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URBIS

HERITAGE MANAGEMENT PLAN

Fort Wallace, Fullerton Street,
Stockton

Working DRAFT

Prepared for
DEFENCE HOUSING AUSTRALIA
12 October 2021

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Aboriginal and Torres Strait Islander people make in
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DRAFT

EXECUTIVE SUMMARY

This Heritage Management Plan for Fort Wallace in Stockton NSW has been prepared by Urbis on behalf of Defence Housing Australia (DHA). Fort Wallace represents a major part of the integrated defence system for the Newcastle Fortress Area and uniquely demonstrates three distinct and consecutive phases in the development of coastal defence tactics and military technology.

As the site is a Commonwealth Heritage listed place, DHA has obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwth) (EPBC Act) to conserve this site. The obligations require that a series of documents be prepared which provide for the appropriate treatment of the site from a strategic agency level to a detailed level. This HMP is a detailed document which includes policies for the management of each building on site. This document considers and expands on the strategies outlined in the Heritage Management Strategy (HMS) which was prepared by GML in 2008 and provided broad strategies for the conservation of the site in advance of a potential future use. This more detailed management document is an update of the HMS and supersedes that document. The DHA Heritage Strategy is an overarching document which governs all DHA managed and owned sites at a strategic agency level.

This HMP sets out the significant values associated with the site and the elements on the site which contribute to this significance. The policies and inventory sheets provide practical guidance on the conservation, maintenance, management, and interpretation of the significant elements. This document establishes an understanding of the site through a detailed fabric analysis/record and historic analysis. It outlines obligations on owners, managers and operators arising from the significance of the place and the statutory context. The conservation policies in this document finally outline how the site should be managed and address the requirements for management set in Schedule 7A of the EPBC Regulation 2000.

The site not only has a long history of association with the Australian Defence Force, but it has undergone several years of investigations for its potential adaptive reuse as a residential site. Therefore, a range of stakeholders are involved with both the preparation of this document and the potential future use of the site (as a residential development).

This document ascribes responsibilities for conservation, interpretation and management, and details timeframes for priorities for actions. The policies in this document consider not only the conservation of the identified significant elements on the site but also the appropriate strategies for implementing and managing a possible new residential development in the future so that the values of the former are conserved and are appreciable.

This document is to be adopted by DHA and subsequent owners. The document is to be utilised by the master planning project team lead by DHA project managers. It is also to be utilised in perpetuity by the DHA heritage manager and provided to all future consultants, designers and tradespeople to ensure that the values of the site are understood and conserved.

Key principles arising out of the Fort Wallace Heritage Management Plan include:

- Treat this as a key reference document when planning for any change which could affect elements of significance.
- Ensure consultation with the groups identified herein.
- Monitor the implementation of this document.
- Review this plan after 5 years.

1. INTRODUCTION

1.1. BACKGROUND

Fort Wallace is a Commonwealth Heritage listed place. Therefore, Defence Housing Australia (DHA) has obligations under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (EPBC Act) to prepare a Heritage Management Plan to appropriately conserve and manage the Commonwealth Heritage values of Fort Wallace. Urbis was appointed in January 2021 by Defence Housing Australia to prepare this HMP for Fort Wallace. A compliance table demonstrating how this document meets the requirements of the EPBC Act is included at Section 10 of this document.

Fort Wallace and Stockton Rifle Range (located to the north – not addressed in this report) were transferred to DHA ownership in 2015 as the sites were no longer required for defence purposes. There is no defence presence at Fort Wallace which is non-operational. The site has undergone several years of investigations for its potential adaptive reuse as a residential site. This document considers the implementation and ongoing function of such an adaptive reuse.

1.2. SITE LOCATION

The site is located at 338 Fullerton Street, Stockton (Figure 1) borders Stockton Beach to the east. The boundaries of the site comprise the entire area of land owned by DHA and is the Commonwealth listed curtilage of the heritage item. A detailed description of the location of the site, its setting and its component elements is included at Section 2.



Figure 1 – Aerial image showing the approximate extents of the subject site (red boundary).

Source: sixmaps

1.3. MANAGEMENT FRAMEWORK

DHA is part of the Defence portfolio of the Australian Government. The Minister for Defence (or delegate) is responsible for DHA, and with the Minister for Finance functions as a Shareholder Minister. DHA is a statutory authority (as of 1 January 1988) and is governed by the *Defence Housing Australia Act 1987* (Cwlth) (DHA Act). The DHA Act establishes the functions, responsibilities, and powers of DHA. The Board of Directors is responsible for organisational direction and strategy. The DHA Heritage Strategy (2018 – 2021) establishes the positions within DHA which are responsible for heritage matters.

DHA has obligations under the EPBC Act to take no action that has, will have or is likely to have a significant impact on the environment.

1.4. HERITAGE LISTINGS

The subject site is listed on the Commonwealth Heritage List (CHL) for its historic values, as Fort Wallace (Place ID 105335).

The subject site is also listed on the Newcastle Local Environmental Plan 2012, with several listings pertaining to the site.

The subject site is also listed on the non-statutory Register of the National Estate (Place ID 18957).

Table 1 – Summary of heritage listings

Place	List	Class	Status	Significance	Place Number/Item no.
Fort Wallace	CHL	Historic	Listed place (22/06/2004)	N/A	Place ID 105335
Fort Wallace, Administration Building	NLEP	N/A	N/A	Local	Item No. I698
Fort Wallace, Drill Hall,	NLEP	N/A	N/A	Local	Item No. I697
Fort Wallace, Gunner Hoban Tree,	NLEP	N/A	N/A	Local	Item No. I700
Fort Wallace, Heritage Precinct Including Observation Tower, Gun Emplacements, Casualty Station, Engine and Radio Room,	NLEP	N/A	N/A	Local	Item No. I696
Fort Wallace, Plotting Room	NLEP	N/A	N/A	Local	Item No. I699
Stockton Bight Landscape Including Fort Wallace	NLEP	N/A	N/A	Local	Item No. A23

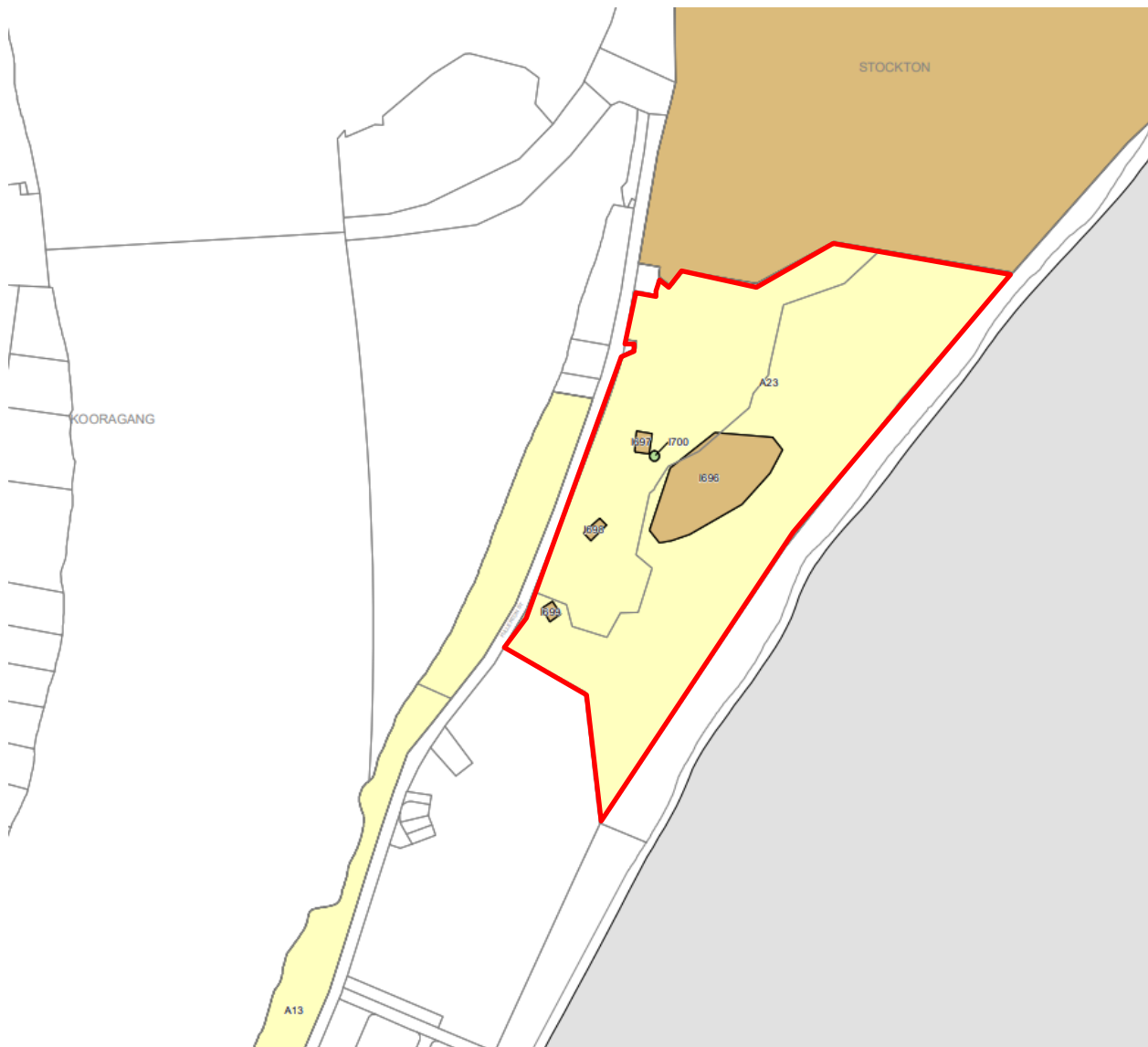


Figure 2 – Local Environmental Plan (LEP) map showing the subject site outlined in red.

Source: Newcastle LEP 2012, Heritage Map Sheet HER_0041

1.5. METHODOLOGY

This report has been prepared in accordance with the below:

- EPBC Regulations (Schedules 7A and 7B). A checklist indicating compliance with the EPBC Regulations is included at Section 10 of this report.
- The above regulations are generally consistent with the Burra Charter (Australia ICOMOS, 1999) and the Australian Natural Heritage Charter (Australian Heritage Commission, 2002) which have also been referenced in the preparation of this report.
- *Management Plans for Places on the Commonwealth Heritage List 2006. A Guide for Commonwealth Agencies*

1.6. ASSOCIATED DOCUMENTATION

1.6.1. DHA Heritage Strategy

The report has been prepared with direct reference to the DHA Heritage Strategy, 2018 – 2021. The Heritage Strategy was originally prepared by DHA in fulfilment of its obligations under section 341ZA 5 & 6 of

the Environment Protection & Biodiversity Conservation Act 1999 (EPBC Act), and also Schedule 7C of the EPBC Regulations 2000.

This report responds to Strategy 5.3 of the DHA Heritage Strategy.

1.6.2. Fort Wallace Heritage Management Strategy

A Heritage Management Strategy was prepared by GML in 2008 and provided broad strategies for the conservation of the site in advance of a potential future use.

This document considers and expands on the strategies outlined in the Heritage Management Strategy (HMS) which was prepared by GML in 2008 and provided broad strategies for the conservation of the site in advance of a potential future use. This more detailed management document is considered to be an update of the HMS and supersedes that document.

The intention of the EPBC Act is for the coexistence of a Heritage Management Strategy and Heritage Management Plans. The DHA Heritage Management Strategy referenced above remains pertinent for this purpose.

1.6.3. Aboriginal Cultural Heritage Management Report

An Aboriginal Cultural Heritage Assessment Report (ACHAR) was prepared by Umwelt in 2017, with an updated report prepared in 2018. The results of these assessments are discussed in detail in Section 4.1. The purpose of this report was to identify and investigate any Aboriginal archaeological sites or cultural heritage values that may occur across the subject site. This assessment identified the subject site as being of high cultural significance, with numerous Aboriginal archaeological sites present within the boundary.

1.6.4. Ecological Assessment Report

An Ecological Assessment Report was prepared for Fort Wallace by Umwelt in conjunction with the developing masterplan for the site (discussed further in Section 7.4). The purpose of the Ecological Assessment is to describe the flora and fauna species and other important ecological features recorded within the Study and identify any threatened species, endangered populations, threatened ecological communities. It is important to note that Matters of National Environmental Significance may also include ecological values.

The report found that one Matter of Environmental Significance is recorded within the Study Area, being:

- grey-headed flying-fox (*Pteropus poliocephalus*), listed as vulnerable under the EPBC Act.

The methods for retention of these values are not addressed in detail in this report however provision for this is to be made in accordance with the policies herein.

1.6.5. Conservation Management Plan 1994 (superseded)

This HMP updates and supersedes the previous conservation management plan for Fort Wallace prepared by Suters Architects Snell in 1994. Information has been sourced from that document where relevant and noted herein. All policies have been adapted to respond to the current state of the site, management requirements and future adaptive reuse opportunities.

1.7. KEY STAKEHOLDERS

At the time that this report was drafted no community consultation has been undertaken. This section is to be updated throughout the community consultation process which will commence when the draft documentation is published for public comment by DHA.

Commonwealth Agency Stakeholders

- Internal DHA, specifically National Heritage Manager
- Fort Wallace Development Manager
- Department of Agriculture, Water and the Environment
- Australian Heritage Council

Indigenous Stakeholders

The following list of stakeholders is adapted from the list of Registered Aboriginal Parties from the Aboriginal Cultural Heritage Assessment Report prepared by Umwelt in 2017. This list may be outdated and should be reviewed at the onset of any works being undertaken at the site in accordance with the *National Parks and Wildlife Regulation 2019*.

- Karuah Indigenous Corporation
- Mur-Roo-Ma Incorporated.
- Nur-Run-Gee Pty Ltd.
- Worimi Local Aboriginal Land Council (Worimi LALC).
- Wonn1.

Community Stakeholders

- Stockton Historical Society

1.8. AUTHORSHIP AND ACKNOWLEDGEMENTS

This Heritage Management Plan has been prepared by Urbis Heritage on behalf of DHA.

The following Urbis staff prepared this report:

- Alexandria Barnier (Associate Director), primary author;
- Meggan Walker (Consultant, Archaeologist), contributing author;
- Kate Paterson (Director, Architect), strategic direction and review;
- Balazs Hansel (Associate Director, Archaeologist), strategic direction and review of archaeological management.

Umwelt provided strategic advice on consultation with indigenous community representatives.

Urbis would like to acknowledge the contribution of the following people:

- Gully Coote, Defence Housing Australia.
- Cherylanne Bailey, Stockton Historical Society

1.9. ABBREVIATIONS AND DEFINITIONS

Common abbreviations and definitions used throughout the report are provide in the table below:

Table 2 – Abbreviations

Abbreviation	Definition
AHC	Australian Heritage Council
BCA	Building Code of Australia
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
Cwlth	Commonwealth
DAWE	Department of Agriculture, Water and the Environment

Abbreviation	Definition
DHA	Defence Housing Australia
EMP	Environmental Management Plan
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i>
HMP	Heritage Management Plan
ICOMOS	International Council on Monuments and Sites
LEP	Local Environmental Plan
HAMS	Heritage Asset Management Strategy
HMF	Heritage Management Framework
NCA	National Capital Authority
RNE	Register of the National Estate
SHR	State Heritage Register of New South Wales (under the <i>Heritage Act 1977</i>)

Table 3 – Terms

Term	Definition
Aboriginal object	A statutory term meaning any deposit, object or material evidence (not being a handicraft made for sale) relating to the Aboriginal habitation of the area that comprises New South Wales, being habitation before or concurrent with (or both) the occupation of that area by persons of non-Aboriginal extraction, and includes Aboriginal remains
Aboriginal place	A statutory term meaning any place declared to be an Aboriginal place (under s.84 of the National Parks and Wildlife Act 1974) by the Minister administering the NPW Act, because the Minister is of the opinion that the place is or was of special significance with respect to Aboriginal culture; it may or may not contain Aboriginal objects
Adaptation	Modifying a place to suit the existing use or a proposed use
Archaeological assessment	A study undertaken to establish the archaeological significance (research potential) of a particular site and to identify appropriate management actions
Archaeological potential	The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research

Term	Definition
Archaeology	The study of past human cultures, behaviours and activities through the recording and excavation of archaeological sites and the analysis of physical evidence
Associations	The connections that exist between people and a place.
Australia ICOMOS	The national committee of the International Council on Monuments and Sites
Burra Charter	Charter adopted by Australia ICOMOS, which establishes the nationally accepted principles for the conservation of places of cultural significance; Although the <i>Burra Charter</i> is not cited formally in an Act, it is nationally recognised as a document that shapes the policies of the Heritage Council of NSW
Compatible Use	A use which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.
Conservation	Conservation means all the processes of looking after a place so as to retain its cultural significance.
Conservation Management Plan	A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance; it can include guidelines for additional development or maintenance of the place. Note that this document is identified as a Heritage Management Plan (HMP) which is a comparable document for items on the National or Commonwealth List.
Conservation policy	A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations
Context	The specific character, quality, physical, historical and social characteristics of a building's setting; depending on the nature of the proposal, the context could be as small as a road or entire suburb
Cultural Significance	Aesthetic, historic, scientific or social value for past, present or future generations.
Curtilage	The geographical area that provides the physical context for an item, and which contributes to its heritage significance; land title boundaries do not necessarily coincide
Fabric	Fabric means all the physical material of the place.
Heritage and Conservation Registers	A register of heritage assets owned, occupied or controlled by a State agency, prepared in accordance with section 170 of the Heritage Act
Heritage assets	Items of heritage significance identified in a State Government Agency's Heritage and Conservation Register, including items of cultural and natural significance

Term	Definition
Heritage Asset Management Strategy	A strategy prepared by a State Government Agency to document how the principles and guidelines outlined in the <i>Management of Heritage Assets by NSW Government Agencies</i> will be implemented in the management of heritage assets
Heritage item	A landscape, place, building, structure, relic or other work of heritage significance
Heritage significance	Of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations
Heritage value	Often used interchangeably with the term 'heritage significance'; there are four nature of significance values used in heritage assessments (historical, aesthetic, social and technical/research) and two comparative significance values (representative and rarity)
Integrity	A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage and still largely intact
Interpretation	All the ways of presenting the cultural significance of a place.
Maintenance	Continuous protective care of a place, and its setting. Maintenance is to be distinguished from repair which involves restoration or reconstruction.
Place	A geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
Preservation	Maintaining the fabric of a place in its existing state and retarding deterioration.
Relics	Relic is defined under the Heritage Act 1977 (NSW) as any deposit, object or material evidence which relates to the settlement of the area that comprises NSW, not being Aboriginal settlement, and is of state or local heritage significance
Restoration	Returning a place to a known earlier state and is distinguished from restoration by the introduction of new material.
Scar trees	Scarred trees have scars where a section of bark was removed by Aboriginal people in order to make canoes, shields or baskets; footsteps were also cut into the tree trunk to gain access to possums or honey in tree tops; scar trees are different to carved trees
Setting	The immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.
Shell middens	Term is referred to in Australia as an archaeological deposit in which shells are the predominant visible cultural items; shells are principally the remains of past meals; some middens also consist of bones, stone and other artefacts

Term	Definition
Total Asset Management Policy	Total Asset Management is a NSW Government policy introduced to achieve better planning and management of the State's assets. Total Asset Management is the strategic management of physical assets to best support the delivery of agency services. It is part of a planning framework in which the Government's social, ecological and financial service outcomes are achieved by the most efficient means and within the resource limits of the community. It provides a structured and systematic resource allocation approach to infrastructure and physical asset management so that resources are aligned with the service objectives of State agencies. This approach achieves reduced costs and best value for money.
Use	Means the functions of a place, as well, as the activities and the practices that may occur at the place; a compatible use respects the cultural significance of a place

2. UNDERSTANDING THE PLACE – PHYSICAL DESCRIPTION

2.1. ENVIRONMENT

Fort Wallace is located on the Stockton Peninsula, 5 kilometres northeast of the Newcastle CBD. The fort is 31.78 hectares in area and is bounded by Fullerton Street to the west and Stockton Bight to the east. The site is generally flat in the north but is higher and undulating in the east and south, with a knoll in the southern which connects to an escarpment running north up the beach. The sand dunes to the east of the site vary in stability in accordance with the level of ground cover. The Stockton Sand Dunes are the largest moving coastal dunes in the Southern Hemisphere. The only structures on the eastern sand dunes within the subject site constitute four searchlight positions which are badly dilapidated. To the north of the subject site is the Worimi Conservation Lands. 4,200ha of forest, sand dune and conservation area.

Stockton Bight and the Worimi Conservation Lands, including the Stockton Sand Dunes, are significant environmental features in the area now and were historically significant to Worimi communities within the region. The Stockton Bight comprises a Pleistocene-age Inner Barrier and Holocene-age Outer Barrier (upon which Fort Wallace is situated). Prior to European settlement and land reclamation efforts, the entrance of the Hunter River was characterised by shallow depths with a central channel and large sand shoals.¹ The Stockton peninsula at this time would have been comprised of moving sand dunes and vegetation, which would have provided abundant resources for Aboriginal people including floral and faunal resources. The coastline would also have provided the opportunity for aquatic resources such as shellfish, which featured heavily in the diets of coastal Worimi people as attested by the abundance of middens in the region.

In the present day, the environment of Fort Wallace comprises largely cleared vegetation with re-vegetated salt marsh and scrub in some areas. Sand dunes have been modified but are still present on the site, with a central sand hill upon which the Observation Tower was constructed. The sand dunes which form the eastern boundary of the subject site are shifting and moving, with erosion a concern for the management of heritage buildings on the site (discussed further in Section 7.7). Studies of sand movement and erosion have been undertaken and have found that, at Fort Wallace, the highest annual net north-eastward sand transport rates were found which are gradually decreasing with alongshore distance in updrift and downdrift direction.²

2.2. BUILT CONTEXT

Despite the removal of some items (including the 1974 barracks building) which have been previously deemed to be of low significance there is still a substantial amount of remaining infrastructure which demonstrates the key phases of development on the site. The remaining buildings on the site largely relate to the WWII use of the site with some remnant guns and searchlights from WWI. The buildings are generally badly dilapidated resulting from vandalism. The buildings are currently in poor condition.

The most notable and intact structures on the site constitute the partly sub-surface Plotting Room (building 23) towards the south west corner of the site, the three gun emplacements which are located along the eastern boundary towards the dunes and the Observation Tower and tunnel system which are located to the west of the gun emplacements. There are also a number of support structures located to the west of these. At the time of inspection, the Plotting Room was partially obscured by sands and vegetation and the interiors inaccessible. Until it was overgrown, the Plotting Room was the centre of a number of support structures. It now remains as one of the most significant structures on the site despite the vegetation and sands encroaching. The interiors of the Plotting Room may be largely intact as they are inaccessible.

The emplacements and the Observation Tower are located within the inner fort precinct on an escarpment which runs along the eastern boundary of the developed land on the site. The Observation Tower had been damaged by vandalism and the ladder to access the higher levels was no longer present, however the data block within the tower remains present and legible. The Gun Emplacements have also been subject to vandalism and damaged, with graffiti and damage including the removal of doors. Recent works on the Gun Emplacements have also included the addition of railings.

¹ City of Newcastle, 2020. *Stockton Bight Sand Movement Study*.

² *Ibid*.



Figure 3 – View west towards observation tower and Stockton Bridge

Source: Urbis, 2021.



Figure 4 – View of Plotting Room with sand and vegetation.

Source: Urbis, 2021.

The entrance area from Fullerton Street to the west of the site now comprises only the Guard House and Admin Building. The guard house has been badly damaged by vandalism with graffiti, the removal of doors and windows, and damage to internal walls leading the structure exposed. The Admin Building interiors were not able to be inspected as the building is boarded up. While the outside of the building is damaged by graffiti, the interior may be largely intact as it is inaccessible.

The outer part of the fort is located on the flat land to the west of the primary structures. The buildings in this area are generally more contemporary than those above and were used primarily during WWII and after. The drill hall, transport naval stores and Junior Sailors Accommodation are still extant. The transport naval stores and the drill hall are the most visible from Fullerton Street.

Four searchlights, two each for the 6 inch and 9.2 inch guns are located down the eastern boundary of the site along the boundary of the developed land and the beach. These are in very poor condition and are currently surrounded by temporary security fences. Only three searchlights are now present on the site following vandalism and general dilapidation.



Figure 5 – View from the observation tower towards Stockton Bight.

Source: Urbis, 2021



Figure 6 – View west towards Plotting Room and tennis courts.

Source: Urbis, 2021.



Figure 7 – View west towards bus station from gun emplacement.

Source: Urbis, 2021.



Figure 8 – View across the site towards accommodation structures from Observation Tower.

Source: Urbis, 2021.



Figure 9 – View west towards naval store sheds and junior accommodation buildings.

Source: Urbis, 2021.



Figure 10 – View of northern searchlight in poor condition, with fencing to attempt to prevent further damage.

Source: Urbis, 2021.



Figure 11 – View east towards the site from Fullerton Street with the guardhouse and admin building visible.

Source: Urbis, 2021.



Figure 12 – View south east towards naval store sheds from Fullerton Street.

Source: Google Maps, 2021.

2.3. VISUAL SURVEY OF THE SIGNIFICANT STRUCTURES

The below provides general images of the significant structures and their settings. These photos should be cross referenced with the plan and list at Figure 41 and Table 4 which demonstrates their location. Inventory sheets for each building are also included in Volume 2 and provide a more detailed description of the building, its significance and its current state.



Figure 13 – Observation Tower, Item A0036, junior sailors accommodation and Stockton bridge in background.

Source: Urbis, 2021



Figure 14 – Plotting Room, Item 23.

Source: Urbis, 2021.



Figure 15 – View of No. 1 Gun Emplacement, 9.2 inch guns, Item 18, with Stockton Bridge in background.

Source: Urbis, 2021.



Figure 16 –View towards No.1 Gun Emplacement, 9.2 inch guns, Item 18, from Observation Tower.

Source: Urbis, 2021.



Figure 17 – View of No.2 Gun Emplacement – 6 inch guns, Item 16.

Source: Urbis, 2021



Figure 18 – View of No.2 Gun Emplacement, 6 inch guns, Item 16, from Observation Tower.

Source: Urbis, 2021.



Figure 19 – View from No.2 Gun Emplacement, 9.2 inch guns, Item 27, towards Observation Tower.

Source: Urbis, 2021.



Figure 20 – View of No.2 Gun Emplacement, 9.2 inch guns, Item 27, from Observation Tower.

Source: Urbis, 2021.



Figure 21 – View of Item 56, Hoban Commemorative Tree, plaque missing at base of tree.

Source: Urbis, 2021



Figure 22 – Radio Room, Wireless Room, Item A0035, viewed from rear of Observation Tower.

Source: Urbis, 2021.



Figure 23 – Admin Building, Engine House 6 Inch Guns, Item A0007.

Source: Urbis, 2021.



Figure 24 –.Southern searchlight 9.2 inch guns, in dilapidated condition, Item 103.

Source: Urbis, 2021.



Figure 25 – Northern searchlight, 9.2 Inch guns, Item 103

Source: Urbis, 2021.



Figure 26 – Searchlight, 6 Inch guns, Item 20. Only one sighted.

Source: Urbis, 2021.



Figure 27 – Engine Room, southern searchlight, 9.2 Inch guns, Item 101

Source: Urbis, 2021.



Figure 28 – Engine Room, Northern Searchlight – 9/2 Inch guns.

Source: Urbis, 2021.



Figure 29 – Drill Hall/Gymnasium, Item A0008.

Source: Urbis, 2021.



Figure 30 – Tunnel entry, Item A0037.

Source: Urbis, 2021.



Figure 31 – Casualty Station, Item No. 13.

Source: Urbis, 2021.

2.4. VISUAL SURVEY OF THE LATE 20TH CENTURY BUILDINGS

Below is a record of the late 20th century buildings in the outer fort which are proposed to be removed to facilitate the development of the site (excluding the Drill Hall).



Figure 32 – View north towards the Transport Naval Stores (Item A0030), with Item A0019 to left of frame.

Source: Urbis, 2021



Figure 33 – View of the transport Naval Stores (item A0030).

Source: Urbis, 2021



Figure 34 – View south towards the Transport Naval Stores (item A0030).

Source: Urbis, 2021



Figure 35 – View north towards the Junior Sailors Accommodation (items A0013-A0017).

Source: Urbis, 2021



Figure 36 – View south west towards junior sailors accommodation.

Source: Urbis, 2021



Figure 37 – Junior Sailors Accommodation (A0015).

Source: Urbis, 2021



Figure 38 – Junior Sailors Accommodation with naval store sheds in background.

Source: Urbis, 2021



Figure 39 – Junior Sailors Accommodation, Q store (Item A0017), with remnants of BBQ in foreground (Item A0009).

Source: Urbis, 2021.

2.5. CONDITION

A site visit was undertaken on the 26th February 2021 to inspect the physical condition of buildings across the site, following previous site inspections undertaken in 2015. The physical condition of the majority of the buildings on the site is poor. The buildings on the site were assessed in 2015 as being in poor to fair condition, however continued vacancy of the site and substantial vandalism has exacerbated the dilapidation of the buildings resulting in the loss of some structures and severe damage to others. Condition assessment for each building is also included in the inventory sheets in Volume 2.

The physical condition of the late 20th century buildings is very poor. Severe damage has been inflicted on the buildings including graffiti, and the removal of walls, windows, fixings, fittings and doors. This includes the Drill Hall.

The physical condition of a number of significant buildings across the site is very poor to poor. The plaque to commemorate Gunner Mervyn Hoban has been removed with only the plaque stand left. The Observation Tower and the four searchlights are dilapidated to such an extent that they are not watertight and security of the structures is not possible without independent surrounding fences. While some of these structures have been fenced by independent surrounding fences, these fences have also been destroyed or removed. The Observation Tower is also heavily covered in graffiti and has experienced damage in the form of the removal of the ladder, rendering the top deck no longer accessible.

The search lights have been severely damaged with the loss of roofs, walls and doors across each of them, with only three searchlights able to be relocated during site inspection. The interior of the Plotting Room, Tunnels and Admin Building/ Engine House 6 Inch Guns were not accessible during site inspection and thus condition could not be assessed, however this may result in these areas being preserved in better condition as they are also inaccessible to vandals.

A Schedule of Conservation Works was prepared in 2016 by Urbis and it is recommended that these works be undertaken as a priority to avoid further damage to significant elements on the site.

2.6. SITE VEGETATION

Vegetation across the site is in isolated areas given the previous disturbances for existing and previously removed buildings. The natural character of the site is definable in three key areas, the sand dunes to the eastern boundary, Coastal Sand Scrub to the centre/east portion and Coastal Sand Apple Blackbutt Forest to the west.

Remnant bushland occurs primarily along the northern and southern boundaries and partly through the eastern portion.

The western portion of the subject site is predominately clear, containing some small isolated pockets of vegetation. Two vegetation communities have been identified by Umwelt to occur within the western half of the study area, Frontal Dune Blackbutt-Apple Forest and Coastal Tea-tree – Banksia Scrub. Fore dune spinifex has been identified by Umwelt in the eastern portion of the site. A large portion of this vegetation is highly disturbed and is dominated by the exotic vegetation community Bittou-bush. Refer Figure below.



- Legend**
- Site Boundary
 - Frontal Dune Blackbutt-Apple Forest
 - Coastal Tea-tree - Banksia Scrub
 - Bitou Bush dominated Scrub
 - Foredune Spinifex
 - Cleared Land/Sand Dunes

FIGURE 3.1
 Preliminary Vegetation
 Community Mapping

Figure 40 – Vegetation community mapping

Source: Umwelt 2016

2.7. LOCATION OF ELEMENTS ON THE SITE

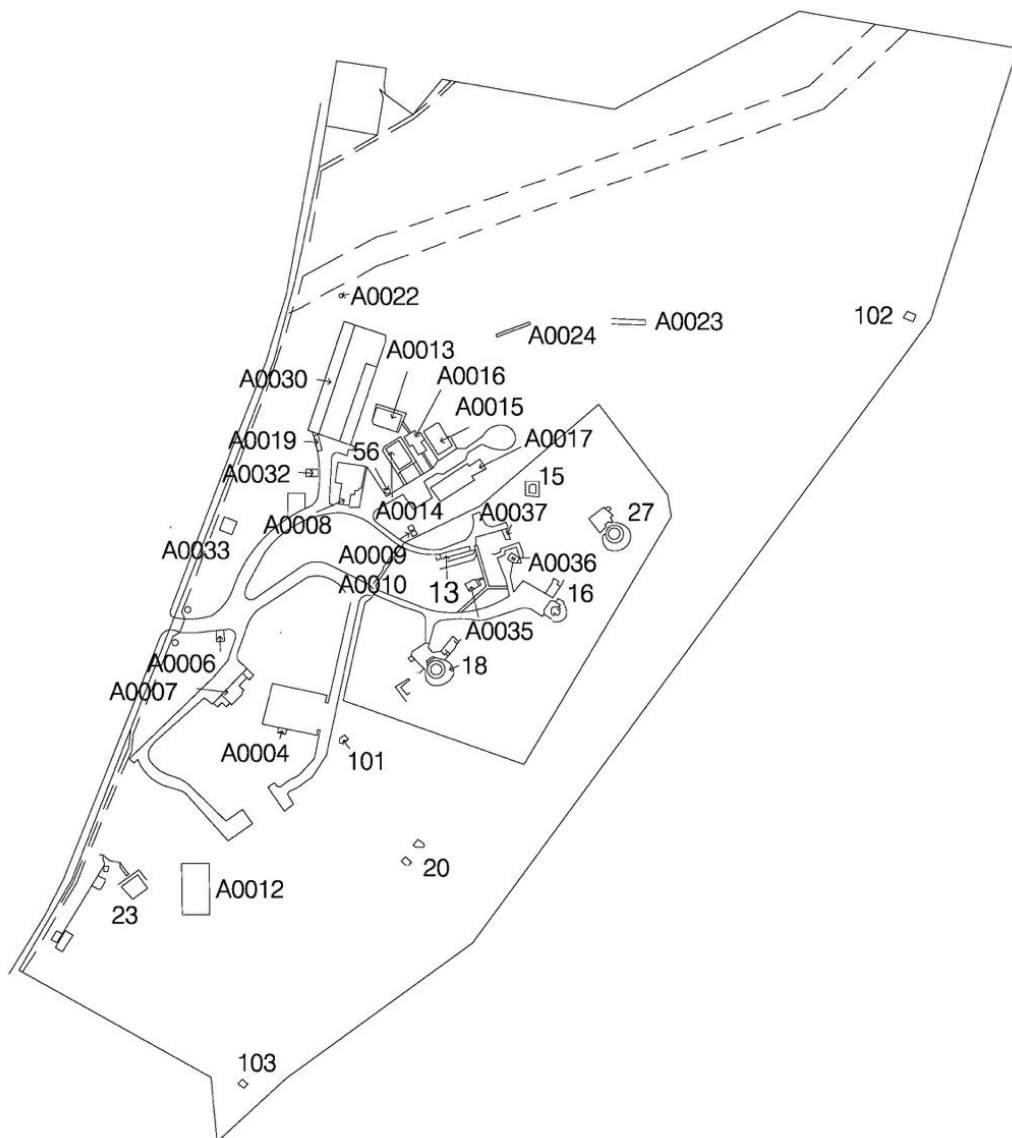


Figure 41 – Key map indicating the location of the remnant elements on the site.

Source – Urbis 2015.

Table 4 – Reference numbers for items on the site.

Reference	Item
102	Northern Searchlight 9.2- inch guns
20	Northern Searchlight 6- inch guns Southern Searchlight 6- inch guns
103	Southern Searchlight 9.2- inch guns
A0023	Practice Cricket Nets (no remnants visible)
A0024	Cricket Pitch (no remnants visible)
A0022	Pump House No.1

Reference	Item
A0030	Transport Naval Stores, Transport Compound
A0016	Common Room
A0013	Jnr Sailor's Accommodation, Lecture Room
A0015	Jnr Sailor's Accommodation, Tech Maintenance
A0017	Jnr Sailor's Accommodation, Q store
A0019	Car Pit (no remnants visible)
56	Hoban Commemorative tree
A0008	Gymnasium, Drill Hall
A0014	Jnr Sailor's Accommodation, Admin Office
A0009	BBQ (no remnants visible)
A0010	Shed (no remnants visible)
A0033	Fire Pump House No. 2 Pump House
15	Engine Room, Northern Searchlight – 9.2 inch guns
A0037	Tunnels
13	Casualty Station
A0035	Radio Room, Wireless Room
A0036	Watch Tower, Observation Tower
27	No. 2 Gun Emplacement – 9.2 inch guns
16	No.2 Gun emplacement – 6 inch guns
18	No. 1 Gun emplacement – 9.2 inch guns
A0007	Admin Building, Engine House 6 inch guns
A0006	Security Office, Guard House
A0004	Bus Shelter
101	Engine Room, Southern Searchlight – 9.2 inch guns
A0012	Tennis Court (no remnants visible)
23	Plotting Room

3. UNDERSTANDING THE PLACE – HISTORICAL OVERVIEW

The following provides a concise history of the site and its surroundings. This history has been adapted from the previous reports for the site and augmented by additional research.

3.1. ABORIGINAL HISTORY

Due to the absence of written records, it is difficult to infer what life was like prior to the arrival of European settlers. Much of our understanding of Aboriginal life pre-colonisation is informed by the histories documented in the late 18th and early 19th century by European observers. These histories provide an inherently biased interpretation of Aboriginal life, but when combined with archaeological evidence can provide a general understanding of the customs, social structure, languages, beliefs and general culture of the Aboriginal people who occupied these areas. However, the changing belief systems, social organisation and ritual are difficult to fully understand, as behaviours recorded by Europeans may have been impacted by the presence of those same Europeans.³

The traditional owners of the Newcastle area are the Awabakal and Worimi peoples. Stockton specifically falls within the lands traditionally owned by the Worimi people (see Figure 42). The Worimi people, also known as the *Warrimay*, used Stockton Bight, upon which the subject site sits, to traverse the area between the northern and southern parts of the Worimi Conservation Lands.⁴ The Worimi people spoke the Gathang language.



Figure 42 – Map identifying the traditional owners of the Newcastle region.

Source: Newcastle Council website, <https://newcastle.nsw.gov.au/explore/history-heritage/aboriginal-culture>

The Worimi people are suggested to have a system of established social organisation and beliefs and an economic system that was largely focused on the rich coastal resources capable of supporting the

³ Attenbrow, V. 2002. Sydney's Aboriginal Past. University of New South Wales Press, Sydney: Australia.

⁴ Worimi Conservation Lands, undated. *The Worimi*, <https://worimiconservationlands.com/the-worimi-warrimay-have-always-been-and-remain-today-the-traditional-custodians-of-a-large-area-of-land-the-worimi-nation-oral-history-passed-down-by-the-elders-record-that-the-w/> accessed 15/03/2021, 5:31pm.

population to a greater density than inland areas.⁵ The Worimi people sustained themselves on coastal resources including fish and shell fish, as evidenced by the abundance of middens in the area, as well as terrestrial animals such as kangaroos, emus, wallabies, snakes, opossums and other small animals.⁶ Of the traditional owners of the region, European observation suggested they “were more prone to laughter than to tears, seemingly regarding life as great fun to be enjoyed to the utmost”.⁷

However, European settlement did have a drastic impact on the Worimi people, as it did on all Aboriginal people. Europeans brought with them disease and weapons previously unknown to Indigenous Australians. Furthermore, as Europeans pushed north in search of better farming lands, the result was the removal of Aboriginal people from their traditional lands, sometimes by force. In the Hunter Valley, 12 Aboriginal people of the Wonnarua language group were killed during the Paterson River massacre in February 1827.⁸ For the Worimi people contact arrived in full force with the establishment of the Australian Agricultural Company headquarters in Carrington. The Worimi people migrated towards the settlement, and the resulting adaptation to European lifestyles resulted in a loss of language and culture, and the Gathang language is nearly entirely lost today.⁹

Stories regarding Willie Price, a Worimi Man, are of particular importance to the subject site. Price led a push for recognition of traditional ownership over land. This pertained to land he owned at Nelson’s Bay near Karuah, and in 1873 he was given land within an existing coastal reserve held as ‘permissive occupancy’. The Lands Department confirmed Price’s right to occupation in 1892 when it was queried. After the land was taken back from Price he died and was buried in a sand hill at what would go on to become Fort Wallace.¹⁰ The ‘Burial Hill’ as this area is known, is discussed in Section 4.

3.2. AREA HISTORY

The Newcastle region has a rich history and played an important role in the defence of Australia during the wars. Newcastle was purportedly stumbled across by chance, when Lieutenant John Shortland was searching for escaped prisoners and, following severe weather, sought refuge in the sheltered harbour where the Hunter River met the ocean.¹¹ Following settlement in the early 1800s, Newcastle was established as an industrial area. In 1801, the first excavations for and extraction of coal took place nearby to Stockton, nearby the site now known as Fort Scratchley but then known as Colliers Point.¹² Due to its distance from the colony, Newcastle was used as a secondary punishment location, where isolation and hard labour centralised around the extraction of resources which fuelled the rest of the colony including timber, coal, lime and salt.¹³ The ownership of land in the region was not permitted until 1823, and Newcastle remained a small village until the early 1830s. The town gained a port in 1840, and with this port industry grew. Newcastle was proclaimed a municipality city on March 20th 1885.¹⁴

By the late 1870s, New South Wales sought to re-examine its coastal defences with the fear that there was a ‘blind spot’ at Nobby’s Head which left Newcastle’s valuable ports and coal mines open to attack. While there were other coastal defence points nearby, at Fort Scratchley and Shephard Hill, the port was left largely undefended. By this time Newcastle’s port was processing more than a million tons of coal per year, supporting not only the colony but also exports to Asia and North and South America. The industry at Newcastle supported the rest of the colony and, should it be destroyed by enemy gunfire, the repercussions for the country would be severe.¹⁵

⁵ Umwelt, 2016.

⁶ Worimi Conservation Lands, undated

⁷ Scott, W. 1873. *The Port Stephens Blacks*.

⁸ Newcastle University, Colonial Frontier Massacres in Australia, 1788-1930, 2019. *Patterson River, Hunter Valley*.
<https://c21ch.newcastle.edu.au/colonialmassacres/detail.php?r=625>

⁹ Worimi Conservation Lands, Undated.

¹⁰ Umwelt, 2016.

¹¹ Chronicle, 15 January 1948. *Early History of Newcastle District*, pg. 26

¹² University of Newcastle, 2018. *Hunter Living Histories – Important Moments in Newcastle’s History*.
<https://hunterlivinghistories.com/2018/11/05/important-moments-in-newcastle-history/>

¹³ *Ibid.*

¹⁴ Chronicle, 15 January 1948.

¹⁵ GML, 2008. *Fort Wallace Heritage Management Strategy*

3.3. SITE HISTORY

In April 1912, Senator Pearce (then Minister for Defence) authorised the construction of fortifications at Stockton, forming part of a scheme to protect Newcastle Harbour.¹⁶ The site was selected by Earl Kitchener, and had previously formed part of the Stockton Colliery.¹⁷ The site was inspected by Kitchener in 1910¹⁸, with work proposed to commence from early 1911.¹⁹ The fort was originally part of the wider Stockton defences and was known as the Stockton Fort, but was renamed Fort Wallace in 1915 after Colonel Bob Wallace, former State Commandant at Victoria, who died following a painful struggle in front of the Scythe.²⁰



This picture taken in the early 1900's shows the late Earl Kitchener selecting the site for Fort Wallace at Stockton. The old air shaft shown in the picture was part of the Stockton Colliery, the site now being used for Housing Commission homes. Also in the picture are the then Mayors of Stockton and Newcastle, Messrs. Hanley Smith and John Reid. Photograph was submitted by Mr. G. Moncrieff, 146 Fullerton St., Stockton.

Figure 43 – Image of Earl Kitchener inspecting the site of the proposed fort, early 1900s. Other articles suggest this inspection was undertaken in 1910.²¹

Source: *Newcastle Sun*, November 22 1950

Work commenced on the fort shortly after the scheme was announced and was undertaken by Mr. Oxenham. The following provides a description of the works undertaken as of April 1913:

“The principal work is the building of two large concrete magazines, one for each gun, and the basement of the guns. The Magazines are massively constructed of reinforced concrete, and consist of a compartment each for storage of cartridges and shells a changing room for men, and two storerooms. The construction of these magazines is sufficiently advanced to give a good idea of the expensive nature of the work. A barrack room, which will accommodate 2 men, and another building for quarters are also in course of erection. There is also in progress an artificer's hop, for the use of the engineers when the work of construction is complete. A new feature will be in operation for the transferring of ammunition from the magazine to the gun

¹⁶ Newcastle Morning Herald and Miners Advocate, 29 April 1912. *Newcastle Defences*, Pg.5

¹⁷ Newcastle Sun, November 22 1950. *Peeps Into the Past*.

¹⁸ The North Western Advocate and the Emu Bay Times, 6 January 1910. *Lord Kitchener at Newcastle*, Pg. 3.

¹⁹ Newcastle Morning Herald and Miners' Advocate, 29 December 1911. *Current News*, Pg.4.

²⁰ The Bulltein, 14 October 1915. *A Woman's Letter*, Pg. 18. Vol. 36, No. 1861

²¹ Leader, 8 January 1910. *Proposed Visit to Chilli*, pg. 34

platform... A large sandhill has been moved from near the site upon which the guns are placed, as it was an obstruction to a thorough view of the coastline which work together with the heavy cost of road-making, has considerably added to the expense of the undertaking, which is estimated will run up to £7,000".²²

Works were practically completed by September 1913, with the guns prepared and the original quarters, constructed from wood, completed and fitted. At the time the fort was described as “one of the most compact in the Commonwealth”.²³ The guns used at the fort were the same as those used across all coastal forts in Australia to ensure the ease of use for anyone stationed there.²⁴ By 1914, tenders were sought for ‘repairs and improvements’ at Fort Stockton.²⁵ This followed the outbreak of World War I in July 1914. However, during the course of the war, Fort Wallace was only fully manned from April to May in 1918, having become largely redundant as the German Navy was restricted to home waters.²⁶ In 1916, tenders were sought for the construction of a Datum Post at the site.²⁷ In 1919, once the war was over, the command post for the battery and associated light defence controls were installed, however their engines were not.²⁸ In the same year, a retaining wall was also constructed, and the sands of the dunes around Stockton would be an ongoing issue for the Fort during its functioning and after it was no longer in use.²⁹

In the Inter-War period, a series of repair and upgrade works were undertaken to Fort Wallace. In 1921 this included the construction of a boundary fence, datum post and the re-erection of the mobilisation hut.³⁰ In 1924, repairs and painting were required.³¹ In 1923, the engine room was fitted with water and exhaust piping and concrete foundation bed laid.³² The engine room was used to power the search lights, which were erected by 1927.³³ While the search lights were erected to support the defences at Fort Wallace, in the lull between the Wars they did have other uses – including being used to light the way of Kingsford-Smith and Ulm in their flight from New Zealand.³⁴ The search lights were also used in night training undertaken to prepare soldiers for night attacks.³⁵ Further volunteer training of citizen soldiers was carried out in 1930, ‘calibrating’ the guns with a full charge – this was the first time that the guns at Fort Wallace had been fired.³⁶ Across the 1930s, Fort Wallace was heavily utilised for citizen soldier training with multiple night and day practices, and camps held at the Fort.³⁷

²² Newcastle Morning Herald and Miners Advocate, 19 April 1913. *The Stockton Fort*, Pg. 4

²³ Newcastle Morning Herald and Miners Advocate, 20 September 1913. *Installation of Guns at Stockton Fort*, Pg. 6

²⁴ *Ibid.*

²⁵ Commonwealth of Australia Gazette, 31 October 1914. *Government Gazette Tenders and Contracts*, pg. 2436

²⁶ GML, 2008. *Fort Wallace Heritage Management Strategy*.

²⁷ Newcastle Morning Herald and Miners' Advocate. 10 June 1916. *Government Notices*, Pg. 9.

²⁸ GML, 2008.

²⁹ Construction and Local Government Journal, 13 October 1919. *Advertising, Commonwealth (Tenders Received)*, Pg. 3

³⁰ Boundary fence: Newcastle Morning Herald and Miners' Advocate, 29 January 1921, *Advertising*, Pg.5. Datum Post: The Daily Telegraph, 27 August 1921, *Advertising*, Pg.3. Mobilisation Hut: Newcastle Morning Herald and Miners' Advocate, 26 November 1921, *Advertising*, pg.16.

³¹ Newcastle Morning Herald and Miners' Advocate, 27 February 1924. *Advertising*, Pg. 4

³² Construction and Local Government Journal, 25 July 1923. *Advertising*, pg. 4

³³ The Newcastle Sun, 11 March 1927. *New Searchlights – Fort Wallace Equipment*, Pg. 7

³⁴ The Newcastle Sun, 29 September 1928. *To Stand By- Fort Wallace Searchlights*, pg.6

³⁵ The Newcastle Sun, 6 September 1929, *Night Attach*, Pg. 8.

³⁶ The Newcastle Sun, 16 January 1930. *Guns to Boom*, Pg. 6

³⁷ The Newcastle Sun, 6 February 1937. *Hundred Under Canvas at Fort*, Pg.3



Figure 44 – battery observation post, 1929, Fort Wallace

Source: Newcastle Library, 037000070



Stockton - Defence Services - Fort Wallace - (1939)

Close

Figure 45 – Encampment at Fort Wallace, 1939. Training encampments were held at the Fort across the 1930s. Drill hall (constructed c.1938) is present in background.

Source: Newcastle Library, 163000601

As World War II loomed and tensions rose in Europe, coastal defences across New South Wales were re-examined. The result was a proposal which saw the improvement of facilities and defences at Fort Wallace and at Fort Scratchley. For Fort Wallace, this included the replacement of the battery with heavier modern guns and the re-arrangement of the electric lighting system. The upgrades were seen as necessary to ensure the Fort was prepared for heavier attacks.³⁸ 6 Inch guns were replaced by 9.2 calibre guns, with excavations included in the £41,452 contract.³⁹ The original 6 inch guns were transferred to Rabaul. It was here that they were destroyed under Japanese bombing.⁴⁰ New facilities were required to support the guns and the resulting strategic importance of Fort Wallace. The Drill hall and ablution block were also part of the extension scheme at the fort, constructed by Mr C. M. Drinkwater.⁴¹ Tenders for the construction of three cottages were also sought for the site in late 1938.⁴² By 1939, tenders were also sought for the construction of the plotting room and officers' quarters.⁴³



Figure 46 – Drill room, undated, Fort Wallace.

Source: Newcastle Library, 163002221

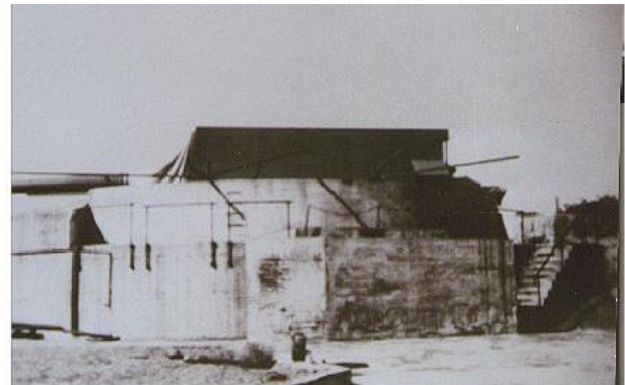


Figure 47 – 9.2 inch gun emplacement No. 1, being prepared for gun installation.

Source: Newcastle Library, 037000071

³⁸ The Newcastle Sun, 1 January 1938. *Changes at the Forts*, Pg.1

³⁹ The Daily Telegraph, 20 April 1938. *Heavier Guns*, Pg.2

⁴⁰ The Newcastle Sun, 23 November 1950. *The Newcastle Scene*, Pg.1

⁴¹ The Newcastle Sun, 26 July 1938. *Drill Hall at Stockton*.

⁴² Construction, 21 December 1938, *Accepted or Received*, Pg.17

⁴³ The Daily Telegraph, 25 March 1939. *Advertising*, Pg. 15; Newcastle Morning Herald and Miners' Advocate, 6 May 1939. *Contracts Let*, Pg. 20

When war broke out, the training at Fort Wallace continued, with anti-aircraft artillery practice.⁴⁴ Development at the site also continued, and in 1940 tenders were sought for the construction of a store shed at the site.⁴⁵ Fort Wallace was specifically associated with the Volunteer Defence Force (VDC). The Fort was used as a training ground through the 1930s and early 1940s, and as the base of operations for the VDC, assisting them to become a fully qualified defence force.⁴⁶ Those stationed at Fort Wallace did not see the horrors of the War experienced overseas. There was little risk at Fort Wallace, with the primary role to defend the steelworks at Waratah and the State Dockyard at Walsh Island.⁴⁷ While Newcastle was shelled with damage totalling £250 in June 1942, the Japanese submarine responsible was within the jurisdiction of gunners at nearby Fort Scratchley to engage, being the only land based guns to fire on an enemy naval vessel in Australia.⁴⁸



Figure 48 – Aerial photograph of Fort Wallace, Stockton. Undated, but prior to the construction of storage sheds c. 1940.

Source: *Hunter Living Histories*, Ross and Pat Craig Collection.

Following World War II, operations at Fort Wallace were once again reduced. The Fort remained an anti-aircraft battery until 1951. In 1947, an auction sale was held on the site for the removal of buildings including 1 Mess Kitchen and a lean-to.⁴⁹ Later in the same year, more buildings on the site were dismantled and transferred to the Cardiff R.S.L sub branch, being two huts.⁵⁰ Further building auctions were also held for

⁴⁴ The Newcastle Sun, 14 December 1939, *Anti-Aircraft Fire From Fort Wallace*, pg.13

⁴⁵ Newcastle Morning Herald and Miners Advocate, 6 January 1940. *Shed at Fort Wallace*, Pg. 18

⁴⁶ The Newcastle Sun, 4th October 1940, *Herling War Effort*, Pg.4

⁴⁷ GML, 2008.

⁴⁸ The Newcastle Sun, 7 August 1942, *Shelling of Newcastle Cost us £250*, g.3; ABC, 2017. *75 Year Anniversary of Night Newcastle Was Shelled by Japanese submarine during WWII*.

⁴⁹ The Sydney Morning Herald, 11 January 1947. *Advertising*, Pg. 24.

⁵⁰ Newcastle Morning Herald and Miners Advocate, 7 March 1947. *Suburban and District*,Pg.6

items including Masonite sleeping huts, and ablutions buildings.⁵¹ In 1949, the fort saw its first recorded death, being Gunner Mervyn Hoban, who fell 8 feet from the gun emplacement and was crushed by the 9.2Inch gun.⁵² Hoban is commemorated with a plaque on the site. The guns remained on the site until the 1960s when, in 1963, they were removed for scrap. There is some suggestion that the barrels were buried intact on the site.⁵³

Little more than training exercises happened at Fort Wallace across the 1950s. In 1951, guns were fired from the Fort for the first time since the war. These were Bofors guns for anti-aircraft target practice. School cadets were also hosted for a bivouac (temporary camp without tents or cover) at the Fort.⁵⁴ By 1957 the 9.2 inch guns at Fort Wallace, which had not been fired since the war, had been prepared for long term storage, and only a small maintenance and caretaking staff were stationed on the site.⁵⁵ The guns remained on the site until the 1960s when, in 1963, they were removed for scrap. There is some suggestion that the barrels were buried intact on the site.⁵⁶



Figure 49 – Soldiers shooting Bofors guns, April 19521.

Source: Trove, 20234/25/49



Figure 50 – Soldiers and munitions training, April 1951.

Source: Trove, 20234/25/50

The Fort continued to operate as a training site until 1967 when it was re-opened to house the 130 Signal Squadron who were the Tactical Air Support Signal Squadron, supporting air offensives and co-ordinating air transport due to the proximity to the RAAF Williamtown base.⁵⁷ new barrack buildings were erected to accommodate 69 men in 1972-74 and are demonstrated on aerials from this time.⁵⁸ Sand and disuse continued to be a problem, and in 1988 sand build up had to be removed from gun emplacement 2 on the site. The plotting room had been cleaned out and sand removed by volunteers a year earlier. The 130 squadron remained on the site until it was decommissioned in 1993. In 1996, Mr Allan Morris, MHR Newcastle, proposed that the Military should use Fort Wallace as the new Headquarters Australian Theatre, as opposed to the Williamtown RAAF base, as it “*already has four office buildings and a hostel that could be easily upgraded*”. Mr Morris’ request was denied.⁵⁹

⁵¹ Newcastle Morning Herald and Miners Advocate, 20 August 1947. *Advertising*, Pg.7

⁵² Newcastle Morning Herald and Miners Advocate, 31 March 1949. *Gunner Fatally Injured in Fall*, Pg. 4

⁵³ GML, 2008.

⁵⁴ Newcastle Morning Herald and Miners Advocate, 26 October 1951. *Service Diary*, pg. 6

⁵⁵ Newcastle Morning Herald and Miners Advocate, 6 November 1953. *Parade Ground*, Pg. 14

⁵⁶ GML, 2008.

⁵⁷ GML, 2008.

⁵⁸ *Ibid*

⁵⁹ Nota, 17 May 1996. *News Watch*, Pg. 11



Figure 51 – Sand removal from Gun emplacement to 1988

Source: Newcastle Library, 037000023



Figure 52 – Sand removal from plotting room, 1987.

Source: Newcastle Library, 037000020



Figure 53 – Aerial photograph of Fort Wallace, Stockton. 1975
Source: *Spatial Services NSW, Historical Imagery*

Since the decommissioning of Fort Wallace it has fallen into disrepair, with a number of buildings demolished or destroyed by vandals. Below follows a series of photos of some of the buildings on site immediately following closure, taken in 1994.



Figure 54 –Drill room, 1994.

Source: Department of the Environment, rt60839

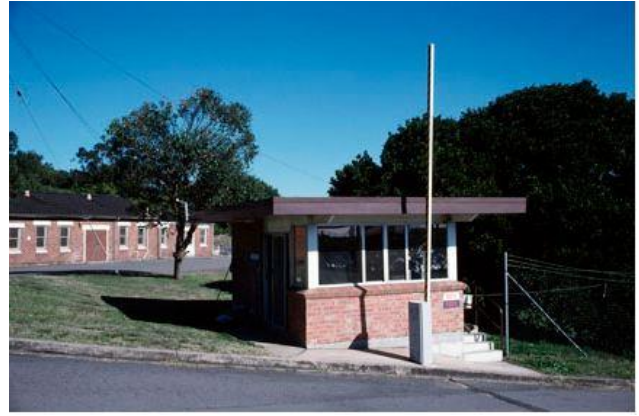


Figure 55 – Guardhouse, 1994.

Source: Department of the Environment, rt60838



Figure 56 – Southern searchlight, 1994.

Source: Department of the Environment, rt608041



Figure 57 – Watershed, 1994. No longer present on site.

Source: Department of the Environment, rt608042



Figure 58 – View of junior sailor accommodation blocks, 1994.

Source: Department of the Environment, rt60837



Figure 59 – Aerial view, undated. Multistorey barracks to left, background, since demolished.

Source: Department of the Environment, rt02930

3.4. PHASES OF DEVELOPMENT

Where available, the date of construction of the major buildings on the site is set in the table below. The information for this table has been sourced from Fort Wallace Heritage Management Plan prepared by GML in 2008.

Table 5 – Construction dates for remnant buildings within Fort Wallace.

Key Ref no.	Item	Date of Construction
Phase 1 – The 6-inch guns 1912-1919		
A0007	Admin Building, Engine House 6” Guns	1917
20	Northern Searchlight 6” Guns Southern Searchlight 6” Guns	1917
16	No. 2 Gun Emplacement 6” Guns	WWI (dated unknown)
Phase 2 – The 9.2-inch guns 1930-1963		
13	Casualty Station	1937
15	Engine Room Northern Searchlight 9.2” Guns	1937
23	Plotting Room	1937
A0035	Radio Wireless Room	1937
18	No.1 Gun Emplacement 9.2” Guns	1939
A0008	Drill Hall	1939
A0037	Tunnel Complex	1939
27	No. 2 Gun Emplacement 9.2” Guns	c1939
102	Northern Searchlight 9.2”Guns	c1939
103	Southern Searchlight 9.2” Guns	c1939
101	Engine Room Southern Searchlight 9.2” Guns	c1939
A0036	Battery Observation Post	c1939
56	Tree in memory of Gunner Hoban	1949

3.5. AUSTRALIAN HISTORIC THEMES

The Commonwealth has developed a framework of 'Australian Historic Themes' to assist with identifying, assessing, interpreting and managing heritage places and their values. Using historic themes can assist with focusing on the historical values of a place and how these values are represented physically in the place and/or wider context.

The Australian Historic Themes provide a context for assessing heritage values. The themes are linked to human activities in their environmental context. Themes link places to the stories and processes which formed them, rather than to the physical 'type' of place represented.

Table 6 – Australian Historic Themes

Australian Theme	NSW Theme	Evidence
2 Peopling Australia	Aboriginal cultures and interactions with other cultures	King Billy's Hill
7 Governing	Defence	Military evidence including structures and gun emplacements

4. ARCHAEOLOGICAL CONTEXT

4.1. ABORIGINAL ARCHAEOLOGICAL CONTEXT

The subject site has previously been assessed under an Aboriginal Cultural Heritage Assessment (ACHA) prepared by Umwelt in 2016, with a second ACHA prepared in 2017.

The ACHAs identified that the subject site is within the Fern Bay Complex, registered on the Aboriginal Heritage Information Management System (AHIMS) as AHIMS ID #38-4-0895, and described as a complex of middens, scatters and isolated finds. Through consultation the ACHA also noted the presence of ceremonial sites and at least one burial within the subject site (King Billy Hill). While historic disturbance was identified to have impacted much of the project area and sub-surface deposits, outside of the disturbance footprint the potential is retained for intact or partially intact deposits.

Field survey was undertaken by Umwelt to ascertain the condition of the site. At the time it was identified that previously recorded sites in the southern portion were inaccessible due to vegetation, and further areas of potential were identified in less disturbed areas including adjoining the parade ground and the western dune parallel to Fullerton Street on the basis of archaeological patterning.

The recommendations from consultation for this report were as follows:

- Site inspection to occur where buildings are currently located following their demolition.
- Salvage of artefacts under an Aboriginal Heritage Impact Permit (AHIP).
- Burial Hill to be clearly marked and identified as a no-go zone for any works.
- Test excavation to be undertaken across the entire impact footprint and focused on the western dune.

These recommendations were incorporated into the report which also included the following further recommendations:

- Site induction for all onsite personnel.
- Section 90 AHIP for the impact area, including provision for surface collection and sub-surface investigating in areas of high impact with low-moderate and moderate potential. Salvage works to be conducted in accordance with provided methodology.
- AHIP should exclude burial sites which should be isolated from impact. Should skeletal remains be identified, a stop works procedure is to be followed.⁶⁰

A further site inspection was undertaken by Urbis on the 26th of February 2021 to view the identified sites and comment on condition. The site visit did not result in the successful re-identification of any of the previously identified archaeological sites across the subject area, nor the identification of new sites. The site visit confirmed that dense vegetation had grown in previously identified areas of archaeological sensitivity, which were no longer accessible. The burial hill was also identified to be overgrown, with some noxious weeds and invasive species present.

Policies for the management of Aboriginal cultural heritage are included in Section 8.11.1.

⁶⁰ Umwelt, 2017 and 2018. *Aboriginal Cultural Heritage and Archaeological Assessment Report; residential development planning proposal of Fort Wallace, Stockton, NSW.*



Figure 60 – Dense vegetation overgrowing previously identified site.

Source: Urbis, 2021.



Figure 61 – Dense vegetation overgrowing previously identified site.

Source: Urbis, 2021.

4.2. HISTORICAL ARCHAEOLOGICAL CONTEXT

The historical archaeological potential of the subject site has been considered by a 2004 Non-Indigenous Heritage Assessment prepared by Southeast Archaeology. It is relevant to note that legislation changes in 2009 resulted in a change to the definition of a *'relic'* in accordance with the New South Wales *Heritage Act 1977* which, while not necessarily applicable to the subject site due to the Commonwealth status of the site at present, should be used as a guide for the management of historical archaeological resources. As such, the 2004 assessment is now outdated.

The 2004 Non-indigenous assessment of the subject site focused primarily on built heritage with little consideration of the archaeological potential of the site. This assessment identified the presence of building remains, including remains of brick and concrete house and outbuilding foundations, steps, and paths, with low integrity. This assessment concluded that the subject site had potentially significant archaeological resources including the gun emplacements (which are considered to be built elements on the site in the current report) with the ability to demonstrate the system of coastal defences and the role of Fort Wallace in the defence of the Australian Coastline, and recommended the site be utilised as an interpretation facility.

Following the site visit undertaken by Urbis in 2021, it was identified that the searchlights are now in such poor condition that they would not be able to be rendered suitable for use without full reconstruction as they are currently unsafe and would not suit compliance. As a result, it is concluded that the searchlights should be managed as ruins and utilised as archaeological or landscape elements in interpretation on the site, as discussed in Section 7.11.

Policies for the management of historical archaeological resources are included in Sections 8.11.1 and 8.11.2. Generally, management must include a full Historical Archaeological Assessment (HAA) to investigate the potential for historical archaeological resources of local or State significance to be present at the subject site. There is also potential for the use of archaeological sciences including Ground-Penetrating Radar (GPR) which will provide a clear understanding of the location of relics below ground and inform ongoing management.

5. COMPARATIVE ANALYSIS

5.1. BACKGROUND



The below presents a comparative analysis of the subject site with a view to consider the significance of the subject site in the context of similar sites and on a national level. This comparative analysis is limited to Australian examples of military forts that are no longer in use but that were operational across a similar period. The following comparable sites were considered:

- Fort Scratchley, Newcastle, NSW.
- Bare Island Fort, La Perouse, NSW.
- Henry Head Fort, La Perouse, NSW.
- North Head Fort, Manly, NSW.
- Fort Nepean, Point Nepean, Victoria.
- Fort Glanville, Semaphore Park, South Australia.
- Albany Forts (Princess Royal Fortress), Western Australia.
- Kangaroo Bluff Fort, Kangaroo Bluff, Tasmania.
- Fort Lytton, Brisbane, Queensland.

5.2. ANALYSIS

These comparative examples are discussed below with consideration for their current use, condition, listings and comparable elements. Where available, information has been adapted from heritage listing inventory sheets for the sites.

Table 7 – Comparative Analysis

<p>Name: Fort Scratchley</p>	
<p>Location: Newcastle, NSW.</p>	
<p>Established: 1878-82</p>	
<p>Brief History: Fort Scratchley is the first coastal military defence post in the Newcastle area, on land that was originally a coal mine. Fort Scratchley was operational from 1878 -1972 and was designed by Sir Peter Scratchley, its namesake. Fort Scratchley was one the only coastal fortification to fire on an enemy vessel in New South Wales, as it was involved in the Shelling of Newcastle in 1942 during WWII.</p> <p>The first structures were constructed in 1878-82, being the battery, followed by the Commandant’s Quarters, Barracks and water storage system. Modifications were undertaken on the site in 1889-1892 including the construction of the Harbour Mines Command Post and modifications for the installation of the disappearing guns. In 1910-11, disappearing guns were replaced and the observation post and signal tower constructed. During WWII, the site was expanded including the construction of the guard house and the conversion of the old guard house into the communications centre. Search lights were also added at this time.</p>	<p><i>Above: Fort Scratchley. Source: Visit Newcastle.</i></p> <p><i>Below: Battery observation post, Source: Suters Architects, 2008.HMP Fort Scratchley.</i></p>
<p>Current Use & Condition: Tourism and education through interpretation, Maritime and Artillery Museum.</p> <p>Fort Scratchley is generally in good condition relating to the ongoing refurbishment of the site, which is utilised as a museum providing education and tourism opportunities.</p>	
<p>Site Description: The Fort Scratchley complex is comprised of a number of elements which are arranged in descending order around the hill including gun emplacements, battery observation post and associated fortress structures, and underground tunnels; the commandant’s cottage; the barracks and associated buildings on the lower apron of the inner fort; the former transport garage (now new workshop), and the master gunners cottage. Structures are constructed primarily of reinforced concrete and steel.</p>	

Listing Status: State Heritage Register, *Coal River Precinct*, Listing No. 01674.

Also Newcastle LEP 2012, as Item No. I480 (*Fort Scratchley Group*).

Significance: State

Historically important site, being first coal mine in Australia and first signal station in the Hunter. Designed by G A Morrell for Colonel Scratchley. Built by James Russell under Bartnet, Colonial Architect. Barracks finished in 1886 by George Smith., NB. Conservation Plan prepared by Godden Mackay 1991. National Trust - The fort is one of only two examples of a closed work of the later 19th Century stage of fortification in NSW.⁶¹

Comparable Elements: Close proximity to Fort Wallace and functioned in conjunction with Fort Wallace to protect the Newcastle coastline; structures including transport garage, searchlight engine room, observation tower; concrete building construction.

General Comments: Geographically, Fort Scratchley is the closest fortress site in proximity to Fort Wallace and the two fortresses worked together to protect the vital ports and mines of Newcastle. While there are some comparable built elements on the site, in general Fort Scratchley is more closely comparable to Bar Island than to Fort Wallace.

⁶¹ State Heritage Inventory, *Fort Scratchley*.

Name: Bare Island Fort

Location: La Perouse, NSW.

Established: 1881-1886

Brief History: Bare Island Fort was designed by Sir Peter Scratchley in 18880, with construction undertaken by John McLeod's building company from 1881. Following Scratchley's death in 1885, work was overseen by Major Penrose. Construction was completed by 1886 but a year later recommenced due to poor construction. Between 1888-89 new barracks were constructed. The poor construction was the result of a Royal Commission, and McLeod was never awarded another government contract. By 1908 military activity had all but ceased on the island, and the fort was Decommissioned to become the first War Veterans' home in 1912. In WWII, the Fort was re-commissioned for military purposes. Guns were sold for scrap in 1930s with the larger two, being the 9-Inch guns, left on the island. In 1965 the island was reserved for Public Recreation. The guns were regularly fired by the Fort Artillery Society until 1974. The Island was open to the public until 1989, and now is under the ownership of the National Parks and Wildlife Service who utilise the site for interpretation through guided tours.⁶²

Current Use & Condition: Tourism and education through interpretation.

Bare Island is generally in good condition with regular maintenance and conservation works. Due to restricted public access graffiti and vandalism are not present here.

Site Description: Bare Island is a sandstone island off La Perouse Headland which was utilised as a military fort from 1880. Military structures on the site include gun emplacements, tunnels and stores. Characteristic materials include concrete with bluestone or sandstone aggregate, cement render, cream fired brick, red tuckpointed brick, and salt glazed tiles.

Listing Status: State Heritage Register, Listing No.00978



Above: aerial view of Bare Island Fort. Source: La Perouse Museum.

Below: view of concrete wall and structures, Bare Island Fort. Source: La Perouse Museum



⁶² State Heritage Inventory Sheet, *Bare Island Fort*.

Significance: National.

Bare Island is nationally significant as an almost completely intact example of late nineteenth century coastal defence technology. Designed by Sir Peter Scratchley to a specification by William Jervoise, it represents one of the more substantial and impressive of the many fortifications built around Australasia. The Fort reflects the evolution of the relationship between New South Wales as an increasingly independent colony and Britain. It shows the way that strategic defence policy was operating in Australia on the eve of Federation. The Fort is also nationally significant as the site of the first War Veterans Home founded in Australia. This reflects the social and moral obligations felt by Australians early this century to the veterans of wars fought across the British Empire. It is an early major construction from mass concrete, at a time when the use of this material was still uncommon and not well understood. The Fort is of State significance for its pivotal role in the closure of the career of James Barnet, NSW Colonial Architect. It has significant impacts on the way publicly funded construction was carried out in New South Wales after that time. The Fort is regionally significant as the only island in Botany Bay. The form of the island has been changed by the construction of the Fort, to present a functional structure which nonetheless is of high aesthetic value. It is an important example of fortification design which demonstrates the evolution of the theory of coastal defence, the technology of defence and coastal fortification design. The Fort is regionally significant to the general community as part of the recreational and historic landscape of Botany Bay. Bare Island has particular local significance to the La Perouse community as an item of local heritage value.⁶³

Comparable Elements: Structures including 9-Inch gun emplacements, underground tunnel systems and stores; concrete construction of building elements; Aboriginal cultural heritage values.

General Comments: While an earlier example of concrete Forts, Bare Island Fort is generally in better condition than Fort Wallace due to the ongoing conservation efforts and restriction of public access. Bare Island also retains 9-inch guns on site, whereas they have been removed (and potentially buried) at Fort Wallace.

⁶³ State Heritage Inventory Sheet, *Bare Island Fort*

Name: Henry Head Fort

Location: La Perouse, NSW.

Established: 1882-1885, additions in c.1941-45

Brief History: The fort was planned in 1874 by Sir Peter Scratchley and Major General sir William Jervis and constructed c. 1882-85. The batteries were altered, strengthened and re-commissioned briefly in World War II.⁶⁴ The site also has Aboriginal and historical archaeological potential.

Current Use & Condition: Tourism and education through interpretation.

The artillery batteries and other military structures are currently used as interpretive landscape elements along the La Perouse headland walk, and are open to the public. As a result of the ease of access to the WWII structures, they are in poor condition with graffiti and damage to concrete and steel metal corrosion, resulting in major structural failure. Earlier elements including underground tunnels are secured from public access in and fair condition as a result.

Site Description: The Henry Head Fort site comprises two disappearing gun emplacements, an extensive network of underground tunnels, ammunition rooms and a range finding station constructed of high-quality brickwork, early concrete and steel beams. In WWII, two large steel reinforced off-form concrete lookout positions were installed with relatively small emplacements for military guns. Fibrous cement sheeting has been added as a mitigation measure.

Listing Status: Listed on Randwick Local Environmental Plan 2012, Item No. I16.



Above: gun emplacement, Henry Head Fort. Source: NPWS fortifications Strategic Plan, 2007.

Below: Search Light, Henry Head Fort. Source: NPWS fortifications Strategic Plan, 2007



⁶⁴ Kinsey, J. 2008. *The Dictionary of Sydney – La Perouse*, https://dictionaryofsydney.org/entry/la_perouse

Significance: State (locally listed).

Henry Head Fort is of State significance as an intact early defence system planned by Sir Peter Scratchley and Major General Sir William Jervois, and constructed under the direction of Colonial Architect, James Barnet. The Henry Head Fort is of aesthetic significance for its high quality of design and construction, relationship to its surrounding landscape and as evidence of changing fort construction methods throughout two distinct phases of its development (1880s and World War II). The Henry Head Fort has historic and social significance for its long association with the Australian Military in NSW, and provides evidence of national development and strategic defence policy. The site is of scientific significance as it provides intact evidence of changing fort construction methods throughout two distinct phases of development, in particular the use of robust high quality double brick and early concrete construction in the 1880s phase of development. The Henry Head Fort is a representative example, as one of a few remaining intact examples, that illustrate the evolution of coastal fortification design.⁶⁵

Comparable Elements: Structures including gun emplacements (similar but not the same as Fort Wallace), underground tunnel system and 6-inch gun emplacements; concrete building elements; Aboriginal cultural heritage values, search lights.

General Comments: Henry Head Fort contains a number of similar elements to Fort Wallace and is in a similar condition due to ongoing vandalism and damage, particularly to the WWII additions. Henry Head Fort has been re-used for interpretive display, which is considered an appropriate re-use of many elements at Fort Wallace.

⁶⁵ State Heritage Inventory, *Henry Head Fort*

Name: North Head Fort

Location: North Head, Manly, NSW.

Established: 1936-38

Brief History: The North Head Fort was established between 1936-1938, and was strategically placed at the northern entrance to Sydney Harbour, mirroring the fortress at South Head on the opposite side. The fortress was key in the defence of Sydney during WWII. The fort at North Head worked in tandem with forts along the coast including Fort Wallace, and they would provide information to one another on ship locations. From 1941, the North Head Fort was operated largely by women of the Australian Women's Army Service (AWAS). The fort was decommissioned in 1960 and guns and other equipment were scrapped. In 2019-2020, the plotting room was restored by the Sydney Harbour Federation Trust as part of an ongoing effort to restore Sydney Harbour Forts.⁶⁶

Current Use & Condition: Tourism and education through interpretation, Royal Australian Artillery National Museum.

The majority of guns and other equipment on the site at North Head Fort have been removed and scrapped following closure of the site in 1960. North Head Fort is noted as an industrial archaeological site. A number of above ground structures at North Head Fort have been subject to vandalism.

Site Description: The military fortifications at North Head included two 9.2 Inch BL Mark 10 guns within gun pits, with a magazine, shell store and pump chamber underground for each gun, and concrete roads above. Underground tunnels connected the gun emplacements to the engine room, which was also underground, as was the battery plotting room. Searchlights of concrete construction (no longer on the site) supported the guns. A Battery observation post is also present on site.

Listing Status: Manly Local Environmental Plan 2013, Item No. I181



Above: Underground tunnels, source: arts and culture, The Secret Military History of Manly's North Fort Plotting Room.

Below: plotting room, North Head. Ibid.



⁶⁶ Sydney Harbour Federation Trust, 2020. Arts and Culture, The Secret Military History of Manly's North Fort Plotting Room. <https://artsandculture.google.com/story/the-secret-military-history-of-manly-s-north-fort-plotting-room/bwXRG7KBQReiQ>

Significance: State (Locally listed).

North Head Battery is of historic significance as a key link in the World War Two defences of Sydney, Newcastle and Wollongong, operating in conjunction with other 9.2 inch batteries at Newcastle, Cape Banks and Wollongong. The Battery is of significance also because it is a major element in the extensive collection of Sydney defence facilities which represent the range of military technologies operating in the colony and state from the early nineteenth century to the present day.

Part of national coastal defence system (World War II) and general Port Jackson defences: they also represent important advances in targeting procedures.⁶⁷

Comparable Elements: Structures including 9.2-inch gun emplacements, underground tunnel system, engine room (underground at North Head, above ground at Fort Wallace), and underground plotting room, a battery observation post (much smaller than Fort Wallace) and concrete searchlights (no longer present at North Head); concrete construction of buildings; Aboriginal heritage values.

General Comments: The fortifications at North Head operated in conjunction with the batteries at Newcastle, including Fort Wallace, and were a key part of the WWII defence. The North Head Fort is also highly comparable to Fort Wallace due to the underground plotting room element, which controlled operations on the site. Little material remains at North Head Fort, and it is partially maintained for tourism through interpretation. Access to the Plotting Room is restricted and through guided tours. The North Head Fort is likely the most comparable fort, and is the only fort discussed which post-dates Fort Wallace.

⁶⁷ State Heritage Inventory, *North Head Fortifications*

Name: Fort Nepean

Location: Point Nepean, Victoria.

Established: 1873

Brief History: Fort Nepean was established in the late 19th Century under the oversight of Sir William Jervois to protect Victoria's rich gold fields and defend Port Phillip Harbour. Prior to this the site had been used as a quarantine facility. Fortifications and barracks were built at Fort Nepean from 1873, with gun batteries installed in 1886. This included 10 gun emplacements, with not all emplacements containing guns. The site contained 4 six-inch BL guns, two BL 9.2 Inch guns, 1 4.7 Inch gun and a QF 14 Pounder. By the commencement of World War I the QF Gun had been replaced by a searchlight and engine house. Fort Nepean purportedly launched the first Australian shots of both WWI and WWII. Following the wars, the guns at Fort Nepean were dismantled and sold for scrap, although the guns which were fired were returned to the site in 1960.

Current Use & Condition: Tourism and education through interpretation.

The Fort Nepean fortress forms part of the Point Nepean National Park and was opened to the public in 1988. The structures appear to be in fair-good condition.

Site Description Remaining buildings and structures from the defence use of the site include the gun emplacements, light emplacements, observation posts, tunnels, Pearce Barracks, Fort Pearce, Eagle's Nest, and the Engine House, and a number of archaeological sites such as Happy Valley, the site of a World War II camp. The land south of Defence Road was used by the Army as an operational training ground. Rifle, mortar, anti-tank and machine gun firing ranges were constructed in this area. Buildings on the site are constructed of concrete and brick.⁶⁸

Listing Status: Victorian Heritage Register, VHR No. H2030

Significance: State.

Point Nepean, inclusive of Fort Nepean is considered to be of State Significance and is subsequently registered on the Victorian Heritage Register. The complex at Point Nepean provides an excellent example of a quarantine facility, and the Fort also provides a good example of the work of Sir William Jervois and the coastal defence technology at the time including gun emplacements and electric searchlights.



Above: Former gun emplacement and observation tower at Fort Nepean, Source: Parks Victoria.

Below: 1933 image of searchlight in gun emplacement, source: Wikimedia



Comparable Elements: Structures including 9.2-inch gun emplacements, underground tunnel system and observation tower; concrete construction of buildings/structures; Aboriginal heritage values

General Comments: Fort Nepean is an earlier example of a military fort than Fort Wallace, however it is moderately comparable due to similar built elements on the site and the concrete construction of numerous elements including gun emplacement. Fort Nepean had similar guns as those at Fort Wallace and served a similar purpose in protecting the port and important industries in the area. Both forts were operational for both WWI and WWII, however only Fort Nepean actually fired guns in aggression in both wars. Fort Nepean differs from Fort Wallace in a number of ways, including the gun technology used at the site and the construction of some elements such as metal framed searchlights.

⁶⁸ Victorian Heritage Register, *Point Nepean*.

Name: Fort Glanville

Location: Semaphore Park, South Australia.

Established: 1878-1880

Brief History: Construction on Fort Glanville was commenced in 1878, following calls from Sir William Jervois for coastal battery defence at Semaphore, Largs Bay and Glenelg. Fort Glanville was the first to be erected at the chosen site in Semaphore on the sand hills near Glanville Hall on Point Malcom promontory, to guard the entrance to Port Adelaide and the anchorage at Semaphore. Construction continued until 1882 but the fort commenced operations in 1880. However, when the fort at Fort Largs was equipped with two 6-inch BL disappearing guns which outranged Glanville's armament, the site became disused. Fort Glanville was all but decommissioned and by the end of the 19th century, having been surpassed by Fort Largs. However, the fort was recommissioned briefly during WWI and WWII, however during this time it was not used as a defensive outpost but a store for ammunitions and a detention barracks. The Fort had operated as a varied tourism and accommodation spot for much of the 20th century and in 1951 became the property of the State Government. The site became a conservation part at this time, although a caravan park is still operational on a portion of the site.⁶⁹

Current Use & Condition: Tourism and education through interpretation.

Fort Glanville forms part of the Glanville Conservation Park and is the site of historical re-enactments, citizenship ceremonies and public tours. The site is in generally good condition, retaining original guns.

Site Description The fort was a lunette earthwork with a parapet 50ft thick backed by 5ft of concrete and 2ft of brick retaining wall. The majority of structures across the site are of brick construction, with a concrete escarpment wall surrounding the area. In present day the fort comprises gun emplacements, magazines, guard room, barracks, gunner's mess, officer's quarters and stores.

Listing Status: South Australia Heritage Register, State Heritage Place, *Fort Glanville Conservation Park*, State Heritage ID 10569.

Significance: State.

*Fort Glanville was South Australia's first fortification and is the best remaining example of a classic nineteenth century coastal battery in Australia. It was built in 1878 and formed part of a coastal defence network commissioned to defend the colony against possible Russian attack. Part of the park is used as a caravan park.*⁷⁰



Above: restored 10-inch gun in brick emplacement, source: Fort Glanville Historical Association.

Below: Fort Glanville, concrete wall, source: Ibid.



Comparable Elements: Environment (sand hills); some structural elements including gun emplacements; use of the site for accommodation and conservation park (proposed future use for Fort Wallace).

General Comments: In general, there are few comparable elements between Fort Wallace and Fort Glanville, which is much earlier in construction and was decommissioned prior to the establishment of Fort Wallace. Structures at Fort Glanville are primarily constructed of brick and lunette earthwork, shirking the trend of military structures being constructed of concrete during this time period from the late 19th century onwards. The main comparable element of the two fort sites is the original environment, being sand hills modified for the purposes of the construction of the Forts.

⁶⁹ Fort Glanville Historical Association. *Fort Glanville – History*, http://www.communitywebs.org/fort_glanville/history/

⁷⁰ Register of the National Estate listing, *Fort Glanville Conservation Park*.

Name: Albany Forts (Princess Royal Fort)

Location: Mount Clarence, Western Australia

Established: 1891-93.

Brief History: The construction of Princess Royal Fort, also known as Albany Fort, was funded by the colonies in a joint effort to protect King George Sound against the fear of Russian expansionism. The Federal Council of Australasia provided three six-inch batteries and machine guns, with the construction completed by 1892 and the garrison completed in 1893, under the design of architect Major Rainsford-Hannay. The forts served in WWI as the principal rendezvous point for ANZAC troupes. The forts were abandoned after WWI before being reformed in 1925. Modernisation works were undertaken prior to WWII and during the war including the addition of a command post and naval signal lookout. The guns were dismantled and buried following WWII, and the site was passed into private ownership in 1959 to be used as a school and holiday units. The buildings fell into disrepair and were subject to vandalism. In 1977 the site was declared a recreation reserve before passing to the ownership of the Town of Albany in 1983. Conservation works commenced in 1987, and the site was reopened as the Princess Royal Fortress Military Heritage Park in 1988.⁷¹

Current Use & Condition: Tourism and education through interpretation (Princess Royal Fortress Military Heritage Park).

The condition of buildings varies across the site but, due to ongoing conservation efforts and the establishment of the Princess Royal Fortress Military Heritage Park, the overall condition of the place is identified as good. Prior to conservation efforts, the site was in disrepair and heavily vandalised.

Site Description: Albany Forts is situated on the summit and west of the summit of Mount Adelaide, and consists of two guns, an underground magazine, numerous transport buildings, ruins, some reconstructed buildings and a parade ground. Buildings on the subject site including the stores etc are primarily of weatherboard or zincalume construction, with the Military Institute constructed of granite and brick. Few structures were built in concrete, primarily the gun emplacements, underground tunnel system and WWII additions such as the (no longer present) ablutions block.

Listing Status: Western Australia State Heritage Register, *Albany Forts*, Place No. 00026.



Above: observation post, Princess Royal Fort. Source: Wikimedia

Below: gun emplacement, Princess Royal Fort, WWII. Source: Wikimedia.



Significance: State.

Albany Forts, a renovated artillery battery and army barracks, has cultural heritage significance for the following reasons: the place formed part of the strategic defence of Australia from colonial times, being an early example of federal co-operation of the states, and through two World Wars; it was the principal rendezvous for Australian and New Zealand troops departing on overseas service during World War One; it is now a unique military heritage park; it has a landmark quality; and the place is highly valued by the community..⁷²

Comparable Elements: Some structural elements including gun emplacements and underground tunnel system; use of the site for conservation park (proposed potential future use for Fort Wallace).

General Comments: In general, Princess Royal Fort is earlier than Fort Wallace and does not have many similarities excluding some structural elements such as the 6-inch gun emplacements, observation tower and the underground tunnels, both of which are fairly generic elements of any fort due to the use of the sites.

⁷¹ City of Albany, 2021. *Albany Forts (Princess Royal Fort)*.

⁷² National Trust of Western Australia, 2016. *Albany Forts*.

Name: Kangaroo Bluff Fort

Location: Bellerive, Tasmania

Established: 1880-1884

Brief History: Kangaroo Bluff battery was established in 1884 to support the Queen's Battery and Battery Point Battery, to protect Hobart from the fear of invasion during a period of intense Russian expansionism. The Fort was constructed under the supervision of Staff Officer Capitain E Tudor Boddam from the plans of P.H. Scratchley. The Fort was equipped with 8-inch Armstrong rifle guns and was, at the time, a state-of-the-art facility. The Fort became redundant in the 1920s with moveable items disposed and the guns buried on site. The guns were eventually excavated and used in displays in 1970 to support the interpretation of the site as a Heritage Park operated by Tasmanian National Parks and Wildlife Service.⁷³

Current Use & Condition: Tourism and education through interpretation, The site forms part of the Bellerive Heritage Walk.

The fabric is generally in good condition, with some small areas beginning to deteriorate. Moveable items, revolving shield, flagstaff, main entrance gates and bridge and machinery and guns have been removed from the site. In 1930, the Clarence City Council took over the site for use as a public park.

Site Description: The Fort at Kangaroo Bluff was largely constructed of stone with some concrete elements, and is designed in a pentagon shape that fitted into the bluff above the cliff. The structures including ditch, tunnels and underground chambers were cut from solid stone and faced with masonry. Access to caponiers was through iron hatchways opening into passageways c.3m deep, with underground magazines, stores, lamp room, well and loading galleries.

Listing Status: Tasmanian Heritage Register, *Kangaroo Bluff Battery*, Place ID 972.



Above: Kangaroo Bluff gun emplacement, of stone construction. Source: Australian Heritage Database.

Below: Kangaroo Bluff, tunnel entry structure. Source: Australian Heritage Database.



⁷³ Australian Heritage Database, *The Fort*

Significance: State

The Fort at Kangaroo Bluff, Bellerive, comprising the ditches, walls, magazines, canonieres, gun emplacements and guns is important for its association with the defence of Hobart following the departure of British Imperial troops in 1870. Constructed following the Crimean War of 1853-56, at a time when attacks by foreign powers were seen as coming from the sea, the fort was strategically sited to prevent foreign warships from avoiding the batteries at Battery Point. The Fort was designed under the control of Lt Colonel Peter Scratchley and supervised by Captain E. Tudor Boddam, in 1879, at a time when Colonial defences were routinely designed by British experts, and as such illustrates contemporary thinking and military engineering. (Criterion A.4). The Fort is important for its ability to demonstrate the function and design of artillery forts erected in Australia in the 1870s as one of the few intact examples of its kind. The use of canonieres is rare in Australia. (Criterion B.2). The Fort is important in demonstrating the principal characteristics of artillery forts erected in Australia during the second half of the nineteenth century. (Criterion D.2).⁷⁴

Comparable Elements: some structural elements including underground tunnel systems; use of the site for conservation park (proposed potential future use for Fort Wallace).

General Comments: In general, Kangaroo Bluff Fort is earlier in construction than Fort Wallace and does not have many similarities excluding some structural elements such as the underground tunnel system, a fairly generic element of any fort due to the use of the sites.

⁷⁴ *Ibis*

Name: Fort Lytton

Location: Brisbane, Queensland

Established: 1880-82

Brief History: Fort Lytton was the primary defence of Brisbane from the colonial era until post-WWII, situated at the mouth of the Brisbane River and constructed on the advice of Jervois and Scratchley in the late 19th century. Construction on the Fort commenced in 1880 and the main battery was completed by mid-1882. The Fort comprised 4 gun emplacements protected by an earthwork parapet surrounded by water filled moat. The site also contained barracks, powder magazine and shell room, and brick lined passages connected the magazines to the gun emplacements. Fort Lytton was maintained and utilised until the mid-20th century, serving at times as a semi-permanent military camp from 1881-1930s. In 1901 Fort Lytton was transferred to Commonwealth ownership and received improvements including a new concrete base for the 1892 searchlight as well as a new bridge, ablutions area and kitchen facilities. New Barracks and cook-houses were constructed at the outbreak of war. At the end of WWI deficiencies in the Fort were obvious and during the interwar period the fort was closed, only to be re-activated at the commencement of WWII, with new anti-aircraft installations and guns as well as a forward command post and a signal station. In 1946, Fort Lytton was decommissioned and was purchased by Ampol in the 1960s as an oil refinery. Fort Lytton became a national park in 1990, with the buildings on site managed by the Queensland Parks and Wildlife Service since 1988.⁷⁵

Current Use & Condition: Tourism and education through interpretation, the site forms part of the Fort Lytton Historic Military Precinct.

The site is generally in good condition with some restoration work. While the site was modified during its use as the Lytton Oil Refinery

Site Description: Fort Lytton comprises an open drill area in the south with substantial c.1880 rectangular brick stores, and fortification buildings including structures of concrete and earthworks in the north. This includes concrete gun emplacements, ammunition storage and handling facilities. Concrete underground tunnels connect the gun pits to outer gun pits utilised during WWII. The concrete pill box for the searchlight sites outside the concrete wall and original gun pits. The site contains archaeological potential associated with the remnants of military structures since removed from the Fort during later phases.

Listing Status: Queensland Heritage Register, *Fort Lytton*, QHR ID600248



Above: Fort Lytton structures. Source: Parks QLD.

Below: Searchlight at Fort Lytton. Source: Parks QLD.



Significance: State.

Historically, Fort Lytton is significant for its association with the development of Colonial fortifications as a defence against the perceived threat from hostile European powers during the latter half of the nineteenth century (Criterion A.4). The complex is the only major fortified position within the Brisbane area and as such is regarded as a regionally rare example of nineteenth century military engineering (Criterion B.2).⁷⁶

Comparable Elements: Environment (sand hills); temporary encampments; some structural elements including search light, gun emplacements and storage areas; concrete construction use of the site for conservation park (proposed potential future use for Fort Wallace).

General Comments: In general, Fort Lytton does have some comparable elements to Fort Wallace including the environment (being located on sand hills) and some structures, including concrete search lights. However, Fort Lytton is an earlier example of a Fort complex, and the structures have variations in design. Furthermore, the similarities in structures is more attributable to the similarities in use with the structure types indicative of military use of the sites.

⁷⁵ Queensland Heritage Register, 2016. *Fort Lytton*.

⁷⁶ *Ibid*

5.3. DISCUSSION

The comparative analysis shows that in general, Fort Wallace is not necessarily rare in the Australian context, with a number of similar forts constructed across the country. However, these forts generally pre-date Fort Wallace, being constructed on the advice and supervision of Sir Peter Scratchley and Major General William Jervois at the end of the 19th century in response to fears of Russian expansionism. This is with the exception of North Head Fort, which was established in the 1930s and is the most comparable to Fort Wallace in regard to fabric.

The forts discussed are largely similar in terms of built elements, concrete construction (although some were constructed of brick, stone and earthwork), and the types of buildings present. However, these similarities are not altogether notable as the forts all served the same purpose – to protect coastal cities from attack – and therefore required the same elements such as gun emplacements, underground tunnels, search lights and observation towers. The use of concrete across many of the forts attested to the durability of this material and appropriateness for purpose rather than a necessarily stylistic choice.

It has previously been remarked that the use of Fort Wallace across both WWI and WWII was a notable part of the site's history, however as this analysis has shown a number of the forts across Australia were utilised for both wars as all efforts were made to protect the port cities from enemy attack. This includes Fort Scratchley, Henry Head Fort, Fort Nepean, Fort Glanville, Princess Royal Fort and Fort Lytton. The 9.2-Inch guns are also seen as a key element of significance of the fabric and history of Fort Wallace, and it is important to note that 9.2-Inch guns were also present at North Head Fort in NSW and Fort Nepean in Victoria.

However, this comparative analysis also demonstrates the rarity and importance of some elements present at Fort Wallace. For example, the plotting room is a notable element of the site at Fort Wallace, with few other forts having remaining and largely intact plotting rooms still present across the site. At North Head Fort in NSW, the plotting room was recently the subject of restoration and reconstruction works as an element of principle importance on the site, and this plotting room worked in conjunction with the one present at Fort Wallace. The plotting room is considered a key element of the significance of both North Head Fort and Fort Wallace, and the importance of the restoration project at North Head Fort demonstrates the significance of this element.

Regarding use of the site, all of the above forts have been decommissioned from military use and all are instead used for tourism and interpretation, forming part of heritage walks or precincts typically managed by the respective state government national parks agencies. Access to the forts varied, with some managed through private tours and others completely accessible. Those that are managed by paid tours are generally in better condition as the restriction of access works to prevent vandalism. The majority of the comparable forts are listed on the respective state government heritage register, and all are generally considered to have state significance. This reaffirms the appropriateness of both State Heritage Listing of the site, and future development prospects including heritage precinct to be either publicly accessible or accessible through paid tours.

6. ASSESSMENT OF HERITAGE VALUES

6.1. INTRODUCTION TO IDENTIFYING HERITAGE VALUES

In this section, the place is assessed for its historic and Indigenous heritage values against the Commonwealth Heritage criteria of the *EPBC Act*.

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place; why it is important, why a statutory listing was made to protect these values. The assessment of significance of a place is informed by an analysis of physical and documentary evidence.

6.2. HERITAGE VALUES

6.2.1. Commonwealth Heritage Criteria – Method of Assessment

The 2004 amendments to the EPBC Act established the Commonwealth and National Heritage Lists. Fort Wallace is listed on the CHL. The CHL comprises places owned or controlled by a Commonwealth Agency and which have significant heritage values.

The heritage value of a place is defined in Section 528 of the EPBC Act as including ‘the places natural and cultural environment having aesthetic, historic, scientific or social significance, or other significance, for current and future generations of Australians’. There are nine Commonwealth Criteria which are identified in Section 10.03A of the EPBC Regulation and reproduced in Section 6.2.2 of this report. Listing on the CHL requires that an item meets the threshold of significance under at least one of the criteria for significant heritage values.

The official values listed against the item are reproduced below. These values were adopted in conjunction with the listing of the item on the CHL and are those which are published on the Australian Heritage Database. However, it is appropriate now that a significant amount of time has elapsed to reassess these values. This reassessment was undertaken in part by GML in Section 3.4.2 of the HMS 2008.

In the section below of this report Urbis has reproduced the official values and set out next to each criterion where it would be appropriate to reinvestigate further values. The process of adopting these additional values should be undertaken by the Australian Heritage Council in conjunction with the Department of Agriculture, Water and the Environment. The reinvestigation of significant values is addressed in the Implementation Strategies in Section 9.

The assessment below considers the site in its entirety, noting attributes which contribute to each value. The individual inventory sheets in Volume 2 of this report provides a brief statement of significance for each item.

6.2.2. Commonwealth Heritage Criteria - Assessment of Significance

Table 8 – Commonwealth Heritage Criteria

Criteria	Assessment	Comments
Criterion A— Processes The place has significant heritage value because of the place's importance in the course, or pattern, of	<i>Fort Wallace is nationally significant as a major component of the integrated system of defence for the Newcastle Fortress Area. Its prime purpose was protection of Newcastle Harbour and its industries. During World War One Newcastle was an important coal export centre, not only for Australia, but for the Allied Nations generally, and during World War Two it was also a major steel producing centre.</i>	<ul style="list-style-type: none">▪ The site is unique as one which has shown a continuity of defence processes over its history of nearly 90 years. This is alluded to in the identified attributes however should be specifically demonstrated in the statement.▪ Fort Wallace was supplementary to the installations at Fort Scratchley and Shepherds Hill in WWI. This elevates its important in Phase 2 as

Criteria	Assessment	Comments
<p>Australia's natural or cultural history.</p>	<p><i>The importance of the Fort increased during World War Two with the installation of the 9.2 inch guns, when it became the primary counter bombardment facility within the Newcastle Fortress Area. In terms of the fort's operational equipment and function, it represents three distinct and consecutive phases in the development of coastal defence tactics and military technology:</i></p> <p><i>Phase One. The 6 inch guns remnant defence technology from the late nineteenth/early twentieth centuries. This relies on the use of a separate explosive charge to fire the projectile, operated and directed by purely manual resources.</i></p> <p><i>Phase Two. The 9.2 inch guns. While the firing of the projectile remained basically unchanged, the operation and direction of the gun had made use of advanced technology in the form of hydraulic and electrical power, radar, aeroplanes and computers to plot target positions, and radio and direct landline to relay target information to the guns.</i></p> <p><i>Phase Three. Tactical Air Support Land based fixed guns for coastal defence were recognised as obsolescent as early as the 1950s, particularly with the development of airborne defences. Aircraft could be used to attack both ground and sea positions, and to transport troops and equipment to required locations. This relied on the relay of information between Army and Air Force through a variety of sources.</i></p> <p>Attributes</p> <p>All of the fabric associated with the operational use of the site as a defence and military facility from 1907 until its closure in 1993.</p>	<p>it becomes a principal counter bombardment installation.</p> <ul style="list-style-type: none"> ▪ The comparative analysis in the section above concludes that there are several forts around Australia with comparable elements. There are no elements comprised within Fort Wallace which are not found in at least one other fort. Further, there are other examples of forts with a longer history and more active service. None of these forts are listed on the National Heritage List. With consideration of these factors, it is not considered that the place has outstanding significance to the nation. The statement implies that the site should be listed on the National Heritage List. The statement should be revised to remove reference to National significance until such a time that further information indicates that a reassessment is necessary. ▪ Items such as the Junior Sailor's Accommodation Lecture Room, Tech Maintenance and Q store contribute to a broad understanding of the history of the site, the phases of defence occupation and ancillary defence functions. However, the fabric itself has no visible associations with the former military functions and has no other significant values. Therefore, the items do not have significant values in the context of the site overall. The attributes should more clearly define the items of operational use as those which exclude the items with an assessed level of 'D', 'E' or 'F' in Section 6.4 of this report.
<p>Criterion B—Rarity</p> <p>The place has significant heritage value</p>	<p><i>Fort Wallace is a relatively rare example of three consecutive defence phases on the one site.</i></p> <p><i>In respect of the first two phases, it is the only defence installation in Australia to have</i></p>	<ul style="list-style-type: none"> ▪ The comparative analysis in this report shows that there are several forts around Australia which show three consecutive defence phases. Notably some forts demonstrate earlier phases. The first paragraph in this statement is technically

Criteria	Assessment	Comments
<p>because of the place's possession of uncommon, rare or endangered aspects of Australia's natural or cultural history.</p>	<p><i>been the site of both 6 inch and 9.2 inch guns, as well as the range of associated items, such as plotting rooms and observation towers.</i></p> <p><i>In respect of the third phase, it is one of only a few military installations to have remained as an active defence site post World War Two, most either closing completely or being used for training or administration purposes only. The Inner Fort Precinct and the Plotting Room Precinct within the Fort are of particular importance, and within these precincts are specific items of significance.</i></p> <p><i>Attributes</i></p> <p><i>All of the fabric associated with the operational use of the site from 1907 until its closure in 1993.</i></p>	<p>correct, Fort Wallace does represent one of a few examples of three phases of defence. However, the sample group is proportionately small and therefore the application of this value should be treated with due consideration.</p> <ul style="list-style-type: none"> ▪ Items such as the Junior Sailor's Accommodation Lecture Room, Tech Maintenance and Q store contribute to a broad understanding of the history of the site, the phases of defence occupation and ancillary defence functions. However, the fabric itself has no visible associations with the former military functions and has no other significant values. Therefore, the items do not have significant values in the context of the site overall. The attributes should more clearly define the items of operational use as those which exclude the items with an assessed level of 'D', 'E' or 'F' in Section 6.4 of this report.
<p>Criterion C— Research</p> <p>The place has significant heritage value because of the place's potential to yield information that will contribute to an understanding of Australia's natural or cultural history.</p>	<p><i>Many of the precincts and items are significant for the way they contribute to an understanding of the general operation of the fort during the three phases of its operation.</i></p> <p><i>Attributes</i></p> <p><i>All of the fabric associated with the operational use of the site from 1907 until its closure in 1993.</i></p>	<ul style="list-style-type: none"> ▪ The site has potential for Aboriginal archaeological deposits. This should be identified in the listing. ▪ The site has potential for Historical archaeological deposits. The research potential of these deposits should be investigated further through a HAA, and should it be identified that research potential is retained, this should be identified in the listing. ▪ The precincts referenced relate to an earlier state of the site where more defence buildings were remnant. Precinct five has been denuded of most structures and precinct six has also been impacted by demolition works. <p>The Inner Fort Precinct, the Plotting Room Precinct and the sand dunes area are of significance for their strong contribution to an understanding of the place of Fort Wallace in the defence of Newcastle and the functions of 20th century defence infrastructure.</p> <p>The Outer Fort Precinct does make a general contribution to an understanding of the functions of</p>

Criteria	Assessment	Comments
		<p>the place overall however this contribution is not significant as there are no easily identifiable connections with their original uses either through their architecture or any moveable heritage. Recommend revision of this assessment to reference the specific buildings with a demonstrable connection to the</p>
<p>Criterion D— Characteristic</p> <p>The place has significant heritage value because of the place's importance in demonstrating the principal characteristics of:</p> <p>a class of Australia's natural or cultural places; or</p> <p>a class of Australia's natural or cultural environments.</p>	<p>No values identified</p>	<ul style="list-style-type: none"> ▪ Update to establish that Fort Wallace is a representative example of Australia's integrated system of defence for the Newcastle Fortress Area and of the 20th century fixed coastal defence network. As the site is defined to comprise research and rare values the item is a significant representation of the class of Australia's defence sites.
<p>Criterion E— Aesthetic</p> <p>The place has significant heritage value because of the place's importance in exhibiting particular aesthetic characteristics valued by a community or cultural group.</p>	<p>No values identified</p>	<ul style="list-style-type: none"> ▪ The dunal landscape and the suite of operational elements on the dunes including the items in the Inner Fort and the searchlights create a cultural landscape which is visible from the surrounding area. The aesthetic characteristics should be reinvestigated to determine whether the aesthetic values are significant and should be reflected in this assessment.

Criteria	Assessment	Comments
<p>Criterion F— Technical/ Achievement</p> <p>The place has significant heritage value because of the place's importance in demonstrating a high degree of creative or technical achievement at a particular period.</p>	No values identified	N/A
<p>Criterion G— Social</p> <p>The place has significant heritage value because of the place's strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</p>	No values identified	<ul style="list-style-type: none"> ▪ Community consultation has not been undertaken in the preparation of this draft report. Community comments will be considered following public exhibition of this document and these recommendations updated as appropriate.
<p>Criterion H— Associative</p> <p>The place has significant heritage value because of the place's special association with the life or works of a person, or group of persons, of importance in Australia's natural or cultural history.</p>	No values identified	N/A

Criteria	Assessment	Comments
<p>Criterion I— Indigenous</p> <p>The place has significant heritage value because of the place's importance as part of Indigenous tradition.</p>	No values identified	N/A

6.2.3. Summary Statement of Heritage Values

The summary statement available for the item on the Australian Heritage Database has been reproduced below. In accordance with the implementation measures recommended in Section 9 of this report it is recommended that the values expressed below are reinvestigated in consultation with AHC and DAWE.

Fort Wallace is nationally significant as a major component of the integrated system of defence for the Newcastle Fortress Area. Its prime purpose was protection of Newcastle Harbour and its industries. During World War One Newcastle was an important coal export centre, not only for Australia, but for the Allied Nations generally, and during World War Two it was also a major steel producing centre. The importance of the Fort increased during World War Two with the installation of the 9.2 inch guns, when it became the primary counter bombardment facility within the Newcastle Fortress Area.

In terms of the fort's operational equipment and function, it represents three distinct and consecutive phases in the development of coastal defence tactics and military technology: Phase One. The 6 inch guns remnant defence technology from the late nineteenth/early twentieth centuries. This relies on the use of a separate explosive charge to fire the projectile, operated and directed by purely manual resources.

Phase Two. The 9.2 inch guns. While the firing of the projectile remained basically unchanged, the operation and direction of the gun had made use of advanced technology in the form of hydraulic and electrical power, radar, aeroplanes and computers to plot target positions, and radio and direct landline to relay target information to the guns.

Phase Three. Tactical Air Support Land based fixed guns for coastal defence were recognised as obsolescent as early as the 1950s, particularly with the development of airborne defences. Aircraft could be used to attack both ground and sea positions, and to transport troops and equipment to required locations. This relied on the relay of information between Army and Air Force through a variety of sources.

Fort Wallace is a relatively rare example of three such consecutive phases on the one site. In respect of the first two phases, it is the only defence installation in Australia to have been the site of both 6 inch and 9.2 inch guns, as well as the range of associated items, such as plotting rooms and observation towers.

In respect of the third phase, it is one of only a few military installations to have remained as an active defence site post World War Two, most either closing completely or being used for training or administration purposes only. The Inner Fort Precinct and the Plotting Room Precinct within the Fort are of particular importance, and within these precincts are specific items of significance. Many of the other precincts and items are also significant for the way they contribute to an understanding of the general operation of the fort during the three phases of its operation (Criteria A.4, B.2 and C.2).

6.3. CONDITION OF HERITAGE VALUES

The EPBC Act Regulations Schedule 7A, sets out the requirements for Management Plans for items on the CHL. This section requires that such plans include a description of the Commonwealth Heritage values and their condition.

It is possible to monitor the condition of heritage values by assessing the place against the criteria set out in the table above in successive years to ascertain if those values have been retained, lost or whether additional values are identified based on new information. The Implementation Strategies in Section 9 of this report allows for monitoring of the values.

Based on a reassessment of the identified heritage values (research, rarity, historic) against the CHL criteria the following is observed:

- The Commonwealth heritage values are largely intact. However, the official assessment of significance determines that the site is of National significance. The site has been considered in this report in the context of comparable sites around Australia and it is found that it is not of outstanding significance to the Nation. Therefore, if the site was of National significance at the time when the assessment was prepared, it no longer is.
- The recognition of new assessments in the context of the existing values would build on and enhance those values.
- The physical deterioration of the buildings has not denuded the site of its visible association with its operational defence history. However, this potential future risk should be mitigated through the application of the implementation strategies in this HMP.

6.4. SCHEDULE OF SIGNIFICANT ELEMENTS

All remnant structures/items have been assigned a grading of significance in Table 10 below. The thresholds for significance have been set out in Table 9. Note that the Heritage Management Strategy used a unique grading system for significance. To ensure best practice in line with current standards, the gradings of significance adopted for this HMP are based on those definitions as developed by the Heritage Council of NSW and modified where required. Table 9 below establishes the definition of each grading, it also provides approximate equivalencies to the previous system adopted in the HMS.

The schedule below provides a summary of the relative significance of the items. The inventory sheets for each item in Volume 2 of this HMP establish a statement of heritage values for each item and outlines the significance of the component elements within each item.

Table 9 – Thresholds for levels of significance

Grading	Justification	Status	Equivalent HMS Level of Significance
Exceptional	Rare or outstanding elements that directly contribute to the place's overall heritage significance; they retain a high degree of integrity and intactness in fabric or use; any change should be minimal and retain significant values or fabric.	Meets the threshold for entry in the Commonwealth Heritage List. Fulfils criteria for state or local listing.	A
High	Element demonstrates a key aspect of the place's overall heritage significance; they have a high degree of original fabric or they retain their original use;	Meets the threshold for entry in the Commonwealth Heritage List.	B

Grading	Justification	Status	Equivalent HMS Level of Significance
	alterations do not detract from significance	Fulfils criteria for state or local listing.	
Moderate	Element contributes to the place's overall heritage significance; they may have been altered but they still have the ability to demonstrate a function or use particular to the site; change is allowed so long as it does not adversely affect the place's overall heritage significance	Does not fulfil criteria for Commonwealth listing. Fulfills criteria for local listing.	C
Little	Element that makes little contribution to the place's overall heritage significance; element may be difficult to interpret or may have been substantially modified which detracts from its heritage significance; change is allowed so long as it does not adversely affect the place's overall heritage significance	Does not fulfil criteria for Commonwealth, state or local listing however may be recognised for its contributory values.	D
Neutral	Elements do not add or detract from the site's overall heritage significance; change allowed	Does not fulfil criteria for Commonwealth, state or local listing and has no identified contributory values.	E
Intrusive	Elements are damaging to the place's overall heritage significance; can be considered for removal or alteration	Detracts from the heritage values of the place and does not meet the threshold for entry in the Commonwealth Heritage List or for State or local listing.	F

Table 10 – Level of significance for each element

Item	Assessed Level of Significance
A0037 – Tunnels	Exceptional
23 – Plotting Room	Exceptional

Item	Assessed Level of Significance
A0036 – Watch Tower, Observation Tower	Exceptional
27 – No. 2 Gun Emplacement – 9.2 inch guns	Exceptional
16 – No.2 Gun emplacement – 6 inch guns	Exceptional
18 – No. 1 Gun emplacement – 9.2 inch guns	Exceptional
15 – Engine Room, Northern Searchlight – 9.2 inch guns	High
13 – Casualty Station	High
A0035 – Radio Room, Wireless Room	High
A0007 – Admin Building, Engine House 6 inch guns	High
102 – Northern Searchlight 9.2- inch guns	High
20 – Northern Searchlight 6- inch guns Southern Searchlight 6- inch guns	High
103 – Southern Searchlight 9.2- inch guns	High
56 – Hoban Commemorative tree	High
101 – Engine Room, Southern Searchlight – 9.2 inch guns	High
A0008 - Gymnasium, Drill Hall	Moderate
A0030 – Transport Naval Stores, Transport Compound	Little
A0016 – Common Room	Little
A0013 – Jnr Sailor’s Accommodation, Lecture Room	Little
A0015 – Jnr Sailor’s Accommodation, Tech Maintenance	Little
A0017 – Jnr Sailor’s Accommodation, Q store	Little
A0014 - Jnr Sailor’s Accommodation, Admin Office	Little
A0006 – Security Office, Guard House	Little
A0004 – Bus Shelter	Little
A0033 – Fire Pump House No. 2 Pump House (any remnants)	Neutral
A0019 – Car Pit (any remnants)	Neutral
A0012 – Tennis Court (any remnants)	Neutral
A0023 – Practice Cricket Nets (any remnants)	Neutral

Item	Assessed Level of Significance
A0024 – Cricket Pitch (any remnants)	Neutral
A0022 – Pump House No.1 (any remnants)	Neutral
A0009 - BBQ (Ruinous)	Intrusive
A0010 – Shed (Ruinous)	Intrusive

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6.5. SIGNIFICANCE MAPPING



Figure 62 – Key map showing relative level of significance of each element

Source – Urbis 2021

6.6. TOLERANCE FOR CHANGE

The purpose of specifying the gradings of significance for each item and its component elements (refer section above and inventory sheets) is to enable the appropriate future management of the significance aspects of the site. That is, those items of highest significance are primarily subject to conservation,

restoration, and interpretation whereas those items of lower significance are identified as areas of opportunity in accommodating works to facilitate the adaptive reuse of the site as a whole.

All changes within the site needs to be carefully considered for their impact on the significant component elements and for their cumulative impact on the site overall. The inventory sheets in Volume 2 of this HMP identify the tolerance that individual components have for change, without compromising the overall significance of the item or the significance of the site overall. This means that items which are of lesser than ‘moderate’ heritage significance as identified in Table 10 will also be subject to guidelines for change as, for example, the item may be in the definable setting of an item of high significance and therefore any changes to the former item must be sympathetic to the values of the item of high significance.

The definitions of each level of tolerance for change are outlined in the table below. Note that where an item or a component element of an item is identified to have a low tolerance for change this does not prohibit minor sympathetic changes to encourage use or achieve compliance.

Table 11 – Thresholds for tolerance for change

Tolerance for Change	Definition
Make safe/stabilisation works only	Item or component is of high significance and makes a defining contribution to the significance of the site overall. The item constitutes a highly unique element which has little adaptive reuse value and its appreciation is best facilitated through holistic retention as a landscape feature. The item should be retained and subject to make safe/stabilisation works as required and retained as a landscape feature.
Low Tolerance	Item or component has a significance grading of ‘exceptional’ and makes defining contribution to the significance of the site overall. The item retains a high degree of intactness. The item should be retained and appropriately conserved. Minor alterations or additions are appropriate to facilitate appropriate uses or to achieve compliance. Changes are to be designed in consultation with a Heritage Consultant.
Medium Tolerance	Item or component has a significance grading of ‘High’ or ‘Moderate’ and makes a contribution to the significance of the site overall. The item should be retained and conserved. Alterations or additions are appropriate to facilitate appropriate uses or to achieve compliance. Changes are to be designed in consultation with a Heritage Consultant.
High Tolerance	Item or component has a significance grading of ‘Little’ ‘Neutral’ or ‘Intrusive’. The item or component may be removed or replaced to facilitate an adaptive reuse of the site overall. Changes are acceptable but must be sympathetic to any items in the setting of higher significance.

6.7. SIGNIFICANT VIEWS AND VISTAS

The views analysis below has been based on the existing HMS and augmented where necessary.

The landscape of Fort Wallace is based on coastal dune formations. Remnant natural vegetation survives on the site which is heavily overgrown with invasive bitou bush. The site is divided by a distinct change in

elevation between Fullerton Street to the west and the high ground where the gun emplacements and observation tower were constructed to take advantage of the panoramic, 360 degree views of the surrounding ocean and land, provided by the high natural dunes.

Today these views include the dramatic Stockton Bridge, Kooragang Island, Stockton Bight and Nobbys Head reflecting the earlier strategic importance of the location of the fort. The dunal landscape and panoramic views therefore constitute an important aspect of the cultural significance of the site, contributing to both its historical and aesthetic heritage values.

There are limited views towards the inner fort structures from Fullerton Street due to the topography of the land and the later structures in between. Refer to the figures below which have been reproduced below from the Fort Wallace DCP which outlines the significant internal and external view corridors.



Figure 63 – Internal view corridors.

Source: Fort Wallace Development Control Plan.



Figure 64 – Internal view corridor to gun emplacement to east.



Figure 65 – Internal view corridors to open space to west showing Gunner Hoban Memorial Tree and Casualty Station (item 13).



Figure 66 – Internal view corridors to open space to west and tunnel entrance.



Figure 67 – Internal view corridor to gun emplacement to south.



Figure 68 – External view corridors.

Source: Fort Wallace Development Control Plan.



Figure 69 – View west from the heritage precinct.



Figure 70 – View east from the heritage precinct.



Figure 71 – View north from the heritage precinct.

6.8. INDIGENOUS HERITAGE VALUES

The subject site is currently listed on the Commonwealth Heritage List for historic values associated with the operations of Fort Wallace during and after World War I and II. However, the subject site has significant Indigenous heritage values which should be considered in any future use or interpretation at the site. The subject site is located within the Fern Bay Complex, a registered Aboriginal Cultural Heritage site comprising a series of artefact scatters and middens. There is also high cultural significance associated with the known burial site located at the subject site, being King Billy's Hill. Previous consultation has identified the following with regard to cultural significance:

- The burial hill is a well-known Aboriginal burial and is significant to our people.
- The project area is within the Fern Bay Aboriginal site complex and is of high significance to our people.⁷⁷

Any management of Indigenous Cultural Heritage values, including updating the commonwealth heritage listing for the site to reflect the significant cultural heritage values, should be undertaken in consultation with Aboriginal community members, including Worimi LALC.

6.9. NATURAL HERITAGE VALUES

An Ecological Assessment Report was prepared for Fort Wallace by Umwelt. The purpose of the Ecological Assessment is to Describe the flora and fauna species and other important ecological features recorded within the Study and identify any threatened species, endangered populations, threatened ecological communities.

The report found that the vegetated areas to the north and south of the Study Area contained higher value vegetation and fauna habitat in structured woodland areas than the lower quality scattered woodland trees and exotic groundcovers dominating the central portion of the Study Area.⁷⁸

The report identified that three native vegetation community types have been mapped within the Study Area, being:

- Frontal Dune Blackbutt-Apple Forest
- Coastal Tea-tree – Banksia Scrub
- Foredune Spinifex.

⁷⁷ Umwelt, 2017. *Aboriginal Cultural Heritage and Archaeological Assessment*

⁷⁸ Umwelt 2016

The report also identified one exotic vegetation community type has been mapped within the Study Area, being:

- Bitou Bush-dominated Scrub.

The above areas as shown in the graphic below.

The report also finds that one Matter of Environmental Significance is recorded within the Study Area, being:

- grey-headed flying-fox (*Pteropus poliocephalus*), listed as vulnerable under the EPBC Act.

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7. CONSTRAINTS AND OPPORTUNITIES

7.1. INTRODUCTION

This section presents an overview of opportunities and constraints including legislative requirements, maintenance requirements, stakeholder interests and future use potential for significant elements across the subject site.

7.2. STATUTORY CONTEXT AND MANAGEMENT FRAMEWORK

7.2.1. *Environment Protection and Biodiversity Conservation Act 1999*

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) is the Australian Government's environment and heritage legislation. The EPBC Act enables the Australian Government to join with the states and territories in providing a truly national scheme of environment and heritage protection and biodiversity conservation. The EPBC Act focuses Australian Government interests on the protection of matters of national environmental significance, with the states and territories having responsibility for matters of state and local significance.

The 2004 amendments to the EPBC Act (the EPBC Act Regulations) established the Commonwealth and National Heritage Lists (CHL and NHL).

Fort Wallace is owned and controlled by the Commonwealth Government and is included on the CHL. It is therefore subject to the *Environment Protection and Biodiversity Conservation Act 1999* (Cwth) (EPBC Act).

This act is triggered by developments or actions that will have a significant impact on matters of National environmental significance (NES), including world heritage areas and national heritage sites, and nationally threatened species and communities (among others). The EPBC Act also addresses actions impacting on Commonwealth land or actions by Commonwealth Agencies.

These actions require referral and approval from the Australian Government Minister for the Environment. The action requiring referral may be undertaken to the land to which a Commonwealth place is located, or in the vicinity/visual catchment of such land.

A referral must be made for actions that are likely to have a significant impact on the identified values of a place listed on the CHL. The term 'significant impacts' is not defined however, the EPBC Act Policy Statement 1.2: Significant Impact Guidelines: Actions on, or impacting upon, Commonwealth land, and actions by Commonwealth agencies, May 2006, provides guidance on the types of actions which may have a significant impact.

The requirement for referral to the Minister under the EPBC Act is subject to self-assessment. The onus is on the proponent to make the application and not on the Council or other consent authorities to make any referral. Substantial penalties apply for taking such an action without approval.

7.2.2. Commonwealth Heritage Management Principles

Schedule 7B of the Environment Protection and Biodiversity Conservation Regulations 2000 (Cwlth) sets out seven Commonwealth Heritage management principles. The principles have been prepared to establish objectives for conservation, management standards and aims for community consultation. This HMP is written in reference to these principles and Fort Wallace is to be managed in accordance with them.

The Commonwealth Heritage management principles are:

1. The objective in managing Commonwealth Heritage places is to identify, protect, conserve, present and transmit, to all generations, their Commonwealth Heritage values.
2. The management of Commonwealth Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on Commonwealth Heritage values.

3. The management of Commonwealth Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, state and territory and local government responsibilities for those places.
4. The management of Commonwealth heritage places should ensure that their use and presentation is consistent with the conservation of their Commonwealth Heritage values.
5. The management of Commonwealth Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - a) have a particular interest in, or associations with, the place, and
 - b) may be affected by the management of the place.
6. Indigenous people are the primary source of information on the value of their heritage and the active participation of Indigenous people in identification, assessment and management is integral to the effective protection of Indigenous heritage values.
7. The management of Commonwealth Heritage places should provide for regular monitoring, review and reporting on the conservation of Commonwealth Heritage values.

7.2.3. New South Wales *National Parks and Wildlife Act 1974*

Management of Aboriginal objects is under the statutory control of the *National Parks and Wildlife Act 1974 (NPW Act)* further regulation of the process is outlined in the *National Parks and Wildlife Regulations 2019 (NPW Reg)*. The subject site is located on Commonwealth Land while it is subject to a commonwealth heritage listing, this is for historic values and not for Indigenous cultural values. As such, the cultural significance of the subject site should be managed under the NPW Act.

Under the NPW Act an Aboriginal Heritage Impact Permit (AHIP) is required in order to impact or cause harm to an Aboriginal object or place. As the subject site has known Aboriginal archaeological (scientific) significance and known cultural heritage significance (see Section 4.1), any future works to the site will require an AHIP. In order to obtain an AHIP, evidence of ongoing consultation with Registered Aboriginal Parties regarding the impact of the proposed works along with an Aboriginal Cultural Heritage Assessment assessing the impact of the proposed works and detailing mitigation strategies will be required.

7.2.4. New South Wales *Heritage Act 1977*

The subject site is located on Commonwealth Land and therefore is subject to the *EPBC Act* which, being federal legislation, generally overrides State legislation regarding the management of heritage values on the site. Further, the site is not currently listed on the State Heritage Register which is facilitated by the Act. As such there is no requirement for approval under the *Heritage Act* for the site, which will instead be subject to approval by the Minister under the EPBC Act. However, in general, the management of heritage values, including and especially any potential historical archaeological relics not associated with the historically significant phase of occupation on the site (being the army phase) should be in accordance with the ethos and general principles of the state legislation, being the *Heritage Act*.

7.2.5. Newcastle Local Environmental Plan 2012

Part 5.10 of this LEP contains heritage provisions for the protection and management of heritage items. These provisions outline when consent is required, the potential requirements associated with any works that may potentially impact heritage items or places and the obligations of the consent authority. Some provisions for heritage items under Part 5.10 of the Newcastle LEP 2012 are set out below, however reference should be made to the current instrument before/ when undertaking works.

These provisions outline when development consent is required (2):

(2) Requirement for consent

Development consent is required for any of the following:

- (a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):
 - (i) a heritage item, an Aboriginal object,

- (iii) a building, work, relic or tree within a heritage conservation area,
- (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,
- (c) disturbing or excavating an archaeological site while 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,
- (d) disturbing or excavating an Aboriginal place of heritage significance,
- (e) erecting a building on land:
 - (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,
- (f) subdividing land:
 - (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

If any of the above are proposed, where they are the consent authority Council will not grant consent unless it has taken into consideration the extent to which the carrying out of the proposed development would affect the heritage significance of the item, of any heritage item group of which the item is part, of any heritage items in the vicinity and any stylistic or horticultural features of its setting. A Heritage Impact Assessment or Heritage/Conservation Management Plan (or both) may be required by Council in order to inform their assessment of the proposal in accordance with provisions (5) and (6) of 5.10 set out below:

The subject site is also listed on the Newcastle Local Environmental Plan 2012, with several listings pertaining to the site as shown in the table below.

Table 12 – Summary of heritage listings

Place	List	Class	Status	Significance	Place Number/Item no.
Fort Wallace, Administration Building	NLEP	N/A	N/A	Local	Item No. I698
Fort Wallace, Drill Hall,	NLEP	N/A	N/A	Local	Item No. I697
Fort Wallace, Gunner Hoban Tree,	NLEP	N/A	N/A	Local	Item No. I700
Fort Wallace, Heritage Precinct Including Observation Tower, Gun Emplacements, Casualty Station, Engine and Radio Room,	NLEP	N/A	N/A	Local	Item No. I696
Fort Wallace, Plotting Room	NLEP	N/A	N/A	Local	Item No. I699

Place	List	Class	Status	Significance	Place Number/Item no.
Stockton Bight Landscape Including Fort Wallace	NLEP	N/A	N/A	Local	Item No. A23

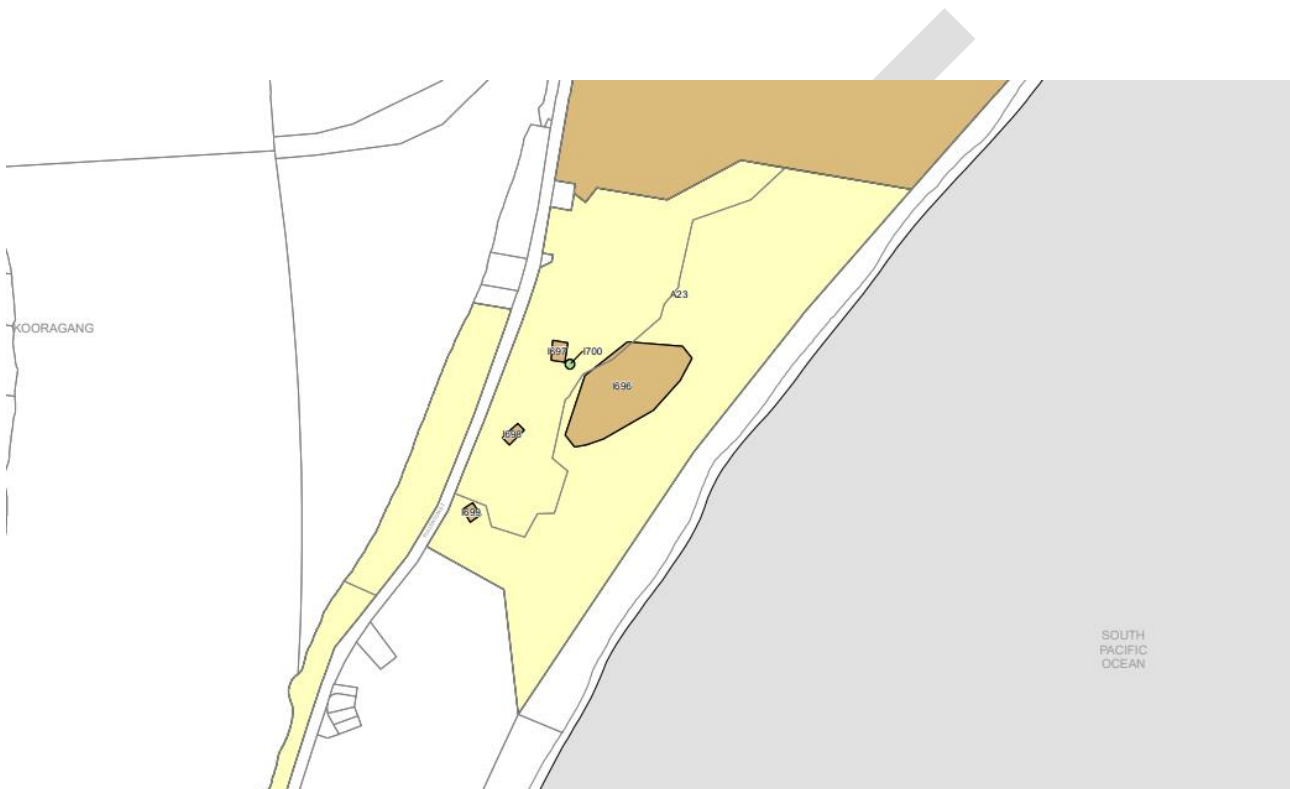


Figure 72 – Heritage map showing all items listed on the LEP within the site (outlined blue).

Source: Newcastle LEP 2012 HER_004I

7.2.6. Fort Wallace Development Control Plan 2019

The Fort Wallace Development Control Plan (DCP) commenced on 16 September 2019. The DCP applies to the entirety of the site. The DCP was developed in conjunction with the ongoing masterplanning process to achieve the following aims:

1. To provide appropriate development controls for the sensitive and responsive development of the site and ensure best practice design.
2. To ensure development of the site embraces heritage and conserves ecological significance.
3. To guide delivery of diverse housing forms on the site to serve the needs of the community.
4. To protect important views through building design and location of building footprints.
5. To provide well-connected and high amenity open spaces that celebrate the sites unique and special history.

The DCP establishes a Development Buffer around the heritage items (refer image below). This development buffer is a key consideration and forms the basis of various policies in Section 8 of this report.



Figure 73 – Development buffer to heritage items

Source: Fort Wallace DCP

7.3. OBLIGATIONS ARISING FROM OTHER HERITAGE MANAGEMENT DOCUMENTS

7.3.1. DHA Heritage Management Strategy

The DHA Heritage Strategy is an overarching document which governs all DHA managed and owned sites at a strategic level. DHA's Annual Report will include a summary of programs and funding provided for the maintenance and conservation of any identified heritage property.

7.3.2. Heritage Management Plan 2021

This Heritage Management Plan has been prepared in accordance with the requirements set out in Schedule 7A – Management Plan for Commonwealth Heritage Places, in the EPBC Act Regulations 2000. This HMP is a detailed document which includes policies for the management of each building on site and is to be considered in all future management and development planning exercises in the future.

7.4. OWNER'S/MANAGEMENT REQUIREMENTS

Defence Housing Australia (DHA) was established in 1988 to provide suitable housing for members of the Australian Defence Force and their families, to meet the operational needs of the Defence force and the requirements of the Department of Defence. The subject site is currently a redundant asset as a no longer operational fort and is under the ownership of DHA. DHA have investigated appropriate uses of the site which ensure that it is economically viable while also providing amenity to the public. DHA have identified the most appropriate use for the site as being to redevelop a portion of the subject site to provide much needed housing to support the nearby Williamstown Royal Australian Air Force (RAAF) base, with the remained of the site to be used for either recreational or educational purposes as well as protection and enhancement of the natural environment and heritage values.

In order to achieve this, appropriate and valid adaptive re-use options will be required for items of heritage significance across the subject site which can support re-use, such as the observation tower and drill hall.

DHA has obligations under the EPBC Act to take no action that has, will have or is likely to have a significant impact on the environment unless approved by the Minister for the Environment, which includes heritage values on adjacent land.

7.5. FUTURE DEVELOPMENT PLANS

The EPBC Regulations require that HMPs consider future proposals which may have the potential to impact on the identified heritage values of a place.

Fort Wallace has been subject to an extended process of investigations and applications to facilitate the future implementation of a residential masterplan on the site. The intention of the Fort Wallace masterplan (in conjunction with the masterplan for the Stockton Rifle Range to the north) was to provide approximately 400 residential lots across both sites. The information below relates only the Fort Wallace site.

The master plan process has been ongoing since 2016 and has involved continuous heritage consultant, archaeologist and ecologist input. Given the open nature of large parts of the sites and the natural heritage buffers provided by the landscape the holistic reuse of the site as intended by this masterplan is achievable from a heritage perspective subject to progression based on the objectives and policies of this HMP overall.



Figure 74 – Draft indicative masterplan

Source: Architectus November 2016

A Planning Proposal (PP2018_NEWCA_003_00) was endorsed by Newcastle City Council in 2017 and the Newcastle LEP 2012 was amended to rezone the site from SP2 Infrastructure to R2 Low Density Residential, RE2 Private Recreation and E2 Environmental Conservation and to amend controls relating to building height, lot size and heritage. The Planning Proposal enabled the site to be used for mixed purposes, including residential, recreational, and environmental. It also anticipated the divestment of some areas (including Heritage Precinct heritage items) to Council.

The Planning Proposed was referred to the (then) Department of the Environment and Energy and was determined to be a controlled action. The below key requirements specifically related to heritage arose from the controlled action. Note that these requirements should be generally observed in perpetuity (where appropriate with regard to the heritage listing context) and have therefore been reflected in the policies in this document where appropriate.

- *The existing Conservation Management Plan (CMP) (1994) must be reviewed (at least every 5 years) in accordance with the requirements of Section 341X of the EPBC Act.*
- *Prior to commencement of construction, a Heritage Management Plan/Conservation Management Plan must be established for the proposed Fort Wallace Site, in accordance with the requirements of Section*

341S and 341T of the EPBC Act and Schedule 7A of the EPBC Act regulations (as proposed in the Heritage Impact Statement (URBIS, 2016, page 34)).

- The existing Heritage Strategy (2008) must be reviewed (at least every 3 years) in accordance with the requirements of Section 341ZA(5) of the EPBC Act.
- The person taking the action must notify the Department on the intended divestment of part of the property in accordance with the requirements of Section 341ZE of the EPBC Act before the execution of the proposed sale.
- A Heritage Interpretation Strategy and full Heritage Interpretation Plan must be prepared as part of any future development of the site. These documents must be prepared in consultation with Council and local historical societies.
- Significant heritage items (A-C) must be protected in accordance with the requirements of Section 341ZE of the EPBC Act through Covenant in the sale contract, if divested. The Covenant in the sale contract should ensure measures for the ongoing protection of the significant heritage items (A-C) post divestment (e.g. manage the items in accordance with the Heritage Management Plan/Conservation Management Plan, nominate the place in the State or Local heritage listings. The Significant heritage items (A-C) are indicated on Map 3 (Figure 8 of the referral documentation) and Attachment 1.
- An appropriate curtilage must be developed and implemented for the heritage items as indicated by the indicative heritage buffer on Map 4.
- The views from the significant heritage items must be conserved.
- The person taking the action must ensure that an appropriate buffer around the significant heritage items and a Heritage Park is established to protect the views of these items.
- The management and mitigation measures for the Indigenous Heritage values detailed in Aboriginal cultural Heritage and Archaeological Assessment Report must be developed through consultation between the proponent and the local Indigenous community. These measures must be incorporated into the Heritage Impact Statement and in any other relevant documents, for future protection.

Subsequent to the Planning Proposal, the master planning process continued with consideration for the design guidelines outlined in the above and a Development Application known as Stage 0 was submitted in 2019. This DA sought approval for subdivision, some demolition, intersection upgrade and associated internal road construction, earthworks, and essential infrastructure.

Stage 0 also sought approval to allow for the future management of the subject site under a Community Title Scheme. The application of a Community Title Scheme would result in significant positive heritage impact in the context of the future residential development. The application of a Community Title Scheme facilitates the retention of the significant values across the site as it allows a holistic approach to management, design and conservation.

At the time of drafting this HMP the masterplan process was stalled. In the future it is likely that its implementation will be pursued by either DHA or a future owner. In this case the following must be considered:

- Measures set out by Department of the Environment and Energy in their response to the referral
- All relevant assessment reports to both the Planning Proposal and Stage 0 DA
- Opportunities and Constraints Analysis prepared by Urbis in June 2016
- This Heritage Management Plan

7.6. COUNCIL'S REQUIREMENTS

Any proposal for the subject site will be required to satisfy the needs and expectations of key stakeholders, including Council. There are a number of strategic planning documents which have been prepared by the Newcastle and Port Stephen's Councils to guide development and establish a vision for the wider regional area. Any proposal for the subject site should consider and respond to these documents, including the Hunter Regional Plan 2036 and the Fern Bay and North Stockton Strategy.

The Hunter Regional Plan 2036 is a strategic document prepared by the NSW government to guide land use and infrastructure development in the area. One of the main components of this is the vision to establish The Hunter as “the leading regional economy in Australia with a vibrant new metropolitan city at its heart”.⁷⁹ Any proposal for the subject site will need to be consistent with this vision and outline clear measures in place to achieve this vision, including through the economic benefit of redevelopment and re-use.

Any proposal for the subject site should also be in accordance with the strategies and visions identified in the Fern Bay and North Stockton Strategy, which aims to create a pedestrian focused place which offers housing diversity, a mixed-use town centre, connected open space and community facilities. This plan was developed through the collaboration of the Port Stephens and Newcastle City Councils. One of the main goals of this strategy is “to protect the treasured and unique Stockton Bight for future generations and attract responsible heritage and nature-based tourism”.⁸⁰ The subject site falls within the North Stockton land use precinct in this strategy. This section contains a number of specific recommendations for the Fort Wallace site, including that it be included on the State Heritage Register, and proposals for through site connections to the Stockton Rifle Range site.

7.7. ENVIRONMENTAL MANAGEMENT

Dune Erosion

Any proposal for the site must consider the effects of dune erosion on the site and its individual components. This is a key consideration in the management of the heritage values on the site, given that the dune erosion has the potential to result in the loss of some of the items of heritage significance.

In the long term (post-2050) the dune erosion is anticipated to recede within proximity of the heritage items on the site, with a trigger point for the establishment of robust management strategies when the eroding dune moves within 30m of the most seaward heritage item on the site. Environmental change across the subject site should be monitored by current and future owners (and allowed for in any future Community Management Plan) and managed in accordance with the existing or future updated Dune Management Plan for Fort Wallace.

Given the 2050 trigger point is a substantial period away from being reached this HMP does not make immediate recommendations for the treatment of impacted significant items (such as relocation or removal). The treatment of these items should be appropriately determined closer to the time where dune erosion becomes an immediate risk with consideration for the best heritage practice of that time.

However, in the interim it is recognised that resource planning for the site in the context of a redevelopment will likely see a concentration of resources in areas/to elements which are not at long term direct risk of the effects of dune erosion. This may mean the most seaward item (i.e., the searchlights) are retained as landscape items for as long as practicable with no specific plans for reuse or significant conservation works (beyond make safe). This is reasonable and practical approach from a heritage perspective with consideration for the environmental effects.

Bushfire

The subject site is identified as containing Category 1 Bushfire Prone Vegetation and its associated buffer on Council’s Bushfire Prone Land Map. Investigations to date in line with the developing master plan have considered the protection measures required to facilitate a future development. These measures have been reconciled with the natural values of the site as set out in Section 6.9 of this report. No measures have a direct impact on significant built elements, and none have an impact on the identified cultural heritage values. All measures should be reconsidered in the context of any future Development Application process and referred to appropriate consultants (heritage, archaeologist and ecologist) where required.

- *Asset Protection Zones (APZs) ranging from 18m to 27m from the bushfire hazards identified in and around the residential lots;*
- *Residential development lots will be managed as an Inner Protection Area (IPA);*

⁷⁹ NSW Government, *Hunter Regional Plan 2036*

⁸⁰ Port Stephens and Newcastle City Council, 2020. *Fern Bay and North Stockton Strategy*.

- *Future dwellings within the Site will have due regard to the specific considerations given in the BCA, which makes specific reference to the Australian Standard (AS3959-2018) construction of buildings in bushfire prone areas;*
- *Access will comply with Planning for Bushfire Protection (PBP) (2019);*
- *Services will be provided and connected to the Site in accordance with PBP (2006); and*
- *Landscaping minimises the potential impact of bushfire on the Site.*

7.8. CONSTRAINTS ARISING FROM CONDITION

The buildings across the subject site are in varied condition ranging from very poor to good. A number of the buildings which are identified as significant elements on the site are in very poor or poor condition and are at risk of complete ruin should conservation action and harm mitigation measure not be undertaken. In the first instance a substantial schedule of conservation and maintenance works to make good and safe those buildings in poor to very poor condition will need to be undertaken. Measures should also be undertaken to prevent further harm to significant fabric across the site, such as sympathetic but robust safety fencing and other security measures to prevent vandalism.

Due to the state of degradation for a number of significant elements of the site, it is unlikely that they would supportive intensive adaptation or re-use. This is due to compliance regulations and the low potential that buildings could be restored sympathetically to a suitable level to meet compliance. For example, the highly degraded search lights should best be managed as landscape elements on the site. Following the preparation of a schedule of conservation and maintenance works and the completion of recommended works, a detailed analysis of potential future uses for each of the significant buildings should be undertaken by a suitably qualified heritage consultant.

7.9. CONSTRAINTS ARISING FROM SIGNIFICANCE

The new housing that will be facilitated by the ongoing masterplan will not constitute significant fabric in itself. However, it is subject to DHA's obligations under the Act as it is located within the Commonwealth Listed curtilage of Fort Wallace and in the vicinity of items which are identified in the listing.

Reference should be made to the Site Description in Section 2, the statement of significance in this document and the Schedule of Significant Elements in Section 6.4 to understand the significance of varying elements on the site.

In general, significance is graded from A, being of high significance, to E, being of little or no significance. Buildings graded 'E' are generally those which are not associated with the WWI or WWII history of the site, and therefore removal could be supported pending full and detailed assessment. These items were recorded in the Archival Recording prepared by Urbis in 2021. These buildings are representative of the later phase of development at the subject site and as such while removal is supportable, they should be considered in future interpretation strategies.

Buildings graded with a significance grading of 'D' or higher should be retained, conserved and incorporated into the masterplan for the subject area. While condition is discussed below, consideration should be given to the condition of the significant fabric and appropriate future uses for significant elements which have become heavily damaged and unsafe. Surviving original and early fabric should be retained and subject to detailed Schedules of Conservation works. Provision should also be made for the ongoing conservation and maintenance of the identified significant elements to be retained in the future planning for the site. This should include provision of a cyclical maintenance plan and an interpretation plan for the whole of the subject site focused on the Heritage Park. The development in the Outer Fort area should be set back from the escarpment to east. This would distinguish the Heritage Park and ensure the visual prominence of the significant fabric comprised within it from around the site and from Fullerton Street.

The interface between the two sections of the Heritage Park (i.e., atop the escarpment and at the base of the escarpment) should be thoughtfully resolved such that the relationship between the significant elements comprised therein is legible.

There are several identified significant views to and from the subject site which should be preserved as an important element of the heritage significance of the site. These are discussed in Section 7.2.

Future development at the subject site should aim to conserve and interpret significant elements while also providing for ongoing maintenance and use.

7.10. STAKEHOLDER INTERESTS

In accordance with Strategy 5.4 of the DHA Heritage Strategy and in consultation with DHA, the below stakeholders have been identified. In accordance with the legislative requirements, DHA will publish this HMP on the DHA website for public consultation.

- Newcastle Council.
- Port Stephens Council
- Stockton Historical Society
- Aboriginal stakeholders including the following (identified through the ACHA process):
 - Worimi Local Aboriginal Land Council
 - Karuah Indigenous Corporation
 - Mur-Roo-Ma Inc.
 - Nur-Run-Gee Pty Ltd
 - Wonn1

This document is to provide for the maintenance and updating of this list of stakeholders, refer to Section 0.

Public Consultation

Public consultation to be undertaken in conjunction with Strategy 5.2 of the DHA Heritage Strategy. In accordance with the strategy consultation is to be undertaken with reference to the following current national standards:

- Article 43 of the *Australian Natural Heritage Charter* (2002) for natural heritage places;
- The provisions in *Ask First, a guide to respecting Indigenous heritage places and values* (Australian Heritage Commission 2002) for Indigenous heritage places;
- Article 26.3 of *The Burra Charter* (Australia ICOMOS 2013) for cultural heritage places including both Indigenous and historic places: and
- The Commonwealth Heritage Management Principles.

7.11. OPPORTUNITIES

The site operated as a Military Fort through most of the 20th century before becoming redundant at the end of the century. While it is recognised that it is not possible that future uses be in line with the historic uses, there is an opportunity to celebrate the history of the site through the retention and the adaptive reuse of the elements and the proper interpretation of the significant phases of development on the site. Further, adaptive reuse of appropriate elements will ensure that the structures remain relevant and that they are maintained to a high level.

7.11.1. Interpretation

There are numerous opportunities for interpretation across the subject site. This includes interpretation of both historic and Aboriginal cultural heritage values, through heritage walks, adaptive re-use of buildings on site and the establishment of a heritage park or precinct within the site. Some significant elements on the site, such as the searchlights, are unsuitable for adaptive re-use due to compliance and safe access issues, and as such it is recommended that they be incorporated as a landscape item into an interpretive heritage walk where they will not pose a danger but can be retained, with some restoration and conservation works. The establishment of a heritage walk would also compliment the Fern Bay and North Stockton Strategy, which proposes a coastal walk which spans the beach frontage near the subject site, as well as walking trails within the Fort Wallace site.

Other opportunities for interpretation include the adaptive re-use of significant items (discussed in Section 7.11.4) and the establishment of a heritage precinct within the site. This heritage precinct should include the following items:

- Observation Tower.
- Casualty Station.
- Radio wireless Room.
- Tunnel System.
- Gun Emplacements.
- Engine Room for the Northern Searchlight.

The establishment of the heritage park should be managed in accordance with the principles and policies identified in Section 8.

A comprehensive interpretation plan should be prepared for the whole of the subject site prior to the commencement of any works and should include provisions for interpretation of both the Aboriginal and historic significance of the site. Any interpretation strategy developed for the subject site should be designed and implemented in consideration of the conservation policies outlined in Section 8.

7.11.2. Tourism

There are numerous opportunities to encourage tourism and engagement at the subject site. The previously mentioned heritage walks and heritage park would provide an opportunity for tourism at the site, which provides a unique view into the military history of Newcastle. Similar former military sites around the country are now utilised as tourism venues, as discussed in Section 5.2, however the management of the impact of tourism must be mitigated. For example, the World heritage site at Bare Island Fort in La Perouse, owned and operated by the National Parks & Wildlife Service NSW (NPWS), access is restricted to booked tour groups which are charged a nominal fee. The revenue generated from these tours is then used to conserve the site, and restrictions on access prevent vandalism and general damage. In contrast, at the adjacent Henry Head Fort, there are a number of former military structures including gun emplacements which are openly accessed and have been subject to heavy vandalism and destruction. A balance must be found to mitigate vandalism while also ensuring the site is still accessible to be enjoyed and experienced by the public as an eco-tourism and education destination.

The use of the site as a tourism destination would also contribute to the goals of the Fern Bay and North Stockton Strategy, which seeks to attract responsible heritage and nature based tourism.

Any tourism opportunities for the subject site should be explored in consideration of the conservation policies outlined in Section 8.

7.11.3. Education

The nature of the subject site and significant elements within the site are conducive to educational tourism opportunities. The subject site is historically significant and contains a number of elements which illustrate in an engaging way the role of Newcastle in New South Wales war preparedness and defence efforts. Through creative interpretation the subject site could form an engaging educational site for school groups and those who wish to learn more about the military history of New South Wales to attend.

Through consultation with the Stockton Historical Society, interest has been identified in using one of the buildings on the subject site as an archives and office for the society. This is discussed further in Section 7.11.4. This would be a beneficial opportunity for DHA and the wider Newcastle area. Should the historical society be present on the site physically, they have the opportunity to provide tours and education opportunities such as school workshops and excursions providing greater knowledge about the military history of Newcastle and engagement through experience. This could be further aided by the restoration and conservation of significant elements such as the gun emplacements and observation tower.

Any educational opportunities for the subject site should be explored in consideration of the conservation policies outlined in Section 8.

7.11.4. Adaptive Reuse of the Site

In general, adaptive reuse of the site is supported, and will allow the history of the site to be celebrated and significance to be retained, ensuring structures remain relevant and are maintained to a high level.

Generally, the following principles should be followed in considering options for adaptive reuse at the site:

- Enhance the appreciation of the values and significance.
- Ensure the conservation of the identified significant building elements, fabric and spaces, structures and significant landscape features.
- Accommodate the activities, services and facilities which are essential to the ongoing use without damaging significant spaces, elements or fabric.

Any adaptive reuse opportunities for the subject site should be explored in consideration of the conservation policies outlined in Section 8.

7.11.5. Adaptive Reuse of Items

A number of the significant items on the site could support adaptive reuse provided it is undertaken in a sympathetic manner with compatible re-use. However, there are also items on the site which are not suitable for reuse – specifically the searchlights. Due to their degraded condition and the issue of compliance, it is unlikely that without full reconstruction adaptive reuse of the searchlights would be possible as they are dangerous in their current state. Options for adaptive re-use of certain items are included below.

Observation Tower

The Observation Tower has a significance grading of “A” meaning that it makes an irreplaceable contribution to the significance/heritage value of the place. The tower must be retained in situ. It is acknowledged that historic photos indicate that the top (second) level of the Observation Tower was accessible via an external access stair, which ran around the south-western and northern western façades. It is recommended that a similar stair be reintroduced such that visitors can enjoy the outlook from the second level. Urbis recommends that a detailed methodology for the removal of the existing non-original ladder to the roof and the construction of the stair be developed to guide these works so to conserve the original fabric. There is also an opportunity to retain and enhance the text on the plinth compass for public appreciation. It is noted that the compass itself is missing. Research could be undertaken to determine the original appearance of this element and a similar piece could be reinstated with a date stamp indicating that it does not constitute the original fabric.

Tunnel System

The tunnel entrance and tunnel complex are identified as having high heritage significance. They must be retained in their entirety and must be acknowledged in an Interpretation Plan for the site. The tunnels could be adaptively reused in order to facilitate a holistic interpretation of the site. It is feasible that the tunnels be used as an interpretation facility for military history through the display of images and artefacts which celebrates the significance of the valuable elements on the site. These facilities could be accessed by the public generally as well as a range of educational groups and interested community groups.

Administration Building

The Administration Office comprises some sanitary facilities and a former office space. The building could feasibly have a similar use as in the recent past. However, all spaces comprised have been noted to be in a badly dilapidated state and require significant refurbishment work to facilitate future use. Through consultation with the Stockton Historical Society, interest has been identified in using one of the buildings on the subject site as an archives and office for the society. The administration building presents an ideal venue for the offices of the Historical Society, with the original use of the building as an engine room interpreted through the display of images. Should the administration building function as the archives and offices of the Stockton Historical Society, this would be a comparable use to its function as the administration building while also providing amenity and a place on the site for education and tourism to ensure the ongoing interpretation of and engagement with the significant elements on the site.

8. CONSERVATION POLICIES

8.1. INTRODUCTION

A conservation policy explains the principles to be followed to retain, conserve, restore or reveal the heritage significance of a place, and how that significance can be enhanced and maintained. This relies on a full understanding of the significance of the place, and a review of the constraints and opportunities arising from that significance.

The below policies and guidelines are informed by background discussion which explains the reasoning behind the policy. It is noted that not all of the guidelines and/ or policies may be achievable when external matters are taken into account such as condition or owners requirements (within reason).

The Conservation Policies in this document augment the broader Conservation Strategies prepared by GML in 2007. This section addresses overarching policies which apply across the site. Policies specific to each item within the site are included in the inventory sheets in Volume 2 of the HMP.

8.2. ADOPTION, IMPLEMENTATION AND REVIEW

Refer to Section 9 which establishes implementation strategies and the timeframe for their implementation.

No.	Policy
Policy 1.	This HMP should be adopted by present and future owners and occupants of the place, and used as a guide for management and conservation, and in conjunction with any proposals for future development or adaptive re-use of the place.
Policy 2.	A copy of this HMP should be provided with any future divestment of the place and retained on-site at all times, for the use by those responsible for the management and conservation of the place. If ownership of the property is transferred, a copy of the HMP should be provided to the new owner. Copies are to be provided to any lessees of the place.
Policy 3.	This HMP should be submitted to the Newcastle Council, Heritage NSW and DAWE as part of any application for new development or adaptive re-use proposals. Where appropriate or requested, it should be accompanied by a heritage impact statement that assesses the specific impacts of the proposal against relevant legislation and policies in this HMP.
Policy 4.	Conservation works undertaken in accordance with the HMP should only be undertaken in consultation with experienced heritage and conservation professionals.
Policy 5.	This HMP should be reviewed and updated every 5 years (in accordance with Section 341X of the <i>EPBC Act</i>), or alternatively in conjunction with any major adaptive re-use or development proposal, to remain relevant to ongoing change and use of the place, and statutory compliance. Prior to the review, if substantial change in the management or use of the place is proposed that is not covered by policies in this HMP, then the policy section should be reviewed.
Policy 6.	Reviews of the CMP should be based on The Burra Charter and the EPBC Regulations. Reviews should also consider any other relevant legislation, planning frameworks and widely recognised conservation practices and procedures.

8.3. STATUTORY OBLIGATIONS

When undertaking works to the site, assessment under relevant legislation (refer to Section 7.2) is to be undertaken when required and consider whether the works are likely to impact on the site's heritage significance and/or nominated significant fabric, as identified in this HMP.

No.	Policy
Policy 7.	Any works to the place should be carried out in accordance with the relevant Local Environmental Plan, Fort Wallace Development Control Plan and be cognisant of the <i>EPBC Act 1999</i> and <i>Heritage Act 1977</i> . A Heritage Impact Statement or archaeological assessment may be required to assess future works to the place.
Policy 8.	Any works to the place required to satisfy National Construction Code (NCC) compliance purposes may require a heritage impact statement and deemed-to-comply solutions may be appropriate.

8.4. MANAGING HERITAGE SIGNIFICANCE

Best Practice Heritage Management (Application of The Burra Charter)

Background

Article 3 of *The Burra Charter* (revised 2013) indicates that conservation is based on a respect for the existing fabric of a place and should therefore involve the least possible physical intervention to prevent distortion of the evidence provided by the fabric. One of the key objectives therefore, of contemporary conservation practice is to retain as much of the significant original fabric as possible, in order to preserve the essential integrity of the heritage resource.

No.	Policy
Policy 9.	The future conservation and management of the place should be carried out in accordance with the principles of the Burra Charter. The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.
Policy 10.	Consistent terminology should be used in heritage management documents, based on the definition of terms outlined in the Burra Charter.
Policy 11.	All contractors, consultants and project managers engaged to work on the place should have appropriate conservation skills, experience and techniques appropriate to the trade, fabric or services, and should work within the guidelines of this CMP.

8.5. CONSERVATION OF SIGNIFICANT ELEMENTS

The significance of the place from a cultural heritage perspective is largely comprised in its fabric. There is a hierarchy of significance associated with elements across the site. Those which are identified as having the most significance are the items which are directly representative of the operational role of the place. This largely constitutes the items on the ridgeline, the plotting room and their associated buildings. The grouping of the items together on the ridgeline also creates a cultural landscape which is recommended in this report for reinvestigation to establish aesthetic significance.

This section and the detailed inventory sheets acknowledge other factors which will impact the conservation planning for some items. This includes management considerations including adaptive reuse value as a result of condition and size, and environmental risks such as dunal erosion. It is acknowledged that resources for conservation should be concentrated to items which include the following:

- Most significant Commonwealth values
- Highest adaptive reuse value

- Lowest threat from other environmental factors.

Detailed recommendations for the treatment of specific elements with consideration for the above are set out in the building specific inventory sheets. However, the general conservation approach is established in the policies below.

No.	Policy
Policy 12.	The items with significant Commonwealth values are those in the Inner Fort, the Plotting Room, Searchlights and associated operations structure graded as being of exceptional or high significance. These items are to be retained and conserved in accordance with the detailed policies in this report. All significant works to these items is to be guided by specialist heritage advice.
Policy 13.	All works and activities planned for the site are to consider the relevant significance of each element and ensure the Commonwealth heritage values associated with the site overall are retained. In general, future changes should be focussed on areas or components which provide a lesser contribution to the overall significance and area (items graded as moderate or less significance in this report), therefore, less sensitive to change.
Policy 14.	When planning for the conservation of items, consideration is given to other environmental factors including dunal erosion. Where items are known to be subject to future significant decay as a result of environmental threat, restoration of comprehensive conservation may not be appropriate. These items should be made safe and retained as landscape features. Refer detailed policies.
Policy 15.	All repair, conservation and reconstruction work to significant elements must be undertaken with appropriate supervision by a suitably qualified heritage specialist or relevant materials specialist or conservator, with reference to historical documentation, and in accordance with any relevant legislative or statutory constraints.
Policy 16.	If changes to elements of high significance are required, they should be carefully considered and the approach should be one of minimal intervention; as much as necessary, as little as possible.

8.6. DEVELOPMENT WITHIN AND ALTERATIONS TO THE HERITAGE PRECINCT

In addition to the below, changes to ensure safety, security and/or compliance may be appropriate subject to the policies in Section 8.7. Refer to the inventory sheets in Volume 2 of this report for policies specific to the treatment of individual items within the Heritage Precinct.

No.	Policy
Policy 17.	No substantial development (that is development that has the potential to visually dominate the significant fabric) is to be undertaken within the development buffer as defined in the DCP. This does not preclude minor structures where designed in consultation with a heritage consultant.
Policy 18.	Appropriate development within the heritage precinct constitutes that which will encourage public use, appreciation, and casual surveillance. This includes development such as the below. Note that the cumulative impacts of additional development in the area must be considered and inclusion of all items below may not be found to be appropriate. Walking paths (where no impact on other environmental factors is generated)

No.	Policy
	<p>Picnic facilities including modest shelters, seating and BBQs</p> <p>Interpretation and information panels</p> <p>Small bathroom facilitates where this is not able to be accommodated elsewhere on site</p>
Policy 19.	Any new modest structure is to have a substantial setback from the physical fabric of any item of significance such that the item may be easily read in isolation from new elements and the relationship between the significant elements is maintained.
Policy 20.	New work within this precinct is to be of a high design quality and should employ materials that are sympathetic to the significant fabric and the landscape generally.
Policy 21.	Generally, proposed changes to the buildings within the Heritage Precinct should only be considered if change is necessary to support a sympathetic new use that will ensure the future conservation and maintenance of the items.
Policy 22.	Where possible, change to the buildings in the Heritage Precinct should facilitated public accessibility.

DEVELOPMENT IN OUTER FORT

There is identified potential for residential development in the Outer Fort area. The appropriate typology of development in the area has been comprehensively investigated and tested as part of the development of the Fort Wallace DCP. Refer primarily to that document for details of the housing typologies which are appropriate. The below policies represent the objectives of that document as they relate to heritage.

No.	Policy
Policy 23.	Development is to have a transition in scale, form and density to respect the significant context and views (internal and external) from the ridgeline.
Policy 24.	New areas of development are to respect the curtilage around significant heritage items particularly the Heritage Precinct which is separated from the area of development potential by the topography of the land. The legibility of the ridgeline should remain.
Policy 25.	Landscape buffers should be applied between new areas of development and significant heritage items where possible.
Policy 26.	All new development is to be appropriately articulated and sympathetic materials utilised to ensure that there is no undue visual dominance over the significant items.

8.7. CHANGES FOR COMPLIANCE, SERVICES OR SECURITY

The subject site comprises unusual items which are likely to at least in part be retained as landscape items. This may place a responsibility on the owners/managers to assist in public safety when accessing the area around these items and to keep the items secure from vandalism etc. In addition, all items are likely to be subject to ongoing works to achieve a secure site and maintain services. The below policies guide the appropriate installation of fabric to meet these requirements.

No.	Policy
Policy 27.	Any works to establish the security of the items particularly those nominated in the Heritage Maintenance Schedule herein are appropriate. Works would directly impact significant fabric should be designed in consultation with a heritage consultant.
Policy 28.	The installation of security devices is generally appropriate. This includes alarms, lighting, window bars, locks etc. These items should be located in concealed locations wherever possible.
Policy 29.	Given the unique nature of the significant items most will not be able to be upgraded to meet contemporary compliance requirements. Performance solutions are required to be investigated where possible. Adaptive reuse planning for items must consider the ability of the item to meet compliance with consideration for the significance of the item.

8.8. ADAPTIVE REUSE PRINCIPLES

The subject site has been a nonoperational defence site for a substantial period of time and this use is anticipated to be permanently redundant on the site. Opportunities exist now to nominate adaptive reuses for the site in its entirety (taking advantage of now substantial open space) and for the individual building where appropriate.

Building specific inventory sheets will establish adaptive reuse policies specific to each item based on element specific opportunities (considering size, condition and location). The below policies establish the overarching approach to adaptive reuse.

No.	Policy
Policy 30.	An appropriate adaptive reuse of the site in its entirety should be identified and pursued to facilitate the conservation of the most significant elements.
Policy 31.	Adaptive reuse of the site should encourage public access through the Heritage Precinct at a minimum.
Policy 32.	Adaptive reuses for individual items should be establish on a case by case basis. Reuses which require substantial alterations or additions to facilitate a reuse is generally not appropriate (this does not preclude alterations for compliance/safety).
Policy 33.	The use of the place at least in part for education is desirable. This should be investigated.

8.9. HERITAGE CURTILAGE

Physical Curtilage/Immediate Setting

In order to plan for change the physical curtilage of the item and its immediate setting must be clearly established. The curtilage of the significant items on site has been established by an analysis of the extent of the fabric which comprises Commonwealth heritage values and its immediate setting. This curtilage is adopted in the listings for individual items on the Newcastle LEP (refer Heritage Map_004I) and is reflected in the development buffers nominated in the Fort Wallace DCP (Figure 73)

Visual Curtilage/Setting

Note that the visual curtilage of elements is broader than the physical curtilage defined herein. The visual curtilage of the items of Commonwealth heritage values is defined by:

- Views to the Inner Fort from the Outer Fort area
- Views to the Inner Fort from the dunes/beach
- Views to the Plotting Room from Fullerton Street.

Development on the site should be designed in accordance with the policies set out herein in order to ensure there are no detrimental impacts on the visual curtilage of any item.

Legal Curtilage

The heritage curtilages do not respond to a legal boundary as the entirety of the site is on one lot. The legal curtilage is identified as Lot 101, DP 1152115.

No.	Policy
Policy 34.	No substantial development (that is development that has the potential to visually dominate the significant fabric) is to be undertaken within the development buffer as defined in the DCP. This does not preclude minor structures (e.g. interpretation, paths and/or recreation shelters) where designed in consultation with a heritage consultant.

8.10. VIEWS

Significant views are those which either capture views towards significant fabric/landscapes or which constitute viewpoints from significant fabric where the viewpoints contribute to significant. Broad distract views towards the site have not been assessed in detail in this report (however they are recommended for reinvestigation of aesthetic values). However, the outward facing nature of this site as a key point of defence has resulted in key significant outward views. These significant views from the place have been established in the Fort Wallace DCP and are identified in Figure 63 and Figure 68.

No.	Policy
Policy 35.	The significance of the internal and external views identified in this report should be retained. Any development in the view catchments is to be designed in consultation with a heritage consultant.
Policy 36.	Any redevelopment on the site should consider distract views to the significant elements on the site and impacts should be demonstrated in a visual analysis.

8.11. ARCHAEOLOGICAL MANAGEMENT

The archaeological potential of the subject site is discussed in Section 4. Policies for the ongoing management and conservation of potential archaeological resources and cultural heritage values are provided below.

8.11.1. Aboriginal Cultural Heritage

As identified in Section 4.1, the subject site has known Aboriginal archaeological sites and cultural heritage values, including being within the Fern Bay Complex (AHIMS ID #38-4-0895) with known burial site present in the sand dunes (King Billy's Hill). The archaeological and cultural heritage values of the site need to be managed with sensitivity and in consultation with Aboriginal community members, who are best placed to speak to their heritage. The following policies should be followed when considering future development of the site with regard to Aboriginal cultural heritage:

No.	Policy
Policy 37.	This document along with the existing ACHA should be submitted to known interested Aboriginal parties prior to finalisation, and any recommendations included.
Policy 38.	The commonwealth heritage listing of the subject site should be updated to include Indigenous heritage values within the assessment of significant values.
Policy 39.	Should works be proposed to the subject site, or the subject site be divested, NSW planning legislation would apply to the subject site including requirements under the National Parks and Wildlife Act 1974 discussed in Section 6.2.3.
Policy 40.	Full suite of consultation with interested Aboriginal parties should be recommenced and sustained prior to the submission of an Aboriginal Heritage Impact Permit (AHIP) application. This should include consultation in accordance with the Aboriginal Cultural Heritage Consultation Requirements for Proponents and should involve the opportunity for new registrations.
Policy 41.	Any land management activities should be undertaken in such a way as to minimise impact to the ground surface and avoid areas of recorded Aboriginal archaeological sites or cultural heritage value identified within the subject area. No works can commence without adequate assessment of the proposed impact to establish if additional management measures including potentially an application for an AHIP is warranted.
Policy 42.	An AHIP application should be submitted and approved prior to the commencement of any works on the site that will have the potential to harm Aboriginal objects. All works will need to be carried out in accordance to the conditions of the issued AHIP, including any salvage of Aboriginal objects.
Policy 43.	No impacts should occur within the burial hill site (King Billy's Hill). The removal of noxious vegetation may be considered appropriate but only through consultation with the Worimi Local Aboriginal Land Council. The site should be managed in accordance with the wishes of the LALC and this area should generally be fenced to prevent access.
Policy 44.	Following demolition of any buildings on the subject site, and prior to the commencement of further works, each demolition site should be subject to inspection by archaeologists and Registered Aboriginal Parties to inspect the ground surface conditions and salvage any artefacts which may occur.

8.11.2. Historical Archaeology

As identified in Section 4.2, limited information is available regarding historical archaeological resource on the site, with no recent comprehensive assessment of historical archaeological potential or significance in accordance with current guidelines. As such, it is difficult to ascertain a comprehensive understanding of potential historical archaeological resources or their significance. The following policies should be followed when considering future development of the site with regard to historical archaeological resources:

No.	Policy
Policy 45.	A detailed Historical Archaeological Assessment should be undertaken to investigate potential archaeological resources which may occur across the site including ruins associated with the

No.	Policy
	military use or archaeological features associated with earlier phases of occupation at the site (being the Stockton Colliery), prior to any works being undertaken.
Policy 46.	A detailed assessment should consider historical archaeological significance in accordance with the definition of a relic as amended in the 2009 relics provision of the <i>Heritage Act 1977</i> .
Policy 47.	The searchlights should be considered as archaeological or landscape elements on the site due to their inability to be rendered suitable for use without full reconstruction. The searchlights should therefore be managed as ruins and included in an interpretation plan to be prepared for the subject site.

8.12. MAINTENANCE

Regular maintenance and scheduled conservation works are required to be implemented to conserve the heritage significance and identified significant fabric of the place. Ongoing maintenance should be undertaken in accordance with a cyclical maintenance plan.

No.	Policy
Policy 48.	All significant fabric should be stabilised and appropriately maintained.
Policy 49.	Any restoration works should be based on historical documentation rather than speculation.
Policy 50.	Materials used for repair and reconstruction should preferably be traditional materials used in the construction of the place. Missing or damaged fabric will be replaced observing the 'like for like' principle. For example, replace with similar fabric (e.g. timber with timber) or replace with new fabric of similar appearance, or replace with different fabric of similar profile and dimensions (whilst remaining apparent as new work).
Policy 51.	Fabric identified as of high significance is to have priority works undertaken when required. Impact on significant fabric is to be considered and the appropriate approvals sought. Works are to be sympathetic to highly significant fabric and repairs are to be undertaken instead of replacement, where possible.
Policy 52.	A detailed schedule of conservation works should be prepared to guide the conservation of fabric of the place in line with any major Development Application for the place (including implementation of the ongoing masterplanning process). The schedule should be adopted as minimum requirement for maintenance works. It is noted that this schedule will need to be supplemented by further physical investigation into the fabric to identify additional required works and latent conditions.
Policy 53.	Following execution of a detailed Schedule of Conservation Works, maintenance works to the buildings should be undertaken on a regular basis to avoid the need for substantive conservation works.

8.13. SITE MANAGEMENT

No.	Policy
Policy 54.	The site should be managed under a Community Title Scheme to ensure holistic approach to conservation, design and ongoing management.
Policy 55.	The site should be managed in a way which allows reasonable access to Heritage Precinct and any Heritage Interpretation Development plan in conjunction with Implementation Strategies in Section 9.

8.14. DIVESTMENT MANAGEMENT

The subject site is a nonoperational Defence site which is now owned by DHA. Although DHA has a functional relationship with Defence, the site's ownership by DHA is not considered to make any notable contribution to its significance and therefore its divestment to another entity is not constrained from a heritage perspective subject to compliance with this HMP and legislative requirements for divestment.

If the future sale of the site is required, The Commonwealth Disposal Policy which is administered by the Department of Finance is applicable⁸¹. This policy is applied to a site when a government agency is in surplus of required property.

Under the policy, any off market sale (sale made direct to a purchaser) of a Commonwealth Property which has probable heritage significance, must be referred to the Finance Minister for approval. Commonwealth entities must not enter into any sale negotiations with potential purchasers, or discussions that might give rise to commercial obligations, before the Finance Minister's approval for an off-market sale, whether on concessional terms or not, has been obtained. In the first instance, any proposal for an off-market disposal of Commonwealth property should be referred to the Department of Finance for discussion, and to the relevant portfolio Minister for consideration.

Under Section 341ZE of the EPBC Act, if a Commonwealth Agency sells a Commonwealth Heritage place the agency must also ensure that the contract includes a covenant the effect of which is to protect the Commonwealth Heritage values of the place unless it is deemed that to do so would be unreasonable or impractical. The agency must inform the Minister before the execution of a sale contract if these covenants could not be made or if it is considered insufficient to protect the values of the place.

The covenant for this site can demonstrate that heritage values can continue to be protected through the existing local heritage listing of individual elements. However, DHA may also be required to investigate listing of elements on the NSW State Heritage Register as part of the divestment process.

No.	Policy
Policy 56.	Divestment is to be undertaken in accordance with the legislative requirements established in the EPBC Act.
Policy 57.	Any future divestment process should consider a formal assessment of the place to determine whether it should be nominated for inclusion on the NSW State Heritage Register.
Policy 58.	The items in the Heritage Precinct should ideally be maintained in common ownership unless it can be demonstrated that their divestment to separate entities will best allow for conservation/reuse and that the conservation of the site holistically is able to be effectively managed.

⁸¹ Australian Government Department of Finance, Commonwealth Property Disposal Policy, website. Access 31/05/2021.

No.	Policy
Policy 59.	Investigate the listing of items identified to be of exceptional significance on the State Heritage Register.
Policy 60.	Upon divestment to another entity this HMP is to be updated to reflect the new ownership and any legislative changes as a result of sale to a non-Commonwealth entity (if required).

8.15. INTERPRETATION

Interpretation is an essential part of the conservation process. Methods of interpretation may include conserving original features and fabric, reconstructing missing or damaged elements based on documentary and/or archaeological evidence, introducing interpretative devices (such as discrete labelling), the use of historic photographs, preserving evidence of original finishes and fabric, facilitating access for specialist study and/or presentation in publications and websites.

Given the location and nature of the site there are significant opportunities for interpretation. The site is used for recreation and should remain at least partly publicly accessible in the future.

No.	Policy
Policy 61.	The highest form of interpretation is the retention and conservation of significant fabric, spaces and relationships and accordingly significant elements should be retained, exposed and interpreted. This includes retaining some items as landscape elements.
Policy 62.	Preservation, restoration and reconstruction of key significant elements, areas and fabric are the preferred method of meaningfully interpreting important attributes and associations of the place. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered elements, where appropriate.
Policy 63.	All significant values outlined in the statement of significance should be represented in the interpretation.
Policy 64.	Consideration should be given to those values identified in this HMP which are recommended for further investigation including aesthetic and social.
Policy 65.	An emphasis is to be placed on the significance of the site as one which represents three stages of development and continuous operation through both world wars with operation ending only in the 1990s.
Policy 66.	Archaeological remains should be retained in situ where possible, to assist in interpreting the chronology of the site and the significant values. Any display or storage of archaeological material should be subject to further advice or in conjunction with future archaeological assessment.

8.16. CONSULTATION

No.	Policy
Policy 67.	A consultative approach is to be adopted for any major works or decisions impacting the subject site including but not limited to subdivision, divestment, change of use or archaeological

No.	Policy			
	investigation. Aboriginal groups, agency stakeholders and community groups are to be consulted.			
Policy 68.	The community consultation process required in the process of finalising this document could be utilised to reassess social values.			

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9. IMPLEMENTATION STRATEGIES

The implementation strategies set out in this section constitute tangible actions resultant of the policies in the section above which have a definable timeframe. The strategies are each attributed a priority, timing for their implementation and group/individual responsible for their implementation. Note that the responsible party has been nominated with specific reference to the governance and management of DHA. If the site is divested in the future the groups/individuals responsible for each is to be reviewed and updated where required.

Priorities for the implementation of the policies are set out in the table below. The definition of each priority is established in the following table.

Table 13 – Timing definitions for policies

Priority	Definition
High	Implementation of the policy are to be undertaken immediately or as soon as possible after requirement arises in order to ensure that the identified significant heritage values are conserved.
Medium	Policy should be implemented or a plan developed for its future implementation. However, the identified significant heritage values are not at immediate risk.
Low	Policy is included to ensure future planning for conservation actions which should be undertaken to enhance the appreciation and interpretation of the identified significant heritage values. Heritage values are not at risk.

9.1. METHOD FOR MANAGEMENT PLAN ADOPTION AND REVIEW

No.	Strategy	Timeframe	Priority	Responsibility
1.	This document is to be distributed to all owners or managers of the site involved in the day-to-day management or future development planning.	Following adoption of this document	High	DHA
2.	Any future new owners should undergo a briefing to establish the purpose of this document and how it is to be used.	At sale of property	Medium	DHA
3.	Note that the responsible parties in these implementation strategies have been nominated with specific reference to the governance and management of DHA. If the site is divested in the future the groups/individuals responsible for each is to be reviewed and updated where required.	At sale of property	Medium	As noted
4.	Community consultation is to be undertaken in the process of finalising this HMP in accordance with the requirements of the EPBC Act and Regulations.	Throughout finalisation of document	Medium	DHA supported by Urbis

9.2. POLICY MONITORING

No.	Strategy	Timeframe	Priority	Responsibility
5.	All policies should be adapted into procedures for the conservation of the place and adopted into the DHA facility management processes.	Following adoption of this document	Medium	DHA
6.	Ensure that the DHA Heritage Strategy includes a process for decision making including consultation with the user groups identified in this document.	Following adoption of this document	High	DHA
7.	Ensure that DHA has a process and system for maintaining records of change to the site (including intangible changes such as subdivision and changes of use). The records should be searchable.	Following adoption of this document	Medium	DHA
8.	Adopt a maintenance plan for the site and procedure for auditing the site condition. The Heritage Maintenance Schedule prepared by Urbis and included with this document should be adopted. This Schedule will likely require updating pending adaptive reuse of the site in the future as planned.	Adopt maintenance plan in this report immediately. Update in line with future adaptive reuse of site.	High	DHA supported by Urbis
9.	In conjunction with the above point it is recommended that a holistic audit of the site for security requirements is undertaken and a comprehensive strategy is established in consultation with the heritage consultant.	ASAP	High	DHA supported by Urbis

9.3. DEFINING AND RECORDING THE PLACE

No.	Strategy	Timeframe	Priority	Responsibility
10.	The Commonwealth heritage listing of the subject site should be updated to include Indigenous heritage values within the assessment of significant values.	Following adoption of this document	Medium	DHA in consultation with DAWE
11.	The items with significant Commonwealth values are those in the Inner Fort, the Plotting Room,	In accordance	Medium	Heritage listing authority

No.	Strategy	Timeframe	Priority	Responsibility
	Searchlights and associated operations structure graded as being of significance 'A' or 'B'. All current future heritage listings for the site should clearly identify the significant elements and establish that this fabric is to be retained and conserved in accordance with this HMP.	with future investigations for heritage listings		supported by heritage consultant
12.	Identify part of Lot 101, DP 1152115 as the legal definition of the built items of Commonwealth values in all current future heritage listings for the site.	At completion of this document and in accordance with future investigations for heritage listings	Medium	Heritage listing authority
13.	Define the curtilage of the items on the site which comprise Commonwealth values in all current and future heritage listing for the site (including the Australian Heritage Database inventory sheet). The curtilage of the items should be defined as that which is graphically shown on the Sheet 0041 Heritage map of the Newcastle LEP 2012.	At completion of this document and in accordance with future investigations for heritage listings	Medium	Heritage listing authority
14.	Define the visual setting of the place in all current and future heritage listings for the site.	At completion of this document and in accordance with future investigations for heritage listings	Medium	Heritage listing authority

9.4. ONGOING MANAGEMENT

No.	Strategy	Timeframe	Priority	Responsibility
15.	Ensure that DHA has a procedure for liaising with Newcastle Council to ensure that the appropriate management of the dunes to the east. This is required to ensure that the items associated with the site which are in the dunal	Develop plan in the next 12 months and monitor on ongoing basis.	Medium (note that this requirement is ongoing and may become	DHA

No.	Strategy	Timeframe	Priority	Responsibility
	area can be safely managed and their future treatment planned for.		high priority in future).	
16.	<p>Develop, in line with the master planning process and future ownership potential a plan for the site. The plan is to provide for public access to at least part of the site (the Heritage Precinct) for a reasonable time every day.</p> <p>The plan is also to provide for access by Indigenous people to maintain cultural traditions. Consultation should be undertaken to establish these requirements.</p>	In line with future masterplanning and decision regarding ownership.	Medium	DHA supported by Heritage Consultant/ Archaeologist
17.	Maintain and update the list of stakeholders identified in Section 7.10.	Following adoption of this document	Medium	DHA supported by Heritage Consultant/ Archaeologist
18.	<p>Establish an induction procedure for all new staff responsible for the maintenance, conservation or future development planning of the site which includes introduction to this document and specific emphasis on the obligations of the owner under the <i>EPBC Act</i>.</p> <p>DHA should also take responsibility for briefing potential future new owners on the same matters.</p>	As required.	High	DHA

9.5. FURTHER INVESTIGATION

No.	Strategy	Timeframe	Priority	Responsibility
19.	Develop a procedure for re investigating the Commonwealth values of the place in liaison with the Minister for the Environment. Suggested areas for reinvestigation are established in Section 6.2.2 of this report.	Following adoption of this document	Medium	DHA supported by Heritage Consultant and in consultation with Minister for the Environment.

9.6. INTERPRETATION PLANNING

No.	Strategy	Timeframe	Priority	Responsibility
20.	As part of any future DA to implement the masterplan develop a detailed Interpretation Plan which nominated location, devices and content for interpretation. Interpretation planning should consider those areas of the site which will remain publicly accessible.	In line with future masterplanning.	Medium	DHA supported by Heritage Consultant

9.7. DIVESTMENT

No.	Strategy	Timeframe	Priority	Responsibility
21.	Adopt and proceed with divestment in line with the obligations set out in the Commonwealth Divestment Policy.	In line with decision regarding ownership.	High	DHA
22.	Undertake a formal assessment of items of exceptional significance against the State Heritage Register criteria and nominate for State listing.	At completion of future masterplanning process or in conjunction with future divestment, whichever is earlier.	Medium	DHA supported by Heritage Consultant
23.	Update this HMP to reflect new ownership and any associated changes to requirements.	Following any future divestment.	High	DHA supported by Heritage Consultant

10. EPBC ACT COMPLIANCE TABLE

This document has been prepared in accordance with the requirements for the management of CHL places as set out in the EPBC Act 1999 and the EPBC Regulations 2000.

Schedule 7A of the EPBC Regulations guides the fulfilment of regulation 10.03B as follows:

10.03B Matters to be addressed in plan for Commonwealth Heritage place (Act s 341S)

A plan for a Commonwealth Heritage place, made under section 341S of the Act, must address the matters set out in Schedule 7A.

The requirements set out in Schedule 7A of the Regulation have been tabulated below. The table notes which section each requirement has been addressed in this document.

Table 14 – Compliance table

EPBC Regulation Requirement	Report Reference
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the Commonwealth Heritage values of the place; and	Section 8
(b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the Commonwealth Heritage values of the place; and	Section 7.2
(c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses; and	Section 2
(d) provide a description of the Commonwealth Heritage values and any other heritage values of the place; and	Section 5
(e) describe the condition of the Commonwealth Heritage values of the place; and	Section 6.3
(f) describe the method used to assess the Commonwealth Heritage values of the place; and	Section 6.2.1
(g) describe the current management requirements and goals, including proposals for change and any potential pressures on the Commonwealth Heritage values of the place; and	Section 7.4, 7.5, and 7.7
(h) have policies to manage the Commonwealth Heritage values of a place, and include in those policies, guidance in relation to the following: (i) the management and conservation processes to be used; (ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions; (iii) the stakeholder and community consultation and liaison arrangements;	Section 8 Item ii has at this stage been addressed in the implementation policies as there is no final view yet at to the access possibilities.

EPBC Regulation Requirement	Report Reference
<p>(iv) the policies and protocols to ensure that indigenous people participate in the management process;</p> <p>(v) the protocols for the management of sensitive information;</p> <p>(vi) the planning and management of works, development, adaptive reuse and property divestment proposals;</p> <p>(vii) how unforeseen discoveries or disturbance of heritage are to be managed;</p> <p>(viii) how, and under what circumstances, heritage advice is to be obtained;</p> <p>(ix) how the condition of Commonwealth Heritage values is to be monitored and reported;</p> <p>(x) how records of intervention and maintenance of a heritage places register are kept;</p> <p>(xi) the research, training and resources needed to improve management;</p> <p>(xii) how heritage values are to be interpreted and promoted; and</p>	
(i) include an implementation plan; and	Section 9
(j) show how the implementation of policies will be monitored; and	Section 9.1
(k) show how the management plan will be reviewed.	Section 9.1

Source: EPBC Regulation 2000 with Urbis references

11. CONSERVATION & STABILISATION WORK SCHEDULE

11.1. BACKGROUND

Urbis completed a conservation, stabilization and maintenance schedule for significant heritage buildings within the Fort Wallace Conservation Area in 2016. It is understood that only some of the works specified in that document, aimed at ongoing maintenance and urgent stabilisation works, have been undertaken.

The following section includes a review and update of the urgent stabilisation works required to site, to make safe, secure and stabilise building fabric. Ongoing and cyclical maintenance work has been identified in the inventory sheets in Volume 2 of this report.

Reference, where relevant, has been made to an earlier report – the *Fort Wallace Infrastructure Report* prepared for Department of Defence 2007 by Sinclair Knight Merz (henceforth known as the SKM Report) – which provides detail on remediation works to specific elements across site.

11.2. LIMITATIONS

The condition review and schedule of urgent stabilisation work relies on a site inspection undertaken in February 2021, and it is noted that a number of areas were not accessed during this visit. These are listed in Section 2.5 and in the inventory sheets in Volume 2 of this HMP. No detailed investigations were undertaken of elements, and the following schedules are based on visual inspection only.

11.3. SUMMARY OF CONDITION

As noted in Section 2.5, the physical condition of the majority of the buildings on the site is poor to very poor with the continued vacancy of the site and substantial vandalism exacerbating the dilapidation of the buildings, and resulting in the loss of some structures and severe damage to others. Condition assessment for each building is also included in the inventory sheets in Volume 2 of this HMP.

11.4. SCOPE OF WORKS SCHEDULE & URGENT REPAIR METHODOLOGY

As noted above, the following schedule is for preliminary work only to make safe, secure and stabilise buildings and fabric, to prevent further deterioration and address urgent conservation issues. It is not intended to be a full schedule of conservation work. The full conservation work schedule will be completed at a later date when a use for the site and buildings has been determined.

The schedule has been arranged building by building, and lists urgent stabilisation works by element.

For images of each work type required, see the inventory sheets in Volume 2 of this HMP.

11.4.1. Urgent Concrete Repair – Façades & Soffits

Complete works scheduled by SKM Report (2007) as follows:

- Where required, temporarily prop for stability.
- Break back loose concrete to sound material and 25mm behind corroded reinforcing bars.
- Clean the exposed reinforcement by sand blasting.
- Lap splice in additional reinforcement, of similar size, to account for corrosion losses where necessary.
- Apply one full coat of Nitoprime Zincrich (or approved equivalent) to exposed reinforcement to manufacturer's recommendations.
- Apply Nitobond HAR primer and Renderoc HB cementitious mortar (or approved equivalent) to the finished profile, to the manufacturer's recommendations. Where practicable increase the concrete section depth to establish 50mm cover.

Note: Where there is a need to reinstate thick sections of concrete (up to 200mm) Patchroc C (or approved equivalent) is recommended in lieu of Renderoc HB.

11.4.2. Urgent Concrete Repair – Cracking

Complete works scheduled by SKM Report (2007) as follows:

- Repair hairline cracks using Nitofill LV crack injection system (or approved equivalent) in accordance with manufacturer's recommendations.
- For larger cracks, it is recommended that the cracks be chased out to form a square edge of 10mm minimum width and depth. Apply Renderoc HB40 (or approved equivalent) as far into the crack as possible, in accordance with the manufacturer's recommendations.

11.4.3. Urgent Concrete Repair – Stairs, Walls & Corbels

Complete works scheduled by SKM Report (2007) as follows:

Walls

- Where required, temporarily prop for stability.
- Break back loose concrete to sound material and 25mm behind corroded reinforcing bars.
- Clean the exposed reinforcement by sand blasting.
- Lap splice in additional reinforcement, of similar size, to account for corrosion losses where necessary.
- Apply one full coat of Nitoprime Zincrich (or approved equivalent) to exposed reinforcement to manufacturer's recommendations.
- Apply Nitobond HAR primer and Renderoc HB cementitious mortar (or approved equivalent) to the finished profile, to the manufacturer's recommendations. Where practicable increase the concrete section depth to establish 50mm cover.

Note: Where there is a need to reinstate thick sections of concrete (up to 200mm) Patchroc C (or approved equivalent) is recommended in lieu of Renderoc HB.

Stairs & Corbels:

- Break back loose concrete to sound material and 25mm behind corroded reinforcing bars.
- Use a chloride detection solution to continue to break back concrete until no chlorides are present.
- Clean the exposed reinforcement by sand blasting.
- Lap splice in additional reinforcement, of similar size, to account for corrosion losses where necessary.
- Where required, drill and epoxy new reinforcement into supporting elements.
- Apply one full coat of Nitoprime Zincrich followed by Nitobond HAR primer (or approved equivalents) to manufacturer's recommendations.
- Form concrete element, leaving sufficient room at the top of formwork for addition of grout.

Pour Renderoc LA55 (or approved equivalent) cementitious mortar into formwork to restore surface back to original profile in accordance with manufacturer's recommendation.

11.4.4. Urgent Steel Repair

Complete works scheduled by SKM Report (2007) for steel elements as follows:

- Sand blast all corroded structural and architectural steelwork.
- Apply a zinc rich paint to manufacturer's recommendations
- Remove and replace severely corroded structural and architectural steelwork with galvanised sections of similar size.
- Remove and replace corroded embedded steelwork with stainless steel sections of similar size.

11.5. SCHEDULE OF URGENT STABILISATION WORKS

The following table follows the naming convention, order and includes all buildings as detailed in Volume 2. The following section does not include reference to Buildings A0009, A0010, A0014, A0017 and A0024.

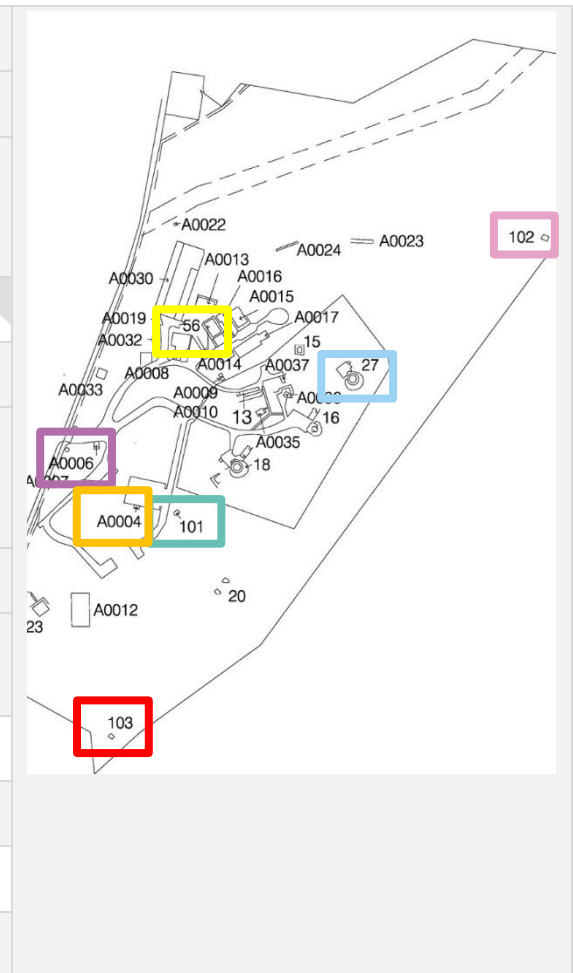
Table 15 – Schedule of Urgent Stabilisation Works

Ref	Item	Urgent Stabilisation Works	Location Plan
13 – Casualty Station (blue)			
1.	Security / Openings	Reinstate security fencing around perimeter of building and install padlock. Secure all doors and windows to prevent access, install plywood over openings where door or window missing, or glass broken.	
2.	Concrete repairs - Facades & Soffits	Stabilise the concrete to prevent deterioration as per Section 11.4.1.	
15 – Engine Room, Northern Searchlight – 9.2 Inch Guns (yellow)			
3.	Concrete Repairs – Facades & Soffits	Stabilise the concrete to prevent deterioration as per Section 11.4.1.	
16 – No. 2 Gun Emplacement – 6 inch Guns (green)			
4.	Security / Openings	Repair metal security gate to access underground tunnels to southern side of gun emplacement. Opening has been cut with angle grinder through metal gate. Secure all surviving steel doors and lock shut.	
5.	Concrete repairs - Spalling and cracks	Stabilise the concrete to prevent deterioration. Repair spalling and cracks to concrete elements as per Section 11.4.2	

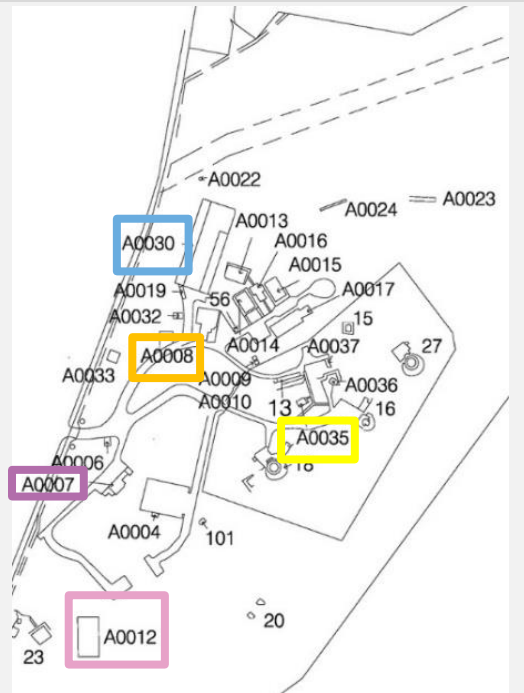
18 – No.1 Gun Emplacement – 9.2 Inch Guns (blue)		
6.	Security / Openings	<p>Repair metal security gate to access underground tunnels to southern side of gun emplacement. Opening has been cut with angle grinder through metal gate.</p> <p>Replace all missing plywood window covers to windows to prevent vandalism.</p>
7.	Concrete repairs - Spalling and cracked concrete	Stabilise the concrete to prevent deterioration. Repair all areas of spalling concrete and cracks to concrete elements as per Section 11.4.2
8.	Steel Repairs	Stabilise the steel to prevent deterioration as per Section 11.4.4.
9.	Roof to storage area (northern side)	Cover missing roof cowel openings with waterproof membrane to match existing present
10.	Roof to underground room (southern side)	Repair damaged corrugated metal roof sheeting to match existing
20a and 20b – Northern and Southern Searchlights – 6 Inch Guns (red)– No Urgent Works (full conservation & reconstruction required)		
23 – Plotting Room (green)		
11.	Security / Openings	Once access is made available by clearing of overgrown vegetation, secure all doors and windows to prevent access. Install plywood over openings and install a security gate if required.
12.	Roofing	Check over roof for watertightness and repair to match existing as required



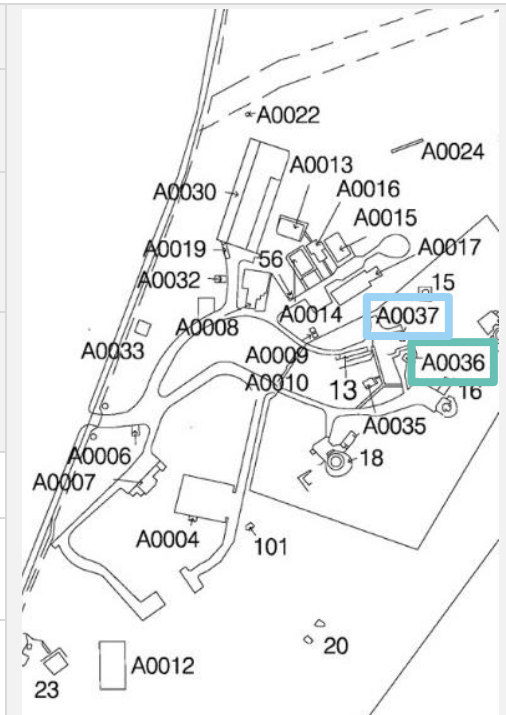
27 – No.2 Gun Emplacement – 9.2 Inch Guns (blue)		
13.	Security	Install padlocks to metal doors and ensure all doors and windows are secured.
14.	Concrete repairs - Spalling and cracked concrete	Stabilise the concrete to prevent deterioration. Repair cracks to concrete elements as per Section 11.4.2
56 – Hoban Commemorative Tree & Plaque (yellow) – No Works Required		
101 – Engine Room, Southern Searchlight 9.2 Inch Guns (green)		
15.	Concrete repairs - Spalling and cracked concrete	Stabilise the concrete to prevent deterioration. Repair areas of spalling and cracks to concrete elements as per Section 11.4.2
16.	Steel Repairs	Stabilise the steel to prevent deterioration as per Section 11.4.4.
17.	Roofing and rainwater goods	Remove vegetation from gutters and roof. Check over roof for weathertightness
102 – Northern Searchlight – 9 Inch Guns (pink) – No Urgent Works (full conservation & reconstruction required)		
103 – Southern Searchlight – 9.2 Inch Guns (red) - No Urgent Works (full conservation & reconstruction required)		
A0004 – Bus Shelter (orange) – No Works Required		
A0006 – Security Office, Guard Office (purple) – No Works Required		



A0007 – Admin Building, Engine House 6 Inch Guns (purple) – No Urgent Works Required		
A0008 – Gymnasium, Drill Hall (orange)		
18.	Security / Openings	Check over all doors and windows for security, several are open, and access not prevented. Secure all doors and windows to prevent access, install plywood over openings where door or window missing, or glass broken.
19.	Roof	Install roof cowls where missing to prevent water ingress
20.	Gable ends	Reinstate missing sheeting to gable end to prevent water ingress
A0012 – Tennis Court – No Works Required (pink)		
A0030 – Transport Naval Stores (blue)		
21.	Security / Openings	Check over all doors and windows for security, several are open, and access not prevented. Secure all doors and windows to prevent access, install plywood over openings where door or window missing, or glass broken.
22.	Roof	Replace missing roof to vertical façade sheeting to southern edge.
A0035 – Radio Room, Wireless (yellow)		
23.	Security / fencing and gate	Secure access gate and fencing, and install padlock.
24.	Security / Openings	Check over all doors and windows for security, several doors are open, and access not prevented, close existing doors and lock. Secure all doors and windows to prevent access, install plywood over openings where door or window missing, or glass broken.
25.	Concrete repairs - Facades & Soffits	Stabilise the concrete to prevent deterioration as per Section 11.4.1.
26.	Roof	Check over roof for watertightness and replace to match existing if required



A0036 – Watch Tower, Observation (green)		
27.	Security / fencing and gate	Secure access gate and fencing and install padlock.
28.	Security / Openings	Check over all doors and windows for security, several doors are open, and access not prevented, close existing doors and lock. Secure all doors and windows to prevent access, install plywood over openings where door or window missing, or glass broken.
29.	Concrete Repairs – Concrete stairs, walls and corbels	Stabilise the concrete to prevent deterioration. Repair stairs, walls and corbels as per Section 11.4.3.
A0037 – Tunnels (blue)		
30.	Concrete repairs - Facades & Soffits	Stabilise the concrete to prevent deterioration as per Section 11.4.1.
31.	Concrete repairs - Spalling and cracked concrete	Stabilise the concrete to prevent deterioration. Repair spalling and cracks to concrete elements as per Section 11.4.2
32.	Concrete repairs - Walls (concrete cancer)	Break back loose concrete to sound material and 25mm behind corroded reinforcing bars. Clean the exposed reinforcement by sand blasting.



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APPENDIX A

**ABORIGINAL CULTURAL HERITAGE
ASSESSMENT**

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DISCLAIMER

This report is dated 12 October 2021 and incorporates information and events up to that date only and excludes any information arising, or event occurring, after that date which may affect the validity of Urbis Pty Ltd (**Urbis**) opinion in this report. Urbis prepared this report on the instructions, and for the benefit only, of DEFENCE HOUSING AUSTRALIA (**Instructing Party**) for the purpose of managing heritage significance (**Purpose**) and not for any other purpose or use. To the extent permitted by applicable law, Urbis expressly disclaims all liability, whether direct or indirect, to the Instructing Party which relies or purports to rely on this report for any purpose other than the Purpose, and to any other person which relies or purports to rely on this report for any purpose whatsoever (including the Purpose).

In preparing this report, Urbis was required to make judgements which may be affected by unforeseen future events, the likelihood and effects of which are not capable of precise assessment.

All surveys, forecasts, projections and recommendations contained in or associated with this report are made in good faith and on the basis of information supplied to Urbis at the date of this report, and upon which Urbis relied. Achievement of the projections and budgets set out in this report will depend, among other things, on the actions of others over which Urbis has no control.

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