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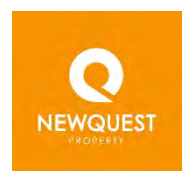
CLEVELAND HOUSE 273-275 CLEVELAND ROAD CLEVELAND NEW SOUTH WALES

CONSERVATION MANAGEMENT STRATEGY

FINAL REPORT

NEWQUEST PROPERTY PTY LTD

27 June 2022



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EXECUTIVE SUMMARY

Austral Archaeology Pty Ltd (Austral) has been commissioned by Newquest Property Pty Ltd (the proponent) to prepare a Conservation Management Strategy (CMS) for Cleveland House, located at 273-275 Cleveland Road, Cleveland, New South Wales (NSW).

The study area consists of an area surrounding the original homestead, 'Cleveland House', located within part of Lot 1, DP194419, and it is in the Wollongong City Council Local Government Area (LGA).

The study area is listed at the local level under Schedule 5 of the Wollongong Local Environmental Plan 2009 (Wollongong LEP) as 'House, Cleveland' (Item No. 5950). The purpose of the CMS is to develop conservation strategies to preserve the significance of the item (Kerr 2013).

HISTORICAL BACKGROUND

Cleveland House, the study area, is located within the original Portion 59, Parish of Kembla, that formed part of an early land grant of 600 acres issued to George Paul in 1833. In 1841, Maurice Fitzgerald built Cleveland House on a sub-divided area of the original land grant and sold 145 acres of the property in 1841. The property changed both owners and tenants on several occasions until 1888 when it was purchased by Maurice Madden, who was a prominent member of the local community and resided at Cleveland House, operating the farm as a dairy until his death in 1909. Madden was one of the founding directors of the Dairy Farmers Co-operative Milk Company Limited which produced and processed milk for the local and Sydney markets.

The study area remained in operation as a farm until recent times and Cleveland House was a residence until 1976. A modern house, also known as Cleveland, is located within this same portion

SIGNIFICANCE

A revised statement of significance has been formulated as part of the preparation of this CMS and this is quoted below.

Cleveland House has significance for the local area for its historical, social, and research values, and for reasons of representativeness. It has significant historical value 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 and owned by a person with 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.

RECOMMENDATIONS

The following recommendations have been guided by the principles of the *Australia ICOMOS Burra Charter* (Burra Charter) and correspond to the significance of the study area (Australia ICOMOS 2013):

1. **Adoption of this CMS.** The CMS should be adopted as the document guiding appropriate change to the significance of the site (see Strategy 1).
2. **Review of the CMS.** The CMS should be reviewed at least once every 10 years, or when new material which has the potential to supplant a present policy is discovered (see Strategy 2).
3. **Managing change.** Changes to the study area that have the potential to impact on the heritage significance of the item must be managed according to strategies 3 – 19. Any change to the item must be guided by a Statement of Heritage Impact (SoHI) that uses this CMS as a guiding document. A SoHI should only be as detailed as required by the proposed work and should adhere to the conservation strategies outlined in this document.

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1. INTRODUCTION

Austral has been commissioned by Newquest Property Pty Ltd to prepare a Conservation Management Strategy (CMS) for Cleveland House, located at 273-275 Cleveland Road, Cleveland, New South Wales (NSW). A Maintenance Schedule for the site is also included in Appendix A.

The study area consists of part of Lot 1, DP194419, and is situated within a rural setting to the west of the locality of Cleveland. It is bounded to the south by Mullet Creek, and Cleveland Road borders the lot to the north. The study area is within the Wollongong City Council Local Government Area (LGA).

The purpose of the CMS is to develop conservation strategies to preserve the significance of the item (Kerr 2013). The location of the study area is shown in **Error! Reference source not found.**

HERITAGE LISTINGS AND CONTROLS

The study area is listed at the local level under Schedule 5 of the *Wollongong Local Environmental Plan 2009* (Wollongong LEP) as 'House, Cleveland' (Item No. 5950) which is located within a portion of Lot 1, DP194419. The item is also listed on the Register of the National Estate (Place ID: 1528).

Other relevant legislation, planning instruments and guidelines that have been used to inform this CMS include:

- *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act)
- *Environmental Protection and Assessment Act 1979* (EPA Act)
- *Heritage Act 1977* (Heritage Act)
- *The Burra Charter 2013* (Burra Charter)
- *Wollongong Development Control Plan 2009* (Wollongong DCP)

1.1 METHODOLOGY

This CMS has been prepared in accordance with the Burra Charter, and the Conservation Plan and guidelines provided by the NSW Heritage Office. The ICOMOS Burra Charter provides a framework for which heritage management in Australia is considered. The overarching guidelines are:

- Places of cultural significance should be conserved.
- The aim of conservation is to retain the cultural significance of a place.
- Conservation is an integral part of good management of places of cultural significance.
- Places of cultural significance should be safeguarded and not put at risk or left in a vulnerable state.

Good management of sites with heritage significance requires an understanding of how to best apply the Burra Charter principles to a site.

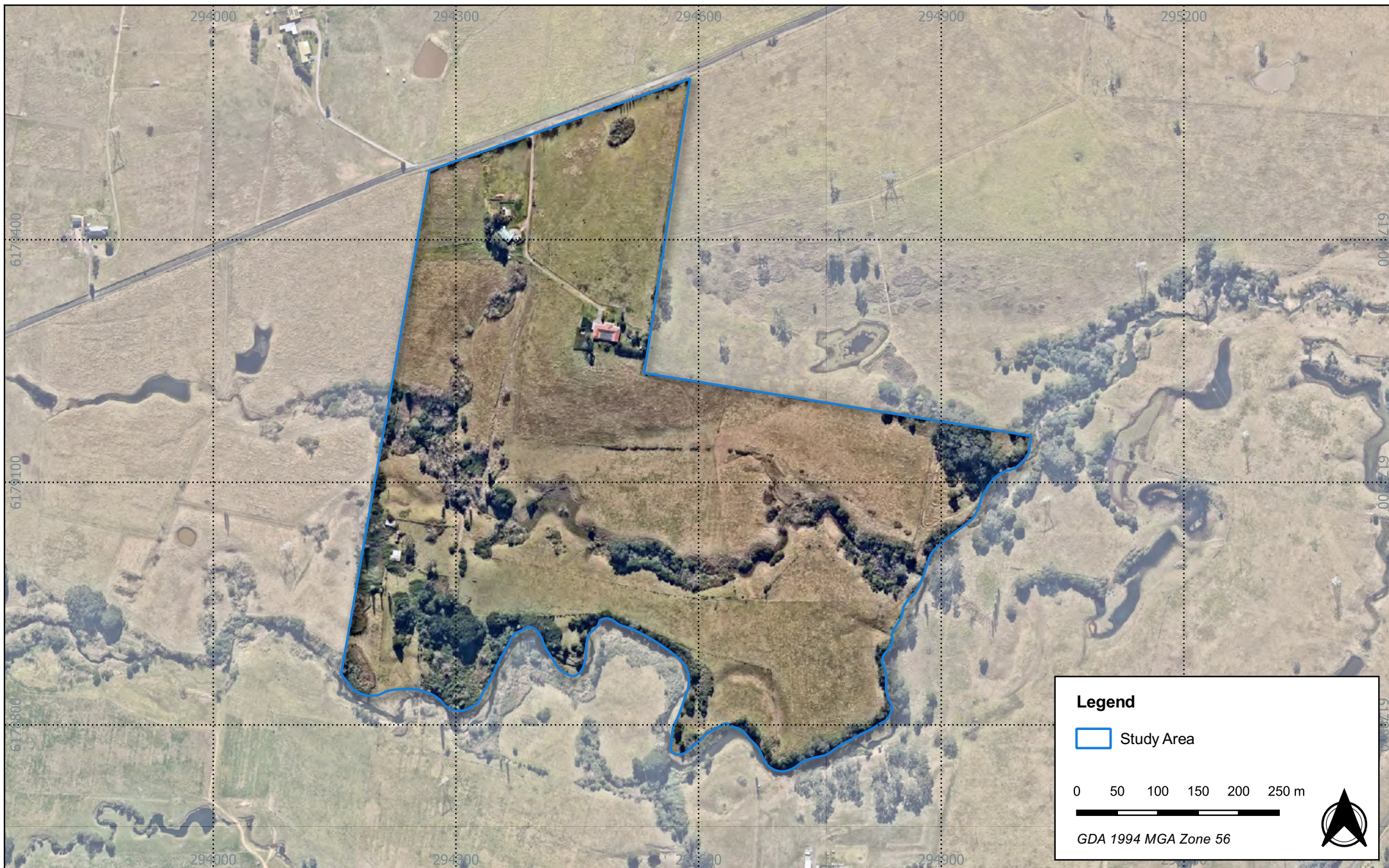


Figure 1.2 Detailed aerial imagery of the study area

21092 - Cleveland House, Cleveland

Source: Nearmap

Drawn by: WA Date: 2021-09-16



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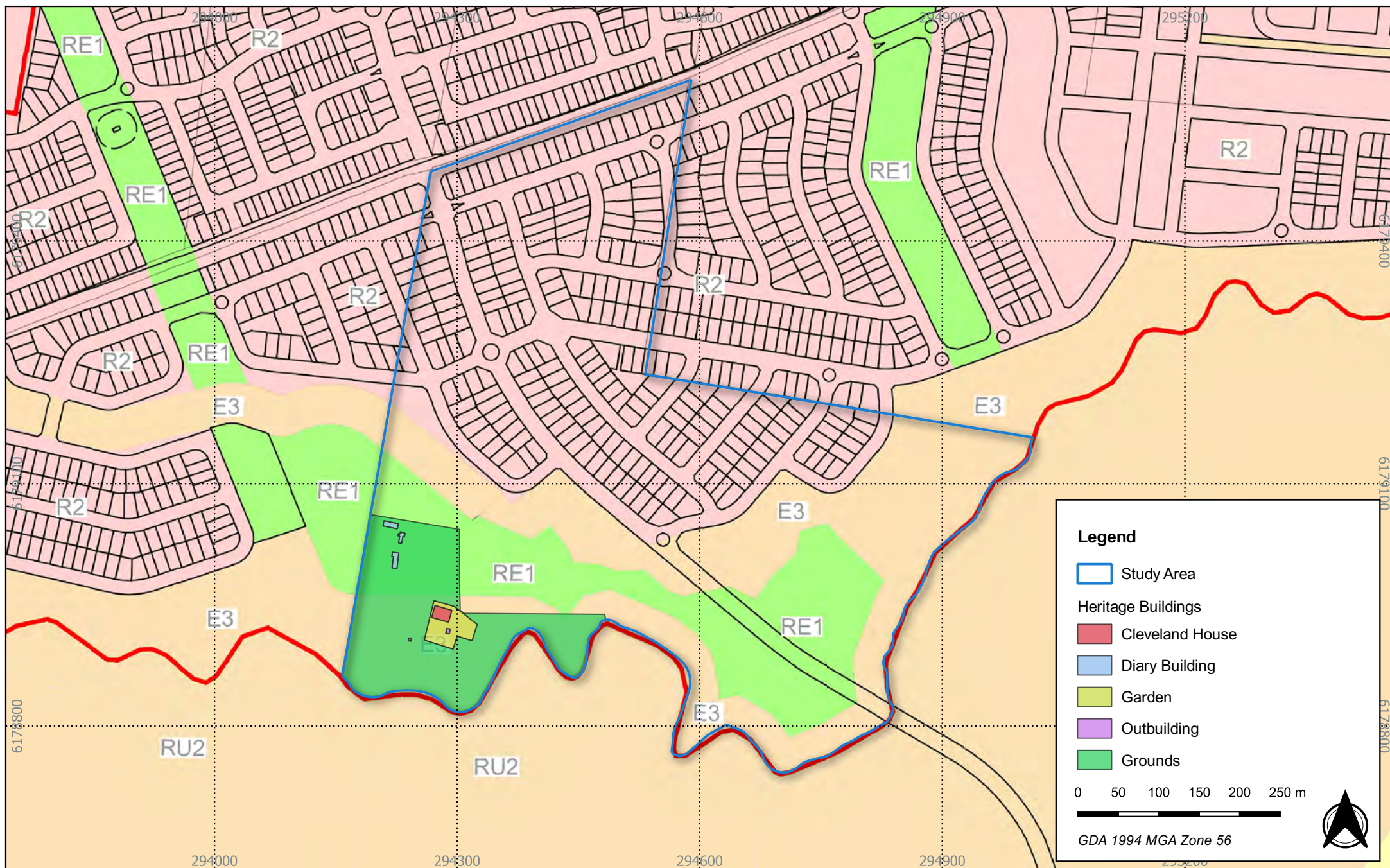


Figure 1.3 Plan of proposed development showing the location of the study area

21092 - Cleveland House, Cleveland

Source: 164-19P

Drawn by: WA Date: 2021-09-21



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1.2 PROJECT TEAM AND ACKNOWLEDGEMENTS

The project was managed by Alexander Beben (Director, Austral). The assessment was authored by Chris Carter (Archaeologist, Sub-consultant). Alexander Beben prepared all GIS mapping in this report. David Marcus (Director, Austral) reviewed the draft report and provided input into the management recommendations.

ALEXANDER BEBEN (B.A. (HONS.) ARCHAEOLOGY, MA. ARCHAEOLOGY)

Alexander Beben is a Director of Austral with 14 years' archaeological experience and has conducted over 500 heritage projects in Australia, the UK and Italy. He has significant experience and his skills include undertaking Aboriginal and historical assessments, archaeological surveys, excavations and conservation management plans for archaeological and built heritage items. He has made numerous successful permit applications under both the NPW Act and the Heritage Act.

With experience working throughout Australia across different industry sectors, Alex has a detailed understanding of assessing heritage values, especially within the Illawarra region. This ensures that he provides advice which meets the requirements of all involved parties.

DAVID MARCUS (B.A. (HONS.) ARCHAEOLOGY, MA. ARCHAEOLOGY)

David is a Director of Austral with significant experience in both Aboriginal and historical cultural heritage projects. David started his career in archaeology in 2000 and has worked in all roles from field assistant through to project manager. He commenced work for Austral Archaeology in 2010 and has been responsible for all aspects of the day-to-day running of Austral Archaeology. David also has high level skills in both physical and digital mapping and integration of digital data into GIS.

CHRISTOPHER CARTER (B.A.(HONS), M.A., PhD ARCHAEOLOGY)

Chris was engaged as a sub-consultant by Austral. He has over 25 years experience in Aboriginal and historical cultural heritage projects working as a field assistant through to excavation director, both locally, interstate and internationally.

1.3 LIMITATIONS OF THE REPORT

This assessment includes an assessment of built and archaeological values to assist in the formulation of heritage management strategies. It does not include an assessment of Aboriginal cultural heritage that may be present within the study area.

The results, assessments and judgements contained in this report are constrained by the standard limitations of historical research and by the unpredictability inherent in archaeological zoning from the desktop. Whilst every effort has been made to gain insight to the historical values of the study area, Austral cannot be held accountable for errors or omissions arising from such constraining factors.

1.4 ABBREVIATIONS

The following are common abbreviations that are used within this report:

Burra Charter	Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance 2013
BCA	Building Code of Australia
CHL	Commonwealth Heritage List
CMS	Conservation Management Strategy
DCP	Development Control Plan
EPA Act	<i>Environmental Planning and Assessment Act 1979</i>
EPBC Act	<i>Environmental Protection and Biodiversity Act 1999</i>
EPI	Environmental Planning Instrument
Heritage Act	<i>NSW Heritage Act 1977</i>
ICOMOS	International Council on Monuments and Sites
IHO	Interim Heritage Order

LEP	Local Environmental Plan
LGA	Local Government Area
NHL	National Heritage List
The proponent	Newquest Property Pty Ltd
RAIA	Royal Australian Institute of Architects
RNE	Register of the National Estate
SHR	State Heritage Register
SoHI	Statement of Heritage Impact
Wollongong DCP	<i>Wollongong Development Control Plan 2009</i>
Wollongong LEP	<i>Wollongong Local Environmental Plan 2009</i>

2. STATUTORY CONTEXT

The following section summarises the relevant statutory context, including heritage listings, acts, and environmental planning instruments which are relevant to the study area and its cultural heritage.

2.1 ENVIRONMENTAL PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) established the Australian Heritage Council (formerly the Australian Heritage Commission) and provides for the protection of cultural heritage at a national level and items owned or managed by the Commonwealth. The EPBC Act has established two heritage registers:

- Commonwealth Heritage List (CHL): for significant items owned or managed by Commonwealth Government agencies;
- National Heritage List (NHL): for items assessed as being of national cultural significance.

A referral under the EPBC Act that is approved by the Australian Heritage Council is required for works to an item registered on either of these lists to ensure that the item's significance is not impacted upon.

No part of the study area appears on either the CHL or the NHL.

The Australian Heritage Council is also responsible for keeping the Register of the National Estate (RNE). In 2007 the RNE was frozen and no further sites were added to it. For Commonwealth properties, the RNE was superseded by the CHL and NHL lists. The RNE is now retained as an archive of information about more than 13,000 places throughout Australia.

Cleveland House appears on the RNE (Item No. 1528).

2.2 NSW HERITAGE ACT 1977

The Heritage Council is the approval authority under the Heritage Act for works to an item on the State Heritage Register (SHR). Section 57(1) of the Heritage Act identifies the need for Heritage Council approval if the work involves the following tasks:

- Demolishing the building or work;
- Damaging or despoiling the place, precinct or land, or any part of the place, precinct or land;
- Moving, damaging or destroying the relic or moveable object;
- Excavating any land for the purpose of exposing or moving the relic;
- Carrying out any development in relation to the land on which the building, work or relic is situated, the land that comprises the place, or land within the precinct;
- Altering the building, work, relic or moveable object;
- Displaying any notice or advertisement on the place, building, work, relic, moveable object or land, or in the precinct; and
- Damaging or destroy any tree or other vegetation on or remove any tree or other vegetation from the place, precinct or land.

Demolition of an SHR item (in whole) is prohibited under the Heritage Act, unless the item constitutes a danger to its occupants or the public. A component of an SHR item may only be demolished if it does not contribute to the significance of the item. Section 57(1) of the Heritage Act also applies to archaeological remains (such as relics) within an SHR site, and excavation can only proceed subject to approval of a Section 60 application by Heritage NSW.

No part of the study area appears on the SHR.

HERITAGE AND CONSERVATION REGISTER (SECTION 170 REGISTER)

Under Section 170 of the Heritage Act, government instrumentalities must keep a Heritage and Conservation Register (a Section 170 Register) which contains items under the control or ownership of the agency, and which are, or could, be listed as heritage items (of State or local significance).

The study area is not listed on any Section 170 Registers.

2.3 ENVIRONMENTAL PLANNING INSTRUMENTS

An Environmental Planning Instrument (EPI) is made under the EPA Act. An EPI can be a Development Control Plan (DCP), Local Environmental Plan (LEP) or a State Environmental Planning Policy.

WOLLONGONG LEP 2009

The current LEP for the study area is the Wollongong LEP. Part 5.10 of the Wollongong LEP deals with heritage conservation, and subsections (2) and (3) determine whether development consent needs to be granted by the Wollongong City Council prior to any activities occurring which may impact cultural heritage. Heritage items are listed under Schedule 5, Part 1 of the Wollongong LEP.

The study area is listed under the Wollongong LEP as 'House, Cleveland' (Item No. 5950).

WOLLONGONG DCP 2009

The applicable DCP for the study area is the Wollongong DCP. Chapter E11 of the Wollongong DCP outlines design controls to be implemented when dealing with heritage items in general. Section 14 details requirements for developments in the vicinity of a heritage site and Section 19 the requirements for managing post-European archaeological sites. Section 20 defines Heritage Conservation Areas and outlines general principles of development involving with heritage items.

The study area is not located within a heritage conservation area or streetscape and therefore the infill heritage guidelines are not applicable in this instance.

Chapter D16 details requirements that relate to development within the West Dapto Release Area and Section 8.2 of that chapter defines heritage management principles that apply to the study area.

2.4 SUMMARY OF HERITAGE LISTINGS

Table 2.1 lists the relevant statutory and non-statutory registers, listings and orders, and identifies those in which any part of the site is listed. The location of heritage items in relation to the study area are outlined in Figure 2.1

Table 2.1 Summary of heritage register listings for the subject study area

Register/Listing	Inclusion	Statutory implications
NHL	No	No
CHL	No	No
Register of the National Estate	Yes	No
SHR	No	No
Wollongong LEP 2009	Yes	Condition 5.10 of LEP
Wollongong DCP 2009	Yes	Chapter E11, Chapter D16, sections 5 and 8
Register of the National Trust (NSW)	No	No
The RAIA 20 th Century Register	No	No
The Art Deco Society's Art Deco Building Register	No	No

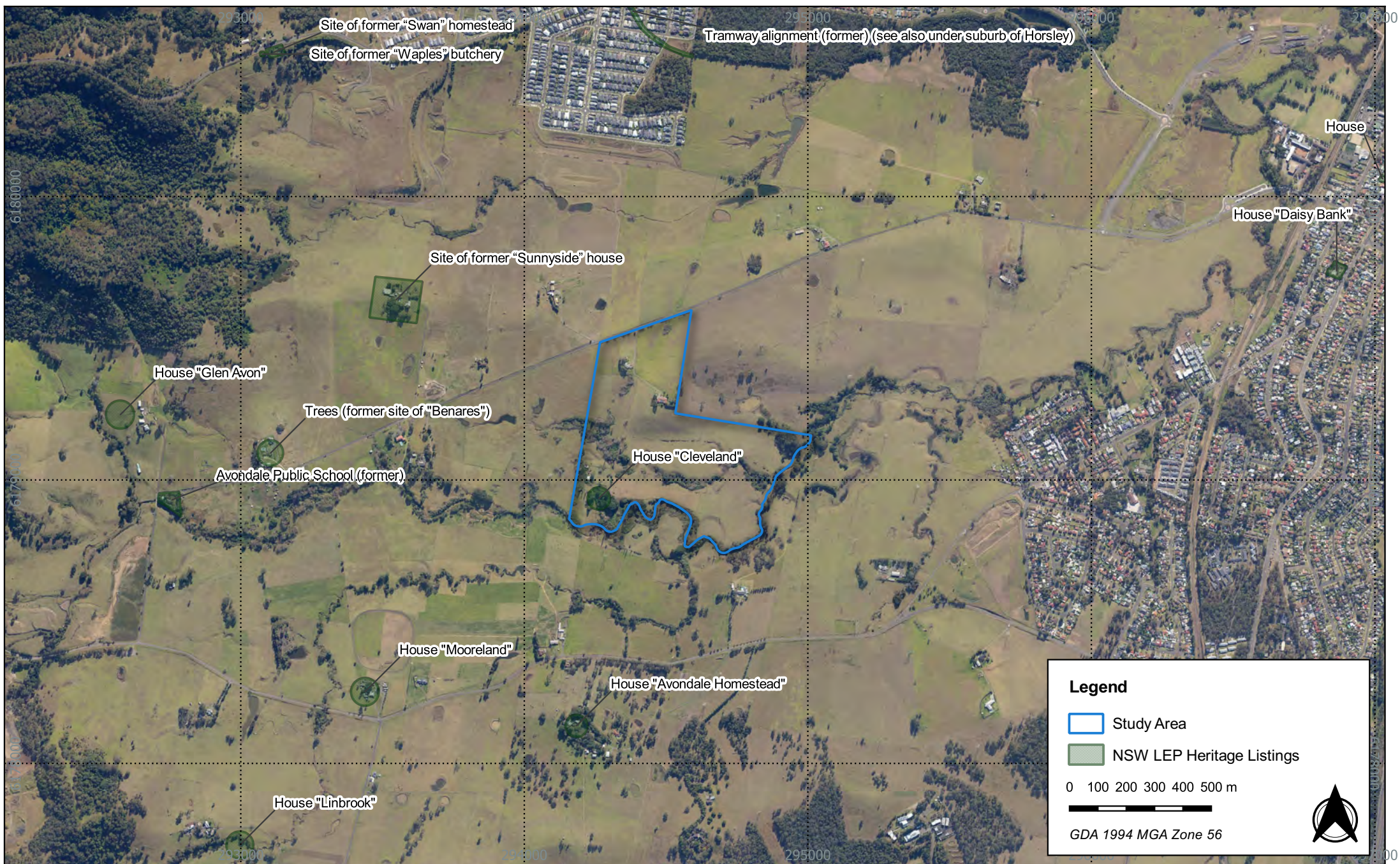


Figure 2.1 Location of heritage items in relation to the study area

21092 - Cleveland House, Cleveland

Source: NSW LPI Aerial; Wollongong LEP

Drawn by: WA Date: 2021-09-16



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3. HISTORICAL CONTEXT

The following historical background is designed to contextualise a site-specific history which will aid in the understanding of the heritage values of the study area. This work will provide a useful and concise summary of the history of the study area.

3.1 PRE-EUROPEAN OCCUPATION

Archaeological evidence of Aboriginal occupation of the Illawarra extends back to 18,000 years ago at Bass Point (Bowdler 1977, p.53) and it is likely that Aboriginal groups have been present in the Illawarra region for at least 20,000 years (Organ & Speechley 1997, p.1). The Department of Environment and Conservation's (now the Aboriginal heritage team of the Department of Planning, Infrastructure and Environment) Illawarra Region Aboriginal Heritage Study identified the Dharawal-speaking Wodi group as the Aboriginal custodians of the Illawarra region (DEC 2005). Dharawal people are distinguished as fresh water, bitter water or salt water people depending on whether they occupied the coastal regions, the swamps or the plateaus and inland river valleys (DEC 2005, p.5).

The population density of the Illawarra region prior to 1788 is unknown, though the area was probably one of the most densely populated parts of Australia with 2 to 4 people present per kilometre² (Organ & Speechley 1997, p.1). It has been estimated that in 1820 there were 3,000 Aboriginal people in the Illawarra. This number declined rapidly and the population in Wollongong in 1846 had been reduced to 98 individuals (Organ & Speechley 1997, p.10).

After land grants were issued to settlers in the Illawarra from 1816, Aboriginal people were displaced from traditional lands and food resources were reduced through land clearance and the introduction of European livestock, plants and crops (Organ & Speechley 1997, p.11). All land grants fronted on to fresh water which would have had a huge impact on traditional land use (DEC 2005, p.15). From the 1850s onwards, reports indicate that in the Illawarra, Aboriginal camping and hunting became concentrated along the coast as a result of being pushed to the fringes of their country by European settlement and farming practises (DEC 2005, p.25). Other camps were known to be further inland during the post-contact period. Henry Osborne and his family, who settled along Marshall Mount Creek in 1831, are said to have had good relations with a local Aboriginal family that lived nearby "as it was their custom to camp opposite where the school now stands" (Organ 1990, p.171).

There are no records of large-scale armed resistance from the Aboriginal people of the Illawarra against Europeans, but small-scale resistance including homicide, theft, intimidation and the sabotage of European farming took place in an attempt to drive off the Europeans and also to obtain food once traditional hunting and plant collecting practices had been disrupted by farming (DEC 2005, p.18).

The linguistic and social links between pre-contact populations and present Aboriginal groups were severely impacted by the processes of colonisation, which in turn are obscured by gaps in written and oral histories. The biases of European chroniclers must also be taken into account, alongside the devastating effects of newly introduced European diseases such as influenza and smallpox, social dislocation and the disruption of traditional land use and travel practices by European settlement.

3.2 OVERVIEW OF HISTORICAL SETTLEMENT IN THE ILLAWARRA

The charting and exploration of the Illawarra by Europeans began in 1770, when Lieutenant James Cook sailed the Endeavour along the coast. The land from Port Kembla to Corrimall was drawn by the ship's artist Sidney Parkinson and landmarks named included the Port Kembla headland ('Red Point') and Mount Kembla ('Hat Hill'). In 1796, George Bass and Matthew Flinders landed near Tom Thumb Lagoon, named after their small boat, and explored Lake Illawarra and areas to the west, documenting the first recorded contact with Aboriginal people in the Illawarra. Flinders' journal refers to whites living with Aboriginal people encountered there and it has been suggested these were escaped convicts (McDonald 1976, Organ 1990).

In 1797, the ship 'Sydney Cove' was wrecked in the Bass Strait and survivors made their way along the coast, largely on foot, passing through the Illawarra and making camp at Coalcliff, where a coal

seam was discovered and utilised for a camp fire. Upon reaching Sydney, the survivors reported the presence of coal as well as a supposed attack by 'savage natives' near Red Point (McDonald 1976). The discovery of coal led to its investigation by George Bass on a further expedition along the coast in a whaleboat. Bass landed at Kiama and also explored the Shoalhaven River area, making observations on the richness of the land.

Dr Charles Throsby established the first settlement in the Illawarra in 1815, and, with the assistance of Joe Wild and Aboriginal guides, Throsby also cut a cattle track from Appin via Bulli in the same year. The track was in use until 1844 when Captain Westmacott found another route up Bulli Mountain in approximately the same vicinity as the modern-day pass. Throsby established a small cattle station behind South Beach in Wollongong, where an area was cleared for a cattle yard and a stockman's hut was built for Joe Wild, who remained as Throsby's overseer and who was also made constable of the district of Five Islands in 1815 (Osbourne 2000, p.1). The following year, Surveyor-General John Oxley was sent to the Illawarra region to prepare plans for the Crown in preparation for the granting of the rich lands discovered there; Oxley himself became the second person to establish cattle in the area.

The first reference to the name 'Wollongong' was in 1826 in a report on the cedar industry written by Oxley. In 1834, the township of Wollongong was laid out by Oxley on the property owned by Charles Throsby Smith. Early employment in the district was primarily timber getting and land clearing for farming. According to the 1828 census, 42% of those in work were employed in agriculture. By the 1830's a few farms had been established in the Illawarra. Surplus produce was taken to the bay at Wollongong and shipped to Sydney in small vessels.

In 1826 Governor Darling defined the settled districts and the 'Limits of Location' within 19 counties and these were mapped by Major Mitchell in 1834 (Perry 1957). The study area is located within the County of Camden, which formed one of the 19 counties (Figure 3.1).

As settlements were established, the locals appealed to the government to improve services to the area, particularly through an improved road network. In 1844, a group of local farmers including Henry Osborne, George Brown, James King and Cornelius Wholohan petitioned Governor Bourke for funds to build roads (Cousins 1948, p.92). As a result, Governor Bourke visited the area in April of that year and, a few months later, Major Mitchell was sent out to survey the area for roads and government services. Cornelius Wholohan later became the licensee of a local hotel and named it the 'Governor Bourke' to honour his deeds and assistance to the area (Cousins 1948, p.190).

In 1849, James Shoobert opened the first coal mine in the Illawarra at Mt Keira. From this point on, coal mining began to develop as the major primary industry of the northern Illawarra. The developing coal industry had a major impact on trade at Wollongong Harbour. The increase that the coal industry brought to the harbour was a major incentive for improvements that commenced in 1861. Work began on the construction of Wollongong Harbour in 1837 and the first stage was completed in 1844. A rail connection to Sydney was completed in 1888 and the double rail line came in 1892.



Figure 3.1 The Limits of Location as defined by the Nineteen Counties (Mitchell Library Map Collection)

3.3 DEVELOPMENT OF CLEVELAND

The earliest grant within the locality of Cleveland occurred in 1817, when George Molle was granted land by Governor Macquarie on 11 September 1817 (Lindsay 1994, p.19). This was a modest grant of 300 acres.

Six hundred acres was also granted to George W Paul on 1 May 1833 (McDonald 1976, p.77). This property was listed as Portion 59, Parish of Kembla, and the homestead that became known as 'Cleveland' was built on this block. Other early grants in the area included ER Stack (300 acres in 1837) and J. Blanch (200 acres in 1839).

Cleveland did not develop as a village or town but rather as a collection of rural properties. Dapto, located a few kilometres to the east of Cleveland, was the closest town and provided the necessary services.

By 1850, the private town of Dapto was well-established with a semblance of an ordered layout. A Presbyterian school was completed and established in 1851. By 1871, the town of Dapto included the hotel, operated at that time by George Osborne, the mill, the school and the Central Illawarra Municipal Council chambers plus a large store owned by K McKenzie, which included the post office. A public school operated briefly in 1852 but was not permanently established until August 1875 (Cousins 1948, p.26).

Dapto was quick to become an important agricultural region in the Illawarra by the mid-19th century. After an unsuccessful attempt at wheat growing in the 1850s, farmers in the area embraced the dairy industry. Henry Osborne had a good herd of cattle in the 1840s and was one of the developers of early dairying in the Illawarra (Secomb 1999, p.64).

The arrival of the railway in the 1887 forced the town to shift from its original site near Mullet Creek to a new location adjacent to the platform, with the original settlement taking the name of Brownsville while the name of Dapto migrated to the new location (Reynolds 2002, p.87) Figure 3.3 contains an excerpt from a parish map showing the relationship of the study area to the township of Dapto. The study area is located within Portion 59 (Parish of Kembla) in the lower left section of the figure. The locality of Cleveland is not shown on this map and more than likely related to the locality in the vicinity of the homestead that had become known as 'Cleveland'. The suburb of 'Cleveland' was not gazetted until 2005 (NSW Govt. Gazette, 5 August, 2005).

The late 1890s was a boom period in Dapto. The smelting works were in full operation by 1899 and were prosperous over the next few years. They treated lead, silver, zinc, copper and gold from Broken Hill, Zeehan, Mount Morgan and Western Australia. At one stage, the smelting works in Dapto employed 500 men and was the largest industry for employment in the district. In 1905, the smelting works closed due to a lack of ore from Western Australia and subsequently the company was re-structured and began to shift its works to Port Kembla (O'Malley 1950).

The closure of the smelting works in 1905 transformed Dapto back into a quiet rural village. However, Dapto boomed again from the 1950s onwards as many new subdivisions were opened up in the vicinity and the population steadily grew. As the population of Dapto increased during the mid- to late 20th century, numerous public buildings were erected, including large shopping centres, hotels, schools and libraries (Secomb 1999, p.64). This suburban expansion continues today.

The locality known as Cleveland has remained essentially farmland since initial European settlement, with the main South Coast railway line and Mullet Creek seemingly barriers to urban encroachment. However, the 1970s saw the wider agricultural area in which Cleveland resides become the focus for planning for the urban expansion of the City of Wollongong.

3.4 SITE SPECIFIC HISTORY

The landscape surrounding the locality of Cleveland comprises low-lying, mostly cleared, alluvial lowlands and floodplain adjacent to Mullet Creek and its tributaries, together with an undulating midland valley and rural landscape with stands of forest vegetation surrounding homesteads, along drainage lines and on low hills (Wollongong City Council, 1995: p. 27).

The homestead known as Cleveland House stands within the original 600 acre grant (Portion 59, Parish of Kembla) made in 1833 to George William Paul, a Sydney merchant who had disposed of his land even before the grant was issued (Ali 1980, McDonald 1976, p.77). The house was reportedly built in 1841 by Maurice Fitzgerald, a local settler.

A series of subdivisions and conveyances then followed. In February 1841 Maurice Fitzgerald bought 300 acres for £150 and in May sold 145 acres for £800, which suggests the house could have been built in the interval (*Illawarra Historical Society Bulletin*, 1 February 1995, p. 5). A painting of Cleveland House dated to 1847 shows the original buildings (Figure 3.4).



Figure 3.4 1847 Sketch of Cleveland House (Source: NLA Collection)

The owners of Cleveland House changed regularly and many were absentee landlords. The owner after Fitzgerald was Hercules Watt, who held the property for a short time before he sold it to Cornelius Wholohan, who in turn mortgaged it to Thomas Jessett (McDonald 1976, p.77). Jessett exercised his power of sale when Wholohan died (Cornelius Wholohan drowned in Mullet Creek in April, 1838) “for a suspiciously low price and in a suspiciously short time, to a purchaser who sold back to him before the year was out” (McDonald 1976, p. 77). Thomas Wholohan (Cornelius’ son) bought an equity suit to convert the mortgage and, after protracted proceedings, in 1853 Jessett was ousted from his seemingly ill-gotten estate. Thomas Wholohan promptly sold the property to William Speer, who sold it in 1856 to William Howe. Howe only lived for a further 2 years and the property was left to a succession of tenants including Mr King Barton, who was Governor FitzRoy’s former private secretary (McDonald 1976, p.77). Messrs Gibson and Thomson were tenants in 1873 when the property was advertised for sale and described as “...the choicest dairy farm in Illawarra” (*Illawarra Mercury*, 29 August, 1873).

The Cleveland property was again advertised for sale on 30 October 1888. The property was described as being:

[the] well known as CLEVELAND FARM, containing 145 acres (more or less), of Excellent Fertile Soil, a large portion of which is Rich Brush Land, bounded by a never-failing Creek and a Deep Water Hole that will supply more than sufficient water to irrigate the whole area

of the Estate. The land is all fenced, cleared, and sown down with artificial grasses, and is noted as one of the Best Dairying Farms in Illawarra. Brick Cottage, Dairy, Barn, Stockyard, Orchard, etc. (Illawarra Mercury, 30 Oct. 1888).

The property was purchased by Mr Maurice Madden for £2,610 (McDonald 1976, p.77).

Madden continued to operate the property as a dairy and in 1900 was one of the founders (and an early director) of the Dairy Farmers Co-operative Milk Company Limited (*Australian Town and Country Journal*, 30 Oct. 1912). This company was formed to collect and process milk produced from the surrounding area for both the local and Sydney market. The company was formed as a genuine co-operative and all milk suppliers had to be shareholders in the company.

By 1901, the Madden family were of sufficient standing within the community to hold a picnic on the banks of Mullet Creek and invited over 300 guests, providing them with refreshments for lunch and afternoon tea and allowing time for "sports and amusements" between times (*Illawarra Mercury*, 30 Nov. 1901). In a similar vein, a 'social' was held at Cleveland House in September 1906 to raise funds for the Roman Catholic bazaar (*South Coast Times and Wollongong Argus*, 22 Sept. 1906). The social attracted over 100 guests and "...refreshments were provided by various ladies, and in every way the affair was a most enjoyable one".

Cleveland Farm secured 3rd prize for farms within the South Coast region (*South Coast Times and Wollongong Argus*, 14 March 1908). An article in the local newspaper described the property entered in the competition that was sponsored the *Sydney Mail and Herald*. A description published during the judging of the competition stated that:

...it is a picture! The flats are a brilliant green, due to the recent rain, and as clean as a bowling green. That is due to hard, solid work. The paddocks are broken by willows and other trees, which mark the winding, course, of the stream running through them. A neat stone house, surrounded by a white fence, white gates, sheds, bails, outbuildings, stand boldly out against a vivid green background. And everywhere are beautiful shelter trees. Nor is this pleasing prospect the work of unaided nature. During the eighteen years he has had' the property, Mr.Madden has planted almost every tree on the place, except the indigenous ones, and these he has left in clumps with wise foresight. All the improvements have been erected by him, and there is not a panel of fencing that does not come under this category. And the fencing is by far the best known on the coast. ... The dairy is sweet and wholesome, with its tiled floor and limed walls. Over all the outbuildings wherever possible, lofts have been erected. ... There is a good home at 'Cleveland' -a neat little vegetable garden, plenty of tanks, and everywhere signs of hard toil and ingenuity. (Illawarra Mercury, 14 Feb. 1908).

A judge in that competition described the Cleveland farm as "the cleanest and best kept farm" but as "his stock [were] of such poor quality" he could not have been awarded a higher place (*South Coast Times and Wollongong Argus*, 14 March, 1908).

Maurice Madden died in 1909 (*South Coast Times and Wollongong Argus*, 16 Jan. 1909). In his death notice, Madden was described as a "native of the district and highly esteemed" and "one of the most successful farmers in Illawarra". His wife, Annie Madden, sold the property in 1912 along with all the household furniture, dairy equipment, dairy herd and sundry items (*Illawarra Mercury*, 12 Nov. 1912). Mrs Madden moved to Sydney and died on 12 May 1937 (*The Catholic Press*, 20 May 1937). Her obituary stated that she and her late husband previously ran Cleveland farm and were "...well and favourably known on the South Coast, and closely connected with the leading families of old Illawarra".

D'Arcy Dunster purchased Cleveland in 1921 from RJ Wilson (*South Coast Times and Wollongong Argus*, 29 April, 1921). Dunster owned the property until 1974 when he sold it to the Dapto Pastoral Company. He was able to continue to reside on the property until his death in 1976 and the house has been empty since that time (Ali 1980). Registered development on the farm includes dwelling additions in 1960 and 1993.

The Dapto Pastoral Company also purchased the land on the southern side of Mullet Creek in 1974. These southern portions were originally part of 'Avondale', a property located within a parcel of land that was granted to Alfred Elyard in 1834. Avondale Homestead is located 800 metres south of Cleveland House and is also listed on the Wollongong LEP (Item No. 5916)

3.5 DESCRIPTION OF THE HOMESTEAD

Cleveland House was constructed in early Victorian Georgian style and is a brick house with corrugated metal, hipped roof. The brickwork is in Flemish bond and the bullnose verandah roof has a 2-way curve. There are 5 pairs of French doors on the front elevation. The house was described as possessing “architectural interest, charm and atmosphere” (McDonald 1976, p.77).

The house is associated with several outbuildings that were constructed as the property developed. The house is also surrounded by plantings within a curtilage delineated by a fence line and is situated 135 metres north of Mullet Creek. Cleveland House has been derelict for some time, with a newer dwelling (also known as ‘Cleveland’) built approximately 360 metres to the north-east on top of a low hill.

Cleveland House is located within a lot of DP194419, which forms part of a larger conglomeration of portions that the proponent plans to develop for housing. Figure 1.3 contains a plan of the proposed development. The location of Cleveland House is marked on that figure and, as the proposal stands, is contained within an area set aside for ‘public recreation’.

Aerial photographs display changes to the layout of the study area through the more recent past, with the earliest image dating from 1948. The curtilage of the study area may be defined as an irregular area following a fence line that runs north from the banks of Mullet Creek to a point slightly to the north-east of the house before taking a line west, then north and west again to enclose the dairy sheds and eventually returning to Mullet Creek. Figure 3.5 contains an excerpt from the 1961 aerial image of the study area.

In the most recent image, Cleveland House is not visible at all, being completely enveloped by trees and shrubbery. The spread of vegetation can be clearly seen via the series of aerial images, with the house becoming more obscured through time. The 1961 image clearly shows the outline of the house along with at least 2 detached out-buildings that are associated with it. A further 3 out-buildings are located approximately 75 metres to the north-west of the house and are most likely associated with dairying. The 1961 image also shows an enclosed yard to the south of house and this area may have contained a kitchen garden and orchard (as described in earlier reports). The slope between this garden and Mullet Creek appears to have been cleared and is a well-maintained area. The most recent image shows this area largely overgrown with vegetation. Lantana may be the most intrusive plant growing over the house and surrounding areas.

The range of aerial imagery does show some change through time in relation to the layout of the dairy sheds – relating to the series of 3 buildings enclosed within a fenced area. Such a comparison only extends from 1961 until 2018 but does show that alterations have taken place.

The northern building was built on an axis running roughly east/west and was a relatively narrow, rectangular structure with a gable roof (based on the 1961 image). The most recent image shows that this building was mostly likely replaced prior to the 1977 aerial image.

The central building was built on an axis running roughly north/south and again was a relatively narrow, rectangular structure with a gable roof (based on 1961 image). This building does not appear to have been altered significantly since that time however there are minor structural changes evident (Figure 3.5, Figure 3.6 & Figure 3.7).

The southern building was built on an axis running roughly north/south and again was a relatively narrow, rectangular structure with a gable roof (based on 1961 image) and was also replaced by 1993 (Figure 3.6). The more recent building appears to have been built in 2 parts with a rectangular, gabled shed clad with corrugated steel on an east/west axis being extended to the north by an adjoining lean-to structure, also clad with corrugated steel.

The comparison between the 1961 and 2018 images also shows alteration to the layout of the yards associated with the dairy, most evident immediately following the construction of these features after the time of the 1987 aerial but before the 1993 aerial photograph (Figure 3.6). The 1961 image shows a rectangular yard to the east of the central building with a smaller set of yards linking this building to the larger yard. This is likely to have been a holding yard for stock prior to milking. The central building may have been the milking shed. However, these yards had become derelict and were no longer visible by the time of the 1993 aerial (Figure 3.6). By 1993, a new configuration of fences had been constructed, including the construction of a yard area to the south of the larger shed, and a round yard, approximately 10 metres in diameter, approximately 8 metres

to the east of the shed. This appears to suggest that the buildings were used to stable horses during this period.

The RNE included a brief description of the garden and noted: "Mature plantings include Hoop Pines, Cypress, Bunya Pine, Poplars, Coral Trees, Norfolk Pine, Eucalypts and remnant garden hedges covering sections of post and wire, and timber picket fencing". This entry most likely dates from 1980 when it was placed on the Register. The SHI records that the "house is derelict and garden is overgrown", which is presumably dated to 2015 when the listing was last updated (SHI # 2700019).

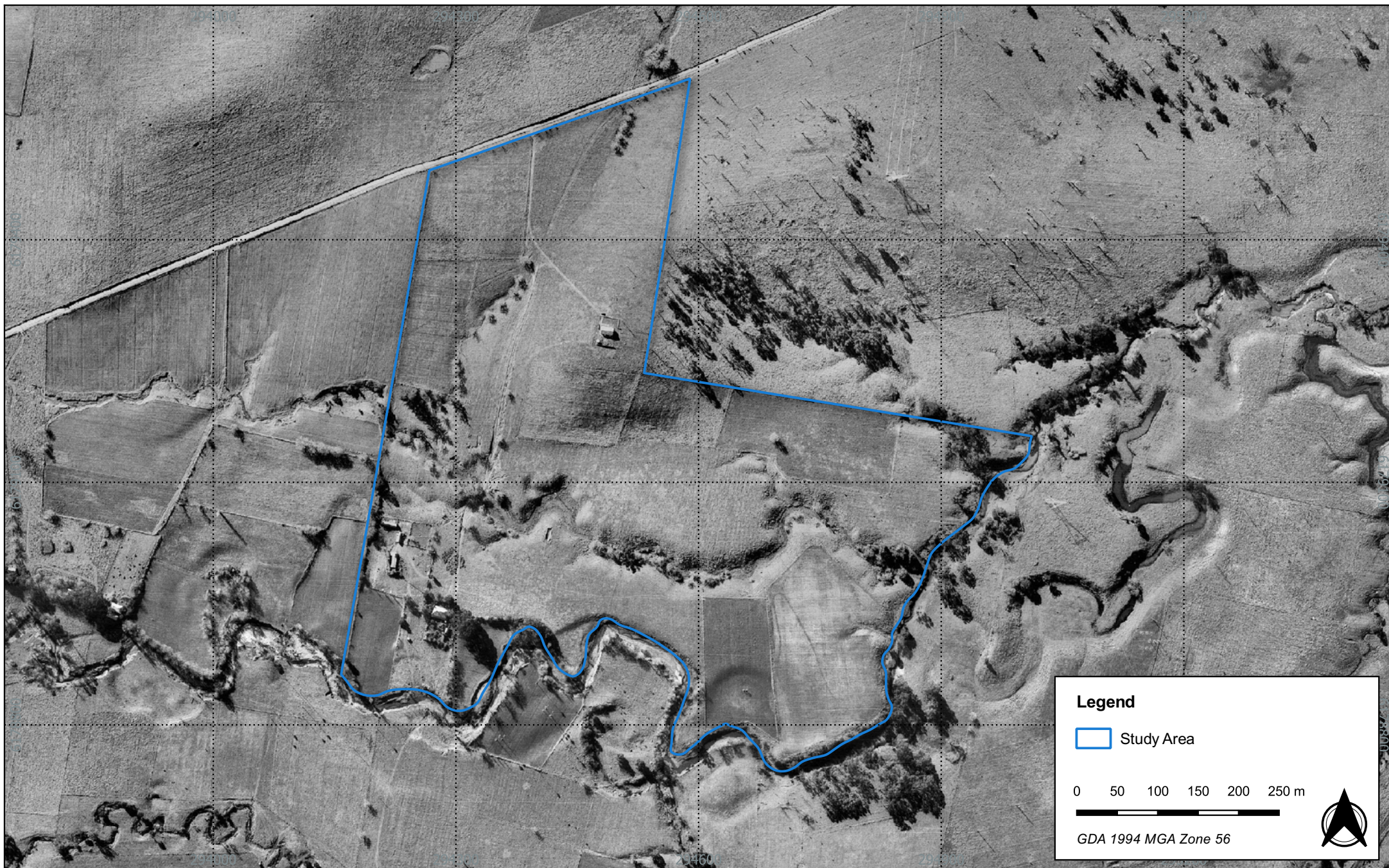


Figure 3.5 1961 Historic aerial imagery

21092 - Cleveland House, Cleveland

Source: Lands Imagery

Drawn by: WA Date: 2021-09-16



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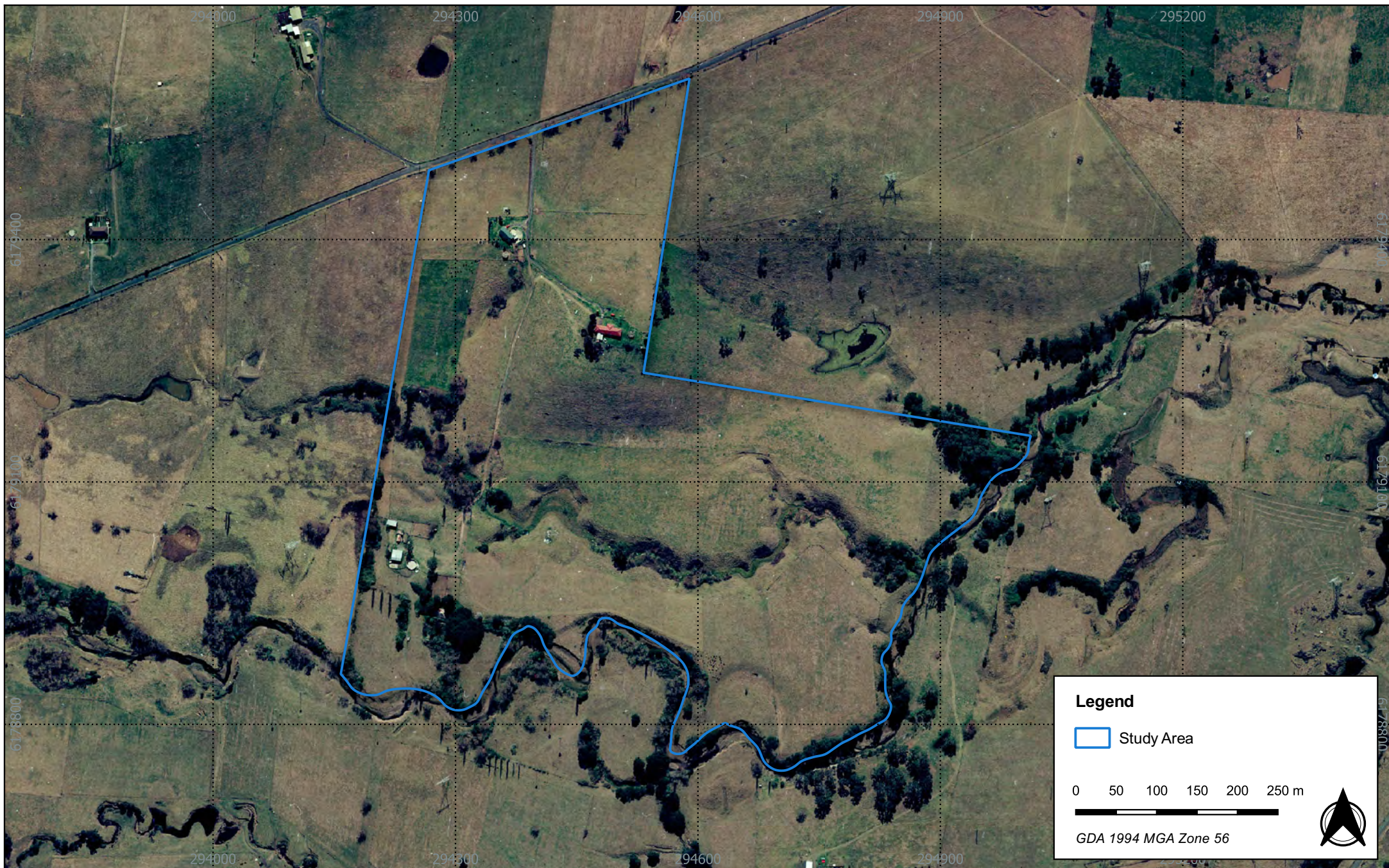


Figure 3.6 1993 Historic aerial imagery

21092 - Cleveland House, Cleveland

Source: BHP Air Imagery

Drawn by: WA Date: 2021-09-16



A U S T R A L
A R C H A E O L O G Y

4. SITE INSPECTION

An external inspection of the study area was undertaken on 27 August 2021 by Jasmine Weston (Archaeologist, Austral) and William Andrews (Archaeologist, Austral). The aims of the inspection were to identify heritage items associated with the study area. The inspection was also included establishing a curtilage that may better define areas that may contain items of heritage significance or archaeological potential. This included any known or previously identified heritage items. For the purposes of this assessment, a heritage item is a “place, building, work, relic, moveable object or precinct” (as per the definition in Part 1 (4) of the Heritage Act).

4.1 DESCRIPTIONS

4.1.1 MAIN HOUSE

Cleveland House is located 90 metres north of Mullet Creek and approximately 600 metres south from Cleveland Road.

The site inspection confirmed that Cleveland House is largely overgrown, particularly by an invasive species of vine (lantana) that has caused significant damage to both the building and grounds (Figure 4.1).



Figure 4.1 View of Cleveland House from the north-east (rear).

The overgrown nature of the surrounds did not allow a comprehensive inspection to be carried out and, as the building itself appears structurally unsound, a detailed internal inspection of the house was not undertaken. As such, a plan of the house was not produced at this time.

The house appears oriented to have the ‘front’ face the south, toward Mullet Creek. The ‘rear’ of the house would have been used for access from the north, or from Cleveland Road in more modern times. This location would afford views from French doors and windows across the verandah down the slope toward the creek, over what was a formalised garden. The house can be described as a 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 thick, rendered and finished with a plaster coat. External walls were rendered and painted. The render coat on several sections of walls has dislodged from the wall. Bricks laid in flat arches spanned over external door and window frames.



Figure 4.2 Cleveland House from south-east.

The hipped roof was framed with sawn timber. The roof battens are spaced in such a way to suggest that the roof was originally clad with timber or slate shingles and the corrugated metal roof installed later. The ceiling was lined with timber matchboards. It appears that much of the ceiling has been removed (or fallen down) and termite infestation is apparent in several areas. The floor frame used sawn timber overlaid with timber floor-boards, with several areas missing boards.

A verandah, with curved corrugated metal cladding, spanned the front of the house.

The deterioration of the building results from several factors including 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 elements of the building have been removed. Early descriptions indicate that doors, windows and joinery were made of Australian cedar – a material that has some value on the open market. All original doors appear to have been removed along with jambs and frames. Most windows have also been removed. One remaining window has a double hung frame. Timber mouldings including skirting, architraves and picture rails have been removed along with timber mantles above open fireplaces. It appears that the removal of these elements was done without care and, in several cases, resulted in considerable damage to the adjoining fabric. One section of external brick wall and at least 2 internal dividing walls have been removed. Not only have many of the bricks been taken away, but these walls gave structural support to the roof and, as a result, sections of the roof are in danger of collapse. Structural damage is obvious with cracks appearing in several walls.

The deterioration of the roof covering and guttering in some areas has allowed water damage to impact on elements including fascia boards.

The remains of 3 round, corrugated metal tanks are located on brick stands adjacent to the south-west corner of the house. The tanks are in poor condition and have collapsed.



Figure 4.3 Cleveland House - east elevation.



Figure 4.4 Detail of south-east corner of building.



Figure 4.5 Internal view within house.



Figure 4.6 Internal view within house.



Figure 4.7 Internal view within house.



Figure 4.8 Internal view showing roof frame detail.



Figure 4.9 Structure located south-east of house.



Figure 4.10 Structure located south of house.

A timber-framed shed with gable roof and clad with corrugated metal sheeting is located several metres to the south-east of the house. The floor is paved with concrete. This building is not intact and part of the eastern wall cladding is missing along with sections of timber weatherboards on the northern gable. This building appears to have been constructed in the 20th century and may have been used as a garage as there is an area clear of trees between the shed and a gate located in a fence line to the north of the house.

A small timber framed shed clad with corrugated metal sheeting is also located several metres from the previously mentioned shed. This shed was lined with beaded tongue and grooved timber boards and had a concrete floor. The floor has been at least partially removed.

A collapsed structure, possibly the remains of an outhouse, is lying between the 2 sheds. This building had a roof clad with corrugated metal sheeting and the walls were externally clad with asbestos sheeting. It once stood on a concrete base.

4.1.2 GARDEN

Cleveland House is surrounded by several mature trees including figs (likely Moreton Bay fig), bunya pine, eucalypts, at least one palm and coral trees. Several of these trees are of such a size that suggests they may have been planted shortly after the property was established in the 19th century (note the size of the Moreton Bay figs in Figure 4.11).

The only evidence of a formalised garden consisted of several ceramic garden border tiles that remain *in situ* in an area close to the south-west corner of the house. Much of the area that may have formed the formal and/or kitchen gardens are overgrown with lantana and could not be inspected closely.

Figure 4.11 to Figure 4.13 provide a view of the current condition of the garden. Figure 4.12 and Figure 4.13 are photographs taken from roughly the same position. Note the palm that is visible in both images. The aerial image in Figure 3.5 shows the basic layout of the garden to the south of Cleveland House.



Figure 4.11 View toward Cleveland House from east



Figure 4.12 Historic photograph of Cleveland House showing picket fence and palm
Source: Wollongong City Library P10859



Figure 4.13 Photograph taken from approximately same position as Figure 4.12.

4.1.3 DAIRY

The area that has been labelled the 'dairy' consists of 3 structures located approximately 75 metres to the north-west of the house.

The first structure, the northern-most, could not be inspected closely as it was overgrown with lantana. It is basic, timber framed structure clad with corrugated metal sheeting (Figure 4.14).



Figure 4.14 Dairy complex - northern structure from the east.

The central structure appears to be the oldest extant structure and consists of a narrow rectangular building with a gable roof clad with corrugated metal sheeting (Figure 4.15). The building is divided into at least 3 sections. It has a concrete floor with a base wall of concrete and timber frames continuing to the roof line. A part of the northern end has walls built of concrete blocks. The southern end wall had a concrete wall to a height of about 1 metre, topped with a timber frame and gable clad with timber weatherboards. A set of yards with post and rail fencing is located adjacent to and to the east of this building. The use of concrete and concrete blocks indicate that this section of the building was built early in the 19th century.

The southern structure is a timber framed shed clad with corrugated metal sheeting (Figure 4.16 and Figure 4.17). This building appears to have been built in at least 3 stages. The first stage consisted of a rectangular, gable ended shed; the second stage had the shed extended approximately 4.2 metres to the north with the addition of a 'lean-to' roof; finally this 'lean-to' roof was later extended another 1.8 metres.

The remains of a round set of yards is located to the south-west of the southern-most building. These yards consist of post and rail perimeter fence and line with a thick rubber matting. This feature is overgrown with lantana and difficult to define. These yards are visible in Figure 4.16.



Figure 4.15 Dairy complex - central structure, view from east.



Figure 4.16 Dairy complex - southern structure, view from east.



Figure 4.17 Dairy complex – internal view of southern structure.

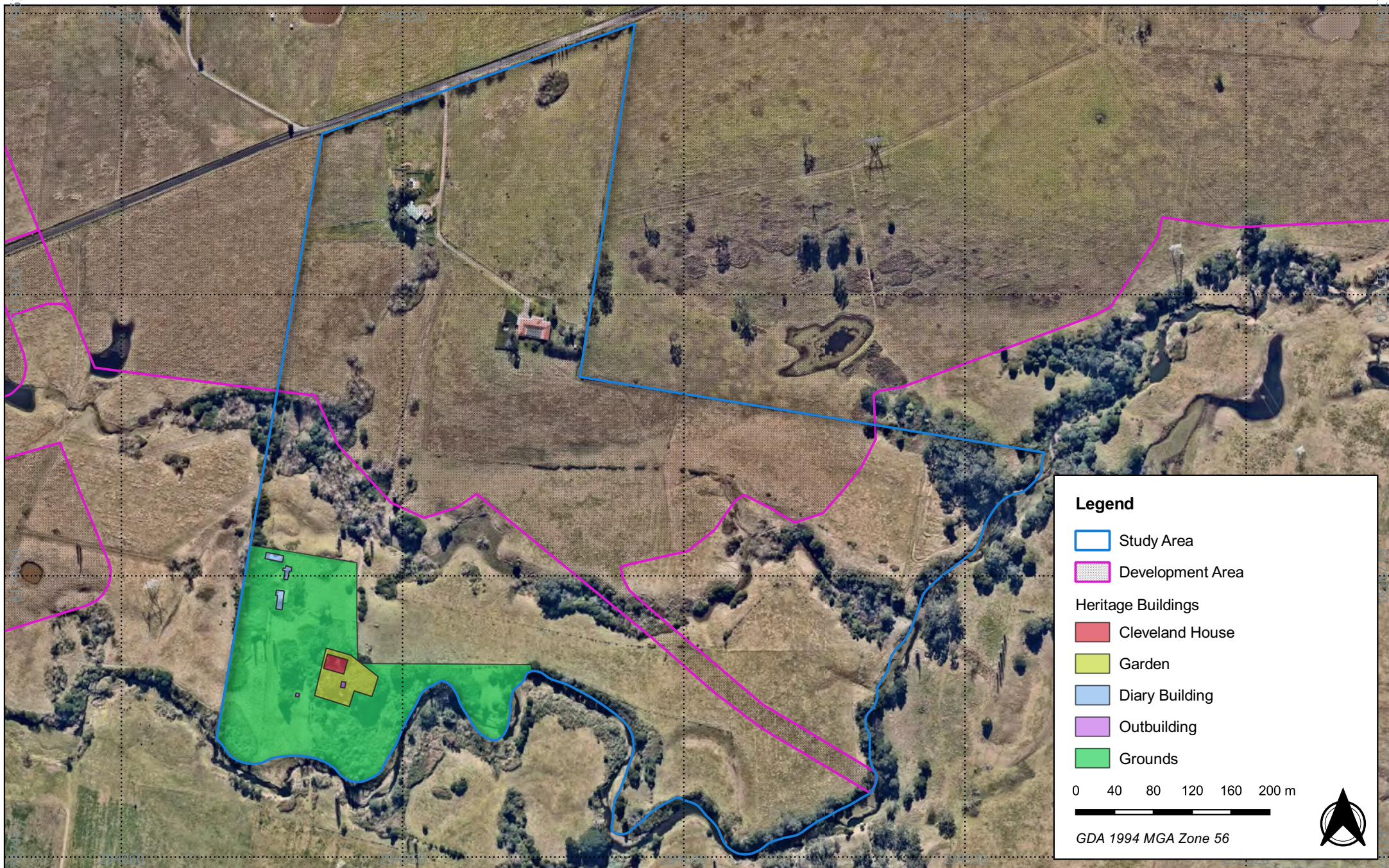


Figure 4.18 Summary of land-use / archaeological sensitivity

21092 - Cleveland House, Cleveland

Source: Nearmap

Drawn by: WA Date: 2021-09-17



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5. ARCHAEOLOGICAL ASSESSMENT

An assessment of archaeological potential usually considers the historic sequence of occupation in comparison to the structures that are currently extant, as well as the impact that the more recent constructions and works would have had on the earlier occupation phases and, as such, the likely intactness of the archaeological resource. This, in turn, is tied in with the extent to which a site may contribute knowledge not available from other sources to current themes in historical archaeology and related disciplines.

In regard to the assessment of the study area, the archaeological potential depends upon the anticipated likelihood for the survival of buried structural fabric and cultural deposits as well as an estimation of archaeological integrity. Structural fabric refers to what is generally regarded as building or civil engineering remnants. Cultural deposits refer to archaeological deposits, i.e. deposited sediments containing artefacts *etc.*

Having analysed the historical evidence in the previous chapters, the following section presents a summary of the potential for a physical archaeological resource to be present in the study area, that is, its archaeological sensitivity/potential.

5.1 PREDICTIVE STATEMENT

The following predictive statement draws on the areas of known archaeological sensitivity. As a general rule of archaeology, sites first redeveloped in either the late 19th or early 20th century can also retain evidence of occupation from earlier periods. It is also very common that such evidence can be recovered even when sites have been redeveloped or disturbed by modern developments.

CLEVELAND HOUSE & GARDEN

There is the potential for archaeological remains to be present associated with the operations of the farm from the first period of European settlement through to its more recent operation.

There is also a degree of potential that unmarked outbuildings associated with the early phases of farming, including the dairy, milking shed, stables and outhouses, as well as occupational deposits such as yard surfaces and rubbish pits, that may have extended into other parts of the study area. It is likely that outbuildings directly associated with the house, including privies, sheds and meat-safes, may also be evident in the archaeological record. It is therefore considered that there is moderate potential for archaeological remains to be located within in the study area.

It is likely that Cleveland House once had a formalised garden surrounding it. Mature trees delineate that area and while there is little evidence visible, it is likely that archaeological evidence as well as garden beds, fence lines and remains of hedge plants may reveal the layout of the garden. Garden borders may take the form of fixed elements such as tiles or paving. Some sections of a post and rail fence line remain in the vicinity of the house. Evidence of some of the original plant species may also remain living. The 1961 aerial photograph does reveal the outline of a garden and, as the Madden family opened their house to the broader community, it is likely that a formal garden was associated with the house.

DAIRY

Historical records indicate that Cleveland Farm operated as a dairy for much of its working life – from at least the 1870s for a period of around 100 years.

Aerial photographic images show that a building that was probably associated with dairy activities existed in 1961 but had been replaced by the 1970s with a shed that remains in place today (the southern-most of the 3 buildings). The footprint of the earlier building appears to extend beyond that of the newer structure and sub-surface archaeological material may reveal evidence of earlier phases of the farm's operation. Other buildings also appear to have been modified since 1961.

5.2 HISTORICAL THEMES

The relevant themes which may be applied solely to the heritage values associated with the study area are listed below in Table 5.1.

Table 5.1 Historical Themes

Australian Theme	NSW Theme	Local Themes
3. Developing local, regional and national economies	Agriculture	Activities relating to the cultivation and rearing of plant and animals for commercial purposes
4. Building settlements, towns and cities.	Land tenure	Activities and processes for identifying forms of ownership and occupancy of land.
4. Building settlements, towns and cities.	Accommodation	Activities associated with the provision of accommodation, and particular types of accommodation, specifically housing.
8. Developing cultural institutions and ways of life	Domestic life	Activities associated with creating, maintaining, living in and working around houses
9 Marking the phases of life	Persons	Activities of, and associations with, identifiable individuals, families and communal groups

5.3 RESEARCH POTENTIAL

Predictive statements about archaeological remains need to be qualified with an assessment of the archaeological research potential of the anticipated resource. An assessment of research potential provides an assessment of the resource's ability to yield information that cannot be derived from any other source. The presence of archaeological material within a site does not necessarily mean it can provide any additional information that increases our understanding of the past. Therefore, the research potential of the potential resource is an important determining factor in assessing its significance.

A site's research potential relates to the level of documentary evidence available relating to the key historical themes associated with it. Research potential can also be affected by the integrity of the archaeological resource. Where a site has been disturbed, the site's ability to provide material evidence as part of a stratigraphic sequence can be drastically affected; this in turn can make it difficult to relate the available evidence to specific activities that took place on the site. This reduces the sites ability to answer research questions.

A detailed inspection of areas that are likely to contain archaeological remains could not be undertaken during this exercise as a substantial portion of the study area is densely overgrown restricting access considerably.

An assessment of the study area's research potential is outlined below against the identified historical themes for the study area.

ACTIVITIES RELATING TO THE CULTIVATION AND REARING OF PLANT AND ANIMALS FOR COMMERCIAL PURPOSES

Cleveland Farm operated as a dairy since at least the 1870s. During that time technological advances were made to enable the industry to improve production and provide more hygienic products. This may be reflected in the archaeological record as such improvements which may be revealed through artefacts including tools, implements and hardware. The archaeological remains of buildings may be able to determine how the dairy functioned and what improvements occurred as the farm developed.

ACTIVITIES ASSOCIATED WITH CREATING, MAINTAINING, LIVING IN AND WORKING AROUND HOUSES

Cleveland House was the residence for the owners of Cleveland Farm and constructed c. 1841. The study area is located within the curtilage of the heritage item 'House, Cleveland' (Item No. 5950) which is listed in the Wollongong LEP. The house was constructed adjacent to Mullet Creek and became an important dairy farm in Cleveland. Archaeological remains associated with Cleveland House have research potential as they may provide evidence of the lifeways of local families involved in the dairy industry and associated with the development of Cleveland and Dapto.

ACTIVITIES OF, AND ASSOCIATIONS WITH, IDENTIFIABLE INDIVIDUALS, FAMILIES AND COMMUNAL GROUPS

The extant Cleveland House is considered an important early residence and farm within the locality of Cleveland. While Maurice Madden and family were resident at Cleveland House (1888-1909), the property developed economically as a dairy and the family's standing within the community resulted in the property being utilised for substantial social gatherings. Such social gatherings may be evident in archaeological remains, particularly in rubbish pits.

Overall, areas within the curtilage associated with Cleveland House have moderate research potential and may provide evidence of activities related to the dairy industry as well as the lives of those living and working on Cleveland Farm.

5.4 SUMMARY

The study area is located within the curtilage of the heritage item 'House, Cleveland' (Item No. 5950). Historical research has indicated that the original Cleveland Farm was located within a 600 acre land grant dating from 1833 (Portion 59, Parish of Kembla). The property was later sub-divided on at least 2 occasions –first when it was reduced to 300 acres and then when it was reduced again to a portion of 145 acres. Cleveland House is located within this portion. The property was operated as a successful dairy farm from the mid-1800s well into the 20th century.

It is considered that there is moderate potential for archaeological remains associated with those residing at Cleveland House along with the industrial activities of the dairy and other farm activities. to be located within the study area.

Areas of archaeological potential within the study area are identified in Figure 5.1.

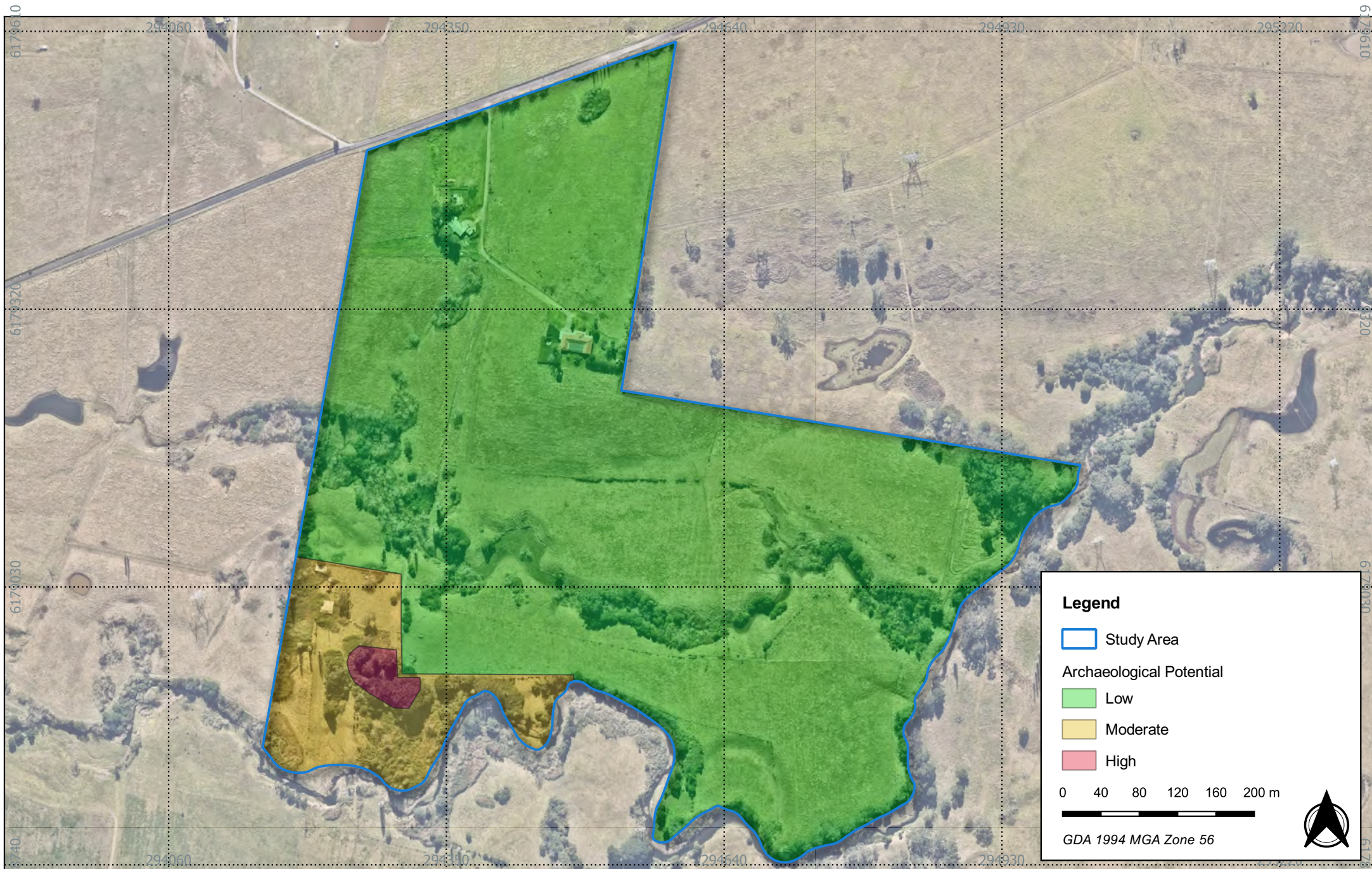


Figure 5.1 Archaeological potential within the study area

21092 - Cleveland House, Cleveland

Source: Nearmap

Drawn by: WA Date: 2021-09-17



A U S T R A L
A R C H A E O L O G Y

6. ASSESSMENT OF SIGNIFICANCE

An assessment of cultural significance seeks to establish the importance that a place has to the community. The concept of cultural significance is intrinsically tied to the fabric of the place, its history, setting and its relationship to other items in its surrounds and the response it evokes from the community.

6.1 BASIS FOR ASSESSMENT

The Burra Charter of Australia ICOMOS was formulated in 1979 (revised 1999 and 2013) [Australia ICOMOS 2013], based largely on the Venice Charter (for International Heritage) of 1966. The Burra Charter is the standard adopted by most heritage practitioners in Australia. The Charter divides significance into four categories for the purpose of assessment. They are: Aesthetic, Historical, Scientific/Technical, and Social significance.

The Heritage Council of NSW has established a set of seven criteria to be used in assessing cultural heritage significance in NSW, and specific guidelines have been produced to assist archaeologists in assessing significance for subsurface deposits (Heritage Council of New South Wales 2009; NSW Heritage Office 2001). The Heritage Council's criteria incorporate those of the Burra Charter, but are expanded to include rarity, representative value, and associative value.

In order to determine the significance of a historical site, the Heritage Council have determined that the following seven criteria are to be considered (NSW Heritage Office 2001):

- **Criterion (a):** an item is important in the course, or pattern, of NSW's cultural or natural history (or the local area);
- **Criterion (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 (or the local area);
- **Criterion (c):** an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);
- **Criterion (d):** an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (or the local area);
- **Criterion (e):** an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the local area);
- **Criterion (f):** an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the local area); and
- **Criterion (g):** an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural environments (or the local area).

These criteria were designed for use on known or built heritage items, where above ground heritage is both tangible and easily identified. Due to the nature of archaeology being that it is invisible until disturbed, the presence and attributes of archaeological material must be assumed based on the recorded levels of disturbance, known site history and the creation of predictive statements. Ultimately, the actual presence of archaeological material can only ever be framed in terms of the potential for it to be present. The following assessment therefore deals with the built and archaeological potential within the study area in a consolidated manner.

6.2 LEVELS OF SIGNIFICANCE

The Heritage Act allows for the protection of heritage items of State or local significance. The levels of significance can be defined as:

- Items of State significance are of special interest in a State context. They form an irreplaceable part of the environmental heritage of NSW and must have some connection of association to the State.
- Items of local significance are of special interest to the LGA. They important to the local community and often form an important part of the local identity. Collectively, such items reflect the cultural or natural history of the given area.

6.3 SIGNIFICANCE ASSESSMENT

The assessment has not identified any additional information that alters the significance of items in the vicinity and as a result the heritage values of these items do not require reassessment. The existing statements of significance for those items are summarised in Section 6.4. Table 6.1 presents an assessment of the study area against the seven heritage criteria.

Table 6.1 Assessment of significance

Criteria	Assessment	Level of Significance
A	The study area consists of the curtilage of Cleveland House - a heritage item (Item No. 5950) listed in the Wollongong LEP. The homestead is located adjacent to Mullet Creek within the original parcel of land (600 acres) that was granted to George William Paul in 1833. Paul never took up residence at the property and the land was tenanted and sub-divided over the following decade. Maurice Fitzgerald bought 300 acres in 1841 and sold 145 acres (including a house) in that year. After a series of leaseholds and transfers of title, the property was operating as a successful dairy from the 1870s. Maurice Madden purchased Cleveland in 1888 and over the following 20 years improved the farm and continued to operate the dairy. In 1900, Madden became one of the founding shareholders and directors of the Dairy Farmers Co-operative Milk Co. Ltd., a company that supplied milk to the local area as well as the Sydney market.	Local
B	Maurice Madden, who purchased Cleveland in 1888, was one of the early settlers in the Illawarra region. The family were "...favourably known on the South Coast and closely connected with the leading families of old Illawarra". The Madden family were well regarded in the local area and Cleveland House was often used for community gatherings including picnics, 'socials' and used for fund raising for charitable causes. In the 1880s, the farm was owned and operated by one of the founding members of the Dairy Farmers Co-operative Milk Company Limited.	Local
C	Cleveland farm was once described as a 'picture' with a 'neat stone house, surrounded by a white fence, white gates, sheds, bails, [and] outbuildings'. In 1980, Cleveland House was described as 'a fine example of Australian Colonial architecture'. This is no longer the case as the extant house has been badly damaged and is in very poor condition and surrounded by overgrown garden. The outbuildings show alterations through time to meet changing demands. Sheds were altered and/or rebuilt as required. .	-
D	Within the heritage community, Cleveland House is recognised as holding local significance for its historical value. Within the local community of Dapto, the site has been recognised for its history as a social establishment located in the centre of the town.	Local
E	In regards to the archaeological potential, the historical research has indicated that portions of the study area contains a moderate potential to contain archaeological deposits. There is moderate potential for archaeological remains of the original outbuildings to be present within the study area. These archaeological remains would have the potential to answer research questions relating to the establishment and expansion of the farm during the early 19 th century, including evidence of yard surfaces and rubbish pits, as well as outbuildings such as stables.	Local
F	Cleveland House was once a fine example of early Colonial architecture. While its condition has deteriorated, it is representative of the home of early Colonial settlers. The garden was once well tended and formed part of the residential complex.	Local

Criteria	Assessment	Level of Significance
G	Cleveland House was a locally significant property that demonstrates how a well-managed dairy farm and home operated during the late 19 th and early 20 th century. The surrounding garden contains plantings (particularly trees) that date from periods of early occupation and provide an insight into early landscape planning.	Local

6.4 EVALUATION OF ELEMENTS THAT COMPRISE THE STUDY AREA

A five-tier system has been adopted to clarify the significance of elements within the site and is based upon the grading listed in Heritage NSW guidelines (NSW Heritage Office 2001). In this situation, an element is a specific component that contributes to the overall heritage significance of an item. The five-tier system is summarised in Table 6.2.

Table 6.2 Grading of significance

Grading	Justification	Status
Exceptional	Rare or outstanding element directly contributing to an item's local or State listing.	Fulfills criteria for local and State significance.
High	High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.	Fulfills criteria for local or State listing.
Moderate	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.	Fulfills criteria for local or State listing.
Little	Alterations detract from significance. Difficult to interpret.	Does not fulfill criteria for local or State listing.
Intrusive	Damaging to the item's heritage significance.	Does not fulfill criteria for local or State listing.

This 5-tier system has been used to evaluate the elements which comprise the study area, a significance grading for each element of the study area is presented in Table 6.3.

Table 6.3 Assessment of elements that comprise the study area.

Element	NSW Heritage Criteria							Significance Grading
	A	B	C	D	E	F	G	
Cleveland House	X	X	-	X	X	X	X	High
Outbuildings	X	-	-	X	X	-	X	Moderate
Garden	X	X	-	-	X	-	X	High

6.5 STATEMENT OF SIGNIFICANCE

The statement of significance, as recorded on the SHI (27/8/2021), is as follows:

The homestead Cleveland has significant historical value as one of the oldest surviving rural homesteads in the West Dapto area, a fine (representative in NSW and locally rare) example of Australian Colonial period architecture and representative of the NSW historical theme of settlement. Extensive deterioration and loss of significant original fabric have, to a degree, limited its ability to interpret its history to the general public (Heritage NSW SHI, updated 14/4/2015).

The latest assessment of significance has identified a change in heritage values that requires the revision of the existing statement of significance for Cleveland House. A revised statement of significance has been formulated below:

Cleveland House has significance for the local area for its historical, social, and research values, and for reasons of representativeness. It has significant historical value 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 and owned by a person with 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.

Cleveland Homestead remains significant at a local level.

7. CONSERVATION STRATEGY

The following strategies have been formulated to respond to the significance of the study area and to ensure its ongoing conservation as part of its future management.

7.1 APPROACH

The management of heritage properties needs to incorporate conservation strategies as part of the ongoing maintenance and use of the item. The strategies should embrace the principles of the Burra Charter, which is to do as much as necessary and as little as possible. The approach to the development of the conservation strategies has been to retain and conserve the site elements of exceptional and high significance and develop policies to inform and guide management of the study area.

The Wollongong DCP recognises the value of heritage items within its precincts and this includes Cleveland House as it is listed as a place of local significance in the LEP. Principle 3 within Chapter D16 of the DCP states:

Developments should strive to feature historic sites and places of significance within development areas to provide a unique sense of identity and character for developing neighbourhoods. The adaptation and re-use of historic buildings in an appropriate manner that provides for their conservation and integration into new developments is encouraged.

Further to this Chapter E11, Section 16, states that:

The demolition or relocation of a heritage building is contrary to the intent of heritage listing and hence, will only be considered as a last resort option in circumstances where the building is considered to no longer be of significance or not capable of repair.

This CMS has taken these principles into consideration when detailing strategies applicable to the conservation of Cleveland House.

7.2 CONSERVATION STRATEGIES

The following section outlines the conservation strategies that should be employed in the management of the study area. The various strategies are outlined below.

7.2.1 GENERAL CONSERVATION STRATEGIES

The following strategies have been formulated to assist with the overall approach to the conservation of Cleveland House.

STRATEGY 1 – ADOPTION OF THIS CMS

This CMS should be adopted as the principal document for guiding appropriate change to the Cleveland House. This CMS sets out a strategy for managing the place to preserve its cultural significance whilst guaranteeing high operational standards.

STRATEGY 2 – CONSERVATION PROCESS

As previously stated, the Burra Charter and the conservation processes that it outlines should be used to guide the management of Cleveland House and its heritage significance. Conservation is the process of safeguarding a place in order to retain its cultural significance. Conservation includes maintenance, preservation, reconstruction and restoration and should be applied to all areas of high or exceptional heritage significance.

STRATEGY 3 – SPECIALIST ADVICE

When planning, designing or implementing changes or maintenance to Cleveland House, ensure that suitably experienced specialist advice is sought early in the process. This may include using archaeologists, architects, horticulturists, heritage specialists, engineers, material conservators, tradespeople and building code compliance advisors. Obtaining the necessary advice early in the process is important in ensuring that advice on potential impacts is considered and that the required works are developed in an appropriate fashion.

STRATEGY 4 – HERITAGE INDUCTION

When undertaking works to the item, all contractors involved in the works should be made aware of the heritage significance of the site to ensure that they demonstrate care for the fabric of the item.

STRATEGY 5 – REVIEW PROPOSED ACTIONS AGAINST THIS CMS

Where any works that may alter the heritage significance of Cleveland House are proposed, they should be reviewed against the strategies within this CMS. Where the alterations are considered to have the potential to reduce or otherwise affect the heritage significance of the item, an appropriately experienced and qualified heritage specialist must be engaged to review the scope of works and recommend appropriate measures. This review should occur early in the project timeframe, ideally at the concept or design phase, and should continue through to the approval phase; this may include the preparation of a SoHI to meet statutory requirements.

STRATEGY 6 – REVIEW OF THIS CMS

The CMS should be reviewed every 10 years, or when new materials or processes are identified that may supplant the strategies outlined within this document. In addition, this CMS would need to be revised in the event that the use of the site changes. The review of the CMS will ensure that new information, processes or a change to the use of the item are properly assessed and that the Cleveland House continued to be maintained in an appropriate manner.

STRATEGY 7 – MANAGEMENT OF ARCHAEOLOGICAL POTENTIAL

The study area has been identified as having the potential to contain archaeological remains.

Archaeological remains on sites not listed on the SHR are addressed under Section 139 of the Heritage Act, which states that “a person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless the disturbance or excavation is carried out in accordance with an excavation permit”.

Relics are defined by the Heritage Act to be:

any deposit, artefact, object or material evidence that:

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

An excavation permit is also required if a relic has been discovered in the course of excavation without a permit (Section 139(2) of the Heritage Act). Section 139 of the Heritage Act applies to all relics which are not listed on the SHR or protected by an Interim Heritage Order (IHO). Relics protected by an SHR listing or an IHO are subject to approval required by Section 57(1) of the Heritage Act and require a Section 60 Application.

If an excavation permit is required by Section 139 of the Heritage Act, an application is made under Section 140 of the Act. To obtain an excavation permit, the Section 140 application must include an archaeological assessment and Research Design. The archaeological assessment establishes the archaeological sensitivity of the site, its significance and the likely impact of the proposed development. The Research Design outlines the method proposed to mitigate the impact of the development (such as monitoring, test excavation, sampling, or open area excavation). The Research Design also provides research questions which the archaeological resource has the potential to answer. An archaeological assessment and Research Design need to be prepared in accordance with the Heritage Council’s relevant guidelines, including Historical Archaeological Sites and the Historical Archaeology Code of Practice.

The Heritage Act also contains provisions for the unintentional disturbance of archaeological relics. Under Section 146 of the Act, the Heritage Council must be immediately notified in the event of relics being unintentionally located or disturbed. Works may be required to cease, pending consultation and further research.

7.2.2 MANAGING CHANGE

The following strategies relate to the management of change and use associated with the Dapto Hotel.

STRATEGY 8 – USE

Cleveland House has been used as a residence for over 170 years and the building typology is consistent with this use. The house has been vacant since 1977 and has deteriorated since that time, mainly due to damage caused through vandalism, pilfering and removal of structural components.

Retaining the original fabric of a heritage place is preferable and sympathetic restoration is unlikely to compromise the heritage significance of the place where continued use may support its significance. The following uses for the study area should be considered:

- The curtilage established during the development of this strategy should be demarcated with appropriate interpretive signage to outline its history.
- The garden area within the curtilage should be restored and the area used as community space.
- Cleveland House was constructed as a residence for the occupants of the farm, but it would seem impracticable for it to continue to function as a 'home'. Following restoration, alternate uses could include:
 - Community space for use as a public venue (weddings, etc)
 - Local historical museum
 - Adaptive re-use which may include space for commercial use as a café, restaurant and/or retail outlet.
- Appropriate interpretive signage should be incorporated into any final design.
- The curtilage is located within the proposed development that should still be sufficient to enhance Cleveland House's overall appearance and setting within the landscape.
- Certain, appropriate changes in use may benefit the development with both economic and aesthetic gain while maintaining the heritage value of the item.

Changes of use should be guided by the principles in the CMS and the areas outlined as part of Strategy 9.

STRATEGY 9 - MANAGE ACCORDING TO SIGNIFICANCE

The individual assessments of significance should guide the implementation of the CMS. In particular, significant fabric, elements and visual relationships must be retained in accordance with the Burra Charter's conservation principles and procedures. Management of Cleveland House should be based on a respect for the heritage significance of the item. The management of the item must involve only as much restoration and maintenance as is necessary to retain its heritage significance. This approach will ensure that evidence provided by the fabric will continue to be understandable.

The following guidance should be applied to the care of fabric and its corresponding graded significance:

- **Exceptional / High** – Elements should not be obstructed by new works, structures or services and must be distinct from the original fabric. Where elements of high significance need to be replaced for maintenance reasons, this should be undertaken with sympathetic materials.
- **Moderate** – Minor changes are acceptable where this does not adversely alter the values or fabric of high significance.
- **Little** – Changes are acceptable where they do not adversely affect the values and fabric of exceptional, high or moderate significance.
- **Intrusive** – Elements identified are intrusive and should be removed, where applicable.

STRATEGY 10 – MINIMISING HERITAGE IMPACT

Change (including the alteration or demolition) of exterior elements or interior spaces should be limited to areas of lesser heritage significance and should be guided by the graded level of significance within this CMS. Changes should explore alternative uses that minimise adverse impacts on and that retain the heritage significance of the item.

STRATEGY 11 – DETERMINE HERITAGE CURTILAGE

The curtilage may be defined as the land immediately surrounding a house, including any closely associated buildings and structures, but excluding any associated open farmland. Other factors including the installation of services and access may also be used to define the curtilage in this instance. In this instance, the curtilage of Cleveland House must be determined so it may be incorporated into the overall development plan. The curtilage must include the associated out-buildings and garden. The curtilage may be determined by existing markers such as fence- lines or posts and planting that may historically define this area.

STRATEGY 12 - REMOVAL OF INTRUSIVE VEGETATION

Cleveland House is currently overgrown with lantana which is, in turn, causing damage to the fabric of the house. In the first instance, the vegetation that is impacting on the building should be removed. Other vegetation growing within 3 metres of the house should be removed unless it is determined that such vegetation forms part of an early garden or planting.

STRATEGY 13 – PREPARATION OF A DETAILED CONDITION REPORT

Following inspection by an engineer and builder, a condition report must be prepared covering all aspects of the house and out-buildings including both structural, safety, functional and aesthetic aspects of the buildings. A condition report is required prior to the development of plans and specifications that relate directly to the process of restoration.

STRATEGY 14 - RESTORATION OF CLEVELAND HOUSE

Following a detailed planning phase, Cleveland House should be restored and/or renovated for adaptive re-use. There are several options available to the developer and the prompt selection of a preferred option is required to allow planning to proceed.

STRATEGY 15 – REMOVAL/ALTERATION OF OUT-BUILDINGS

The outbuildings themselves are of little significance as they have been modified in the more recent past and are not representative of specific functions in the operation of the farm. Their significance could be recognised via the installation of interpretive panels and if they are replaced (in the same location) with structures that are more practical for use by the general public (such as shelters with tables and seating).

STRATEGY 16 – RESTORATION OF GARDEN

The mature trees are significant heritage items and closely associated with the development of Cleveland House. However, for them to be able to remain they must be assessed by a suitably qualified arborist in order to determine the state of their health and stability so that they do not become a safety risk in a public space. Such assessments must be on-going and regular. The restoration of the formal garden should be considered as it would provide a focal point for rest and recreation for the local community.

STRATEGY 17 – IMPLEMENTATION OF A CONSERVATION SCHEDULE

A conservation and maintenance schedule has been formulated for the item and includes the implementation of strategies 13 to 15 and regular inspection and maintenance activities for the item to ensure that it is appropriately maintained. This strategy would need to be updated in the event that any conservation works were completed for the property.

STRATEGY 18 – PUBLIC SAFETY AND BUILDING CODES

The Building Code of Australia (BCA) sets out legislative requirements in terms of structural, fire resistance and safety equipment, entry and egress, ventilation and other health and amenity factors. Compliance with building requirements should be achieved through adhering to their objectives and performance criteria rather than the “deemed-to-satisfy” provisions of the BCA. Heritage items frequently are not compatible with the requirements of the BCA due to the original construction method, materials or their configuration. The BCA permits alternatives to the “deemed-to-satisfy” requirements provided these can be demonstrated to achieve the same objectives and performance requirements. These options should be explored carefully prior to works commencing to ensure that the heritage significance of the item is not compromised.

STRATEGY 19 - INTERPRETATION AND ACCESS TO INFORMATION

Where new additions or development is proposed, opportunities to implement an Interpretation Strategy should be explored. Where an Interpretation Strategy can be implemented, this should explore the communication of historical themes associated with the item. The Interpretation Strategy should be guided by the following documents:

- *Heritage Information Series: Interpreting Heritage Places and Items Guidelines* (NSW Heritage Office 2005).
- *Practice Note: Interpretation* (Australia ICOMOS 2013b).

These documents outlined relevant processes and steps that should be employed in the formulation of an Interpretation Strategy.

STRATEGY 20 – ARCHIVAL RECORDING

While Cleveland House is in poor condition, prior to any restorative works commencing, a record of the physical condition should be prepared. This record must include an inventory of components, measured drawings and photographs and any other media required along with an outline of the alterations taking place as they relate to the elements being recorded.

Archival recordings should be undertaken in accordance with the following guidelines:

- *How to prepare archival recordings of heritage items* (Heritage Office 1998)
- *Photographic recording of heritage items using film or digital capture* (Heritage Office 2006)

STRATEGY 21 – PROPOSED DEVELOPMENT

The broader project area is proposed to be a residential and mixed use development.

The following measures should be implemented should this development proceed:

- The ownership of the Cleveland House into the future must be determined. The implementation of this CMS will be the responsibility of the owners of the property once the development has commenced.
- A Heritage Interpretation Strategy should be prepared that informs the proposed interpretive media to be installed in the communal open spaces associated with the item. This should be prepared in accordance with Strategy 19.
- A photographic archival recording be prepared that documents the items setting before any construction or restoration commences. This photographic archival recording should be prepared in accordance with Strategy 20.
- An archaeological research design and mitigation strategy should be prepared to accompany an approval or exception under Section 139 or 140 of the NSW Heritage Act 1977 (Heritage Act).

7.2.3 STATEMENT OF CONSERVATION STRATEGY

The strategies within the section document recommended approaches for managing the ongoing use and changes to Cleveland House. The implications of each strategy for the site elements that comprise the study area are outlined in Table 7.1.

Table 7.1 Summary of conservation strategies by site element

Element	Significance	Conservation Strategies																					Alteration of fabric	Demolition or removal
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21		
Cleveland House	High	X	X	X	X	X	X		X	X	X	X	X	X	X			X	X	X	X	X	Acceptable with SoHI	Unacceptable
Outbuildings	Moderate	X	X	X	X	X	X		X	X	X	X	X	X		X		X	X	X	X	X	Acceptable with SoHI	Acceptable
Garden	High	X	X	X	X	X	X		X	X	X	X	X	X			X	X	X	X	X	X	Acceptable	Unacceptable
Archaeological remains	Moderate	X	X	X	X	X	X	X		X	X	X						X	X	X		X	Acceptable but only with approval.	Acceptable but only with approval.

Note: Applicable strategies are marked with an X.

8. RECOMMENDATIONS

The following recommendations have been guided by the principles of the Burra Charter and correspond to the significance of the study area (Australia ICOMOS 2013a):

1. **Adoption of this CMS.** The CMS should be adopted as the document guiding appropriate change to the significance of the site (see Strategy 1).
2. **Review of the CMS.** The CMS should be reviewed at least once every 10 years, or when new material which has the potential to supplant a present policy is discovered (see Strategy 2).
3. **Managing change.** Changes to the study area that have the potential to impact on the heritage significance of the item must be managed according to strategies 3 – 19. Any change to the item must be led by a SoHI that uses this CMS as a guiding document. A SoHI should only be as detailed as required by the proposed work and should adhere to the conservation strategies outlined in this document.

9. REFERENCES

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APPENDIX A – CONSERVATION SCHEDULE

The following schedule of conservation works has been formulated to inform Strategies 13, 14 and 15.

Task	Methodology	Responsibility
Determine preferred option for building use.	Consider options for adaptive re-use.	Developer / heritage consultant / architect / council
Restoration / Reconstruction of Cleveland House	Produced condition report. Develop plans Implement program of repair and restoration.	Architect / engineer / heritage consultant / builder
Stabilisation / restoration of outbuildings	Produced condition report. Develop plans Implement program of repair and restoration.	Architect / engineer / heritage consultant / builder
Restoration / replanting of garden within curtilage	Determine, where possible, original garden layout including paths and borders. Assess extant plants and prepare garden inventory including list of species and their condition. Remove invasive species. Prepare garden management plan.	Specialist horticulturist / arborist / heritage consultant
Interpretive signage	Develop interpretation plan. Design signage and interpretive panels. Install signage.	Heritage consultant / sign writer.