



Reference: 22069

27 June 2022

Michael Braithwaite
Development Director
Newquest Property
Email: michael@newquestproperty.com.au

Dear Emily,

**RE: HERITAGE OPPORTUNITIES AND CONSTRAINTS ADVICE FOR
CLEVELAND HOUSE, 273-275 CLEVELAND ROAD, CLEVELAND, NEW
SOUTH WALES**

Austral Archaeology Pty Ltd (Austral) has been commissioned by Newquest Property (the Proponent) to prepare a Heritage Opportunities and Constraints Analysis (HO&CA) as part of the proposed development associated with Cleveland House, located at 273-275 Cleveland Road, Cleveland Road, Cleveland, New South Wales (NSW). This report will form part of a Planning Proposal (PP) being made to Wollongong City Council (WCC) under Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The study area consists of an area surrounding 'Cleveland House', an 1841 homestead constructed by Maurice Fitzgerald within part of Lot 1, DP194419. Cleveland House was owned and operated as a dairy farm by numerous individuals until 1976 when it fell into disuse. The study area is listed as a locally significant item under Schedule 5, Part 1 of Wollongong Local Environmental Plan 2009 (Wollongong LEP) [Item No. 5950].

A Conservation Management Strategy (CMS) and Historical Archaeological Assessment (HAA) [Austral 2021a, 2021b]. This advice must be read in conjunction with these documents and the other documents accompanying the PP.

1. OBJECTIVES AND METHODOLOGY

The purpose of this HO&CA is to address comments received by WCC by completing a review of the PP in the context of known heritage values and provide an overview of the constraints and opportunities arising from these known values. The report will give an overview of the limitations identified and present a series of recommendations for opportunities to enhance or highlight the heritage values of the study area through the PP.

The objectives of this report are to:

- Identify potential historical heritage / archaeological values within or in the study area.
- Make a statement of significance regarding any historical heritage values the proposed development may impact.
- Provide an overview of heritage opportunities and constraints related to the Planning Proposal.

The conclusions of this report are underpinned by the philosophy of the International Council on Monuments and Sites (ICOMOS) and the *Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance, 2013* (the Burra Charter) [Australia ICOMOS 2013], the practices and guidelines of Heritage NSW and the requirements of the *Wollongong Local Environmental Plan 2009* (Wollongong LEP) and *Wollongong Development Control Plan 2009* (Wollongong DCP).

2. HERITAGE VALUES AND SIGNIFICANCE

The details in this section are taken from the CMS and HAA that have been prepared for the PP (Austral 2021a, 2021b).

HERITAGE VALUES

Cleveland House is located 90 metres north of Mullet Creek and approximately 600 metres south of Cleveland Road. A site inspection completed as part of the CMS (Austral 2021a, p.22) confirmed that Cleveland House is mainly overgrown. A small dairy complex consisting of 3 corrugated iron-clad structures was located approximately 75 metres northwest of Cleveland House.

Cleveland House is a single-storey brick cottage with a hipped roof clad with corrugated metal sheeting. The bricks were laid in a mixture of Flemish and stretcher bond. External walls are 390 millimetres thick. Internal walls are 270 millimetres wide, rendered, and finished with a plaster coat. Exterior walls were rendered and painted. The house has deteriorated due to invasive vegetation, natural deterioration, lack of maintenance, and structural damage due to ground movement or failing foundations. However, the most significant issue relates to pilfering and vandalism, as several building elements have been removed. Several timber and corrugated iron outbuildings are also present in the vicinity of the house. The impacts from these agents have had a significant and irreversible impact on the fabric of Cleveland House which has limited opportunities for its conservation given the compromised state of the structure.

The house appears to have been surrounded by a garden consisting of several mature trees, including Moreton Bay Figs, bunya pines, eucalypts, and at least one palm and coral trees. Several trees are of such a size that they may have been planted shortly after the property was established in the 19th century. The only evidence for a formalised garden that was identified consists of several ceramic garden border tiles that remain in situ in the area close to the southern corner of the house. Much of the site that may have formed the formal and kitchen gardens is overgrown with lantana and could not be inspected.

There is likely a moderate degree of potential for archaeological remains associated with individuals residing at Cleveland House and industrial activities such as dairying and other agricultural pursuits. Given the age of the homestead, it is likely that outbuildings such as kitchens, stables, privies and early wells may be present in the vicinity of the homestead, likely to the rear of the homestead facing Cleveland Road.

HERITAGE SIGNIFICANCE

A Statement of Significance was formulated as part of the preparation of the CMS [Austral 2021a, p.40]:

Cleveland House has significance for the local area for its historical, social, and research values and reasons of representativeness. It has significant historical importance as one of the oldest surviving rural properties in the West Dapto area. Its aesthetic significance as a fine example of an early colonial house has diminished due to its condition, which has deteriorated considerably since the 2015 assessment. It has social significance as it was once a place of community celebration owned by a person with a prominent standing within the community. The house, garden and attendant outbuildings have historic and research value as it has been a place of economic and social activity for over 170 years and is likely to contain archaeological remains associated with all periods of its occupancy. Extensive deterioration and loss of significant original fabric have reduced its ability to interpret its history to the general public.

Overall, Cleveland House is significant at a local level.

3. OPPORTUNITIES AND CONSTRAINTS

The PP does not propose to directly impact Cleveland House as part of the proposed project. Whilst this represents a positive outcome in terms of the retention of the heritage item, it does present several issues regarding the long-term use of the elements that comprise Cleveland House as part of the residential development. Currently, Cleveland House is an overgrown, derelict building that is steadily deteriorating with time. This is having an adverse impact on its heritage significance, and it is presently not possible for the public to appreciate the item. The proposed

development presents the opportunity to activate the item as a means of connecting the local community to the rich colonial history within the West Dapto area. However, several constraints exist that preclude several adaptive reuse options for the item.

FINDING AN APPROPRIATE USE FOR CLEVELAND HOUSE

The Burra Charter states that:

- *a place should have a compatible use (Article 7.2);*
- *adaptation is acceptable only where the adaptation has minimal impact on the cultural significance of the place (Article 21.1); and*
- *transformation should involve minimal changes to significant fabric achieved only after considering alternatives (Article 21.2).*

These articles are elaborated on in the publication *New Uses for Heritage Places Guidelines for the Adaption of Historical Buildings and Sites* (Heritage Council of NSW & RAIA 2008), which provides seven principles for the adaption of historic buildings and sites to new uses; these are summarised in Table 1.

Table 1 Principles for the Adaption of historic buildings and sites

Principle	Description
1	Understand the significance of the place.
2	Find a use which is appropriate to the heritage significance of the place.
3	Determine a level of change that is appropriate to the significance of the place.
4	Provide for the change to be reversed and for the place's future conservation.
5	Conserve the relationship between the setting and preserve significant views to and from the heritage place.
6	Provide for the long-term management and viability of the heritage place.
7	Reveal and interpret the heritage significance of the place as an integral and meaningful part of the adaptation project.

A brief discussion of the opportunities and constraints for the adaptive reuse of the study area based on the principles outlined in Table 1 is presented below.

Other heritage items within the West Dapto region have been subject to a range of adaptive re-uses. The most notable and recent example of this is the Coral Vale homestead, hayshed and outbuildings (Wollongong LEP Item No. 5978), which have been converted from a homestead into an office, with the hayshed and outbuildings being converted into a café and restaurant that services the nearby subdivisions of The Vale and The Ridge and an associated childcare centre (Austral 2019a, 2019b, 2021a, 2021b). The adaptive reuse of this homestead and dairy complex was possible due to several factors, including the buildings' suitable condition, prominent landscape position, and central location to the surrounding subdivisions and infrastructure (i.e., Smiths Lane). The retention of this item in this matter complied with the seven principles outlined above through its ability to provide a long-term and viable management solution of the item whilst being appropriate to the item's significance and its setting and allowing these to be interpreted in a meaningful way.

The Coral Vale homestead was viable for adaptive reuse for several reasons, these also distinguish it from Cleveland House. Firstly, whilst the Coral Vale homestead needed maintenance works, the building itself was in a stable condition and had not been semi-demolished by vandals when it was adaptively re-used as an office and sales centre for the proposed subdivision. The homestead also had a close visual relationship with its surrounding buildings, these included complete and substantial buildings in the form of a dairy shed, milking yards, courtyards, silo, and outbuildings that were in good condition and that provided viable options for adaptive reuse. These also provided a tangible link for the item to be interpreted by the public as a former dairy farm and homestead. Lastly, the position of the item on a hill crest that forms a central location to the surrounding subdivisions enabled part of its curtilage to be developed as a childcare facility, this

activates the item as it will allow for both through traffic by residents of the subdivision and customers to the childcare facility. Cleveland House is markedly different in that it is poorly preserved as both a homestead and whilst it includes outbuildings, these are less complete, and their former uses are less obvious and therefore are difficult to interpret. The homestead also occupies a peripheral position within the proposed subdivision, which will not permit the same level of through traffic by residents or visitors as Coral Vale. This, in turn, makes the location of the item less commercially viable as a location as a commercial premise by prospective businesses as tenants.

Cleveland House is markedly different in that it occupies a different landscape context, situated near Mullett Creek (to the south) and a 2nd order watercourse (to the north). Due to this location, there is no residential zoning near Cleveland House and no roads proposed in the vicinity which isolated the item from the proposed development. Flood model results prepared as part of the PP by Rienco Consulting indicate that much of the land surrounding Cleveland House (but not the house itself) would be affected in the event of a 1% Annual Exceedance Probability (AEP) event. In addition, Cleveland House would be involved in the event of a Probable Maximum Flood (PMF), although not heavily affected. The flood-prone nature of Cleveland House and its surrounds is likely to have a significant impact on the insurance premiums of prospective businesses and impact their profit margins and therefore the viability of the business. It should be noted that both the 1% AEP flood modelling and, to a greater degree, the PMF modelling indicate that access to Cleveland House would be heavily restricted, limiting entrance to or egress from the building at these times (Appendix A) [Rienco Consulting 2022]. Given the isolated nature of the house and its surrounds, any prospective tenants would identify the potential of the site as possessing an evacuation risk in the event of a flash flood due to the site possessing limited routes for the safe removal of large groups of people.

To conclude, the flood-prone nature of Cleveland House limits the development potential of the item and its surroundings, resulting in the opportunities to conserve the item within a large curtilage to preserve its rural setting. However, it also constrains the potential uses of the item, such as its adaptive reuse as a commercial asset (i.e., café, office, shop) or renovation and retention as a residential property within a super-lot due to its isolation from developable areas and the flood-related risks associated with developing within a flood zone.

Another possible use that the study area would be as an urban or town farm. A comparable example of this is Camden Town Farm, Camden, NSW. Camden Town Farm is a locally listed item under Schedule 5 of the Camden Local Environmental Plan 2010 (Item No. I26). The item is also located within the Camden Town Centre Conservation Area (Item No. A). Camden Town Farm is a 55-hectare dairy farm situated near the centre of Camden that was bequeathed to Camden City Council in 2000 by Ms Llewella Davies, a notable Camden identity (Camden Council 2016, p.6). Ms. Davies wishes that the farm be used as a functional model of a farm for educational purposes or passive recreational use (Camden Council 2016, p.5).

The farm was operated as a working dairy for approximately 100 years and retained many of the buildings and equipment associated with that usage. This includes a cluster of historic buildings, including a cottage, milking parlour and creamery, sheds and a barn. Like the study area, the farm is situated within a flood plain associated with the Nepean River, providing both opportunities for conservation and constrained potential uses and development. A community committee manages the farm to operate the farm sustainably for the benefit of the local community. To that end, the historic building complex and several walkways that allow users to appreciate the rural nature of the property and views across the Nepean River are open for the public to enjoy. These areas are also available for hire and community use. Community uses include the farm hosting fresh produce markets and community gardens. The balance of the farm property is used as pasture for a herd of cattle.

Whilst the study area shares several similarities with Camden Town Farm, there are also notable differences. Firstly, Camden Town Farm was an operational dairy farm when it was bequeathed to Camden Council, with buildings and infrastructure that, whilst deteriorating, were in a much more serviceable state of repair than Cleveland House. Secondly, Camden Town Farm is located close to the centre of Camden, within a conservation area and several established community focal points, organisations and institutions (i.e., the Camden Showground, Camden Bicentennial Equestrian Park). The location of Camden Town Farm to these community centres and areas

would have increased the viability of the venture through increased footfall and shared interests with these and other institutions. However, similarities shared with the study area include the ability to retain heritage values within an area of rural character. The study area, like Camden Town Farm, has the potential to make these areas publicly available by establishing community spaces and walking tracks. Through the increasing levels of residential subdivision and development, the study area is likely to eventually be situated within an urbanised area where an open rural space could become a community hub.

Based on the heritage significance of Cleveland House, demolition or removal of these values is not a viable or positive heritage outcome. However, its adaptive reuse represents several challenges relating to the heritage items' condition, the flood-prone nature of the site and its peripheral location to existing infrastructure and services. The heritage values associated with the study area have been assessed as possessing a local significance level. They contain built and archaeological remains that date to the 19th century and provide an opportunity to exemplify the history and character of this period. The physical fabric of these values is currently in a poor degree of preservation. In their current state, these values will deteriorate further without intervention. Given that the flood-prone nature of the study area limits commercial or residential adaptive reuse options, this restricts the appropriate use of Cleveland House as a communal space.

The optimal outcome would be for the invasive vegetation to be removed and the stabilisation of Cleveland House and its associated buildings as interpretive elements within the landscape. Whilst the stabilisation of the house might render it suitable for specific uses, it may only be able to be restored as a landscape feature or interpretive element rather than as a functional building. Once the invasive vegetation is removed, the structural condition of these buildings would need to be determined and works undertaken to render these buildings safe from collapse. The removal of the invasive vegetation would also allow for a more detailed investigation of the heritage fabric associated with Cleveland House and the restoration of the surrounding gardens through the management of the established trees and possibly the re-establishment of colonial-era plantings as part of a broader landscaping program. The change to the house's fabric will need to be enough to ensure its survival and ongoing use but not so much as to diminish its heritage significance. The location of Cleveland House within a flood-prone landscape will result in the preservation of the item within its landscape setting adjacent to Mullett Creek.

The long-term management of the item would need to be integrated into the Development Application for the surrounding residential development. This should include but not be limited to establishing land use areas associated with the heritage item and its landscape (i.e., heritage/walking trails, function areas, community areas, interpretive spaces). As part of the Master Plan, a detailed landscaping plan that includes walking tracks and associated infrastructure such as picnic areas, parks and outdoor areas and interpretive features will need to be prepared. The interpretation of the heritage significance of Cleveland House must form a central part of the Development Application to ensure that it creates a meaningful part of the development.

4. RECOMMENDATIONS

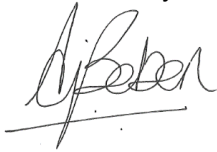
It is recommended that the following recommendations are adopted:

1. As part of the PP:
 - a. Cleveland House and its surrounds are designed as a community space focused on the heritage item that includes but may not be limited to walking trails, function areas and communal areas that emphasise the heritage item and its significance. This should be identified in the documentation that supports the PP.
 - b. A revised HAA and CMS have been prepared that integrates the outcomes of this HO&CA. This includes a curtilage for the item and consideration of mature plantings.
 - c. To facilitate the appropriate zoning for Cleveland House and its surrounds, it is recommended that an RE1 – Public Recreation zoning be applied as part of the PP.

2. As part of future approvals:
- a. As part of any future Development Application, prepare a detailed assessment of potential future land uses and landscaping plan to ensure that Cleveland House is integrated into the proposed development.
 - b. Update the CMS and HAA to incorporate the future uses of Cleveland House and manage any potential impacts based on the structural works, landscaping, and development.
 - c. Prepare a Heritage Interpretation Plan that guides the interpretive works associated with Cleveland House and integrates the historical themes related to the item into the proposed development application.

Please do not hesitate to contact me on 0490 190 290 if you wish to discuss any aspect of this submission.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'A. Beben'.

Alexander Beben

Director

Austral Archaeology Pty Ltd

E: alexb@australarch.com.au

5. REFERENCES

Austral 2019a, The Vale, Smiths Lane, Wongawilli NSW. Conservation Management Plan. Report for Borst and Co. Architecture on behalf of Sheargold Property Developments.

Austral 2019b, The Vale, Smiths Lane Wongawilli, NSW: Archival Recording Report, Cardno Pty Ltd on behalf of Sheargold Property Developments Pty Ltd.

Austral 2021a, 'Cleveland House, 273-275 Cleveland Road, Cleveland, New South Wales: Conservation Management Strategy'.

Austral 2021b, 'Cleveland House, 273-275 Cleveland Road, Cleveland, New South Wales: Historical Archaeological Assessment'.

Austral 2021a, 'The Vale, Smiths Lane, Wongawilli, NSW: Conservation Maintenance Schedule'.

Austral 2021b, 'The Vale, Smiths Lane, Wongawilli, NSW: Heritage Interpretation Plan'.

Australia ICOMOS 2013, The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, Australia ICOMOS, Burwood, VIC.

Camden Council 2016, 'Camden Town Farm Master and Management Plan'.

Heritage Council of NSW & RAIA 2008, 'New Uses for Heritage Places Guidelines For the Adaptation of Historic Buildings and Sites'.

Rienco Consulting 2022, 'Flood Model Results Extract Surrounding Existing Heritage Home Development at Cleveland South Precinct, Cleveland'.



APPENDIX A – FLOOD MODEL RESULTS EXTRACT

Managing Director

A J Barthelmess

Dip.Eng. MEng. MIEAust CPEng RPEQ NER

**Newquest Property Pty Ltd
Shop 3, 239-247 Pacific Hwy,
NORTH SYDNEY NSW 2060**

Your Ref: N/A

Our Ref: 20054 Letter 004

Date: 1st June 2022

Attn: Michael Braithwaite

**RE: FLOOD MODEL RESULTS EXTRACT SURROUNDING EXISTING HERITAGE
HOME DEVELOPMENT AT CLEVELAND SOUTH PRECINCT, CLEVELAND**

1. We confirm the purpose of this letter, being:
 - a. You have referenced previous hydrologic and hydraulic investigations carried out by Rienco within the Cleveland Road North and Cleveland Road South Precincts, in West Dapto.
 - b. Principally, this relates to the previous work carried out (for you) as documented in Rienco's *Floodplain Risk and Water Cycle Management Plan Planning Proposal at Cleveland Road, Cleveland*, Revision 4 dated 19th October 2020.
 - c. You have requested a more detailed set of flood model results, focused on a particular area south of Cleveland Road, containing a heritage dwelling and other detached structures. These are located on land described as Lot 1 DP19441.
 - d. This letter represents the detailed model extracts.
2. The hydraulic modelling completed by Rienco (2020) is still current and is considered the best available information to quantify flood behaviour at the site.
3. The design flood modelling depicted in Rienco (2020) and this letter was developed using detailed ground survey and is thus a better estimate of flood hydraulics when compared to (for example) WCC's adopted Mullet Creek Flood Model Update (2018).
4. Detailed design flood mapping has been extracted from the model results, and is provided for the 1% AEP design flood (**Appendix A1**) and the Probable Maximum Flood (**Appendix A2**).
5. As can be observed in the model results, the existing structures on the site (shown in yellow) are not affected by mainstream flood behaviour up to and including the 1% AEP design flood.

6. Some of the structures are affected by the Probable Maximum Flood, but not heavily affected.
7. Should you require anything further please don't hesitate to contact us.

For and on behalf of
Rienco Pty Ltd



Anthony Barthelmess
Managing Director
0416 274447
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APPENDIX A – DETAILED HYDRAULIC MODEL RESULTS

APPENDIX A1 – 1% AEP DESIGN MODEL RESULTS

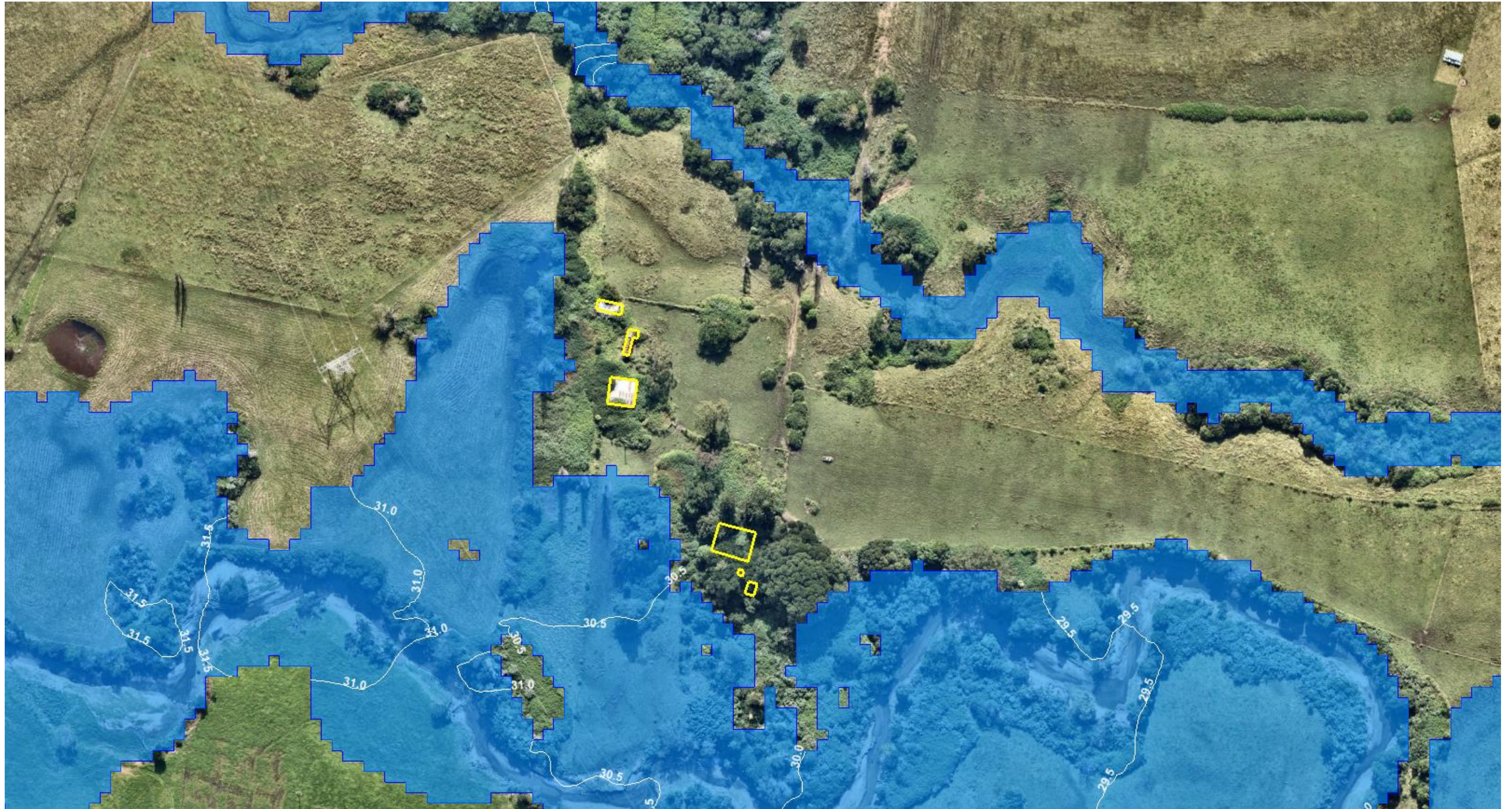


Figure A1.1: 1% AEP Flood Levels

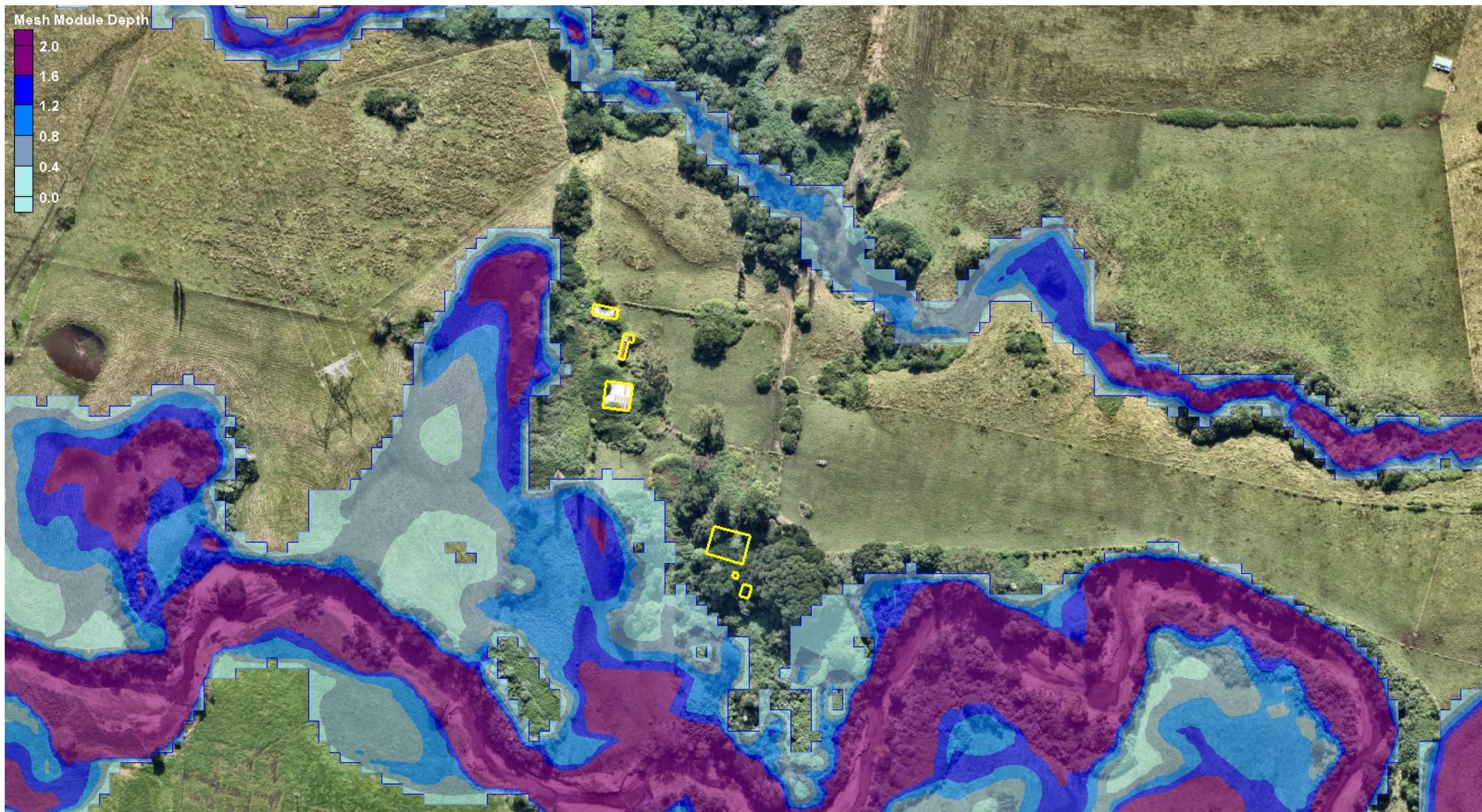


Figure A1.2: 1% AEP Flood Depths

Note: Flood depths shaded from 0m (light blue) to 2.0m (dark blue). All depths over 2.0m shaded dark blue.

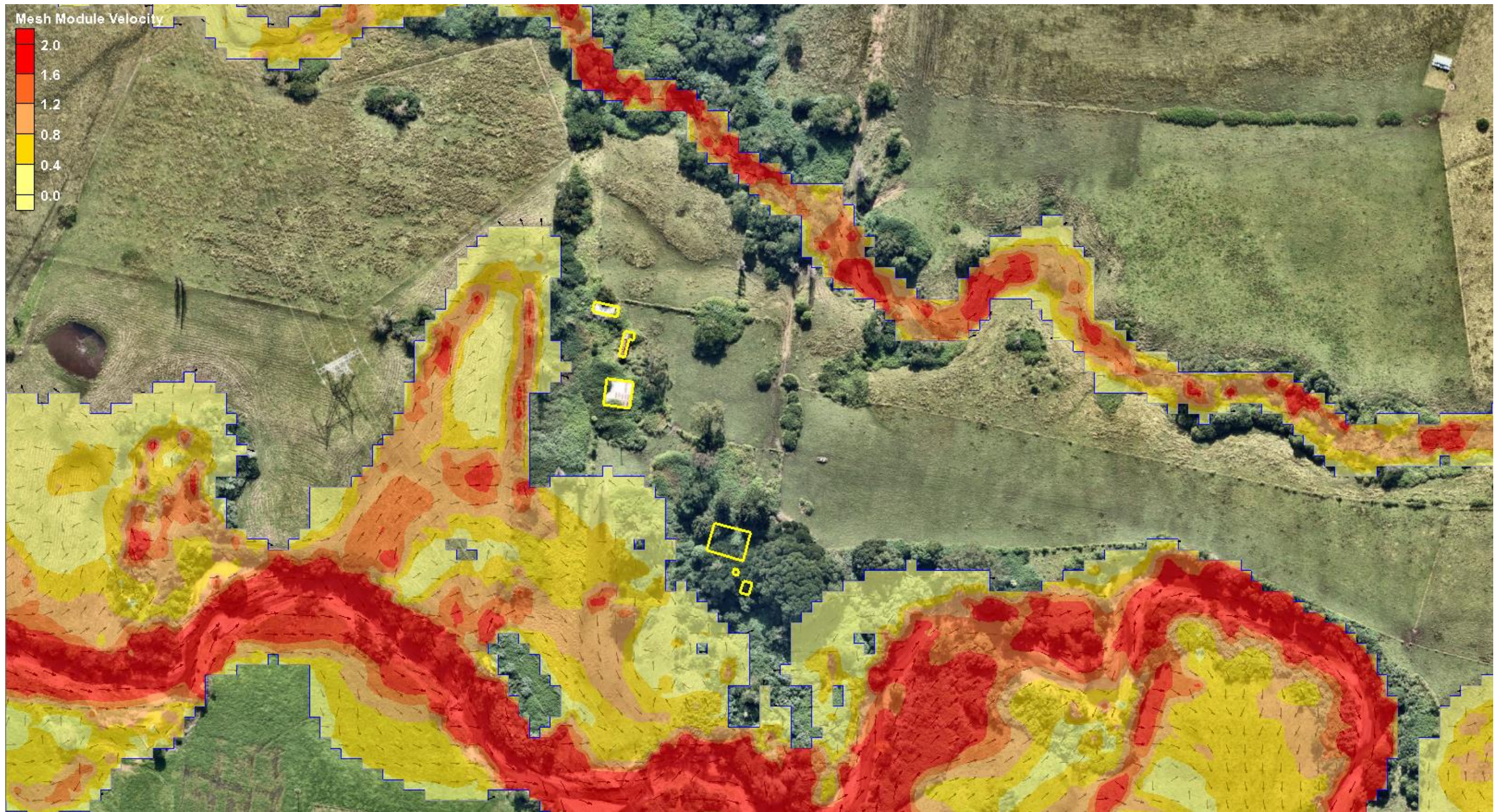


Figure A1.3: 1% AEP Flood Velocity

Note: Flood velocity shaded from 0 m/s (yellow) to 4.0 m/s (red). All velocity over 4.0 m/s shaded red.

APPENDIX A2 – PMF MODEL RESULTS

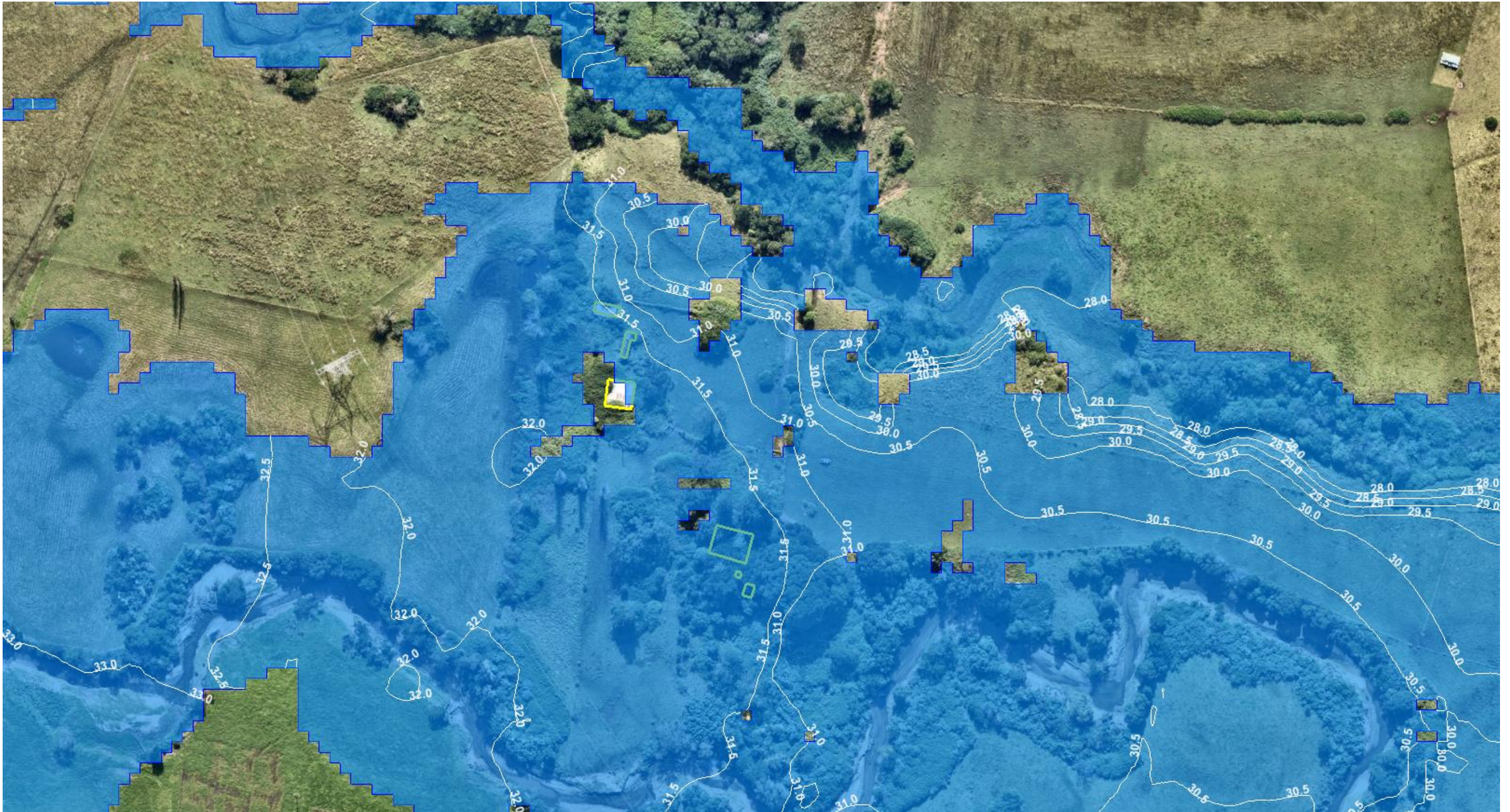


Figure A2.1: PMF Flood Levels

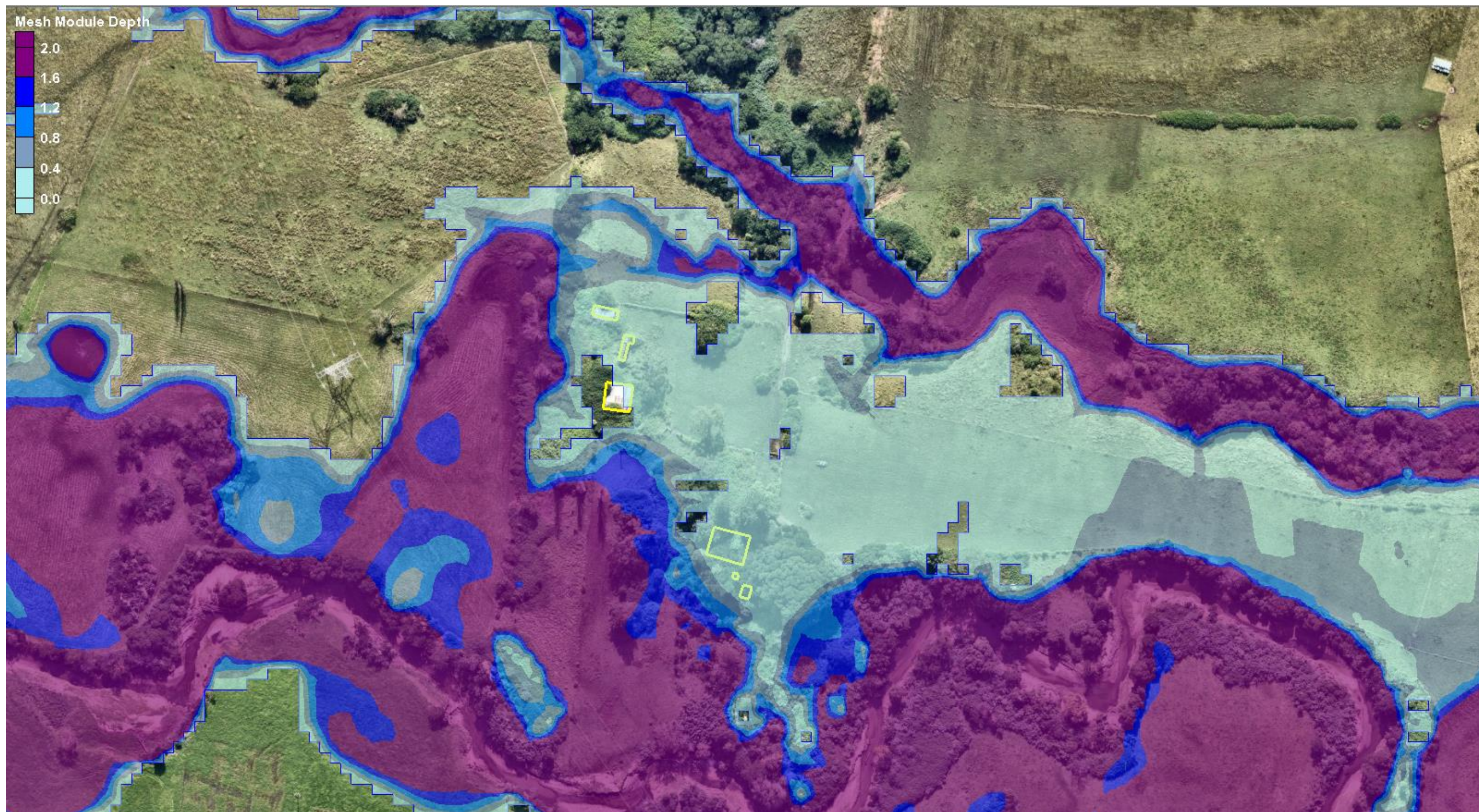


Figure A2.2: PMF Flood Depths

Note: Flood depths shaded from 0m (light blue) to 2.0m (dark blue). All depths over 2.0m shaded dark blue

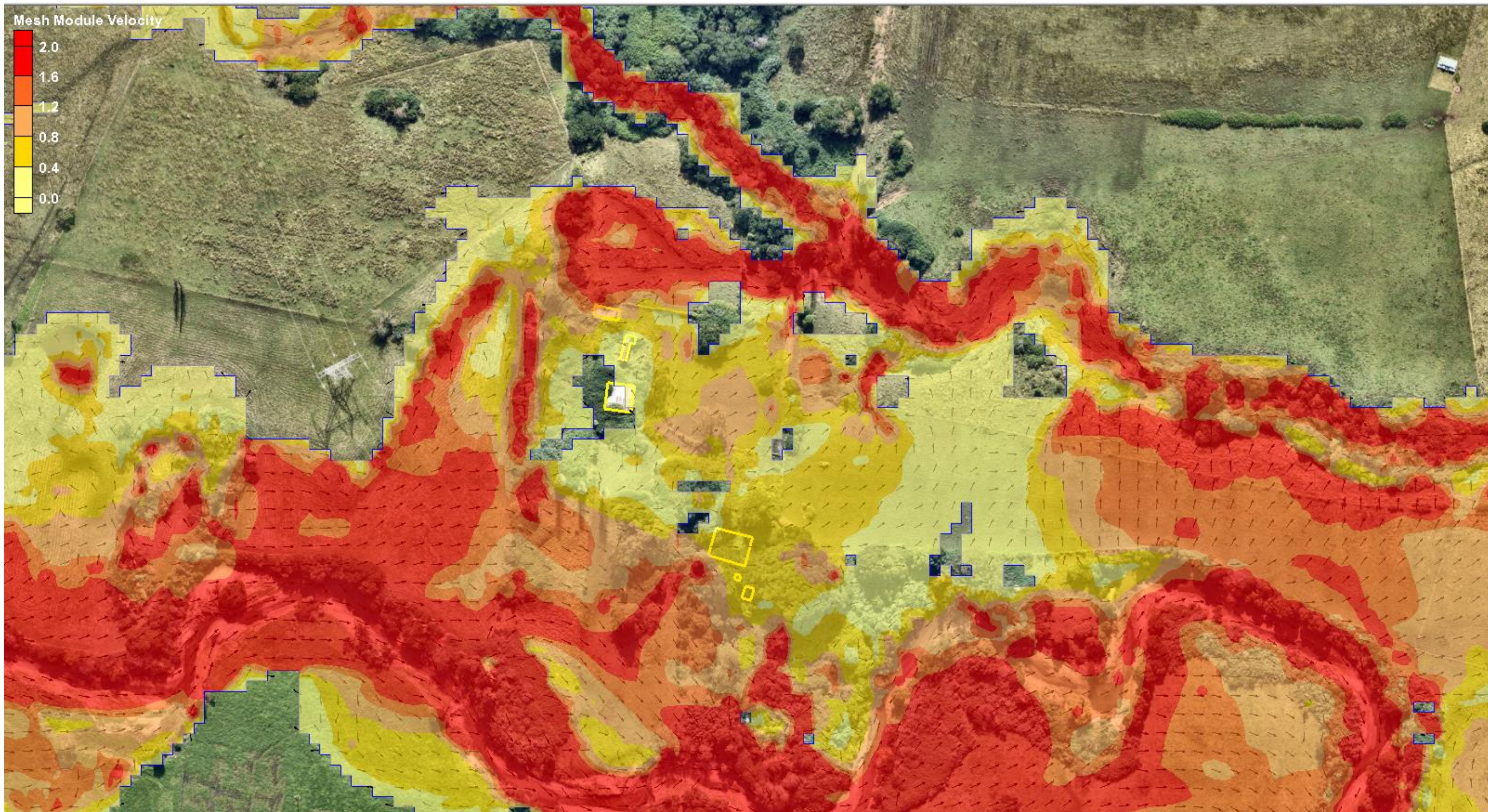


Figure A2.3: PMF Flood Velocity

Note: Flood velocity shaded from 0 m/s (yellow) to 4.0 m/s (red). All velocity over 4.0 m/s shaded red