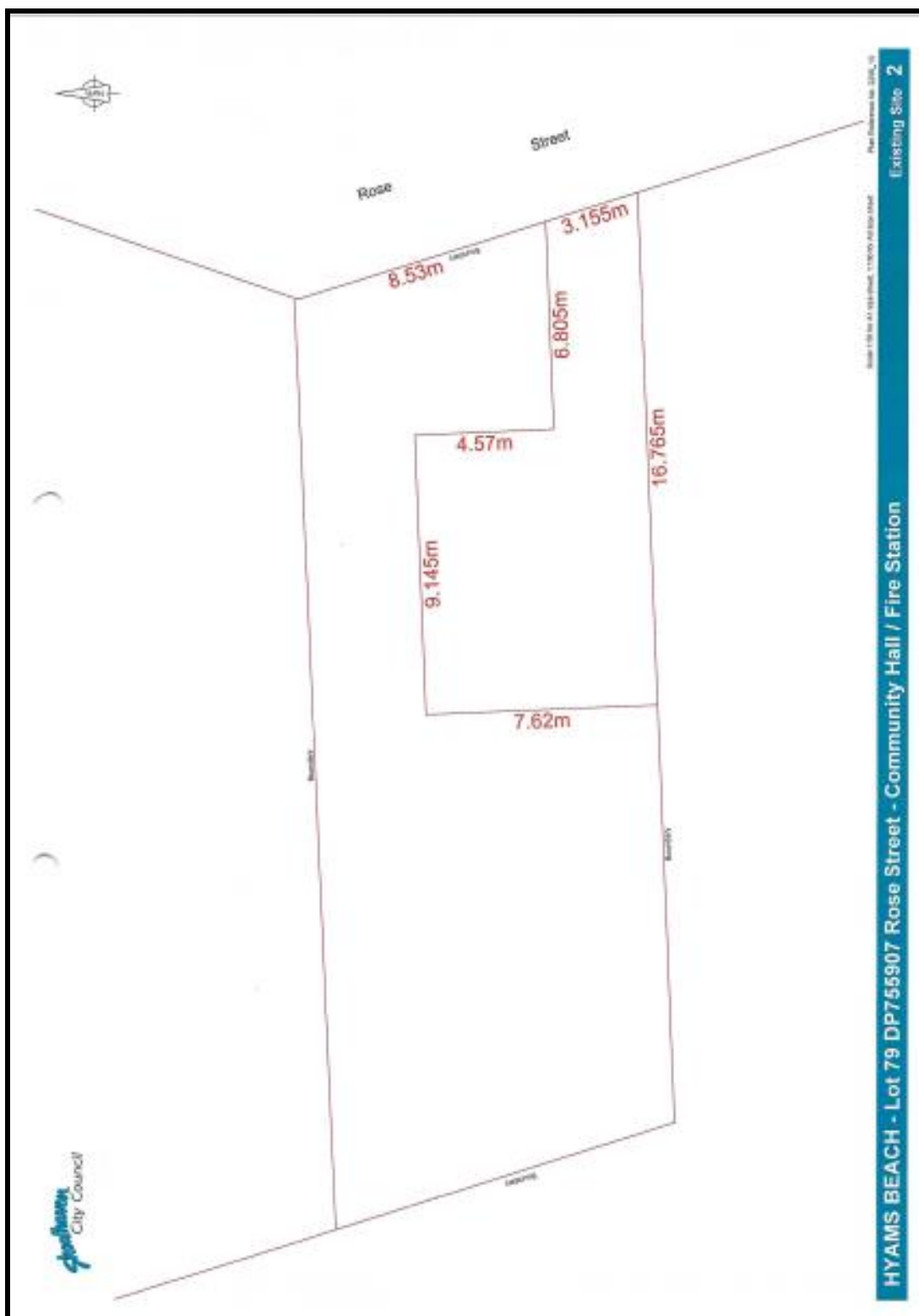


Figure 10: Lot 79

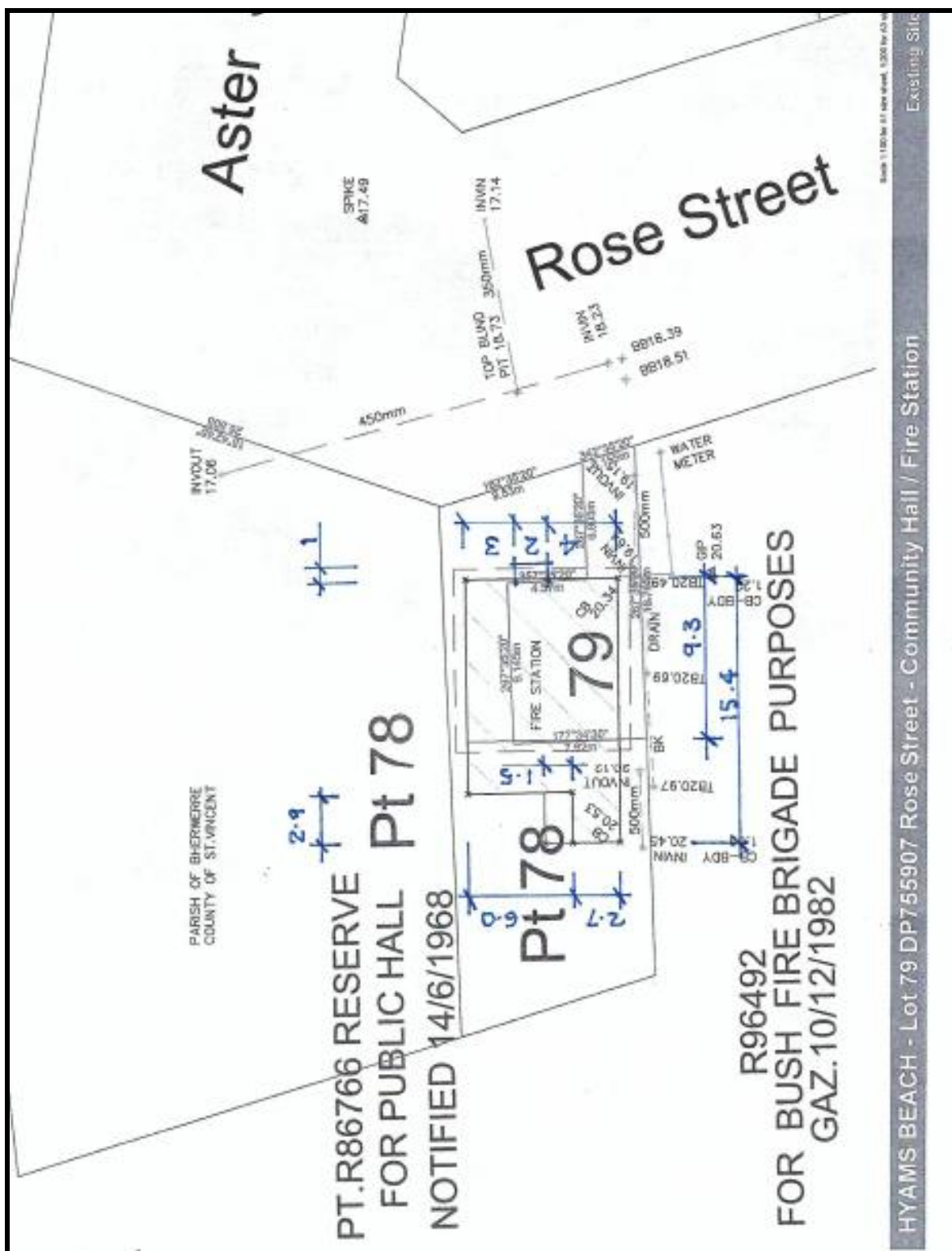



Figure 11: Blue ink shows the approximate dimensions of the building footprint

APPENDIX 2

ABORIGINAL AHIMS SEARCH

There were no recorded artefacts found in the search conducted by Conservatory One at 30 November 2021.

The delivery process of the work must ensure if any Aboriginal artefacts are discovered in the process, work must stop, and involve a qualified and recognised Archaeologist to guide progress. This process is covered by legislation.

**AHIMS Web Services (AWS)**
Search Result


Your RefPO Number : 4447
Client Service ID : 643481
Date: 30 November 2021

Wayne Brighton
Glenbrook Gardens Unit 19 27 Bowada Street
Bomaderry New South Wales 2541
Attention: Wayne Brighton
Email: conservatoryone@outlook.com

Dear Sir or Madam:

AHIMS Web Service search for the following area at Lot: 78, DP:DP755907, Section :- with a Buffer of 50 meters, conducted by Wayne Brighton on 30 November 2021.

The context area of your search is shown in the map below. Please note that the map does not accurately display the exact boundaries of the search as defined in the paragraph above. The map is to be used for general reference purposes only.



A search of Heritage NSW AHIMS Web Services (Aboriginal Heritage Information Management System) has shown that:

| | |
|---|---|
| 0 | Aboriginal sites are recorded in or near the above location. |
| 0 | Aboriginal places have been declared in or near the above location. * |

APPENDIX 3
RELEVANT PRECIS OF HISTORY TO THE HYAMS BEACH RURAL FIRE STATION

Introduction

It is usual for a Statement of Heritage Impact to relate to a Conservation Management Plan.

A Conservation Management Plan was not found to be in existence.

To get an understanding of the subject place, a short history was researched prior to Assessment of Significance (Appendix 4).

History

ABORIGINAL OCCUPATION

The area between the Shoalhaven River in Jervis Bay was the boundary between two major linguistic groups of coastal Aboriginal people. To the north, as far as Botany Bay, were the Wodi Wodi, speaking Tharuwal while (also spelt Dharawal): To the south, down to Wallaga Lake, where the Wandandian, speaking Dhurga. These two linguistic areas both extended to the west beyond the present Shoalhaven Council boundaries. Part of the south west of the area inland from Pigeon House was occupied by the Walbanga people⁹

The coastal lands from Seven Mile Beach south to Durras were consistently but not densely populated in the eighteenth century. The local aboriginal people were first seen by Europeans in 1770 when Cook and Banks saw fire on the Murramarang shore. After settlement, Aborigines and their canoes were first seen at Jervis Bay by the crew of the whaling boat in 1791 and the first contacts (a mixture of kindness and suspicion) were made after the long boat of the wrecked Sydney Cove was itself wrecked near Cope Howe and the crew walked north.¹⁰

The first official visitation to this part of the coast came in 1801 when the *Lady Nelson*, with Barrallier on board sent a landing party onshore at Jervis Bay.

Already in 1801 smallpox was rife on the South Coast and presumably the population was already reduced. The mixed diet of fish, seafood and marsupials was remarked upon and the aboriginal canoes were a prominent feature.¹¹

⁹ M. Organ, *A documentary history of the Illawarra and South Coast Aborigines, 1770–1850*, Wollongong 1990 xxviii (Map by D. K. Eades, 1976), xl – xliii

¹⁰ Organ, 11, 17

¹¹ Organ, 19–26, historical records NSW IV 478–81.

Total number of aboriginal people listed in various official returns 1834–1840.¹²

| | 1834 | 1836 | 1837 | 1838 | 1849 |
|------------|------|------|------|------|------|
| Jervis Bay | | 4 | | 66 | 14 |
| Shoalhaven | 33 | 28 | 28 | 23 | 20 |
| Ulladulla | | | | 61 | |

Many found sporadic employment on the increasing number of European Estates, especially at Coolangatta, where Alexander Berry was a benevolent patron.¹³

A few adopted the offer of a settled job in sawmills, as cowherds, as general labourers or in domestic service, and there were several Aboriginal-owned seaworthy boats at Shoalhaven, Jervis Bay and Ulladulla where fishing remained a major concern throughout the nineteenth century. To this extent, the increasing displacement of the Wandandian from the traditional hunting land was mitigated, although the number of full bloods declined in relation to half-castes.¹⁴

The numbers of full bloods were low by 1900: 13 in Nowra 1900, 11 in 1901, 10 in 1902 as against 79, 69 and 83 mix blood. Similar to Ulladulla in the 1900 centres only four full bloods were listed long side with 63 half-bloods. In 1930 the Aboriginal people at Ulladulla: 13 in Nowra 1900, 11 in 1901, 10 in 1902 as against 79, 69 and 83 mix blood. Similar to Ulladulla in the 1900 centres only for full bloods were listed alongside with 60 3/2 bloods. In 1930 the aboriginal people at Ulladulla were transferred to a site at Racecourse Creek.¹⁵

The area now known as Hyams Beach lies on the traditional lands of a group of the Yuin, members of what early settlers called 'the Jervis Bay tribe'. The 'Jervis Bay tribe' are also known as the Wandandian people¹⁶, ¹⁷ and spoke Dharamba,¹⁸ which was probably the northernmost dialect of the Dhurga language.¹⁹

Hyam's Beach is named after Michael Hyam, who was granted 41 acres of land there in 1859.^{20,21}

¹² Peter Freeman Pty Ltd, Shoalhaven City Council Heritage Study, p.9

¹³ Organ, 229-240 (Alexander Berry's recollection of 1938).

¹⁴ Organ, 341

¹⁵ Organ, 364, 367, 368, 371, 377

¹⁶ Organ, p.401

¹⁷ N.B. Tindale, *Aboriginal Tribes of Australia*. Berkeley: University of California Press, 1974

¹⁸ [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

¹⁹ Diana Eades, *The Dharawal and Dhurga languages of the New South Wales South Coast*. Canberra, Australian Institute of Aboriginal Studies. pp.4,5,6, 1976 found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²⁰ "Jervis Bay" The Sydney Morning Herald, 8 February 2004, retrieved 13 January, 2021, found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

Developer Henry Halloran, who bought up tracts of land around Jervis Bay following the declaration of the Jervis Bay Territory. He was offering land for sale at Hyams Beach around 1916.

Hyams Beach would have been adjacent to his far larger 'Pacific City' development, which never eventuated.^{22,23} In the mid-1920s, Halloran was erecting holiday cottages for letting at Hyams Beach.²⁴ As late as 1938, the village still had no electricity.²⁵

In the Shoalhaven, Alexander Berry and Edward Wollstonecraft were early European settlers arriving in Australia together on 31 July 1819.²⁶ The region of Coolangatta was established in the early nineteenth century.

The other developments leading to the focal point of townships to service a route or hinterland all belong to the coastal area. South of the Berrys' Coolangatta there were seven such centres in the late 19th century Huskisson, South Huskisson (now Vincentia), Tomerong, Wandandian, Conjola, Milton and Ulladulla.

Huskisson in South Huskisson with both owed their existence in the 1840s to coastal ships visiting Jervis Bay and to publicly surrounding The Wool Road in 1841. Settlement had begun up Currambene Creek in the 1830s and South Huskisson was laid out by Sir Edward Deas Thompson as a private town in 1839 with 100 allotments. Huskisson as a government town in 1840.

South Huskisson developed first with the Post Office from 1843 to 1851. It was the terminus for The Wool Road from Nerriga and Braidwood in the 1840s and the auctioneer in 1841 advertised South Huskisson as sure to be the port from which the 'vast produce' of the Southern Highlands, Goulburn, Yass, and Murrumbidgee would be shipped 'direct to England or elsewhere', with a comparable volume of imports. But South Huskisson declined to the point of abandonment in 1853, not recovering for a century.²⁷

²¹ ["Michael Hyam \(1799-1878\) | WikiTree FREE Family Tree"](https://www.wikitree.com/wiki/Hyam_1799-1878). www.wikitree.com. Retrieved 13 January 2021. found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²² ["Part of Pacific City and Jervis Bay, St. George's Basin \[cartographic material\] : for private sale"](#). [Trove](#). Retrieved 9 January 2021, found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²³ ["Parish of Bherwerre, County of St. Vincent \[cartographic material\]"](#). [Trove](#). Retrieved 13 January 2021. found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²⁴ ["CLYDE SHIRE COUNCIL"](#). *Shoalhaven Telegraph (NSW : 1881 - 1937)*. 23 December 1925. p. 8. Retrieved 13 January 2021, found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²⁵ ["Untitled"](#). *Shoalhaven News, Nowra (NSW : 1937 - 1940)*. 2 November 1938. p. 9. Retrieved 13 January 2021, found in [Hyams Beach, New South Wales - Wikipedia](#), November, 2021

²⁶ W.A. Bayley, Shoalhaven, History of the Shire of Shoalhaven, p.21

²⁷ A. Clark, Villages, p.20 found in Shoalhaven Heritage Study, p.20, 1998

VOLUNTEER FIRE BRIGADE – SHOALHAVEN

As a result of a fire in Nowra in June 1894 Mayor Ald. C. Graham call public meeting and the local School of Arts to consider the question of forming a Volunteer Fire Brigade. A small stable in Kinghorn Street was officially opened on 29 February 1896 as the NOWRA VOLUNTEER FIRE BRIGADE.²⁸

And...

The Mayor, Ald. C Graham called the public meeting at the school of arts with a view to forming a Fire Brigade, portion of a stable being secured for a fire station in 1895. A new fire station for voluntary fireman was opened in Kinghorn Street with a complimentary dinner in March 1896.²⁹

BUSH FIRE ORGANISATION

The Bushfire Act of 1949 gives councils wide powers in the organisation of local volunteer bushfire brigade. In 1977 there were 32 volunteer bushfire brigades within the Shoalhaven Shire... Hyams Beach is recorded in Group 5.³⁰

In 1952 bushfire brigades were operating in almost every part of the Shire. These were located at the settlements shown hereunder with their appointed Captains and Vice Captain's... Hyams Beach is shown with EPA Blyth [as Captain] & W White, L Bailey.³¹

The inaugural meeting of the South Coast Bushfire Prevention Association was held at the Council Chambers, Moruya, on 5 November, 1958. Represented with the Shires of Eurobodalla, Shoalhaven, Imlay. Mumbulla, the Bush Fire Committee, Forestry Commission and the Police Department.³²

Close to [the subject] Hyams beach...

Vincentia Brigade was formed on 13 August 1964 with a total of 15 members.³³

HYAMS BEACH BUSH FIRE BRIGADE

Hyams Beach Bush Fire Brigade was officially formed on 2nd April, 1965. W Ellis Jnr being the first Captain and F Cox, Deputy. Population at that time was 120 permanent residents and between 3rd April and 16 April 1965 there were four fires between Hyams Beach and Huskisson.

²⁸ R.G. Antill, Settlement in the South, p.335

²⁹ W.A. Bayley, Shoalhaven, History of the Shire of Shoalhaven, p.95

³⁰ R.G. Antill, Settlement in the South, p.343

³¹ Ibid, pp.344,345

³² R.G. Antill, Settlement in the South, p.346

³³ Ibid

A door knock appeal was organised and 99 pounds was raised and in April 1965 a small fire trailer received from Shoalhaven City Council (to be pulled by a private car). Originally the fire gear was housed on Stone's property then when the trailer was received it was housed at Moore's, Hyams Road, then Elrington's and H Smith's. In May 1965 Hyams Beach Bush Fire Brigade Ladies Auxiliary was formed with Mrs J Kemp as President and Mrs J Wilde as Secretary.

In July 1965 a blitz wagon was purchased by the brigade from P J Taylor of Oak Flats and sent to Council to be overhauled and painted.

It was suggested that a fire shed be built and Council gave the brigade Lots 78 & 79 Aster and Rose Street for their building. In February 1968 a fibro shed was erected at a cost of 800 dollars, (with no help from Council). The fire shed was built with volunteer labour and all funds were raised locally.

In later years an annexe to the fire shed was built with voluntary labour under the supervision of Arthur Gunning and David Reid. The Progress Association helped with a generous donation toward the building materials. The Hyams Beach Fire Brigade Ladies Auxiliary provided the furnishings.³⁴

For further information, refer to the publication **'The History of Hyams Beach and District'**

³⁴ <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2390362>, November, 2021

APPENDIX 4

ASSESSMENT OF SIGNIFICANCE

ASSESSMENT OF SIGNIFICANCE

Two primary accepted means are used in New South Wales to assess heritage significance being:

- a) The ICOMOS Burra Charter
- b) The NSW (State) Heritage Office

Burra Charter

The Assessment Criteria in the Burra Charter are:

Found at Article 1.2 *Cultural significance* means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Assessment uses the Criteria:

- a) Historical Significance – evolution and association;
- b) Aesthetic Significance –scenic or architectural qualities, technical or creative accomplishment;
- c) Social or spiritual value for past, present or future generations. Contemporary communities esteem; and,
- d) Scientific Significance – Archaeological, industrial, education, research potential.

Gradings of Significance³⁵

- A Exceptional significance
- B Considerable significance
- C Some significance
- D Little significance

Burra Charter Assessment

Item: Hyams Beach Rural Fire Station

Satisfies Criteria c; Grade D

³⁵ J.S. Kerr, Conservation Plan Sixth 2004, Ed, p.19

Statement of Heritage Impact – Hyams Beach Rural Fire Station

A second method is used in this assessment using the **NSW State Heritage Guidelines**.

The **NSW (State) Heritage Office Criteria** are:

| | | |
|--------------------|----|---|
| Historical | a. | an item is important in the course, or pattern, of NSW's cultural or natural history (<i>or the cultural or natural history of the local area</i>) |
| Historical | b. | an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (<i>or the cultural or natural history of the local area</i>) |
| Aesthetic | c. | an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (<i>or the local area</i>) |
| Social | d. | an item has strong or special association with a particular community or cultural group in NSW (<i>or the local area</i>) for social, cultural or spiritual reasons |
| Scientific | e. | an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history |
| Rarity | f. | an item possesses uncommon, rare or endangered aspects of cultural or natural history of NSW (<i>or the local area</i>) |
| Representativeness | g. | an item is important in demonstrating the principal characteristics of a class of NSW's (<i>or the local area</i>) cultural or natural places, or cultural or natural environments. |

Gradings of Heritage Significance

- A **Exceptional** – Rare or outstanding - Fulfils criteria for National or State Significance
- B **High** - Fulfils criteria for State Significance
- C **Moderate** – Elements with little heritage value, but contribute to the overall significance
- D **Little** – Does not fulfil criteria for local or State listing
- E **Intrusive** – Damaging to the item's heritage significance

Item: Hyams Beach Rural Fire Station

Satisfies b, d

Grading D

SUMMARY OF HERITAGE SIGNIFICANCE

The former Hyams Beach Rural Fire Station has little heritage significance. It retains some ***Social*** significance in recognition of it being built by the community. The building stands as a memento to the social significance.

STATEMENTS OF SIGNIFICANCE

Assessment by NSWHO

This item was assessed as historically representative locally. This item was assessed as *socially representative* locally.

Heritage Listings (from the NSW Heritage Register)

Statement of Significance

Functional utilitarian building of social significance arising from the need to protect the community from fear of bush fires. Local significance (Shoalhaven).

Lot 79 & Pt Lot 78 DP 755907 (Por 79)

Building constructed in two stages. Stage 1 originally contained a simple fibro clad garage with a slightly angled metal roof. Later additions contain meeting rooms and a hall constructed to the side, creating a building now with a slightly gabled roof. Aluminium windows and wooden handrails to front porch. Additions constructed in similar materials to original shed.

Original fire shed doors replaced with colourbond roller door.

Shoalhaven City Council

- 1 Shoalhaven Heritage Study 1998 Reference is JB003P
This Item is not afforded a Level of [Cultural Heritage] Significance
- 2 Shoalhaven Local Environmental Plan 2014
Hyams Beach Bushfire Station Reference is 214
Local Significance
Part Lot 78 and Lot 79, DP 755907

Statement of Significance (by Conservatory One)

The Hyams Beach Rural Fire Station was funded by the local community on land provided by Shoalhaven City Council in 1968 following threatening fires in 1965 resulting in the formation of the Hyams Beach Bush Fire Brigade Ladies Auxiliary. The 1968 fire shed was built with volunteer local labour and later modified. The Local Heritage Social Significance is a result of the community efforts.

DEMOLITION

Following the Development Application Statement of Environmental Effects, or Review of Environmental Factors if assessed using the Infrastructure SEPP 2007, if Council determines the demolition of the former Hyams Beach RFS, the following should be addressed:

At the NSW Office of Environment and Heritage, “State Agency Heritage Guide – Management of Heritage Assets by NS Government Agencies”³⁶ it states:

1.12 Review of Heritage and Conservation Registers

Agencies are to review and update heritage and conservation registers annually, to reflect changing circumstances and available information. Reviews should include the following information:

- *addition of newly transferred heritage assets;*
- *addition of new information about existing heritage assets, for example, following the completion of a detailed review as part of an approval process, or the completion of a conservation management plan for a heritage asset;*
- *transfer of ownership of any item;*
- *cessation of occupancy;*
- *demolition of an item.*

Demolition of the facility will not change the level of significance. The significance, is derived from the history of how the local community arranged the delivery of the building. The building is representative of that activity.

At the NSW Office of Environment and Heritage, “State Agency Heritage Guide – Management of Heritage Assets by NS Government Agencies”³⁷ it states:

3.56 Demolition and Irreversible Changes to Heritage Assets

Demolition of any heritage asset, or a substantial portion of that asset, should only be considered in exceptional circumstances, and only after establishing there is no prudent or feasible alternative to demolition. This option should be considered as the last resort.

³⁶ <https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/s-u/State-Agency-Heritage-Guide.pdf>, November, 2021

³⁷ <https://www.heritage.nsw.gov.au/assets/Uploads/a-z-publications/s-u/State-Agency-Heritage-Guide.pdf>, November, 2021

The following management options for heritage assets should be considered and demonstrated not to be viable prior to a decision to demolish a heritage asset:

- continue use of the asset in its present role;
- adaptive re-use by the instrumentality or another public or private sector user;
- transfer of the asset to a new owner;

3.57 Recording Prior to Demolition

A State agency should record the asset prior to commencing demolition, in accordance with Heritage Office guidelines (see How to Prepare Archives Records of Heritage Items and Guidelines for Photographic Recording of Heritage Sites, Buildings and Structures) and should lodge the record with the State Library and the local council library.³⁸

RECENT RESEARCH

The Hyams Beach Rural Fire Brigade amalgamated with two other local brigades and were relocated into the Crossroads Rural Fire Station in 2014³⁹ leaving Shoalhaven City Council with a vacant building.

Council has undertaken a condition report and advised of high risk to human occupation from Asbestos Containing Material (ACM).

Council has advised it has undertaken a APZ (Asset Protection Zone) assessment resulting in the land not being able suitable for redevelopment.

Council advises the land on which the subject building has been subjected to an Aboriginal Land Claim. The building now sits on two small lots of land. The resulting size of the allotment Council is responsible for, following subdivision is deficient in size to reconstruct a suitable replacement facility.

Council further advises demolition is costly due to the high level of ACM. Further, to repair and maintain the extant facility will result in a financial burden to Shoalhaven City Council.

Redevelopment of a very small building would be at a very high cost due to the constrained size on the reduced area.

³⁸ Ibid, p.28

³⁹ <https://www.rfs.nsw.gov.au/news-and-media/media-releases/volunteers-celebrate-opening-of-the-new-crossroads-brigade-station>, sourced 24 November 2021

INTERPRETATION

If Council decides to demolish its defunct Rural Fire Station, it would be appropriate to erect some form of interpretive display upon the land on which the building stood.

Refer **SUMMARY** in the Statement of Heritage Impact.

DRAFT