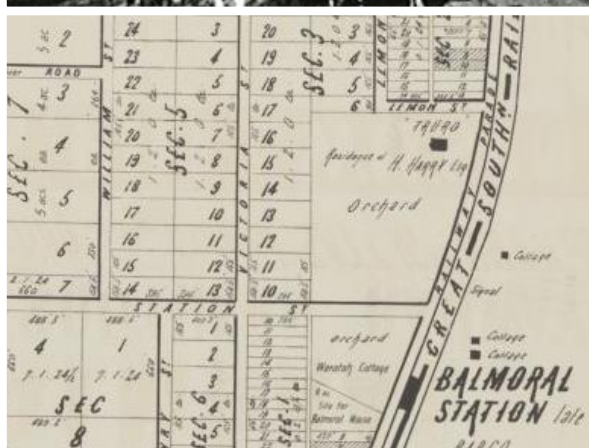


Wingecarribee Shire Heritage Study 2021-23

A Community Based Heritage Study

Volume 1

Preliminary Report | June 2023



We're with you

Cover Images

From top left to bottom right:

- 1912 Photograph of Margaret Agnes Goff (nee Morehead) mother of Helen Lyndon Goff (aka Pamela Lyndon Travers) seated on front verandah of their house in Holly Street, Bowral, with her daughter Barbara Irene Goff. Pamela Travers, the author of "Mary Poppins", lived in Bowral in her early years from about 8 till she was 17. Source: Berrima District Historical & Family History Society and obtained from Facebook <https://www.facebook.com/southernhighlandshistory/photos/grainers-commercial-hotel-bowral-nsw-circa-1900-1918photograph-of-commercial-ho/1898057580214932>.
- Robertson Post Office, undated, but c.1896. Source: Facebook <https://www.facebook.com/103861001224268/photos/pb.100067158863707.-2207520000./103942214549480/?type=3>, accessed 9/10/2021.
- Extract from 'Truro' subdivision plan. Mills, Pile & Wilson & Halloran, E. R. 1889, Truro Estate, Balmoral, Mills, Pile & Wilson, [Sydney] viewed 31 May 2023 <http://nla.gov.au/nla.obj-230092725>.
- 'Craigieburn', 43 Centennial Road, Bowral, in 2021. The house was built c.1885 by John Joseph Campbell for Alexander Hamilton Keith Maxwell. Photo by B. Townsing & D. McManus.

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This document is one of three volumes comprising the Wingecarribee Community Heritage Study 2021-23. The Study comprises:

- **Volume 1—Preliminary report, including Annexures (this document) and an Appendix (separate document).**
- *Volume 2—Study Spreadsheet of all items examined.*
- *Volume 3—Heritage Evidence Sheets for all examined items grouped by locality/area.*

Introduction

Heritage Context

Heritage Management in NSW

In NSW the *NSW Heritage Act 1977* sets the framework for heritage management, conservation and enforcement. It establishes the NSW Heritage Council, the State Heritage Register (for items of State heritage significance), processes for interim heritage orders and protection for historic shipwrecks. The *Environmental Planning and Assessment Act 1979* (EP&A Act) provides the framework for the NSW planning system, including Local Environmental Plans (LEPs), the LEP amendment process (via Planning Proposals) and Development Control Plans (DCPs).

The NSW Heritage Manual (NSW Heritage Office, 1996) advocates a three step process for heritage management in NSW, comprising investigation, assessment and management of significance. The diagram below has been extracted from the Heritage NSW publication [Assessing Heritage Significance](#) (NSW Heritage Office, 2001) and articulates what is involved in each Step.

Step 1 > INVESTIGATE SIGNIFICANCE

- Investigate the historical context of the item or study area
- Investigate the community's understanding of the item
- Establish local historical themes and relate them to the State themes
- Investigate the history of the item
- Investigate the fabric of the item.

Step 2 > ASSESS SIGNIFICANCE

- Summarise what you know about the item
- Describe the previous and current uses of the item, its associations with individuals or groups and its meaning for those people
- Assess significance using the NSW heritage assessment criteria
- Check whether you can make a sound analysis of the item's heritage significance
- Determine the item's level of significance
- Prepare a succinct statement of heritage significance
- Get feedback
- Write up all your information.

Step 3 > MANAGE SIGNIFICANCE

- Analyse the management implications of the item's level of significance
- Analyse the constraints and opportunities arising out of the item's significance (including appropriate uses)
- Analyse owner and user requirements
- Prepare conservation and management recommendations
- If any obvious options are not suitable, explain why
- Get feedback from the community
- Analyse statutory controls and their relationship to the item's significance
- Recommend a process for carrying out the conservation and management strategies.

Above: The three steps articulating the heritage management approach in NSW (Heritage NSW). This Study addresses Step 1 and Step 2 for the potential heritage items identified as part of this Study.

While Heritage NSW is responsible for State heritage and provides the State Heritage Inventory framework, local government is the primary manager of heritage in NSW, principally through its LEPs and DCPs. The majority of the 30,000+ entries on the NSW Heritage Inventory, which contains the database of all statutory heritage places in the State, are listed and managed by local councils.

Heritage places (comprising heritage items, heritage conservation areas and archaeological sites) in a local area are listed in Schedule 5 of Standard Instrument LEPs—including the WLEP 2010. Clause 5.10 contains the planning provisions to protect and manage heritage places. Heritage items are often thought of as a single building, but in fact heritage items can comprise any of the following, and sometimes more than one on a site or area:

- Landscapes
- buildings
- structures
- relics
- objects
- places
- works
- trees.

New heritage items, heritage conservation areas and archaeological sites are added to LEPs through the Planning Proposal process, also under the EP&A Act.

Heritage Management in the Wingecarribee Shire

Recognition of heritage places first appeared in statutory planning instruments in the Wingecarribee Shire in January 1984 with the gazettal of WLEP No. 55 which listed 47 heritage items in Berrima and defined the Berrima Conservation Area. This was followed in 1986 with the Illawarra Regional Environmental Plan No. 1 which included 98 heritage items for the “Tablelands Subregion”, all but one of which were located within the Wingecarribee Shire.

The WLEP 1989 (gazetted January 1990) contained 160 heritage items and 3 heritage conservation areas. These were added to over time through a number of LEP amendments, including a heritage amendment in 1998 that added 19 new heritage items in Mittagong and established the Mittagong Conservation Area, and a major heritage amendment in 2004 that adopted the then standard NSW heritage provisions, consolidated the existing heritage lists and added 120 new heritage items throughout the Shire. By the time the WLEP 2010 was published in mid-2010, there were 328 heritage items, 16 heritage conservation areas and 8 archaeological sites listed.

Since then, there have been eight (8) amendments to the WLEP 2010 that have added new heritage items, the most significant being in 2017 (Amendment No. 40) which added 80 new heritage items. Council currently has 413 heritage items, 17 heritage conservation areas and 9 archaeological sites listed in Schedule 5 of the Wingecarribee Local Environmental Plan (WLEP).

Wingecarribee Shire Council’s LEP is the Wingecarribee Local Environmental Plan (WLEP) 2010 and there are 16 DCPs which are either locality or zone-based, all of which provide development controls for heritage places.

Background

This Heritage Study is the third major heritage study undertaken for the Wingecarribee Shire, the first two, in 1991 and 2009, have been undertaken for Council by consultants. There is evidence of some input from the community in the preparation of these studies, but both were primarily a top-down study. An overview of the two previous studies is provided in this section for context. In particular, the 2009 Study has relevance because many of the recommended heritage items in that study have been reviewed within this Study.

Wingecarribee Heritage Study 1993

The first heritage study conducted for the Wingecarribee Shire was the Wingecarribee Heritage Study 1993 which commenced in 1990 as a joint project of Council, the NSW Heritage Council and the then NSW Department of Planning and prepared by JRC Planning Services. The Study was conducted as part of a pilot for the State Heritage Inventory Project which included a computer-based heritage database for each Council area. That database was the precursor to the current online State Heritage

Inventory, a centralised repository for information on heritage places throughout the State. As well as providing a historical context and examining cultural landscapes, the 1993 Study examined more than 600 individual heritage places providing justification and heritage inventory information for items already identified in heritage registers and identifying a number of new potential heritage items. The Study also made recommendations on ways to improve heritage management in the Shire.

Wingecarribee Heritage Survey 2009

In 2008 heritage consultants Architectural Projects Pty Ltd were engaged by Council to review more than 700 potential heritage items identified by Council and the community for potential heritage listing. Some of these potential items were identified in the 1993 Study. The study scope allowed for field surveys of identified properties and a review of existing historical publications. It did not include primary historical research on individual properties.

Following the documentary review and field work undertaken by the consultants, the final report was submitted to Council in 2009, recommending that around half of the investigated items be heritage listed. This included 33 items that were included in the WLEP 2010 published in June 2010 within the long-established Bowral Conservation Area.

The Heritage Survey 2009 comprises the following parts:

1. A **cover report** that detailed the approach, methodology and output of the project.
2. An examination of **key themes** identified in existing histories.
3. A **spreadsheet** of all the examined properties that provided basic item identification (item name, address, heritage inventory no.), whether heritage listing is recommended, heritage significance (in codified format), whether the item is contributory, neutral or detracting if in an existing conservation area, the period of construction, typology, and historical subdivision. Not all information is provided for every item. Those items that were not recommended for heritage listing contained only the basic identifier information.
4. **Descriptions** of all surveyed properties. This also included a comment on the integrity of the proposed item and whether any alterations had been identified.
5. **Histories** of selected items. The Study did not include an allowance for historical research so the information contained in the historical volumes was extracted from existing sources.
6. **Statements of significance** for each item recommended for heritage listing. These statements of significance were largely based on physical characteristics and historical assumptions based on typology and reference to existing historical research. Many of the statements of significance comprised a single sentence.

The list of recommended items was first reported to Council on 9 March 2011 and Council resolved at that time to commence consultation with owners via a mailout and several information sessions. However, the actual list of recommended items was kept as a confidential attachment to that report and was never made public. The details of consultation were confirmed by a further resolution on 8 February 2012 and further consultations were recommended by Council at a Councillor Information Session arising from a report to Council on 11 July 2012.

Consultations with the owners of 341 unique properties were undertaken between February and September 2012 comprising multiple letter mailouts, five staff-run drop-in consultation kiosks, phone consultations, one-on-one meetings and site visits.

A final report on the consultations was considered by Council on 28 November 2012. Council took the decision at that time to support heritage listing of those sites whose owners supported heritage listing (this included all Council-owned recommended items), and to defer all other items, including those whose owners objected to the heritage listing of their property, and those whose owners who did not respond to Council's multiple letter mailouts. This approach is contrary to best-practice heritage management which recommends that items that have been assessed as having heritage significance are listed on the basis of that significance.

Of the 81 sites that Council endorsed for heritage listing, there were 48 private sites, 24 Council owned or managed sites, 6 government schools and 3 church sites (including one school). These were

included in WLEP 2010 (Amendment No. 40) published on 10 March 2017. A further 251 of the recommended items were deferred and have not been progressed since that time due to personnel shortages and competing projects.

The full list of recommended items from the 2009 Heritage Survey was never made public and the Study was not formally adopted by Council. A full copy of the Heritage Survey 2009 forms the **Appendix** to this document.

Origins of this Study

Since late 2012, a number of properties on the undisclosed recommended items list have been the subject of development applications (DAs). Some DAs proposed sympathetic alterations and/or additions. Other DAs were not respectful or sympathetic to the historical or heritage values of the site, including applications for subdivision which would result in the separation of the heritage place from its original primary street frontage.

At least five (5) known deferred sites have been the subject of development applications in the years since 2012. Four of these were the subject of subsequent Interim Heritage Orders (IHOs) issued by Council following receipt of applications and concerns about loss of heritage significance. These were:

- the former OLSH site at 2-18 Centennial Road, Bowral, in 2018
- 'Welby Park Manor' at 28 Old Hume Highway, Welby, also in 2018
- 'Rochester Park' at 102-104 Old Wingello Road, Bundanoon, in 2019
- 'Karingal' at 26 Elizabeth Street, Moss Vale, in 2021.

However, only half of these IHOs resulted in heritage listing. They were for 'Rochester Park' and 'Karingal', the latter being the subject of an appeal against the IHO in the Land and Environment Court, which was subsequently dismissed. In relation to the OLSH site, Council resolved to not proceed with heritage listing of the OLSH site due to the recommendations of the heritage reports submitted with the DA and on good faith. Unfortunately, one of the key buildings was subsequently demolished by a later modification, which might have been prevented if the heritage listing had proceeded. The IHO for 'Welby Park Manor' lapsed before a resolution could be made by Council. In any case, the IHOs on the 'Rochester Park' and 'Welby Park Manor' sites did not prevent the approval of subdivision applications, albeit modified from original.

In total there have been eight IHOs issued by Council since 2012, five of which have resulted in heritage protection of the properties through heritage listing or inclusion in a heritage conservation area. The four additional IHOs were issued over the following properties which were not part of the Heritage Survey 2009:

- 'Lynbrook', 115-129 Railway Avenue, Bundanoon (2016)
- The 'Aitken Road Group' comprising 25-27, 29, 31, 33-37 and 39 Aitken Road, Bowral (2019)
- 'Yarrabin', 32 Kangaloon Road, Bowral (2020)
- 2 & 4 Myrtle Street, Bowral (2021).

The three that were not listed (namely OLSH, 'Welby Park Manor' and 'Lynbrook') are included in this study. The number of IHOs issued in the past 10 years demonstrates the need for heritage protection for not only the deferred items but also other sites that had not been identified as part of the Heritage Survey 2009.

Of increasing concern in relation to impact on unlisted heritage places and the character of neighbourhoods has been the continual and broadening amendments to the State Government's *State Environmental Planning Policy (Exempt and Complying Development Codes) 2008* that allow for a range of development types (including demolition, dual occupancies and medium density style housing in certain areas) without the need for a development application and with minimal community notification on sites that do not have heritage protection.

Prompted by the above matters, Heritage Advisory Committee Chair, Councillor Graham McLaughlin, and Alternate Chair, Councillor Peter Nelson, submitted a Notice of Motion to the 13 May 2020 Ordinary Council Meeting and it was subsequently resolved to bring a report back to the Council on

progressing the potential heritage items deferred in 2012. (Council reference MN 146/20). The [Agenda](#) and [Minutes](#) to that meeting are available from Council's website (www.wsc.nsw.gov.au/council/council-meeting-minutes-agendas).

Due to the limited budget of the Heritage Survey 2009 that manifested an absence of research for individual properties, the consultations undertaken in 2012 on the recommended items from that Study raised concerns from some property owners about the flimsy justification for heritage listing. Council staff agree that the information from that Study was insufficient on which to base new consultation. Following the 13 May 2020 resolution of Council, the non-Councillor members of Council's Heritage Advisory Committee (hereafter referred to as the Study Team) discussed how to assist Council staff to enable reporting of the deferred items to Council. The Study Team agreed that a review of the justification for listing, including a more thorough heritage assessment of each item, was required to properly justify a recommendation for heritage listing. It was also recognised that a number of additional potential heritage items and potential heritage conservation areas that had been identified since 2012 should be included in any re-examination.

Shire-wide heritage studies undertaken by consultants are usually financially burdensome for Councils due to resources required to undertake necessary site visits and historical research. One way around this resourcing problem has been the Community-Based Heritage Study Model which utilises existing local knowledge and expertise. This model is articulated in guidelines originally produced in 1999 and revised a number of times since, by the then NSW Heritage Office (now Heritage NSW) entitled Community-Based Heritage Studies: A Guide. This model is still strongly supported by Heritage NSW. A copy of this guide is available online at <https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Heritage/community-based-heritage-studies-guide-130215.pdf>. It is broadly in accordance with these guidelines that the Study Team commenced a review of the deferred items in September 2020.

Study Area

A detailed map of the Berrima Shire, Australia, showing its various towns and regions. The map is color-coded: green for rural areas, grey for urban areas, and blue for water bodies. Major roads are highlighted in orange. The towns and regions labeled on the map include: Buxton, Wattle Ridge, Balmoral, Hill Top, Yerrinbool, Bargo, Lake Avon, Alpine, Colo Vale, Aylmerton, Braemar, Renwick, Mount Lindsey, Mittagong, Bowral, Glenquarry, East Kangaloon, Mount Murray, Kangaloon, Moss Vale, Burrawang, Avoca, Robertson, Upper Kangaroo Valley, Wildes Meadow, Fitzroy Falls, Manchester Square, Werai, Exeter, Bundanoon, Penrose, Wingello, Tailong, Meryla, Sutton Forest, New Berrima, Burradoo, Belanglo, Canyonleigh, Joadja, Mandemar, Berrima, Medway, Woodlands, Welby, Berrima, Wombeyan Caves Rd, High Range, Bullio, Goodman's Ford, Wombeyan Caves, and Paddy's River.

Scope and Purpose

The identification and assessment of heritage items is for the purpose of recording the history and progression of the development of the Shire. The assessment of heritage significance is used as the foundation for recommending the statutory listing of places of significance to ensure that they are retained for the benefit and enjoyment of future generations and to protect the character of the Shire's urban and rural landscapes that are valued by the community.

Aims of the Study

There are two principal aims of the Study:

1. To re-examine the 251 recommended heritage items that were deferred by Council in 2012 and to make new recommendations for heritage listing based on updated data.
2. To investigate additional items identified at the commencement and during the course of the Study and to make recommendations for heritage listing based on the research undertaken.

Study Team & Resources

This Study was managed by Council's Strategic Outcomes Team led by Michael Park, Executive Manager Strategic Outcomes. The Study Team was formed from the non-Councillor members of the Wingecarribee Heritage Advisory Committee formed in 2016 following Council elections. The Committee comprised two (2) Councillors, three (3) Agency representatives and four (4) community members, all with heritage qualifications, expertise or interest. The non-Councillor members of the Wingecarribee Heritage Advisory in 2020 (following the withdrawal of one of the community members) comprised the following members who collectively formed the Study Team and who have all been involved in the research, field work, documentation and assessment of potential heritage items that form this Study:

- Ms Linda Emery, historian, representing the Berrima District Historical and Family History Society
- Ms Laurel Cheetham, town planner (retired), representing the Southern Highlands Branch of the Australian Garden History Society
- Mr Ralph Suters, representing the Southern Highlands Branch of the National Trust of Australia
- Mr Ian Stapleton, heritage architect, community member
- Mr Dennis McManus PSM, heritage officer (retired), community member
- Ms Charlotte Webb OAM, landscape designer & heritage consultant, community member.

The bulk of the field work, online research and documentation, as well as coordination of input from a number of other local community members for this Study, was performed by Dennis McManus PSM (BA (Syd), Dip T&C Planning (Syd.), M Built Env. Heritage (UNSW)). In addition to the input of the Study Team, there have been numerous local community members involved in providing information for this study. These persons and their contribution are acknowledged in the *Methodology* section of this report.

The Monetary Value of this Study

Apart from the work undertaken by Council staff, all of the work on this Study has been done on a voluntary basis and has had a nil cost to Council. In estimating the monetary value of this Study, the cost of consultants for the Heritage Survey 2009 (approximately \$50,000), the increased consultation costs since then, the number of items examined, the extensive research undertaken on those items (as compared to the 2009 Study) and the addition of heritage conservation areas has been taken into consideration. It is conservatively estimated that the monetary value of the Review exceeds \$100,000. No money or expenses have been paid to any member of the (former) Heritage Advisory Committee or other volunteers on this Review.

Study Limitations

The information contained in this Study (dated June 2023) is preliminary and based on the best information available and with the resources available at the time of preparation. The community stores a wealth of information about its places and spaces and it is anticipated that some of that information about the places included in this Study will be divulged as part of the community consultation phase. This version of the Community Heritage Study will be updated with any additional information submitted in the course of the community consultation and exhibition phase before it is presented to the Local Planning Panel and to Council for final adoption.

Methodology

There are five (5) main components that comprise this Study:

1. **Identification** of items
2. **Investigation** of items
3. **Assessment** of items
4. Making of a **Determination** for each item
5. **Documentation** of evidence.

These components have been undertaken in that order, except for documentation which has occurred continually throughout the course of the Study.

The identification, investigation and assessment of the items are consistent with the best-practice principles contained in the Heritage NSW publications [Investigating Heritage Significance](#) and [Assessing Heritage Significance](#).

Identification

In the second half of 2020, following the resolution of 13 May to bring a report back to Council on progressing a review of the items deferred in 2012 (of which there were 251), work commenced on reviewing those items. However, it quickly became apparent that a study of the deferred items, many of which had been identified more than 10 years ago, needed to be expanded to include additional potential items that had been recorded by Council staff (of which there were an additional 130 places) and identified from various sources including correspondence and phone calls with members of the community, development applications, real estate listings, historical photographs, historical writings and aerial photography.

In addition to the deferred items and the initial potential items list, other potential items were identified in the course of undertaking the Study that were included and subsequently examined for heritage significance. These additional items were identified through field work, examination of historical and contemporary aerial photography, real estate listings, local knowledge and historical research.

This Study now proposes protection for many new items especially in areas where there is no current listing. Some new heritage conservation areas (HCAs) and some extensions to existing HCAs have also been considered and recommended for listing. The work undertaken in existing and proposed HCAs will serve to strengthen the existing and proposed DCPs for those areas and provide specific information on the sites contained within these conservation areas.

In total more than 330 separate items and 15 conservation areas were identified since 2012 for potential heritage protection. These sites and areas have been inspected, photographed, described and researched.

Investigation

The majority of the items recommended by the Heritage Survey 2009 for heritage listing that were subsequently deferred—as well as all the new proposed items—were visited, photographed and described by Dennis McManus and Bud Townsing. Previous descriptions from the Heritage Survey 2009 were utilised and updated. Some properties were not visible from the street and where they exist, real estate photos and descriptions and aerial photography has been useful in identifying and describing those places.

The investigation phase comprised the following:

- Description of the place
- Photography of the place
- Online research, including Google search for images, real estate listing information, online library resources (e.g. Trove) and other online databases such as the Ryerson Index (an

online index of death notices from Australian newspapers, past and present, compiled by the Sydney-based non-profit organisation Ryerson Index Incorporated)

- Historical research by local historians (if available).

In addition to Dennis McManus, the members of the former Heritage Advisory Committee were invaluable in assisting with the investigation and assessment of items. Historian Linda Emery provided historical advice on all items in Exeter and on many other sites in the Shire. Retired Town Planner Laurel Cheetham and Heritage Landscape Consultant Charlotte Webb reviewed scores of items that were identified as being of possible garden interest. Additionally, Laurel Cheetham has been a major contributor to the information for the Bowral Station Street Camellias, the Bowral Pin Oaks and the Berrima Bridge Nursery site in Berrima. Heritage architect Ian Stapleton provided advice on significance, particularly with regard to interiors. Ralph Sutters greatly assisted by establishing the spreadsheet that forms Volume 2 of this Study and provided valuable feedback on the Study approach and methodology.

The Study has benefitted from many months of work by local volunteer researchers across the Shire, including:

- Bud Townsing in the inspection and photographing of almost all of the 251 items, the review of all 69 houses in the 1921 Bowral Glebe Estate and in ongoing research on items, especially in Bowral.
- Tim McCartney researched items in Mittagong, Welby and Braemar and suggested many additions to the list including in Welby where there are no existing LEP listed items.
- David Baxter provided advice on the Moss Vale items.
- David Brennan, Dr Caroline Cosgrove, Andrew Pardoe and the Bundanoon History Group provided information on all matters related to Bundanoon and suggested additional items for listing.
- Helen Tranter OAM and Andrew Kennard freely made available their Robertson History Group information on Robertson and suggestions for further listing.
- Bernadette Mahoney at Kangaloon provided full digital information from her 409 page history of Kangaloon, suggested items for review, gave advice on locations and assisted in field work on locations in Kangaloon.

The Study also benefited up until 2022 from the input from Council's former Heritage Advisor, Dr Peter Kabaila, Heritage Architect, Archaeologist and Historian.

The great value of this locally based research is its depth and quality which is far more than any heritage consultant firm could provide in a heritage study of this kind.

The following resources and publications have also been utilised in the preparation of this Study (please note that this list is not exhaustive):

- Wingecarribee Heritage Study 1993.
- Wingecarribee Heritage Survey 2009.
- Three books by Maureen and Bud Townsing: *A brief history of Church and Edward Streets Bowral* (2016), *A brief history of St Jude and part of Bowral Street, Bowral* (2017) and *Alf Stephens & Sons* (2020).
- Bernadette Mahoney's *Kangaloon Footprints* (2013).
- Bundanoon History Group's *Guest Houses of Bundanoon* (2017 edition).
- Shylie Brown's *Life Behind the Bar—Inns and Hotels of the Southern Highlands 1824 to 1924* (Berrima District Historical & Family History Society, 2014).
- Linda Emery's *Exploring Exeter* (2020 edition).
- Leah Day and Tim McCartney's *Mittagong's Picturesque History* (1996).
- Leah Day's *Beautiful Bowral—A Pictorial Celebration* (1997).
- National Library of Australia online resources accessed via Trove (trove.nla.gov.au) including digitised newspapers, magazines and Government Gazettes.

- Nearmap for high resolution aerial photography since 2010 (Wingecarribee Shire Council Nearmap licence www.nearmap.com).
- Wingecarribee Shire Council aerial photography since 2001.
- Historical Imagery Viewer for historical aerial photography, some dating back to the 1940s (<https://portal.spatial.nsw.gov.au/portal/apps/webappviewer/index.html?id=f7c215b873864d44bccddda8075238cb>).
- Google Maps and Google Earth (www.google.com.au/maps and earth.google.com).
- Deposited Plans from NSW Land Registry Services, some of which date back to the 19th Century.
- Historical Land Records Viewer (NSW Land Registry Services) for Parish maps, Purchasers Index and manual title folios (volume and folio) (hlrv.nswlrs.com.au).
- Real estate websites including www.domain.com.au and realestate.com.au for real estate descriptions and photography, including recording of changes over time.

The *Documentation* section provides details of the headings used in the heritage evidence sheets. Considerable effort has been made to appropriately attribute historical information within the evidence sheets. Any omission or incorrect attribution is unintentional.

Assessment

The guideline for assessment of heritage significance in NSW is [Assessing Heritage Significance](#) (NSW Heritage Office, 2001) which establishes seven (7) heritage assessment criteria. These are detailed in the table below. To be eligible for heritage listing at a local level a place must meet at least one criterion. Most meet two or more. The assessment undertaken is not necessarily definitive: there might be additional information (particularly historical information) that is not known about an item that could further support heritage listing.

The approach taken in the assessment of places for this Study is to document what is known about the item. Additional information on some items is expected to be revealed during the community consultation phase of the project.

NSW HERITAGE ASSESSMENT CRITERIA (ON A LOCAL LEVEL)	REFERRED TO AS
Criterion (a) —An item is important in the course, or pattern, of the local area's cultural or natural history.	Historical significance
Criterion (b) —An item has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area.	Associational Significance
Criterion (c) —An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.	Aesthetic or Technical Significance
Criterion (d) —An item has strong or special association with a particular local community or cultural group for social, cultural or spiritual reasons.	Social Significance
Criterion (e) —An item has potential to yield information that will contribute to an understanding of the cultural or natural history of the local area.	Research Potential
Criterion (f) —An item possesses uncommon, rare or endangered aspects of the cultural or natural history of the local area.	Rarity
Criterion (g) —An item is important in demonstrating the principal characteristics of a class of the local area's cultural or natural places, or cultural or natural environments.	Representativeness

The heritage assessment forms the basis of the Statement of Significance which is provided for each item recommended for heritage listing in this Study. The Statement of Significance is the summary of the heritage significance of the place.

Determination

Worksheets were produced for each item that contained the information gathered on each place. These worksheets initially used a coloured “traffic light” system to make a visual reference for the proposed recommendation for each place. On these worksheets, green colour denoted places recommended for heritage listing; red colour denoted items not recommended for separate heritage listing but for record only and amber (orange) denoted places for which further information is required before a determination can be made. In total over 2209 pages of worksheets were prepared for the Study and over 5,500 images collected and indexed. These worksheets formed the basis of the heritage evidence sheets produced for this Study, an example of which is contained at **Annexure A**.

Every property has been given a recommendation for listing or recording based on the evidence gathered. Most of the items have been recommended for heritage listing. Some are recommended for recording only and where these are within an existing (or proposed) heritage conservation area, the information recorded can be made available for public viewing via the online State Heritage Inventory. For those outside an existing or proposed HCA the information will be recorded and will be available for viewing and editing by Council staff. There are a small number of places for which additional information is required before a final determination can be made. The known information on these places will be recorded in the meantime.

Each recommended item has been vetted by the Study Team, initially at workshops held in 2021 on 28 May, 11 June and 17 June. The documentary evidence for each item and the proposed significance assessment was presented at these workshops and the Study Team collectively made a determination about what should be listed based on the information presented. Further research on a number of places was conducted following these workshops and the results distributed and commented on by email to form the determinations presented in this preliminary version of the Study. In addition, there were some new items added, researched and circulated to the group for a determination.

Documentation

The Study documentation comprises three volumes:

- **Preliminary Report** which contains the executive summary, background information, methodology details, recommendations and a summary of the findings of the Study. This document also appends the Heritage Survey 2009 Reports.
- **Preliminary Spreadsheet** which lists all the places examined in the Study and provides identifying information including item name and address and summary information on the Study findings for each item, sorted alphabetically by locality and address.
- **Preliminary Heritage Evidence Sheets** contain the evidence and recommendation for each place, grouped by locality.

The worksheets produced as part of the documentation process have formed the basis of the Heritage Evidence Sheets that comprise **Volume 3** of this Study. The information in these Evidence Sheets has been grouped under headings that correlate with those found in the State Heritage Inventory to facilitate logical transfer of data onto the SHI.

The Heritage Evidence Sheets present the following information for each item:

1. **Item Name:** a descriptive item name.
2. **Item Address:** an accurate street address consistent with Council’s property management system.
3. **Recommendation:** A recommendation for each item. In most, but not all, cases this recommends statutory heritage listing of the item.
4. **Images:** a current photograph of the item, usually taken from the primary street frontage. Where the property is not visible from the street, other photographic sources have been used and attributed.
5. **Description:** a current description of the item’s features. This typically includes a brief description of the architectural style, form and materials of the item (including construction

materials, verandah details, fenestration, roofing form and materials) and its setting (including landscaping, fencing, garden, driveway, and garaging).

6. **Internet Review:** a summary of internet research of the item including a link to sources.
7. **History:** available historical research on the item (if none is available the “History” section will state “Nil”).
8. **Heritage Significance Assessment:** an assessment of heritage significance of each item based on the NSW heritage assessment criteria—see below (for places recommended for heritage listing only).
9. **Integrity/Intactness:** a statement about the integrity/intactness of the item (for places recommended for heritage listing only).
10. **Statement of Heritage Significance:** a summary statement of significance (for places recommended for heritage listing only).

Study Findings

Summary of Results

In total around 600 heritage places were examined and the Study recommends around three-quarters of these be listed as heritage items. In addition the Study recommends seven (7) new heritage conservation areas and six (6) extensions to existing heritage conservation areas. The Study proposes many new items especially in areas where none or few existed such as Welby, Robertson, Wildes Meadow and Kangaloon. In addition to new items the Study recommends new heritage conservation areas and extensions to existing heritage conservation areas.

Quality and Diversity of Recommended Items

In the examination of the previously deferred items, this Study has been able to establish and recommend which of the items should now proceed to the LEP listing and has been able to add information to support listing of those items. The Study has also examined and assessed numerous other potential items that had been identified by Council staff and have additionally identified, examined and assessed further items identified during the course of the study.

The heritage items recommended by this Study cover a very wide range of types, time periods and geographical areas. Highlights of these findings include the proposed listing of the items set out below. (Note that there may be repetition of the same items in the stories below, e.g., the same house might be written up as the work of a prominent architect and separately for its association with famous owners.)

The Study has identified, examined and assessed:

1. Important items and areas not generally recognised.
2. Places connected to persons or families of some note.
3. Significant architect designed houses and other buildings including many from the Interwar period.
4. Twenty nine other grouped themes:
 - Two significant two storey houses in the rare Arts and Crafts style.
 - Buildings and structures by prominent Bowral Surveyor and Architect Henry Sheaffe (1873-1958). (See **Annexure B**).
 - Three Gothic style houses in the Mount Road and Crago Lane area of Bowral.
 - Many fine houses and other structures by prominent local builders Alf Stephens and Sons, the major builders in the Shire from 1886 to 1962 (see **Annexure C**).
 - Three pairs of two storey terraces in Bowral by the Grove building family who first arrived in Bowral in 1863.
 - Many heritage places have been especially noted for their gardens.
 - Three sites connected to renowned landscape designer Paul Sorenson.
 - Seven community support funded buildings.
 - Six early and still operating churches.
 - A shop in Robertson previously used as a church.
 - Four former churches now converted for residential use.
 - Four early residences which have served as post offices.
 - Four small early and now council controlled cemeteries.
 - Two early residences which have served as private hospitals.
 - Seven places associated with acts of great generosity.
 - Two volunteer built houses for World War I widows.
 - Two buildings affected by the 1961 Robertson Earthquake.
 - Five buildings now the centrepieces of four retirement village sites.

- A rare two and half storey Arts and Crafts style house in Bowral owned by a succession of four women.
- Four hotels in Robertson, Bowral, Bundanoon and Moss Vale.
- Five sites of rare construction technique.
- Five government and two former government sites.
- Three major industrial sites, all with connections to the 1920s.
- Two sites in Robertson of great botanical interest.
- Four sites with late 20th Century *Sydney School of Architecture* style buildings.
- Four memorial sites – two in relation to World War I, one in relation to a much loved local Doctor – Dr Guy Gurney, and one containing the gravesite of local engineering pioneer Sir William Tyree.
- Sport as a recurring theme through many proposed items, including gymnastics in Bowral in the 1940s.
- Two sites related to the Red Cross and World War II.

Study Recommendations

The following recommendations are made, grouped into categories.

General Principles

1. The Conservation Principles of the Australia ICOMOS Charter for Places of Cultural Significance (Burra Charter) should be followed in the identification, assessment and management of places of significance.
2. Heritage places should be listed on the basis of the evidence and assessment of heritage values and significance.
3. Heritage listed places and conservation areas should be logically managed to enable practical use by owner(s) while conserving the heritage values of the property or area.

Heritage Items and Heritage Conservation Areas

4. In relation to the 251 items deferred from LEP listing in 2012 it is recommended that 220 of these proceed to LEP listing. The balance of 31 are recommended for recording only; where a record only item is located in a heritage conservation area it is recommended that the Review information be recorded on the NSW State Heritage Inventory so that it will be more freely be available to all; where a record only item is not in a conservation area it is recommended that it be included on council's data base.
5. In relation to the additional 338 items identified as potential heritage items since 2012 it is recommended that 244 now proceed to separate LEP listing. The balance of 94 are recommended for recording only; where a record only item is located in a heritage conservation area it is recommended that the information shown on the Heritage Evidence Sheet be recorded on the online NSW State Heritage Inventory so that it will be more freely be available to all; where a record only item is not in a conservation area it is recommended that it be included on the SHI for the information of and access by Council staff.
6. In relation to the consideration of 16 heritage conservation areas identified since 2012 it is recommended that 14 of these now proceed to LEP listing as follows:
 - Four (4) new heritage conservation areas for the following village/township areas: Exeter, Kangaloon, Robertson and Wildes Meadow.
 - Three (3) new heritage conservation areas in Bowral and Burradoo: Southern Entrance Gateway to Bowral, Links Road, Burradoo, and a small 19th Century residential section of Station Street.
 - One (1) new Landscape Conservation Area to cover the Northern Entrance Gateway to Bowral along Mittagong Road from Evans Lane to Bowral Railway Station.
 - Four (4) extensions to the existing Bowral Heritage Conservation Area covering the northern side of Shepherd Street, the eastern section of the Glebe Estate, the eastern end of Merrigang Street, and the eastern area around Holly and Elm Streets.
 - One (1) small extension to the central mainly commercial area of existing Mittagong Conservation Area.
 - One (1) small extension to Bundanoon Conservation Area.
7. In relation to the proposed Landscape Conservation Area for Sutton Forest/Exeter and the proposed Northern and Southern extensions to the existing Berrima Landscape Conservation Area set out in the Colleen Morris Study these are considered to be very important and need to be listed. However, given the nexus between the two areas, the large number of properties involved in these areas and the need to develop specific controls for these areas it is recommended that these areas be the subject of separate consultations following the finalisation of the Planning Proposal to be prepared arising for this Study, or sooner if resources allow.

8. All properties within existing heritage conservation areas and the proposed new heritage conservation areas/extensions should be mapped for their contribution to the heritage significance of the area. These maps should be included in the relevant Development Control Plan(s).

Consultations

9. Consultations with owners of affected properties should be undertaken as soon as possible and before the preparation of the Planning Proposal (see following section). Consultations shall provide owners with access to Council staff through a variety of mediums including face-to-face meetings and group information sessions.
10. Public exhibition of the Community Heritage Study 2021-23 be undertaken following a period of consultation with affected owners. Local historical and community groups should be informed of the public exhibition and invited to make submissions on the Study and proposed items in their respective areas.
11. Owners and members of the community should be encouraged to present any additional information they may possess about properties included in this Study and any other property that has not been captured in the Study's investigations for future investigation.
12. Submissions received resulting from consultation and public exhibition should be carefully examined and changes made to the Study (including to Heritage Evidence Sheets) as appropriate. Information that contradicts the research included in this Study may require independent research to establish veracity.
13. Consultation and public exhibition materials need to be written in plain English, be well-illustrated and must be easily obtainable by owners and the wider community. The materials should include an explanation of common myths.

Planning Proposal

14. A Planning Proposal to amend the Wingecarribee Local Environmental Plan 2010 to add the recommended heritage items and heritage conservation areas to Schedule 5 of that Plan be prepared and reported to the Wingecarribee Local Planning Panel and Council to commence the Planning Proposal process as soon as practicable.
15. Further consultation and exhibition of the Planning Proposal shall be undertaken in accordance with the Gateway Determination issued by the NSW Department of Planning and Environment.

Heritage Management and Review

16. Council should prepare a Heritage Strategy consistent with the NSW Heritage Manual and which sets out projects and targets for heritage management into the future. Wingecarribee Shire Council has a good foundation of heritage management but additional resources (which could include improved process, additional staff and staff training) are needed to ensure that heritage management continues at an even or better level with the addition of new heritage items and heritage areas. The Heritage Strategy should be reviewed every five (5) years.
17. The conservation controls in all the Development Control Plans require review to provide greater certainty for owners and informed management of these areas to ensure that the character and heritage values of these areas are not degraded through inappropriate development.
18. The State Heritage Inventory information for all existing heritage items and heritage conservation areas requires review to identify gaps in information, including photographs and statements of significance. Such a project could be assisted by the volunteers in the community.
19. Council should consistently apply its development controls to heritage properties and consistently enforce unauthorised work on heritage properties.

20. The current heritage DA exemption process must be formalised to ensure that the community is well-informed of its obligations and exemptions can be swiftly processed.
21. Council should review existing and prepare new information and fact sheets on heritage related topics to help owners and the community understand their obligations in relation to heritage places. This information should be disseminated to owners and non-owning residents of heritage items and properties within heritage conservation areas and should be included in a new resident's kit for new people to the area.
22. Heritage should continue to be positively promoted in the community including more media coverage, regular running of the Wingecarribee Heritage and Urban Design Awards program and continued running and expansion of the Wingecarribee Heritage Assistance Grants scheme.
23. A process to formally record nomination of new heritage items be established e.g., through a form on the Council website. This ensures that a list of potential items is maintained by the organisation and does not rely on individual staff members to make a record of them.
24. Council should review its heritage management arrangements every 5 years there be a review of the adequacy of council's heritage management arrangements including the potential for further listing of items.

Glossary

BDH&FHS	Berrima District Historical and Family History Society (also sometimes referred to as BDHS). The historical society for the whole of the Wingecarribee Shire. The Society is based at the Tooth History Centre at the former Mittagong Council Chamber building at 114-116 Main Street, Mittagong, and also runs the Berrima District Museum at Berrima.
Burra Charter	The Australia ICOMOS Charter for Places of Cultural Significance, also known as the Burra Charter, is a non-statutory handbook for best-practice heritage management. It can be found online along with supporting information at https://australia.icomos.org/publications/burra-charter-practice-notes/ .
Community-Based Heritage Study	A heritage study undertaken using the NSW Heritage Office (now Heritage NSW) guidelines <i>entitled Community-Based Heritage Studies: A Guide</i> which sets out how to undertake a grass roots heritage study in conjunction with the community.
Development Control Plan (DCP)	Council prepared guidelines for development within a local government area. A DCP supports the principal planning provisions and controls contained in the LEP (or SEPP). Prepared under the <i>Environmental Planning and Assessment Act 1979</i> .
Heritage conservation area (HCA)	Areas of heritage or landscape significance that are listed in Schedule 5 (Part 2) of the <i>Wingecarribee Local Environmental Plan 2010</i> .
Heritage item	Places of heritage significance that are listed in Schedule 5 (Part 1) of the <i>Wingecarribee Local Environmental Plan 2010</i> .
Heritage Listing	Heritage listing typically refers to a place listed in Schedule 5 of a local environmental plan.
Interim Heritage Order (IHO)	A temporary protection under the <i>NSW Heritage Act 1977</i> for buildings of known or suspected heritage significance.
Local Environmental Plan (LEP)	A statutory town planning document prepared by Council in accordance with a template (the Standard Instrument) and approved by the State Government to regulate land use and development in a specific local government area. While some elements of an LEP are mandated by the NSW Department of Planning and Environment through the Standard Instrument (such as zone names and the heritage conservation clause) there are also clauses that respond to local issues. Prepared under the <i>Environmental Planning and Assessment Act 1979</i> .
NSW Heritage Manual	A comprehensive set of guidelines explaining the NSW heritage management system produced by Heritage NSW.

State Environmental Planning Policy (SEPP)

A State Government policy that applies across the State. SEPPs can also apply to State significant development types in discrete areas. Prepared under the *Environmental Planning and Assessment Act 1979*.

State Heritage Inventory (SHI)

The State managed database of heritage places throughout the State. Contains entries from Heritage NSW, Government Departments and Councils. It is sometimes referred to as the SHI and earlier offline versions were known as the “heritage database”.

State Heritage Register

Register of places that have been assessed as being of heritage significance to the State of NSW and its people and are listed under the *NSW Heritage Act 1977*.

Annexures



Annexure A: Example of Heritage Evidence Sheet

Wingecarribee Shire Council

Community Heritage Study 2021-23

Balmoral Cemetery Bolans Road, Balmoral

Recommendation

Include as a new heritage item in Schedule 5 (part 1 Heritage items) of the Wingecarribee Local Environmental Plan 2010.

Description



Above: one of the visible graves at the Balmoral Cemetery (2022). Inscription reads "In loving memory of our dear baby 1908".

The following is taken from advice provided by Council Heritage Advisor, Dr Peter Kabaila, in 2014:

This cemetery is on crown land located in what was a poor area inhabited by railway workers. Two headstones are locally known and were relocated. The first headstone marks an infant grave and is upright and highly intact. The second headstone is 4m away and is damaged and laying on the ground. It also appears to be an infant's grave.

Both graves appear to be located in what was gazetted in 1902 as the “unallocated section” (sometimes used to bury unbaptised infants, suicides and First Nations people). Other sections were gazetted for various Christian denominations.

The current reserve area is just a small part of what used to be Sections 4 and 5 (Presbyterian and Unallocated sections). The 1902 gazettal may have formalised a pre-existing cemetery, or it could have marked the start of the cemetery.

According to Brendan O’Conner, local RFS Captain, the Electricity Authority (Integral Electricity) inadvertently knocked down at least 5 headstones (3 adults and 2 children) while clearing vegetation near overhead wires, about 2005.

The graves were scattered across the 5 sections of the cemetery. They were then buried or removed during a clean-up of the site area. The accident was reported to the Shire Council at that time.

At time of inspection, the two headstones (refer photos below) were located in regenerated bushland. A search thorough the land revealed no other headstones. But, given that ground visibility was 0-5%, it is likely that a detailed search might reveal more headstone fragments (unless they were removed from the site by during the Electricity Authority clearing event).

The headstones are recommended to be wire fenced and locally heritage listed.

Further research, for example by students as part of an archaeology course, would assist in determining whether there are more headstones present.



Above: The landscape of the Balmoral Cemetery. The arrow indicates the location of the grave pictured above, surrounded by bushland (2022).

Internet Review (2023)

Listed on Council’s list of cemeteries but no information is provided. Although still technically a cemetery reserve, no burials are being undertaken on the site.

History

The land for a cemetery (portion 157 of the Parish of Cumbertine) was dedicated on 2 August 1902 and revoked on 6 July 1917.

LAND DISTRICT OF PICTON.

No. 31,886 for general cemetery, notified 15th December, 1900. County of Camden, parish of Cumbertine, at Balmoral, containing an area of 6 acres 3 perches. The Crown Lands within the boundaries of measured portion 157,—as shown on plan catalogued C. 2,354-2,041.

NOTE.—Dedicated 2nd August, 1902, as a site for general cemetery at Balmoral.
[Ms. 1902-366 Dep.]

Above: Dedication notice by way of revocation of a temporary reserve for the Balmoral Cemetery as published in the NSW Government Gazette of 27 September 1902 (Source: Trove - 1902 'REVOCATION OF TEMPORARY RESERVES', Government Gazette of the State of New South Wales (Sydney, NSW : 1901 - 2001), 27 September, p. 6929. , viewed 03 May 2023, <http://nla.gov.au/nla.news-article222047127>).

[S104]

Department of Lands,
Sydney, 6th July, 1917.

PROPOSALS under section 25, Crown Lands Consolidation Act, 1913, in respect of General Cemetery at Balmoral.

WHEREAS I am of opinion that it is expedient in the public interest to resume an area of 6 acres 3 perches of land at Balmoral, dedicated 2nd August, 1902, for General Cemetery, and described in the Schedule hereto: Now, therefore, notice is hereby given, in accordance with the provisions of the 25th section of the Crown Lands Consolidation Act, 1913, that it is proposed to deal with the said land in the manner following, that is to say,—to revoke the dedication thereof heretofore made.

[Misc. 1916-13,202]

W. G. ASHFORD, Minister for Lands.

SCHEDULE REFERRED TO.

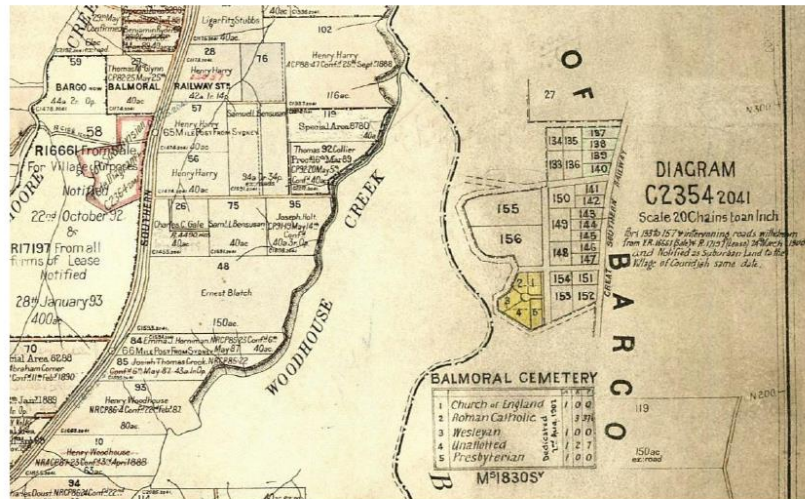
Description of 6 acres 3 perches of land, the dedication of which is intended to be revoked.

County of Camden, parish of Cumbertine, at Balmoral, area 6 acres 3 perches. The Crown Land indicated by yellow tint upon the plan catalogued Ms. 1,830 Sy.

Above: Notice of revocation of the dedication of the Balmoral Cemetery as published in the NSW Government Gazette of 6 July 1917 (Source: Trove - 1917 'Government Gazette Notices', Government Gazette of the State of New South Wales (Sydney, NSW : 1901 - 2001), 6 July, p. 3460. , viewed 03 May 2023, <http://nla.gov.au/nla.news-article226217299>).

Wingecarribee Shire Council

Community Heritage Study 2021-23



Above: Extract from Historical Parish Map of Cumbertine showing a 1900 subdivision diagram which includes the Balmoral Cemetery site and the denomination allocation thereof. The area shown in the diagram is outlined in red on the map (Source: Historic Lands Records Viewer <https://hlrv.nswlrs.com.au/>).



6	Part Allot. 5 (Abt. 18p.) R.52406 for Preservation of Graves. Noid. 31st August, 1917. Pr. W.R. 50956. Noid. 1st September, 1915. (N.E.)
7	3a. 1r. 25½p. Purchased for Balmoral Public School Pks. 60.3717 (N.E.)
8	Hill Top Public School within Por. 15 (1a. 2r. 15½p.) Ms. 11.777 (S.E.)
9	Allots 1 to 5 of Old Cemetery Site (now cancelled) Pr. W.R. 50956. Noid. 1st September, 1915. (N.E.) (Cemetery Plan, M ^s 1830 Sy.)

Above: Extracts from the Status Branch Charting Maps for the Parish of Cumbertine showing the Balmoral Cemetery site with notations 6 and 9 [underlined] and the corresponding notes [highlighted] (Source: Historic Lands Records Viewer <https://hlrv.nswlrs.com.au/>).

The Historical Parish map (image at top of previous page) shows how the Balmoral Cemetery was to be laid out in portion 157. Later Parish Maps record sections 1-5 of the cemetery as being cancelled in line with the revocation of the reserve dedication in 1917. However, part of section 5 has been retained for preservation of graves (see extract from Land Titles Office Charting Maps, below).

Heritage Significance Assessment (2023)

The proposed item has been assessed against the seven NSW Heritage Assessment Criteria. To be considered for local heritage listing, an item must meet one or more criteria on a local level. To understand more about the NSW Heritage Assessment Criteria, refer to the Heritage NSW publication *Assessing Heritage Significance* available online at <https://www.environment.nsw.gov.au/research-and-publications/publications-search/assessing-heritage-significance>.

NSW heritage assessment criteria	Assessment of site
	<i>(no content = site has not been assessed against that criterion)</i>
(a) HISTORICAL SIGNIFICANCE	<i>Of significance to the local area in demonstrating the development of the village of Balmoral and the perceived need for a cemetery at the turn of the 20th century.</i>
(b) ASSOCIATIONAL SIGNIFICANCE	
(c) AESTHETIC OR TECHNICAL SIGNIFICANCE	
(d) SOCIAL SIGNIFICANCE	
(e) RESEARCH POTENTIAL	<i>Of significance in potential research to locate and identify more grave sites and to identify the people buried there.</i>
(f) RARITY	<i>Of significance as a rare local example of an abandoned cemetery containing graves in a natural woodland setting.</i>
(g) REPRESENTATIVENESS	

Integrity/Intactness

Only two graves located. Only one is still standing. Warrants careful management.

Statement of Heritage Significance (2023)

The Balmoral Cemetery is of significance to the local area in demonstrating the development of the village of Balmoral and the perceived need for a cemetery at the turn of the 20th century. It has research potential in further identification of grave locations and names of persons buried there. It is rare for being an abandoned cemetery containing burials in a natural woodland setting.

Annexure B: George Henry Sheaffe (1841-1932) and Henry Sheaffe (1873- 1958)—Biographical Notes and Gazetteer of Work

Prepared by Dennis McManus from various sources, including A Brief History of Alf Stephens & Sons by Maureen & Bud Townsing (February 2020 – self-published, particularly pages 68-100). December 2021.

George Sheaffe and his son Henry were both renowned surveyors and Henry had the additional skill of being an architect.

George Henry Sheaffe (1841-1932)

George Henry Sheaffe was born in Dapto in 1841. He was a surveyor doing contract work for the Government as well as private practice work. He retired in Goulburn in 1911 at the age of 70. George and Amy Sheaffe came to Bowral in about September 1911 and they lived at Twickenham at no. 49 Bendooley Street. Twickenham is now owned by the Education Department and is the timber bungalow on the corner of Bendooley and Banyette Street associated with Bowral Public School. In Bowral, George continued in private practice as a licensed surveyor and did numerous subdivisions in and around Bowral, Moss Vale and Mittagong including the 1917 subdivision of Links Road facing the then new Bowral Golf Course. He did his last field work at the age of 87 in about 1928. He died in 1932.

George's obituary in *The Braidwood Dispatch and Mining Journal* of Friday 26 August 1932 (reference: 1932 'OBITUARY', *The Braidwood Dispatch and Mining Journal* (NSW : 1888 - 1954), 26 August, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article119355533>) reads as follows:

The death occurred at Bowral last Friday of Mr. Henry G. Sheaffe, at the age of 92 years. The late Mr. Sheaffe, who for many years was District Surveyor at Goulburn, was the son of the late Captain William Sheaffe, of the 20th Regiment, and was born at Illawarra, where he spent most of his early life. He engaged for a number of years in private surveywork, and eventually became District Surveyor at Forbes. He was then transferred to Cooma, and later to Goulburn, where he resided at 'Bindogundra' for a period of more than 20 years. He succeeded the late Mr. H. Twynam at Goulburn retiring in March, 1911.

Mr. Sheaffe was known practically throughout the whole of southern N.S.W. He often visited Braidwood, and was a man who was held in high regard by those who knew him. Before he became a surveyor Mr. Sheaffe managed a station in Queensland for some years, and while there frequently rode in picnic races. He was a great horseman, and it was only a very bad fall which made it necessary for him to give up serious riding. He was a great sportsman. He leaves a widow, two sons and five daughters, one of whom is Mrs. T. M. Royds, of Durham Hall Braidwood.

Henry Sheaffe (1873-1958)

Henry Sheaffe was George's eldest son and was born in Hunters Hill, Sydney, on the 7th February 1873. He trained as an architect in Orange and later qualified as a licensed surveyor in 1899. He did survey work for the British Government in Malaya and in particular in 1900 worked on the survey between Thailand (Siam) and Malaya. On return to Australia he took on surveying for the NSW Government. He then managed a property at Nyngan and later purchased "Coonarbee" at Cobar in partnership with Mr. W. P. Bragg. This partnership was dissolved in November 1912. He then acquired "Ayr" at Gundy near Scone. On the 13 September 1911 he married Anne McGilvray McPhail. They had two daughters: Amy Marjorie born 1915 and Mary Rosalie (Molly) born 1917.

In September 1917 Henry came to Bowral and in December he had a Bowral telephone service with the number Bowral113. He practised as H. Sheaffe, Surveyor and Architect. Henry always gave his business address as "Twickenham" so it appears that Henry and George effectively shared offices. Each traded under their own name—either "G. H. Sheaffe LS", or "H. Sheaffe, Surveyor and Architect".

Henry Sheaffe became an Alderman of the Bowral Council in February 1921 filling a vacancy by election. He served on all of Council's committees and was actively involved in the affairs of Council. He was Mayor in 1930.

Blessed Are They- The Story of the Bowral and District Hospital states "In September 1925 Mr. H. Sheaffe was appointed Honorary Architect to the Berrima District Hospital in recognition of the valuable professional services already rendered by him to the Hospital". He was still the Honorary Architect in 1949 which suggests he did at least 25 years of voluntary service for the Bowral Hospital.

Henry was a member of Masonic Lodge Carnarvon No 172. His name appears on the Past Masters Board for the year of 1927. The Lodge was situated on the corner of Boolwey and Edward Streets (converted to a private house in about 2001).

By 1930 Henry was mayor of Bowral. *The Southern Mail* (Bowral) reported on 31 October 1930 that:

Henry was born at Hunter's Hill in 1875. His father, Mr. G. H. Sheaffe, has the distinction of having devised a method of surveying that will carry his name to unborn generations of surveyors. The family came to Bowral when the subject of this sketch was a child - and he received his first education at Bowral Public School. The family removed to Forbes when Henry was about nine years of age and later to Orange, where Henry completed his education at Wollaroi School, and upon leaving school was articled to an architect in that town. Having served his articles, he went to Goulburn, where his father was then living, and went out in the field to learn surveying. He passed as a licensed surveyor in 1899, and. Soon secured an appointment in the Malay States as trigonometrical surveyor. After an interesting stay of two years he returned to Goulburn. In 1902 he went to the Inverell district and learned what a dreadful drought is like in the backcountry; later he undertook contract survey work for the Department of Lands on the Manning River. In 1906 Mr. Sheaffe joined the trigonometrical survey staff in New South Wales and enjoyed one of the longest titles in the service — Surveyor in Charge of Field Work of Trigonometrical Survey of New South Wales.' The title, however, did not weigh him down and he spent five years in the Western country. In 1911 Mr. Sheaffe was married in Melbourne to Miss McPhail, of Moonee Ponds. After a brief stay between Bourke and Cobar he moved near Scone and later bought land there. Four years later Mr. Sheaffe returned to Bowral and has lived here ever since. In 1921 Henry became an alderman on Bowral Council.

[The above article can be accessed online at <http://nla.gov.au/nla.news-article128546493> (1930 'THE MAYOR OF BOWRAL', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 31 October, p. 2) and includes a picture of Henry Sheaffe.]

In December 1929 *The Robertson Mail* reported Henry's election as Mayor of Bowral Council succeeding Alf Stephens (1929 'Bowral's New Mayor', *Robertson Mail* (NSW : 1924 - 1930), 17 December, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article128225635>):

A special meeting of Bowral Municipal Council was held on Thursday evening last for the purpose of electing a Mayor for the ensuing twelve months. It was generally understood that Ald. Stephens, who had worthily filled the position for the past two years, would not be available for re-election owing to a contemplated early visit to England.

...

Several nomination papers were handed in, but all were in favour of Ald. H. Sheaffe, who was therefore elected unanimously. In declaring him elected, the retiring Mayor said Ald. Sheaffe was a man in whom they all had the greatest confidence. He was a man right to the core, and one who would not tolerate any crooked work. Ald. Sheaffe very briefly returned thanks for the honour conferred upon him.

In 1930 it was reported that Henry has shown a progressive spirit in matters affecting the welfare of the town (1930 'THE MAYOR OF BOWRAL', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 31 October, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article128546493>):

Ald. Sheaffe supported the electricity scheme and has intimated his support to the proposal to install sewerage if satisfactory financial arrangements can be made.

In 1930 Henry received a letter from Don Bradman in England as reported by *The Southern Mail* on the 26 August (1930 'A Letter from Don', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 26 August, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article128543534>):

The Mayor of Bowral (Ald. Sheaffe, is in receipt of the following letter from Mr. Bradman: Dear Mr. Sheaffe, Please accept my sincere thanks for the kind thoughts of yourself and the Bowral Council in sending me a congratulatory cable.

I can assure you it was very much appreciated and made me realise all the more how closely our movements on this side are being watched by those at home.

One of the most interested spectators on this side was your former Mayor, Ald. Stephens, and he was one of the men who carried Woodfull off the ground at Lords after our victory.

We have spent quite a lot of time together in England and enjoyed having each other's company. He wishes to be remembered to yourself and all his old colleagues.

I am enclosing a completed card of the Second Test. It may be a small novelty for you to have.

Once again thanking you and with best wishes.

Sincerely yours, DON BRADMAN.

In December 1930 Henry made a presentation to Don Bradman as reported by *The Southern Mail* on 9 December 1930 (1930 'THE BRADMAN CARNIVAL', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 9 December, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article128543458>—includes photograph):

After the switching-on of the electric light the Mayor (Ald. Sheaffe on behalf of the committee) presented Mr. Bradman with a large medallion photograph of his mother and father.

Acknowledging the gift, Don said it was one he would prize very highly indeed. He owed so much to his mother and father.

In 1931 Henry retired from Bowral Council having served from 1921 and *The Southern Mail* reported on 23 January that (1931 'Retired', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 23 January, p. 2. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article128539421>):

It has been known for some time past that Ald. Sheaffe contemplated retiring from Bowral Council. His brother aldermen and other prominent citizens used their persuasive powers upon the ex-Mayor, but without avail. He placed his resignation, in the hands of the Town Clerk on Tuesday. Mr. Sheaffe has been in the Council about ten years, during which time he has given valuable service to the ratepayers.

Henry was Secretary of the School of Arts and Municipal Library Committee from 1932 to 1939 and was President of the Committee from 1939 to 1947.

He was President of the Bowral Horse Show and Gymkhana Society between 1931 and 1946.

He was a member of the committee of the Bowral Golf Club from 1941 to 1944 and in 1953, and was Vice President from 1945 to 1951 and President in 1952.

In 1942, *The Southern Mail* notes of 10 April, Henry is noted as Senior War Warden for his section of the Glebe Estate in Bowral (1942 'Know Your Warden', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 10 April, p. 5. , viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article114798163>):

Know Your Warden

SOME DAY YOU MAY NEED HIM

Under direction of Chief Warden Venables, Bowral Municipality has been divided into 21 sections. Each section is in charge of a Senior Warden, who is assisted by other Wardens. You should get in touch with the Warden nearest your home if he has not already called upon you, for the information that he must have if he is to do his job properly should emergency arise. Your willing co-operation with the Wardens is essential to our protection.

Following is a list of the Wardens in Sections 1 to 12. The list will be completed in next issue of The Mail. Cut out your section and put it some-where handy.

...

SECTOR 11.—Bowral and Bendooley Streets to Creek, and Boolwey Street.

Henry Sheaffe (Senior), E. J. Ison, R. G. Anderson, E. W. Hicks, George Bradman, E. P. Symons, J. C. Ohlenschlager, Harold J. Holden, P. C. Blacket, Rev. L. A. Pearce (Church of England).

In 1942 *The Southern Mail* on 30 October reported that Mr. Bryce Beard and Mr. H. Sheaffe, of the Central Wartime Agricultural Committee, Moss Vale, attended a meeting at Kangaloon to explain the work of the subcommittees now being formed throughout the district.

In 1943 *The Southern Mail* (Bowral) of Friday 20 August reported: Mr. Harry Sheaffe, of Bowral, who is engaged on re-marking the boundaries of roads at Robertson, is using the same theodolite his father, the late Mr. Henry (George) Sheaffe used when he made the original survey in 1882. A mark made by his father on a large gum-tree 61 years ago has been identified and is now eight inches below the surface of the tree.

In 1945 *The Southern Mail* of 7 December 1945 reported on the centenary of the Bong Bong Church and of recent findings on the Bong Bong Historic site as follows (1945 'Bong Bong Church', *The Southern Mail* (Bowral, NSW : 1889 - 1954), 7 December, p. 1. (Supplement to The Four Mails), viewed 13 Jun 2023, <http://nla.gov.au/nla.news-article118958452>):

Bong Bong Church

CENTENARY ON SUNDAY

A final reminder is given regarding the service to be held to celebrate the centenary of Christ Church, Bong Bong, at 4 p.m. on Sunday next. Archbishop Mowell, who has just returned from his visit to China, will speak and a large attendance is expected. Amongst visitors will be Miss S. G. Loseby, who was baptised in the church about 1847. Mr. and Mrs. Talbot Sanders on are taking an interest in the proceedings, and Miss Loseby will be their guest prior to the service. ; Remains of the old causeway at the original ford at Bong Bong, consisting of solid logs of iron bark spiked together, with the spaces filled in with basalt boulders, probably carted from a considerable distance, have recently been located by Rev. S. I Howard and Messrs. H. Sheaffe and A. J. Gregory. It is thought that' there is every prospect of further finds, now that the sites of various former buildings have been plotted on a reliable sketch map which has been verified at the Lands Department.

In 1949 *The Southern Mail* of 11 February reported: Mr. Harry Sheaffe, of Bowral, spent his 74th birthday, on Monday, in carrying out his work as a surveyor in particularly rugged country near Black Bob's Creek, about eight miles from Berrima. He came in for congratulations at the Rotary Club meeting on Tuesday night, and was accorded musical honours.

Henry Sheaffe's last job appears to have been the Bowral Baby Health centre extensions which were opened in September 1954. Henry had drawn up the plans for the extension but due to illness handed the project over to Mr. P. C. Blacket to complete the job.

In 1952 *The Sydney Morning Herald* of 11 December recorded the death of Henry Sheaffe's wife Ann: SHEAFFE, Ann McGilvray.—December 10, 1952, at Bowral, beloved wife of Harry Sheaffe, of 4 Edward Street, Bowral, and dearly loved mother of Annie and Mollie. *The Southern Mail* of 19 December 1952 recorded that Ann had been an active member of the Presbyterian Church, the YWCA, the CWA and the Red Cross.

The Southern Mail reported on the 18 September 1953 that Henry was in Bowral hospital but improving. Some time after that he moved to be with his daughters in Barraba where he died in 1958 and is buried.

In summary, Henry spent 35 years working in Bowral, from 1917 until 1952. He was very prominent in public life and community affairs and was Mayor for a number of years. A street in Bowral bears his name. Henry had a busy surveying practice in Bowral in the 1920s and 1930s. We know this because

the plans were approved by the full council and thus recorded in the minutes. He was also the named Surveyor for both the Jervis Bay and Port Stephens City plans which involved Walter Burley Griffin (see below).

From a Bowral heritage point of view perhaps Sheaffe's most important legacy is his subdivision design for the Glebe Estate church lands in Bowral. The Berrima District Historical & Family History Society archives has two plans for the Glebe. One is a sketch plan by renowned architect John (later Sir John) Sulman dated April 1920 and the other a plan signed by Henry Sheaffe and dated 11 April 1921. We know that the 1920 Easter Bowral Vestry meeting considered two plans—one by Sulman and the other by G H Sheaffe, Henry's father. Because of the similarities between Sulman's sketch plan and Sheaffe's plan, what appears to have happened is that the Sheaffe plan was a formal working up of the sketch plan by Sulman. What is also likely is that both George Sheaffe and his son Henry Sheaffe worked on the final plan which carried Henry's signature only, dated 11 April 1921.

Henry Sheaffe did a broad range of architectural work for commercial buildings, council buildings and domestic residences. As noted by Maureen and Bud Townsing it has not always been possible to identify all of Sheaffe's work (especially houses). Those that we do know of include the following, all of which still exist in 2021.

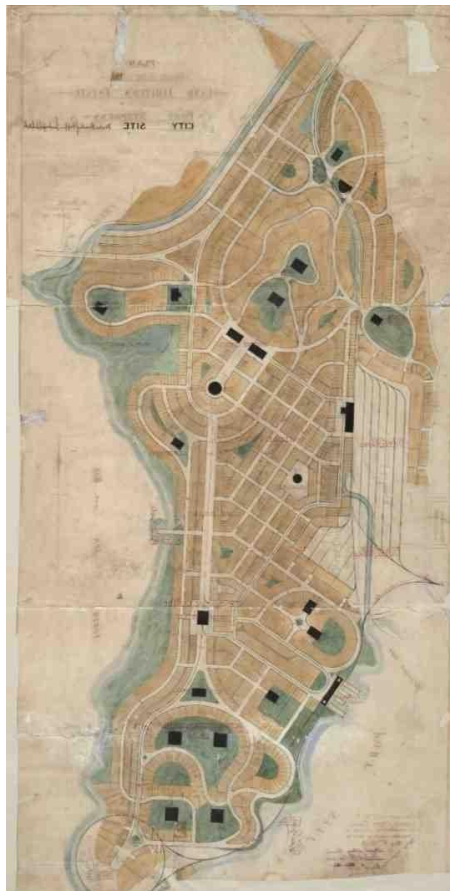
Gazetteer of buildings and memorials known to have been designed by Henry Sheaffe

- 1917 Newbold's Store, 309 Bong Bong Street Bowral. In 2021 this building includes the Bookshop Bowral store. (Townsing Page 70/71.)
- 1917 small power plant house for St Jude's Church in Bendooley Street, Bowral. (Townsing Page 76.)
- 1920 World War I memorial obelisk in Memorial Park in the main street of Bowral built by Loveridge and Hudson using local trachyte stone from Mt Gibraltar. (Townsing Page 72/73.)
- 1920 memorial entrance gates and honour roll at St Jude's Church in Bendooley Street, Bowral (iron gates and roof added later). Erected by D. Dunwoodie. (*The Robertson Advocate* 5/11/1920, Townsing Page 74/75.)
- 19230 Presbyterian Manse in Boolwey Street, Bowral. Demolished. (Townsing Page 77/81.) Builder was D B Dunwoodie.
- 1921 Unknown Bungalow in the main street of Mittagong. Builder H Hedger. (*The Southern Mail* 1/11/1921.)
- 1925 Hampshire and Moore motor and engineering building in the main street of Bowral on the corner of Bowral Street. (Townsing Page 86/87.)
- 1927-28 House at 5 Edward Street, Bowral (Glebe Estate).
- 1928 Additions and Alterations to an unknown Residence on Wombeyan Caves Road. (*The Southern Mail* 21/8/1928.)
- 1929 CWA building in Corbett Gardens, Bowral. (Townsing Page 90/91.)
- 1929 -Bundanoon — Erection of large brick bungalow. — H. Sheaffe, Architect, Bowral. (*Construction and Local Government Journal* 25/9/1929.)
- 1931 St Marks Church at 1540 Kangaloon Road, Kangaloon. Built by Mr. L. G. Price, of Bowral. Converted to a residence in the 1990s. Townsing Page 92. (Townsing Page 94/95.)
- 1932 Southern Rise Bakery shop and residence above at 332 Argyle Street, Moss Vale.
- 1933 Ambulance Station, 411-415 Bong Bong Street, Bowral. Building is on Australian Institute of Architects list of Notable Buildings in NSW. In 2021 it is the Alliance Bank.
- 1936 Wingecarribee Shire Council Electricity Sub Station in Argyle Street, Moss Vale.
- 1936 Additions to Bowral Town Hall. Builder H S Hambridge. (*Sydney Morning Herald* 7/7/1936.) Likely to be at the rear and for the purpose of Electricity Fund offices and Show Room. (Townsing Page 88/89.)
- 1937 Two storey Produce Store at 31 Station Street, Bowral. Builder H C Smith of Clarke Street, Bowral. (*Construction and Real Estate Journal* 3/2/1937.) In 2021 a rug showroom. (Townsing Page 96/97.)

- 1937 Southern Portland Cement Power House and Boiler Room, New Berrima.
- 1938 Alcorn Memorial Clock Tower in Argyle Street, Moss Vale. (*The Southern Mail* 23/11/1937. Townsinging Page 100/101.)
- 1938 Modernisation of the Bunter Bros Store in Mittagong (now the Mittagong Antique Centre at 85-87 Main Street) involving the removal of the post supported two storey cast iron verandah. (Townsinging Page 98/99.)
- 1939 Alterations and additions to the School of Arts (Memorial Hall) in Bendooley Street Bowral. (Townsinging Page 88/89.)
- 1940 Vestry to St John's Church, 64 Hoddle Street, Robertson. "The additions are being carried out in stone in accordance with the plans drawn by Mr. H. Sheaffe to harmonise with the old building; and will add greatly to the beauty and dignity of St John's." (*The Southern Mail* 1/3/1940.) "The architect for this work is Mr. H. Sheaffe; the contractor is Mr. Herb. S. Hambridge; and the stone masons are Messrs. Bush Bros, and Sons, of Penshurst." (*The Southern Mail* 23/2/1940. Townsinging Page 93.)
- 1940 Stafford Cottage, 22 Bendooley Street, Bowral. Alterations and additions to this Council owned cottage next to the former Bowral Town Hall. Builder Herb. S Hambridge.
- 1944 Repairs to the Bowral Gas Works Retort Building roof. (*The Southern Mail* 3/11/1944. Townsinging Page 88/89.)

Major Subdivisions

Henry Sheaffe's name as Surveyor appears alongside Walter Burley Griffin's name on two major subdivision plans; one for a 1918 planned city at North Arm Cove, Port Stephens and the second for a port city for Canberra at Jervis Bay.



Above: 1918 Port Stephens Plan The plan was signed off by Walter Burley Griffin, Landscape Architect and H. Sheaffe, Surveyor and Architect. Griffin, Walter Burley & Sheaffe, Henry & Stroud (N.S.W. : Shire). Council & Land Limited. 1918, Plan, showing 10 feet contours, Land Limited's estate, Port Stephens Land Limited, [Sydney] viewed 13 June 2023 <http://nla.gov.au/nla.obj-231550473>.

The following notes on the Port Stephens City (North Arm Cove Initiative) have been sourced from <https://www.desim-arch.com/blog-1>:

North Arm Cove village now has around 450 people and lies 200kms north of Sydney on a northern shore of Port Stephens in the Mid North Coast area of NSW. The possibility of railway extension into the region, mooted by the 1911 NSW Royal Commission as to Decentralisation in Railway Transit, excited many observers including land developers (Fraser 2002:19). The area was considered as a possible site for the national capital before Canberra was chosen.

Although losing out to Canberra for the prestige of being a national capital, the site was still intended to be developed for another new major city and the New South Wales seaport – ‘the New York of Australia’. While still working on the Canberra design project, Walter Burley Griffin was commissioned by Austin Chapman’s company ‘Land Limited’ to prepare the masterplan for this site. The plan, centred on the area occupied by present day North Arm Cove village, was approved by resolution passed at a regular meeting of Stroud Shire Council held on 6th May 1918 (Figure 1). The new future urban settlement was given a name of Port Stephens City.

Marion Mahony Griffin credited her husband with the identification of the locality as one of only two ‘*natural seaports*’ in Australia. She wrote that ‘*in his innocence he interested a client, who was carrying on a considerable real estate business, in the opportunity offered at Port Stephens ... It was surveyed and staked out and the allotments rapidly sold*’.^[i]

In Marion’s opinion, the ultimate failure of Port Stephens City lay with the unimaginative foolishness of government bureaucracy in matters of regional and national development, as well as the limitation, in law, of the building and operation of railways by private enterprise: ‘*If the railroads had not been nationally owned, the settlement of Port Stephens would have taken place long ago*’.

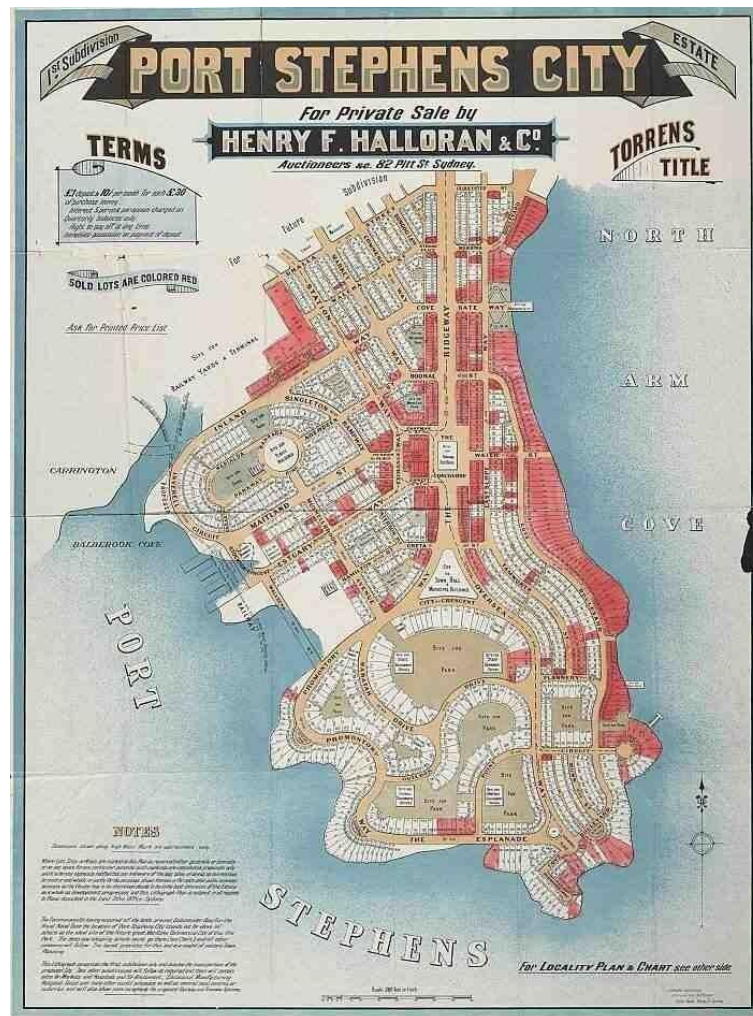
Unlike the previously made plans for octagonally shaped Canberra or Griffith (1914), Port Stephens City was designed to fit into the narrow finger shaped bay peninsula. It provided for various urban city functions grouped into precincts or urban zones. The major railways and rail-water interchange (the port) was planned on the western side of the peninsula, towards the Carrington village, with nearby Custom House and Administration Centre occupying the land to the East of the rail and port links. Adjacent to the north of this governance district the land was reserved for Commercial Centre and Factory District forming an employment zone of the future city. Further North there was a retail district lining the main Boulevard with Markets square and a Wholesale district conveniently located to the east of the main railway station. A Residence District was planned to the North towards the old Pacific Highway. Within the residential zone Griffin had also reserved 3 large lots for two primary school and one high school, a church site, 2 theatre sites, library centre and public recreation reserve.

Resembling Griffin’s later urbanistic work at Castlecrag (Sydney) in 1921, the subdivision pattern of Port Stephens City reveals roads that follow the topographic contours of the peninsula. The main avenue (present day The Ridgway) runs north south, along the top of the ridge and ends at the intersection where a triangular traffic island was planned for (Figure 2). The black rectangular drawn in line with the avenue indicated the position of the landmark City Hall building. Knowing Griffin’s work at other locations in Australia, it can be assumed that the open space, green islands scattered around the settlement would be planted with native vegetation.

The plan aimed to provide spatial connectedness between various city zones with parks and bushland reserves peppered throughout the settlement. The foreshore is kept as public open space, accessible to all residents, while the most southern tip of the peninsula is marked as Oversea Gate. It was probably a passenger vessel’s access to the City, encircled on the original plan and linked to the rail interchange connecting other commercial wharves (Sea Gate and Harbour Gate) along the waterfront. Recognisable in this plan are also Griffin’s attention to walkable neighbourhoods with irregularly shaped green public walk through running at the back of two row of houses in residential blocks.

The subdivision and sale of lots commenced in 1918, the outline of which can still be seen from the air today.

In early 1919 'Land Limited' went into liquidation and ownership of the subdivision passed to Henry Ferdinand Halloran (1869-1953), land developer and surveyor. Halloran known as the 'builder of dreams' was successful in "interlinking the worlds of planning and private land development and achieving such thorough vertical integration of the design, development and promotion of his estates" (Freestone & Nichols 2010:05.2). Halloran amended the original plan, by adding an area at least as large to its north. He also converted some open public space from the waterfront into more private lots which increased the number of parcels to more than 4000.



Above: First subdivision plan for the Port Stephens City Estate. Neither Henry Sheaffe's or Griffin's name appear on this map. (Henry F. Halloran & Co & Anderson, Edward & Henry F. Halloran & Co. 1920, 1st subdivision, Port Stephens city estate Edward Anderson, litho & survey draftsman, Ocean House, Moore St, Sydney viewed 13 June 2023 <http://nla.gov.au/nla.obj-3132589921>).

Peter Harrison, Australian town planner and a champion of the Griffin Plan for Canberra, described the Griffin section as 'one of his most elegant essays in site planning' (Harrison 1995:58). Halloran's extension expressed his dramatic wheel-spoke style rather than the more sensuous Griffin mix of grid and curvilinear planning (Freestone & Nichols 2010: 05.11).

The city never eventuated. In 1924, the State Government decided that only Newcastle was to be developed as a port and not Port Stephens, ending all speculation in the area (Russell 2016:25).

In 1963, the then Great Lakes Council closed most of the roads planned in Griffin's subdivision, setting aside a small area for residential development, while the rest of the area was proclaimed to be non-urban.

Today, most of the land planned for Port Stephen City by Griffin is zoned RU2 Rural Landscape without dwelling entitlements (landowners have no rights to build a house on their land – Figure 6). Within the existing NSW planning system, the land is classified as 'paper subdivisions' which means

that it consists of lots that have recognition only on paper, have no built roads nor other urban infrastructure.



Above: Jervis Bay City Estate, the port of the Federal Capital & the site of the Naval College (Hardie & Gorman Pty. Ltd & Bergelin, Walter & Griffin, Walter Burley & Sheaffe, Henry & John Andrew (Firm) & New South Wales. Department of Lands. 1918, Jervis Bay City Estate, the port of the Federal Capital & the site of the Naval College auction sale at the rooms, 133 Pitt St. Sydney on Monday 10th. Decr. 1917 at 11.30 a.m Hardie & Gorman Propty. Limited, auctioneers, etc. ... in conjunction with Land Limited, Sydney viewed 13 June 2023 <http://nla.gov.au/nla.obj-230576849>.)

The other major subdivision plan was in a 1917 planned port city for Canberra at Jervis Bay. Henry Sheaffe's name is clear on the above map and one street is named after him. Griffin's name does not appear on this map but a street is named after him.

Annexure C: Alf Stephens & Sons 1886-1965—Biographical Notes and Gazetteer of Work

Prepared by Dennis McManus from various sources, including A Brief History of Alf Stephens & Sons by Maureen & Bud Townsing (February 2020 – self-published, particularly pages 3-7), and the Australian National Library's online database, Trove, from which 217 results were returned for "Alf Stephens and Sons" across the Bowral District and Canberra. December 2021.

Alf Stephens and Sons was an important building firm that operated in Bowral in the Southern Highlands of NSW for 79 years over two generations - 1886 to 1965. The company had a big impact on Bowral and nearby towns and beyond in Canberra in a wide range of projects from cottages to mansions, schools, churches, commercial buildings and public buildings.

Major projects included:

- 1895 Bowral Courthouse
- 1897 Berrima Gaol Governor's Residence
- 1914 Empire Cinema in Bowral
- 1919 Bowral Golf Club House
- 1924 four storey Ranelagh Hotel at Robertson
- 1929 Church of England Grammar School in Canberra
- 1930 St Johns Anglican Church in Moss Vale
- 1930 Gibraltar Park Children's Home in Mittagong
- 1933 Bowral Ambulance Station
- 1934 Dormie House at Moss Vale
- 1935 Bowral Hospital
- 1935 Canberra Masonic Hall
- 1938 Canberra Fire Station at Manuka and 10 two storey residences for staff
- 1930s government contracts for hundreds of new houses in Canberra
- 1965 Clubbe Hall at Frensham School in Mittagong.

Alf Stephens Snr (1863-1924)

Some of the information that is known about the background of Alf Stephens Snr. before he arrived in Australia, comes from his obituary notice printed in The Methodist 1st March 1924: "he was born at Brixton England in 1863, but spent his early life in Teddington where he became a member of the Rye Lane (Peckham) Baptist Church, and under the ministry of Rev J. T. Briscoe while quite young he confessed Christ. It was also at the same church that he met the lady who became his wife. Coming to Sydney in 1886, he settled in Bowral, where in the absence of a Baptist Church, he joined the Methodists, of which denomination he continued to be a member".

On 28 November 1885, two vessels left England bound for Sydney. One was the Garonne, which arrived in Sydney on 11 January 1886. The other vessel leaving Plymouth was SS. Parthia, with 764 government immigrants on board. The Parthia arrived in Sydney two days after the Garonne.

On board the Garonne was Alf Stephens Snr., age 22, carpenter. Also on board was Charles Stephens, age 20, carpenter and Geo. E Marston, age 30, a clerk.

On board the Parthia was Elizabeth Riley, age 24, domestic servant, Baptist, from Surrey. Elizabeth was the lady referred to above, whom Alf had met at the Peckham Baptist Church.

Elizabeth Riley and Alf Stephens Snr. were married on 1 May 1886 by the Reverend John Debenham of St. Jude's Church of England. The ceremony was held in a private house in Bowral. The wedding was witnessed by James Austin and Emily Austin. James Austin undertook contracts for all kinds of wooden buildings, according to an advertisement in the Bowral Free Press of 26 April 1884.

George Marston married Kate Holloway in Sydney on 10 December 1886. In 1891, they opened a shop selling boots, shoes and clothing on the corner of Banyette and Bong Bong Streets.

In 1963, Alf Stephens Jnr. in a letter to respected Bowral Town Clerk and keen historian A.V.J.(Jack) Parry, wrote "Alfred Stephens Senior came out to Australia from Teddington (Middlesex) England in 1885 where his father carried out building works there with eight brothers in the family (all carpenters) and one sister. He was engaged to his wife before leaving England and she followed him a year later when they were married in Bowral. He came direct to Bowral with fellow passengers Mr. and Mrs. Marston who opened a shop on the corner of Banyette and Bong Bong Street".

With a little give and take on the details, this all fits together. Alf Snr. left England in 1885, arriving January 1886. Elizabeth Riley came out on a different ship arriving two days after Alf. They were in Bowral by May 1886 where they married.

Alf Jnr. has also recollected that his father's first job in Bowral was as a carpenter with J.J. Campbell working on a two-storied house in Merrigang Street, built for Dr. Swinton, and later the home of Dr. Harbison.

Within months of his marriage to Elizabeth, the Bowral Municipal Council Rate Book for 1886 shows that Alf Snr. had bought land from the Jamieson Hill Estate at Upper Bowral. The Bowral Rate book for the year commencing 1 February 1887 shows that Alf had a dwelling on lot 19 Elm Street.

The 1895 Bowral Council Valuation book shows that by that year Alf had a new house ("Teddington" a brick villa) on lot 19 Elm Street (still standing at 5 Elm Street but somewhat altered from the original) with a valuation of £450. On lot 18 Elm Street he had a workshop with a valuation of £100. On lot 20 he had a house rented to A. Riggs, worth £150. He also had two houses in Woodbine Street with a value of £300. In later years, Alf Snr. built further houses in Woodbine Street and continued to own some of these all his life.

By 1896/97 Alf Snr. had a house and land in Bong Bong Street valued at £268. By this time, Alf Snr. and Elizabeth also had children. A photograph at "Teddington" - a polychrome brick structure with much style - shows Alf, Elizabeth and three children on the front verandah in about 1894. Alfred Jnr. was born in 1887, Jessie in 1891, Annie in 1893. Other children followed Ethel Grace (1896), Norris (1899), and Phyllis (1904).

Through the late 1880s Alf Snr. was the successful tenderer for a number of small projects. In the early 1890s larger jobs such as the Rose Street bridge, a schoolteacher's residence at Robertson, and Bowral's first fire station came his way.

In 1895, Alf Snr. was the successful tenderer for the Bowral Courthouse. One year and one day after pegging out, this monumental trachyte stone and sandstone building was opened. Alf Senior's reputation was enhanced on a remarkably solid foundation.

At the same time as he ran the building business, Alf Snr. involved himself in public life - he was elected to represent Glebe Ward on the nomination of his friend Geo. Marston with whom he had travelled out from England. Alf Snr. was Mayor in the years 1899, 1900, and 1904.

Alf Snr. was Circuit Steward and Trustee of the Methodist Church for many years. He was made a magistrate in 1900. He regularly supported Friendly Societies and held office in the local Lodge of Oddfellows.

Alf Snr. played cricket for the Surveyors Camp team, and his son Alf Jnr. was scorer for the team from an early age, joining the team at age 16 after he left school. Alf Snr. was president of the Berrima District Cricket Association from its inception in 1911 until 1915. Alf Jnr. followed him into this position in 1919 and held it to 1960.

In 1913 a Bowling Club formed in Bowral, and Alf Snr. built, at cost, the first 20 by 12-foot club room, located in Corbett Gardens. Alf and Geo. Marston were foundation vice-presidents of the Club, and Alf Snr. was president in 1916, 1917 and 1918.

Elizabeth and Alf Snr. remained in touch with family back in England, travelling back several times. Alf visited in 1898 and he and Elizabeth visited, without the children, in 1906. Prior to his retirement Alf

Snr. took the whole family to England in 1913. It was on this trip that Alf Jnr. met his wife-to-be Agnes Lily Peel at a place called Grantham. Alf Jnr. returned to Bowral in April 1914 to be present at his sister Jessie's wedding, to play football as captain of the Bowral team, and no doubt to attend to business. Lily came out to Australia with the other members of the Stephens family on their return journey in September/October 1914. That journey was memorable given the background in 1914 of World War I, their ship the *Orontes* was chased by the *Emden* in the Indian Ocean.

In 1917, Alf Snr. retired and went to live at Manly with Elizabeth and youngest daughter Phyllis. By the time he left, he had long since involved his sons in the workings of the business. He directed that Alf Jnr. (now aged 30) take over, and that brother Norris (Norrie) Stephens be brought in when he turned 21. The name of the firm from 1921 was therefore Alf Stephens & Sons (in the plural). The business was relocated from Elm Street to Boolwey Street after Alf Jnr. took over.

Alf Snr. died 6 February 1924. A report in *The Southern Mail* of 15 February 1924 about the funeral at Manly included the following observations:

"He was a conscientious tradesman...in all his business dealings he was a man of honour..."

"He was a man of exemplary character, always ready to lend a helping hand to deserving men."

"He had not time for shirkers, but was ever generous in his treatment of those who showed a desire to improve their condition."

Elizabeth Stephens lived in Manly for a time before returning to Bowral to live at "Dulwich", (later called "Barkfold") in Aitken Road with her daughter Ethel Gurney and Vic Gurney. After the death of Alf Snr., Davis and Westbrook held an auction sale of properties from his estate. All cottages and shop buildings sold well, but vacant land was not much in demand on the day.

Alf Stephens Jnr. (1887-1973)

Alf Stephens Jnr was born 14 April 1887 at Elm Street, Jamieson Hill, Bowral. He attended Bowral Public School in Bendooley Street and was Dux in 1902 at the age of 15.

Having met his wife-to-be on the family trip to England in 1913/14 and she having travelled out with the family, Alf Jnr. married Agnes Lily (nee Peel) at the old Methodist Church in Bowral on 22 July 1915. Lily had been an elementary school teacher before her marriage. They had a family of three children - Peggy (1916), John Victor (Jack) (1918) and Joan (1920).

Alfred Jnr. was involved in the work of the firm from when in 1903 the firm had a contract to build four railway stations on the Leura line. The family relocated there for the duration of this work. Another early job he was involved in required the cutting into sections and moving of the Upper Bowral Store (Mitchell's Store) in Merrigang Street, which had been bought by his father in 1896 for £116, into Bong Bong Street. Having moved the house into town in 1903, and lived in it for some years Alf Jnr. famously moved it out again in 1926 to Victoria Street, where it still stands.

Alf Jnr. would have worked with his father on many of the earlier projects. Like his father, he involved himself in the Methodist Church and public affairs. He became an alderman of Bowral Municipal Council and served as Mayor for two years in 1928 and 1929. He resigned in December 1929 in order to take a trip to England - in part to seek specialist medical attention for his son.

On the 24th December 1952 a meeting was arranged by the then retiring mayor Ald. Venables and the election of the new mayor R H Springett. *The Southern Mail* noted that Amongst those present was ex-alderman Alf Stephens, who was a member of the Council in 1922, and it was then believed that that it was the most progressive Council. Later at this same event Mr. Alf Stephens said he was in the Council when Ald. Venables first came as an alderman. He had known Mrs Venables for many years as they were schoolmates together. His father came to Bowral in 1885 and Mrs. Venables' father about the same time. He had been an alderman for 20 years and served for two years as Mayor and regarded Ald. Venables as the best citizen of Bowral as he had been 30 years in the Council and served 15 of them as Mayor.

Again so very like his father, Alf Jnr. involved himself in the game of cricket. At Bowral Public School, Alf Jnr. captained the team in school competitions. After leaving School, he played with the Surveyors

team. He became President of the Berrima District Association in 1919 and held this position until 1960 when he did not seek re-election. As well Alf Jnr. became captain of Bowral 1st Grade in 1921 in which capacity he also acted until his voluntary retirement in 1960. He involved himself with other district and regional cricket organisations throughout his life. Not without reason was Alf Jnr. widely called "The Skipper".

Inevitably, Alf Jnr. knew Don Bradman. Don's father, George, was employed by the Stephens firm. Don attended Bowral Public School, as had Alf about ten years earlier, and played with school teams before he attracted notice in the local senior teams. When in about 1925, Alf Jnr. and Lily built their "forever home" in Aitken Road, (which they called "Grantham" after the place where they had met), they had a concrete cricket pitch laid to the side of the house, where Bradman and the family and the local team could play.

The mentoring relationship was close and remained so. In 1930, when Alf and Lily were in England, Don visited the Stephens' and their relatives at Grantham on the day before his famous 1930 test cricket match. He signed and dated a book, belonging to Lily - a special album/autograph book she had carried with her when she left England in 1914 to marry, and seemingly took back with her on this voyage. The "Don" included the word Grantham in his evocative inscription, perhaps both thinking of home?

During the years that Alf Jnr. and Norrie Stephens ran the firm it continued to grow and flourish. Major projects in the Southern Highlands include Dormie House at Moss Vale Golf Course, the four storey Ranelagh House (now Robertson Hotel) at Robertson, the Bowral Golf Clubhouse in Kangaloon Road, the former Berrima and District Ambulance Station in Bong Bong Street, Bowral and a major rebuild of the Empire Cinema also in Bong Bong Street, Bowral

Work by the firm in Canberra

In Canberra in 1928 the firm secured a major contract for the Church of England Grammar School. The Robertson Mail of 7/12/1928 reported: *"The Prime Minister laid the foundation stone of the Church of England Grammar School at Canberra on Wednesday. The school will be one of the most modern private schools in the Commonwealth. We congratulate Messrs. Alf. Stephens and Son, of Bowral, upon having secured the contract for the erection of the first section of the buildings, which will cost somewhere about £30,000."*

In the same year, 1928, the firm secured the contract for the Church of England Grammar School Headmaster's Residence.

A considerable volume of other work in Canberra followed including the building of hundreds of houses under government contract. So much so that an advertisement in *The Southern Mail* in May 1940 the firm could advise:

"Messr. Alf Stephens and Son, [sic] who as old established builders and merchants of Bowral, have a wealth of experience in the planning and erecting of new buildings and in the supply of all builder's requirements.

Their experience is so wide that they are able to ensure a thoroughly reliable job. They are contractors to many Federal and State Departments and have also become known through their many outstanding homes and public buildings erected in this district.

Located in Boolwey Street is their extensive and modernly equipped joinery department and timber yards where all the requirements of the building trade are met.

During 1939 Alf Stephens and Son erected two houses per week in Canberra, beside a large volume of work in this district. These operations gave continuous employment to approximately 200 men in both centres of activity. All joinery work for these jobs was done in the Bowral yard and the firm is justly proud that no work is done outside for any of their building assignments."

Newspaper reports from The Canberra Times illustrate the work done in Canberra and a fuller research project for another time:

- 17 November 1933. Erection of ten semi-detached brick cottages at Griffith; price £9,051; contractor Alf Stephens and Son. (D. McManus: These were on lots 12 to 21 in Section 2 at Griffith.)
- 30 March 1935. The contract for the erection of six brick residences on Section 35, Brad-don, has been let to Alf Stephens and Son, P.O. Box 9, Bowral. The contract price is £6,117.
- 9 August 1935 The contract for the erection of five brick residences (including two semi-detached) on Section 36, Reid, has been let to Alf Stephen and Sons, I Bowral, the contract price being £6,573.
- 17 January 1936 The contract for the erection of fourteen brick buildings on sections 17 and 28 Kingston has been let to Alf Stephens and Son, of Bowral, the contract price being £14,997.
- March 5 1936: Extensive development at Kingston during the next few months will see the completion of residential blocks on the corner of Canberra and Wentworth Avenues. A start has been made with the erection of 24 buildings, comprising 31 residences (includes semi detached) , for which the successful tenderer was Messrs Alf Stephens and Son, of Bowral. In the first instance, the plans for these buildings provided for composite construction, with brick outer walls and wooden partitions between the rooms. After consideration, however, the department decided to build in brick throughout, and this will result in a considerable saving in maintenance while providing a more substantial building. Messrs Alf Stephens and Son have secured three contracts for six, eight and 10 buildings. And related to same contract: 15 April 1936 Rapid progress is also being made by Messrs Alf Stephens and Son and 24 buildings comprising 31 dwellings are taking shape on Sections 17 and 28 Kingston.
- 26 June 1936 The tender of Alf Stephen and Son, of Bowral, has been accepted for the
- election of three brick residences on Sections 3 and 13, Griffith. The contract price was £4,457, the date for the completion being fixed at December 19, 1936.
- July 16 1936: At the new residential area in Kingston, Alf Stephens & Son expect to have 31 homes completed in about six weeks' time, while an additional 15 residences of a superior type are in various stages of construction at Reid. This firm is also engaged in the erection of 11 residences at Ainslie.
- July 10 1937: A contract for the erection of five superior type residences at the new suburb of Deakin, has been let to Alf. Stephens and Son, of Bowral, the contract price for the five buildings, inclusive of garages, being £9,873. The date for the completion of the work has been fixed for December 6, 1937.
- 12 November 1938: one of the largest contracts for house construction in Canberra has been let to Alf. Stephens and Sons, of Bowral. This involves the construction, at Sections 33 and 34, Ainslie, of 64 cottages, the contract price being £48,317. Provision has been made for the completion of the contract early in August, 1939.
- 2 October 1939: YARRALUMLA COTTAGES The tender of Alf. Stephens and Sons, Bowral, has been accepted for the erection of six residences at Section 63, Yarralumla, the contract involving the expenditure of £5,832. The date for the completion of the work has been fixed at December 31,
- In 13/9/1935 The Canberra Times reported on MASONIC TEMPLE MODERN DESIGN Construction Commenced A modern design similar to that of the Institute of Anatomy is employed on the Canberra Masonic Temple, the first section of which has been commenced and will be ready for occupation in about six months. The site of the Temple is at the corner of Broughton Street and National Circuit, alongside the Hotel Kurrajong, and it is estimated that the completed building will cost approximately £15,000. The first section at present under construction will be about one third of the ultimate building. It will include lodge room, supper room, board room, and all necessary offices. The design of the completed structure provides for the construction of a second storey, and for the erection of a large auditorium at the rear of the ground floor: When the temple is completed, the temporary office accommodation to be provided in the centre of the first section of the building will be moved to the second storey,

leaving a spacious foyer leading from the main entrance right through to the auditorium. The building will be faced with synthetic stone. The design is the work of Messrs. M. J. Moir and K. H. Oliphant, acting in conjunction, and the contract for the first portion has been let to Alf. Stephen and Son, Bowral.

- On 1 July 1939 The Canberra Times reported: on the REID METHODIST CHURCH RENOVATED A full congregation was present at the Reid Methodist Church for a service at which new furnishings, including a Communion Table and a Baptismal Font were dedicated. The 'furnishings formed part of a scheme of alterations to the chancel end of the building. The Holy Table, which has been placed in the central position, is a solid carved oak structure surmounted by a Cross of the same wood. A simple, but finely-designed oak Font has been placed at the north-eastern corner of the nave, while the choir and organ are situated on the opposite side, with suitably carved panellings. The design is in line with the symmetry of the buildings and greatly enhances its beauty. This work, together with certain repairs to the Church fabric, necessitated by a slight outward movement of the wall at the north-western corner, was carried out by Messrs Alf. Stephens and Son, of Bowral.The Reid Church, formerly known as the "South Ainslie Methodist Church," was opened in 1927. The present alterations and additions have made the building complete.
- In February 1941 The Canberra Times reported the opening of Woolworths built by Alf Stephens and Sons in Kennedy Street in the Kingston shopping centre

WOOLWORTHS IN KINGSTON

Modern Store in Kingston. One of the most notable additions to the Kingston shopping centre—Woolworths' new store— will open its doors on Thursday, in Kennedy St., Kingston. After many weeks of industrious effort, a modern and imposing building stands on this site, and internally it reflects all the up-to-date improvements which the resources of this extensive organisation have been able to devise. This is the 96th unit of the Woolworths Chain of Stores, which is spread throughout Australia and New Zealand.

The new Woolworth building at Kingston is similar in construction, fittings and elaborate finish to those which have become well known throughout the country. The familiar island and side counters, with their facilities for display, have been placed along the full length of the premises.

A striking feature to be seen on entering the shop is an elaborate ceiling which has shaded and mottled cornices and umber outlinings on a cream base. Two rows of large sky lights, each opened by a single winding apparatus placed on the floor are let into the ceiling for daylight effect. The walls consist of texture finished Travertine blocks, shaded and lined.

The interests of the staff have been kept well in mind. Electric foot-warmers and folding stools have been provided behind the counters, besides lunch rooms for girls and men. A locker is provided for each girl on the staff, and the lunch room is furnished with seats, tables and electrical conveniences. The main shop is 150 feet long by 34 feet wide. The building widens out at the rear to 50 feet and the basement is 50 ft. by 70ft.

The building was erected by Alf Stephens and Son, Builder, under the supervision of Kenneth H. Oliphant, Architect.

Alf Jnr. found time amidst all this to continue playing cricket and be involved in district cricket organisations. He involved himself in Rotary, and on visits to England in 1948 and 1953 spoke at meetings there in many towns. He received a particularly warm welcome at Grantham to which parcels had been sent from Bowral for distribution to the aged and needy. Whilst in England on these occasions, Alf Jnr. also saw some of Don Bradman's most notable cricket matches.

The Southern Highland News of 29 July 1965 carried a report that, after 53 years, Alf Jnr. was retiring. Many of the tradesmen employed by the firm had more than 30 years of experience there. Mr Geoffrey Charles Plater took over as owner.

Alf Jnr. died in October 1973 in Bowral, aged 86. Lily predeceased him in 1971. They were survived by two daughters Peggy and Joan, son Jack having died in 1944.

Appendix: Wingecarribee Heritage Survey 2009— complete study documents (474 pages in total)

