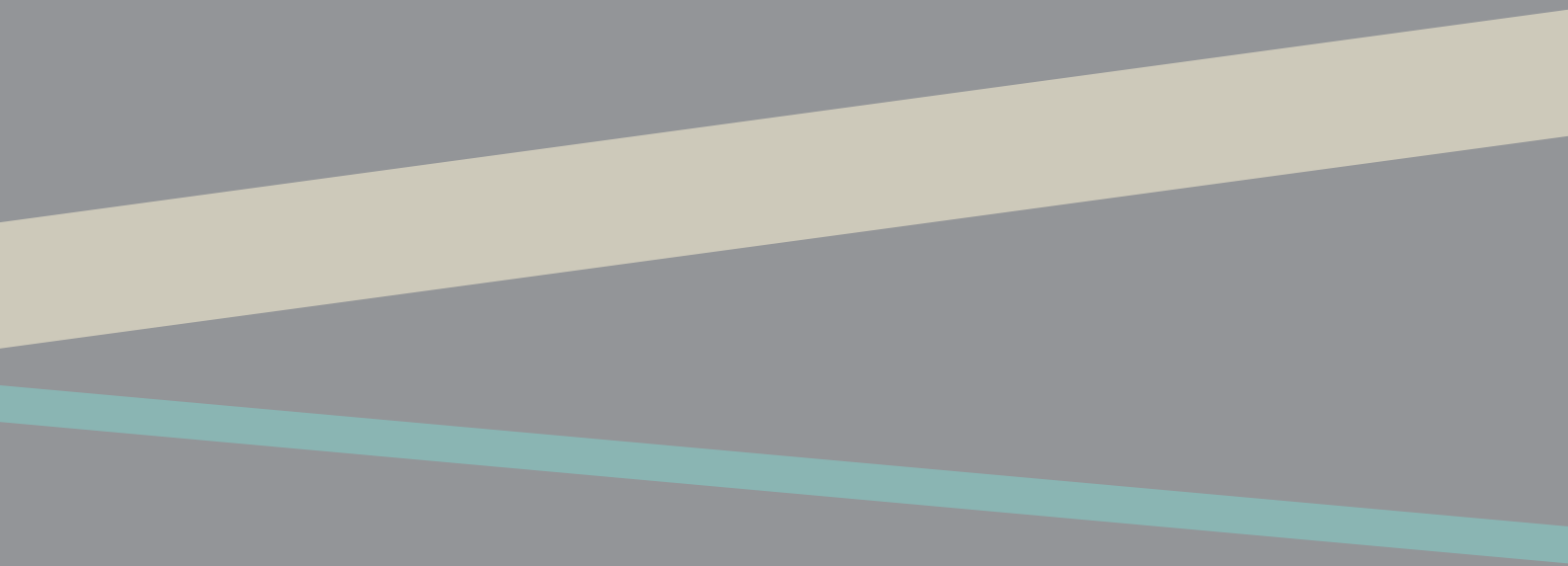


**The Rocks Heritage  
Management Plan**  
Strategies and Action Plan

April 2010





## Contents

<b>1.0</b>	<b>Strategies and Recommendations</b>	<b>2</b>
1.1	Overview	2
1.2	Shared Visions	2
	1.2.1 <i>Issues</i>	2
	1.2.2 <i>Strategy</i>	2
1.3	Authenticity	2
	1.3.1 <i>Issues</i>	2
	1.3.2 <i>Strategy</i>	3
1.4	Effective Conservation	3
	1.4.1 <i>Issues</i>	3
	1.4.2 <i>Strategy</i>	4
1.5	Appropriate Planning Framework	4
	1.5.1 <i>Issues</i>	4
	1.5.2 <i>Strategy</i>	4
1.6	Adequate Expertise	5
	1.6.1 <i>Issues</i>	5
	1.6.2 <i>Strategy</i>	5
1.7	Total Resource Management	6
	1.7.1 <i>Issues</i>	6
	1.7.2 <i>Strategy</i>	6
1.8	Engage the Community	6
	1.8.1 <i>Issues</i>	6
	1.8.2 <i>Strategy</i>	6
1.9	Tell The Rocks Story	7
	1.9.1 <i>Issues</i>	7
	1.9.2 <i>Strategy</i>	7
1.10	Sustainable Development	
	1.10.1 <i>Issue</i>	7
	1.10.2 <i>Strategy</i>	7
1.11	Heritage Management Plan	8
1.12	Specific Recommendations	19

The Rocks Heritage Management Plan is not a statutory planning document, however it has been adopted by Sydney Harbour Foreshore Authority Board for the purpose of providing a firm understanding of the heritage value of The Rocks and to guide the Authority in the conservation and management of the place.

## 1.0 Strategies and Recommendations

### 1.1 Overview

The heritage policies for The Rocks, identified in section 5.4 of Volume 1, require clear implementation strategies. These strategies must be founded not only on an understanding of heritage values, but an understanding of all key issues and Sydney Harbour Foreshore Authority's responsibilities. The Heritage Management Plan process has been informed by the specific functions set out in the Authority's Act, a comprehensive program of community consultation and analysis of constraints and opportunities, including the heritage planning framework and the existing physical and community environment. This section synthesises the strategies required to address the issues and implement the policies.

### 1.2 Shared Visions

#### 1.2.1 Issues

- > An opportunity exists for a shared vision for The Rocks, founded on retaining and managing its heritage value.

- > A vision statement has been prepared as part of this Heritage Management Plan. It is encapsulated as:

#### **The Rocks: Real History in a Living Community.**

#### 1.2.2 Strategy

- > The Government, Sydney Harbour Foreshore Authority Board and staff and the community should agree and commit to a shared vision for heritage management in The Rocks.

### 1.3 Authenticity

#### 1.3.1 Issues

- > The Rocks was previously a microcosm of Sydney with a strong commercial and residential population and this balance of a vibrant, mixed use, medium density neighbourhood should be encouraged in the future. This would further enhance The Rocks' unique identity as a precinct of the Sydney CBD.

- > It is essential to The Rocks' significance that it maintains a residential population in order to keep it a 'living area' and maintain continuity with past communities.

- > The need for adaptive reuse is recognised as important to economic viability. Adaptation should occur in a way which retains, and is compatible with, identified heritage values.

- > Too great a focus on tourist merchandise detracts from an understanding of the significance of The Rocks.

- > Authentic uses mean less pressure for inappropriate alterations. Buildings are usually best conserved if they are used for the purpose for which they were built.

- > Authenticity also requires continuing respect for the original design and fabric of significant buildings, works and sites.



Figure 1.1 Caraher's Lane.



Figure 1.2 Longs Lane. New fabric and old.

- > Actions to suit other management agendas, such as traffic management or increased outdoor seating, may lead to loss of original road alignments and features or alter the historic ambience of The Rocks. Such actions need to be preceded by a careful process to assess impacts.
- > Even minor maintenance and repair operations can incrementally lead to major loss of significant features if undertaken without recognising heritage values and the need to retain a patina of age.
- > Too rigorous an application of certain building code requirements, such as fire and disabled access, may be harmful to the heritage significance of The Rocks.

### 1.3.2 Strategy

- > All management actions in The Rocks should be directed towards retaining authenticity and the integrity of heritage resources.

## 1.4 Effective Conservation

### 1.4.1 Issues

- > This Plan is being undertaken concurrently with a number of studies for the Authority that may make competing recommendations, eg. a traffic study may recommend traffic management measures that could adversely affect the significance of The Rocks.
- > Unless the heritage conservation objectives for The Rocks are reconciled with other possibly competing objectives and given priority in the management of The Rocks and in the statutory planning framework, the heritage significance of The Rocks may ultimately be diminished.
- > If The Rocks is to continue to be a place of conservation excellence, then the Authority must lead by example across the entire range of its operations within The Rocks.



Figure 1.3 Adaptation should provide for uses that are compatible with heritage values



Figure 1.4 The authenticity of these Cumberland Street steps is reflected in their well worn appearance, a characteristic which has been retained by limiting the installation of new operational treads, and access, to the right-hand side.

**1.4.2 Strategy**

- > Heritage conservation should underpin other operational and management objectives in The Rocks.

**1.5 Appropriate Planning Framework**

**1.5.1 Issues**

**Statutory Planning**

- > The need for upgrading the heritage planning controls in The Rocks is well recognised and one of the reasons why the Heritage Management Plan was created.
- > Heritage planning controls for The Rocks must conform to best practice standards and demonstrate a consistency with the NSW Heritage Council policies and guidelines and the Burra Charter of Australia ICOMOS.
- > A Development Control Plan (DCP) is needed to supplement the statutory plan to provide more detailed heritage controls, such as sitespecific controls, precinct plans, urban project

plans and site envelope drawings.

- > The Rocks, in its entirety, should be given recognised status and statutory protection as a heritage conservation area.
- > Although it is unlikely that any substantial remains of Aboriginal cultural history will have survived in The Rocks, any such remains to be unearthed in the future would be of major importance to Aboriginal people.
- > The non-Indigenous archaeological resources of The Rocks provide a finite physical record of outstanding scientific potential.

**Development Approval Processes**

- > The Authority’s obligation to give land owners’ consent to tenants to lodge a Development Application (DA), highlights the need to have a formal process in place to ensure that any proposed development for places owned by the Authority is consistent with the Authority’s functions under the Sydney Harbour Foreshore Authority Act, to protect and enhance the natural and cultural

heritage of the foreshore area.

- > Existing delegations to the Authority under the *Heritage Act* to approve minor and exempt works to State Heritage Register items should continue to be used to their maximum extent to streamline the approval process and obtain maximum benefit from the in-house skills of the Authority’s heritage staff. The delegations include permits and exceptions for archaeological sites not listed on the State Heritage Register. Where the Authority chooses to exercise their delegations under the NSW Heritage Act, all decisions and processes should be in accordance with endorsed Heritage Council policies and guidelines.
- > There should be clear heritage controls and guidelines in place to provide a sound basis for decisions and ensuring consistency in decision making.

**1.5.2 Strategy**

- > A statutory framework and related guidelines and processes should be provided to ensure good decision making in The Rocks.



Figure 1.5 Small details such as this early street signage should not be lost in maintenance.



Figure 1.6 There are a range of issues, such as traffic, the placement of public art and the use of streets and laneways by pedestrians and cars, that potentially compete with heritage conservation values. These issues need to be reconciled in formulating appropriate heritage planning controls.



## 1.6 Adequate Expertise

### 1.6.1 Issues

- > The Authority needs to retain a skilled heritage team to provide sound advice on all heritage matters.
- > Existing delegations to the Authority under the Heritage Act to approve minor and exempt works to State Heritage Register and permits and exceptions for archaeological sites not listed on the State Heritage Register items should continue to be used to their maximum extent to streamline the approval process and obtain the maximum benefit from the in-house skills of the Authority's heritage staff. Where monitoring, test excavations or minor archaeological works in The Rocks are approved under the Authority's delegations, all works must meet the endorsed Heritage Council excavation director criteria for the appropriate excavation and site type.
- > Additional heritage resources would provide an opportunity for more time to be spent on heritage education and promotion.

- > The importance of the Authority's statutory role to protect and enhance the natural and cultural heritage of The Rocks needs to be reflected across the organisational structure.
- > There is a need for continuing consultation between maintenance staff and heritage staff for maintenance and repair projects, guided by a revised Maintenance Plan that specifically includes consideration of heritage issues and identification of heritage techniques.
- > Heritage advice should be sought in the selection of the uses proposed for the heritage properties.
- > There is a continuing role for a qualified archivist to manage the archival material held by the Authority.

### 1.6.2 Strategy

- > In order to achieve 'best practice' in heritage management, the Authority should employ skilled heritage practitioners and consultants and should ensure adequate heritage expertise is provided across the whole organisation.



Figure 1.7 Cambridge Street looking north.



Figure 1.8 Hidden laneways and spaces off Kendall Lane looking south.

## 1.7 Total Resource Management

### 1.7.1 Issues

- > Continued government ownership and control is a positive factor in the survival of The Rocks.
- > Consistent application of heritage control guidelines by the Authority is needed to avoid any potential conflicts in its role as landowner, property manager and consent authority.
- > Procedures are required for the recording and identification of all significant elements removed in the course of building conservation or held at Authority stores.
- > The Authority holds a large amount of important archival material which should be managed according to best practice and be readily available as a resource.
- > In urban design terms, The Rocks can be managed as a series of Urban Projects. Conservation

action for Urban Projects should aim to maintain and increase the significance of Urban Projects by implementing a range of conservation actions which relate to their existing condition.

### 1.7.2 Strategy

- > Day to day management should accord the highest standard of care and conservation management to all of The Rocks' heritage resources.

## 1.8 Engage the Community

### 1.8.1 Issues

- > The Rocks community is those people who have a common interest in The Rocks, including residents, workers, tenants and visitors.
- > In the past the community has played a key role in the heritage conservation of The Rocks and maintains a keen interest in present and future management.

> The community values The Rocks as a place of high social significance and wants to protect the physical and community environment.

> The community needs to participate in and be informed about all major heritage related decisions within The Rocks.

> The Authority needs to be informed about and understand the community's changing expectations and needs.

### 1.8.2 Strategy

- > The community, including residents, tenants and other stakeholders, should be involved in The Rocks' heritage management by being informed, consulted and given the opportunity to participate.



Figure 1.9 Managing the total resource is needed from the macro to the micro level, such as the retention of the historic ambience and alignments of laneways, to the conservation of significant building fabric and pavement detail.



## 1.9 Tell The Rocks Story

### 1.9.1 Issues

- > Telling the Rocks story, (ie its interpretation), is fundamental to effective heritage management.
- > In presenting and promoting The Rocks, it is important that it is promoted as providing 'tangible' or 'real' evidence of the heritage of the Rocks, linked with authenticity, rather than just 'The Rocks as history'.
- > Different 'markets' for interpretation, including education, tourism (domestic and international), workers and tenants, should be considered and accommodated in formulating an interpretation strategy.
- > While The Rocks is well recorded and presented, there is substantial scope for comparative studies and further investigation.

### 1.9.2 Strategy

- > The history and significance of The Rocks should be communicated through a structural program of education, interpretation and promotion.



Figure 1.10 The community is attracted to The Rocks for a wide variety of reasons, and wants to protect the physical and community environment.

## 1.10 Sustainable Development

### 1.10.1 Issues

- > Sustainability should be integrated in conservation decisions and outcomes
- > There is potential to improve the viability and amenity of heritage assets through the inclusion of sustainable solutions.
- > Intensification of use and occupation places pressures on the significant fabric of our heritage places, which could be mitigated through sustainable solutions
- > The Authority should demonstrate excellence in heritage management through the implementation of sustainable initiatives.

### 1.10.2 Strategy

- > The principles of sustainability will be incorporated in the planning and implementation of conservation actions.



Figure 1.11 Interpretation is fundamental to effective heritage management in The Rocks.

### 1.11 Heritage Management Plan

The following charts graphically represent:

- > the Heritage Management Plan for The Rocks;
- > the strategies and actions that form part of the Heritage Management Plan; and
- > specific recommendations for implementation of The Rocks Heritage Management Plan.

The strategy charts address each strategy in turn, identifying the key actions that arise from the study recommendations. For each action/task, an indicative priority and timing is suggested, based upon the following understanding:

#### Priority

- > **Essential** Actions that must occur for The Rocks to retain its heritage value and for Sydney Harbour Foreshore Authority to meet its statutory role with respect to heritage.
- > **High** Actions that are required to retain heritage values which should proceed unless prevented by other factors.
- > **Desirable** Actions that will contribute to effective heritage management in The Rocks and which should proceed, provided resources are available.

#### Timing

- > **Short Term** Tasks which should be completed within three years.
- > **Long Term** Tasks which should be undertaken over a longer period, but completed within ten years.
- > **Continuing** Tasks and actions that are required on an ongoing basis to ensure effective heritage management.

Each chart lists specific recommendations which arise from the policies, strategies and issue analysis. These recommendations, which are set out in full following the strategy charts, provide detailed guidance for the implementation of The Rocks Heritage Management Plan.

At the bottom of each chart an 'outcome' is specified for each strategy.

*(These components of The Rocks Heritage Management Plan were formerly located in Volume 1 (Section 6). The strategies and recommendations have been moved into this separate document in order to provide a succinct statement of heritage management policy which can be widely distributed and regularly updated over time).*

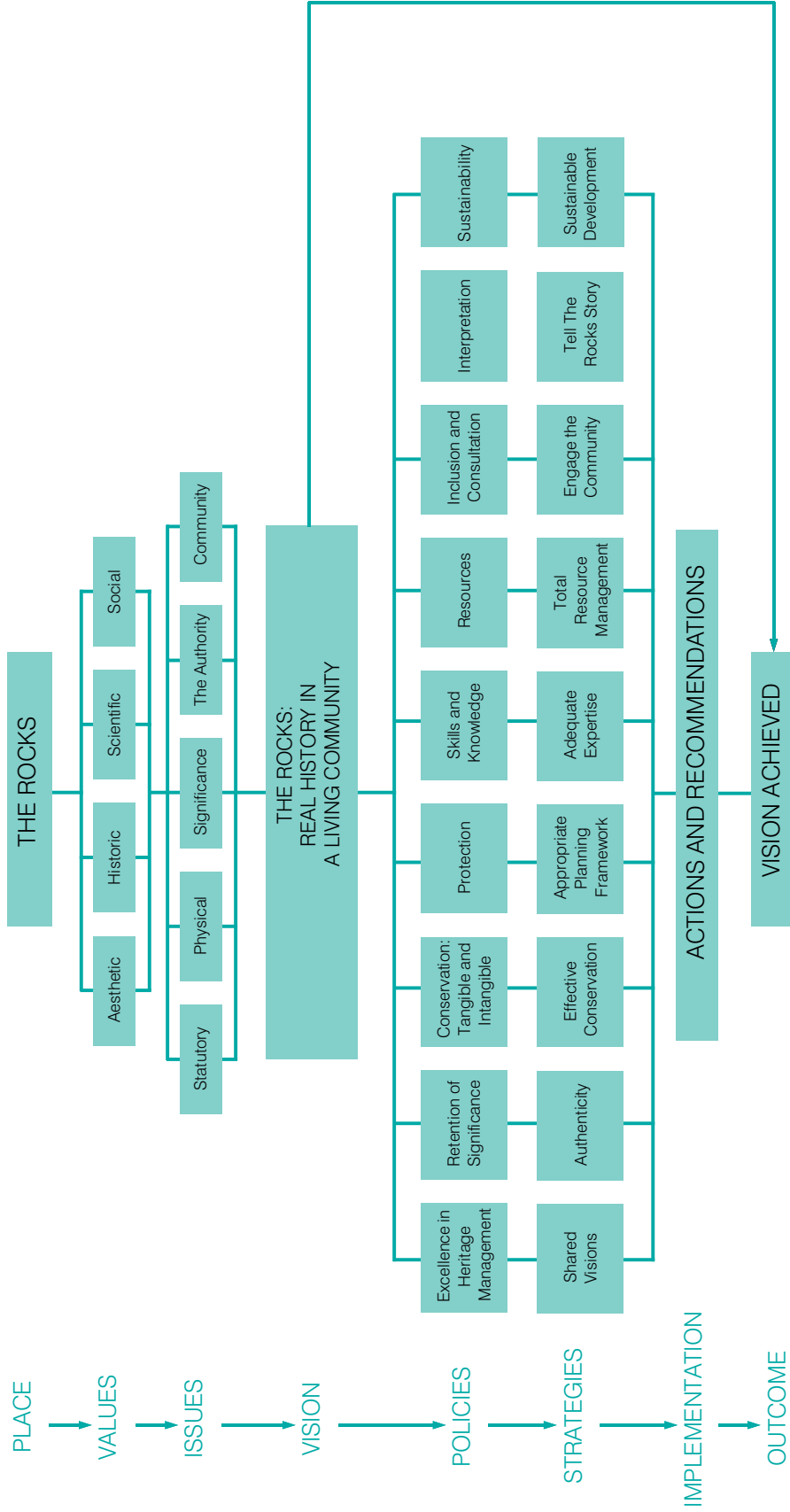


Figure 1.12 Heritage Management Plan

# Strategy 01

The Government, Sydney Harbour Foreshore Authority Board and staff and the community should agree and commit to a shared vision for heritage management in The Rocks

ACTIONS	PRIORITY	TIMING
> The Sydney Harbour Foreshore Authority Board receives The Rocks Heritage Management Plan.	Essential	Completed
> Minister briefed and agrees to proceed.	Essential	Completed
> Public exhibition of The Rocks Heritage Management Plan.	Essential	Completed
> Senior staff workshop, including Board representation.	High	Completed
> Community meeting.	High	Completed
> Staff team workshops (internal).	Desirable	Completed
> Conservation staff review.	Desirable	Completed
> Required amendments arising from public exhibition and the Authority review.	Essential	Completed
> Report to Board.	High	Completed
> Board resolution to adopt The Rocks Heritage Management Plan, including Statement of Significance, Heritage Policy, Vision, Strategies and Recommendations.	Essential	Completed
> Consequential changes (eg to the Authority Corporate Plan).	High	Completed

**The actions required for strategy 1 have been completed**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Heritage Policy

**OUTCOME: SHARED VISIONS**

# Strategy 02

All management actions in The Rocks should be directed towards retaining authenticity and the integrity of heritage resources.

ACTIONS	PRIORITY	TIMING
> Training on the Burra Charter principles for senior staff across the Authority.	Essential	Continuing
> Ensure adaptation, including changes of use, is compatible with heritage significance of The Rocks and individual heritage items.	Essential	Continuing
> The Authority to promote residential uses in The Rocks.	High	Continuing
> Identification of former residential properties and other sites suitable for residential use.	High	Continuing
> Review of retail mix policies (to achieve commercial mix which enhances heritage significance while responding to visitor and resident needs).	Desirable	Continuing
> Identification and retention of original road and footpath alignments.	Essential	Continuing
> Adherence to recommendations of Conservation Plans and the Authority's Heritage Register.	Essential	Continuing
> Heritage staff input to all physical changes to the built environment.	Essential	Continuing
> Adoption of policies and guidelines on BCA and disabled access upgrading.	High	Continuing
> Review of marketing and events policies to highlight authenticity and real history.	High	Continuing

**The actions required for strategy 2 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Compatible Uses
- > The Burra Charter
- > Strategic Planning

**OUTCOME: AUTHENTICITY**



# Strategy 03

Heritage conservation should underpin other operational and management objectives in The Rocks.

ACTIONS	PRIORITY	TIMING
> The Authority Executive team to co-ordinate all actions to ensure heritage considerations form part of balanced decisions.	Essential	Continuing
> The Authority Executive team workshop on heritage management.	High	Continuing
> Heritage and Design staff to consider all proposed tenancies and competing objectives.	High	Continuing
> Review Corporate Plan.	High	Continuing
> Amend Division Action Plans.	High	Continuing
> Brief staff of each division.	Essential	Continuing
> Consider heritage impacts and opportunities prior to selection of uses and tenants for all sites in The Rocks.	Essential	Continuing

**The actions required for strategy 3 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Retention of Significance

**OUTCOME: EFFECTIVE CONSERVATION**

# Strategy 04

A statutory framework and related guidelines and processes should be provided to ensure good decision making in The Rocks.

ACTIONS	PRIORITY	TIMING
> Management of The Rocks by a single Government Agency.	Essential	Continuing
> The Authority input into proposed Environmental Planning Instrument objectives and provisions.	High	Continuing
> Complete the Authority Heritage Register, including sub-groups and management recommendations and submit to Heritage Council.	High	Continuing
> Incorporate Heritage Register items in proposed Environmental Planning Instrument Heritage Schedule.	Essential	Long term
> Input to Department of Planning to establish The Rocks as a Heritage Conservation Area in the proposed Environmental Planning Instrument.	High	Long term
> Prepare Archaeological Management Plan.	Essential	Long term
> Consult with the Metropolitan Local Aboriginal Land Council and Native Title organisations on the Aboriginal heritage of The Rocks.	High	Continuing
> Prepare Development Control Plan (DCP) with Urban Design and Heritage Guidelines.	Essential	Long term
> The Authority to prepare DCP for The Rocks in collaboration with the Department of Planning.	High	Long term
> Request Minister to amend delegation for DA determination, consistent with The Rocks Heritage Management Plan.	High	Long term
> Introduce more formal process for heritage input into landowner's consent applications.	Essential	Continuing

**The actions required for strategy 4 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Setting
- > Urban Management Study
- > Heritage Planning Management
- > Development Approval Process
- > Heritage Registers and Schedules
- > Aboriginal Heritage
- > Archaeology
- > Ownership and Control
- > Building Codes and Regulations

**OUTCOME: APROPRIATE HERITAGE PLANNING FRAMEWORK**

# Strategy 05

In order to achieve 'Best Practice' in heritage management, the Authority should employ skilled heritage practitioners and consultants and should ensure adequate heritage expertise is provided across the whole organisation.

ACTIONS	PRIORITY	TIMING
> Board membership should include persons with heritage management expertise.	High	Continuing
> Include 'Heritage Effects' as a standard heading in Board and Executive agendas and business papers.	High	Continuing
> Board and Executive to establish budgets to resource conservation works, urban projects, maintenance as well as interpretation and education programs.	Essential	Continuing
> Authority Executive meetings should include a person or persons with heritage management expertise.	High	Continuing
> Employ heritage staff to provide opportunities for heritage education, promotion, interpretation, community development and involvement.	High	Continuing
> Ensure adequate resources are available to manage Resource Centre.	High	Continuing
> Appropriate heritage training for Sydney Harbour Foreshore Authority staff.	Essential	Continuing
> Heritage staff input into Maintenance Plan and maintenance actions.	Essential	Continuing

**The actions required for strategy 5 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Heritage Expertise
- > Maintenance

**OUTCOME: ADEQUATE EXPERTISE**

# Strategy 06

Day to day management should accord the highest standard of care and conservation management to all of The Rocks' heritage resources.

ACTIONS	PRIORITY	TIMING
> Prepare suite of planning controls, policies and guidelines (Department of Planning and Sydney Harbour Foreshore Authority).	Essential	Continuing
> Prepare Asset Management Database, including Inventory of Movable Heritage Items.	High	Continuing
> Prepare Heritage Landscape Study, including view analysis.	Essential	Continuing
> Establish the existing Archive as a well resourced and accessible Archival Resource Centre.	Essential	Continuing
> Establish program for monitoring built environment.	Essential	Continuing
> Review and amend Capital Works Program, having regard to annual condition survey.	Essential	Continuing
> Conserve 'urban projects' in accordance with the Urban Management Plan.	Desirable	Continuing
> Prepare Public Domain Improvement Program with heritage input.	High	Continuing
> All documentation for structural works to heritage buildings to be prepared by heritage architects and other consultants with heritage expertise.	High	Continuing
> Sydney Harbour Foreshore Authority (rather than tenants) to engage and manage builders for work to heritage assets.	High	Continuing
> Sydney Harbour Foreshore Authority to monitor quality of work to heritage assets.	High	Continuing

**The actions required for strategy 6 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Urban Projects
- > The Public Realm
- > Movable Items
- > Archival Records
- > Monitoring

**OUTCOME: TOTAL RESOURCE MANAGEMENT**

# Strategy 07

The community, including residents, tenants and other stakeholders, should be involved in The Rocks’ heritage management by being informed, consulted and given the opportunity to participate.

ACTIONS	PRIORITY	TIMING
> Establish practical and effective ways of actively informing and involving the community.	Essential	Continuing
> Establish Heritage Advisory Committee and define its Terms of Reference for Major Projects.	Desirable	Continuing
> Establish processes for regular community briefing/updates and community feedback to the Authority.	High	Continuing
> Prepare policy for when and how Development Applications should be advertised.	Essential	Completed
> Develop policies and procedures for community input to Board meetings on heritage issues.	High	Continuing
> The Authority Chief Executive Officer to have an open door policy for community representations on heritage issues.	High	Continuing
> Publicly exhibit all proposed planning controls, policies and plans, which have heritage implications.	Essential	Continuing

**The actions required for strategy 7 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Community Involvement
- > Social Significance

**OUTCOME: ENGAGE THE COMMUNITY**



# Strategy 08

The history and significance of The Rocks should be communicated through a structured program of education, interpretation and promotion.

## ACTIONS

- > Prepare comprehensive Interpretation Plan.
- > Implement interpretation strategies and works.
- > Prepare program to showcase conservation achievements.
- > Establish link with university to facilitate research.
- > Examine opportunities to reinstate residential uses.
- > Interpret former shoreline, maritime structures and activities.
- > Identify and protect harbour views in Urban Management Plan.
- > Expand education activities.
- > Continue ten-yearly photographic archival record of The Rocks.

## PRIORITY

- High
- High
- Desirable
- Desirable
- Desirable
- Desirable
- Essential
- High
- High

## TIMING

- Completed
- Continuing
- Continuing
- Continuing
- Continuing
- In progress
- In progress
- Completed
- Continuing

**The actions required for strategy 8 have been implemented**

## Specific Recommendations

The concluding section of The Rocks Heritage Management Plan provides detailed recommendations on:

- > Future Research
- > Interpretation
- > Heritage Promotion

**OUTCOME: TELL THE ROCKS STORY**

# Strategy 09

The principles of sustainability will be incorporated in the planning and implementation of conservation actions.

ACTIONS	PRIORITY	TIMING
> Update Conservation Plans to include sustainability Policies	High	Continuing
> Develop policies which mandate sustainable solutions	Essential	Short term
> Have all applications for landowner’s consent reviewed by staff suitably experienced in sustainability	Essential	Continuing

**The actions required for strategy 9 have been implemented**

## Specific Recommendations

The concluding section of the Rocks Heritage Management Plan provides detailed recommendations on:

- > Reducing the carbon footprint
- > Policies for passive ventilation
- > Sustainable Fit-outs

**OUTCOME: SUSTAINABLE DEVELOPMENT**

### 1.12 Specific Recommendations

- > The background studies, consultation process, analysis and resulting policies and strategies completed as part of The Rocks Heritage Management Plan give rise to a series of specific recommendations. These are set out below.
- > More detailed discussion of the issues and considerations behind these recommendations is provided in the Background Papers presented as Volume 2 of the study.
- > While the preceding Section associates individual recommendations with particular strategies, the recommendations themselves are complex and may derive from more than one policy or strategy area.

#### Recommendation 1 – Heritage Policy

- > The Authority should consider and formally adopt the Heritage Policy for The Rocks which embodies a comprehensive and cohesive combination of statutory and non-statutory initiatives.

#### Recommendation 2 – Retention of Significance

- > The Rocks Statement of Significance should be adopted as the basis for heritage management. All decisions should consider and seek to retain the values identified in the Statement of Significance.
- > Heritage Conservation should be recognised as encompassing all processes required to retain cultural significance, including maintenance, preservation, restoration, reconstruction and adaptation.
- > Wherever possible, balanced outcomes and decisions that have regard to the diverse role of Sydney Harbour Foreshore Authority will be sought. However, where a balanced outcome is not possible, heritage conservation requirements should prevail over other considerations in The Rocks in view of its heritage value.

#### Recommendation 3 – Community Involvement

- > The major role that community action in the past has played in protecting the heritage of The Rocks should continue to be recognised and acknowledged.
- > All new heritage and urban design-related policies and plans should be prepared with community input and be publicly exhibited prior to adoption.
- > Planning controls should provide for Development Applications with possible heritage impacts to be widely advertised and encourage written submissions as well as providing the opportunity for personal representations on heritage issues.
- > Individuals and organisations with close associations and an ongoing interest in The Rocks should be kept informed and encouraged to participate.
- > A Heritage Advisory Committee should be established to advise on policies and developments with major heritage context. It should include representatives of stakeholders with an interest in The Rocks, including the resident community.

### The comments below detail how the Authority has responded to each of the Specific Recommendations presented in the Rocks Heritage Management Plan since it was endorsed in February 2002.

- > Volumes 2 and 3 of the original Rocks Heritage Management Plan contained background information, analysis and supporting data which does not require revision.

- > The Rocks Heritage Management Plan was formally adopted by the Foreshore Authority board in February 2002.

- > The RHMP was reviewed and revised in 2006 and 2009.

- > The RHMP Statement of Significance has been adopted as the basis for Heritage Management in The Rocks.

- > Conservation Management Plans for heritage items in The Rocks recognise all these conservation processes, as defined in the Burra Charter.

- > The retention of significance is a primary concern in all decisions affecting heritage items in The Rocks.

- > Appropriate recognition of past community action (including the Green Bans) is considered in The Rocks Interpretation Strategy and has been incorporated at Jack Munday Place.

- > All heritage and urban design related policies and plans are notified to stakeholders for input and review.

- > The Authority no longer has delegation under the EP&A Act to determine Development Applications. The Authority liaises regularly with The Rocks Chamber of Commerce and The Millers Point Residents Action Group, the City of Sydney and the Department of Planning particularly on strategic matters and the maintenance of historic areas.

- > The CRMS system allows tenants to communicate to the Authority their concerns for the maintenance and security of significant elements of The Rocks.

- > “The Rocks Experience magazine” provides updates on facilities and maintenance and heritage conservation projects. Liaison with the NSW Heritage Branch and professional bodies such as the National Trust, Historic Houses Trust, Australia ICOMOS, and Institution of Engineers (Heritage Division) occurs on a regular basis.

#### Recommendation 4 – Social Significance

- > The Authority should recognise and acknowledge the high social significance of The Rocks in its management of the area.
- > When formulating management strategies, planning controls and policies, potential impacts on social significance, including the specific concerns and issues raised through community consultation, should be considered.
- > The Authority should ensure that the communities for whom the place is of strongest social significance – Sydney people generally, and particularly the adjoining residential community, long-term tenants and past staff – are consulted about and provided with an opportunity to contribute to policies, plans and actions that could affect the social significance of the place.
- > Project control groups, which may include external representatives, are established for special projects in order to provide external input. The National Trust and other community reference groups are invited to comment on proposals in the initial phases.
- > The Authority provides stakeholders with an opportunity to comment on policies and actions affecting heritage items in The Rocks.

#### Recommendation 5 – Compatible Uses

- > Management of The Rocks should include a balanced approach to change which recognises that adaptation of heritage items may be necessary to provide for their long-term viability and conservation.
- > Where change of use is contemplated for a significant item, the new use should be compatible, ie it should retain the identified heritage values of the item.
- > If the use of a place is itself significant, this should be taken into account in the decision making process.
- > Having regard to the historical importance of The Rocks as a residential area and the significance of its continuity of community and residential uses, the Sydney Harbour Foreshore Authority should adopt a policy of actively maintaining, and encouraging an increase in, the residential population of The Rocks.
- > Planning objectives and controls should promote residential uses, discourage the adaptation of properties currently (and originally) used as residences for commercial purposes and promote consideration of the reinstatement of residential uses in buildings originally designed as residences, in accordance with recognised heritage principles.
- > The Authority's retail strategies should ensure that heritage conservation requirements are adequately addressed.
- > The Authority should encourage a diversity in the mix of retail uses in The Rocks, to avoid the possible perception that the authenticity of The Rocks has been compromised as the result of too much tourist merchandising.
- > Potential adverse visual impacts arising from tourist merchandising should be minimised by careful control of alterations to significant premises, advertising (including footpath signage) and by ensuring that product display does not detract from heritage qualities.
- > Selection of retail and commercial uses should have regard to potential opportunities for public access to publicly owned heritage assets, particularly those with significant interiors.
- > CMP policies emphasise the need for a proposed new use to be compatible with the physical and spatial arrangement of heritage buildings.
- > The Authority carefully balances residential use with other uses in The Rocks. While residential use is encouraged in appropriate locations, it is recognised that maintaining residential amenity without restricting adjacent mixed uses is a challenge. Residential use of a heritage building, eg a traditional combined shop and residence, also presents some difficulties in addressing BCA compliance.
- > Equal attention needs to be paid to maintaining commercially viable uses within commercial buildings. Active commercial use within The Rocks supports its conservation and desired character.
- > Particular care is required in accommodating food and beverage providers. These uses, which are currently encouraged, can however be detrimental to heritage fabric.
- > The current Leasing Strategy has shifted the focus from tourist merchandising to goods and services better suited to the needs of the Sydney community.
- > Commercial advertising is carefully regulated through The Rocks Signage Policy (2009), to minimise adverse impact on heritage buildings.

- > New tourism and recreation activities within The Rocks should be developed in a way that enables the heritage value of the area to be showcased and not obscured or overwhelmed by these uses.
- > The marketing of The Rocks as a tourist destination and attraction for Sydneysiders should embrace the historic character of the place as a point of difference from other similar destinations.
- > The Rocks branding campaign places an emphasis on enabling visitors to explore, experience and discover The Rocks historic precinct, as well as emphasising it as a living and evolving part of Sydney.

### Recommendation 6 – Setting

- > The heritage curtilage boundary established by the Heritage Curtilage Study, should be considered as an appropriate boundary for the statutory management of The Rocks as a Conservation Area. This would allow for The Rocks to be managed to maintain its distinctive characteristics, history and identity while also being promoted as part of a broader, cultural landscape which has different, but related, stories to tell.
- > Consideration should be given to revision of the management and planning boundaries of The Rocks, under the Sydney Harbour Foreshore Authority Act and SEPP 56, to reflect the identified heritage curtilage boundary.
- > Changes to overlapping or adjoining areas will affect the significance of The Rocks and therefore changes to these areas should be assessed in regard to their effect on The Rocks. Changes to overlapping areas (eg Argyle Street corridor) within The Rocks should also be considered in relation to their effects beyond The Rocks.
- > Changes to the visual catchment of The Rocks are unlikely to affect the significance of The Rocks but may be visible from The Rocks. Changes within The Rocks will require consideration of any change made to its visual catchment and, similarly, changes to the visual catchment require consideration of their impact on The Rocks.
- > The areas of influence (overlapping and adjacent to The Rocks) and the visual catchment should be adopted as defining the setting of The Rocks.
- > Statutory and non-statutory controls for The Rocks and areas that comprise its setting should be formulated to ensure that the significance and setting of The Rocks is retained and that development that would have a visual impact on the significance or setting of The Rocks is widely advertised.
- > Opportunities to interpret the maritime connection of The Rocks should be maximised, including the changing shoreline and early maritime structures, wharves, and the original Dockyard adjoining the MCA.
- > Surviving views of the harbour (including water glimpses) from the public domain within The Rocks should be identified and protected.
- > State Environmental Planning Policy (Major Development) 2005 identifies The Rocks as a State significant site (Sydney Harbour Foreshore Authority site). The gazetted boundary includes the Circular Quay foreshore up to the Opera House precinct.
- > City of Sydney Council and the Authority's Heritage and Design team meet regularly to discuss issues of common interest, and the City of Sydney Council refers for comment Development Applications which might impact on the visual catchment of The Rocks to the Authority. State Heritage Register listings apply to the adjoining Walsh Bay and Millers Point areas, which provides a greater level of control over the impact of development from adjoining areas.
- > The Rocks Building Height Study considers, amongst other matters, issues of visual impact, and include recommendations on the issue of "areas of influence".
- > The Rocks Interpretation Strategy (2006) addresses this theme.
- > The future planning framework to be developed in conjunction with the Department of Planning.



### Recommendation 7 – Urban Projects

- > To maintain and enhance the heritage value of significant urban projects the following conservation operations should be considered and implemented, where feasible:
  1. Conservation of extant projects that require protection: These projects can be generally undertaken using conventional heritage conservation techniques extended to include the larger extent of urban projects and in some cases have already begun.
  2. Completion and interpretation of incomplete or unfinished projects so they can demonstrate their full scope and significance.
  3. Repair or rebuilding of demolished projects in order to re establish their significance. Some significant projects have been demolished and their reconstruction will help reveal the significance of The Rocks. Rebuilding should not be a literal reconstruction, although the size, form and character of the original project should be closely analysed and interpreted in the reconstruction.
  4. Interpretation or uncovering of hidden projects to reveal their significance. These projects remain substantially intact physically, their remains may be uncovered or their significant alignments remain. Interpretation of these alignments and spaces will enrich the significance of The Rocks. Realisation of unrealised projects and past projects (perhaps in adjusted form).
  5. Renewal of disruptive projects that require change to reunite them with the significance of The Rocks. These projects require the development of long term aims to eventually replace the existing disruptive elements with elements more in accord with the existing significance of The Rocks or new projects that will add to the significance of The Rocks.
  6. Priority for the various projects should be determined in relation to the urgency of the actions required and the priority given to the change in other areas. For example conservation or repair may be considered in the short term while renewal may be a long-term aim.
- > Adaptive re-use projects undertaken by the Authority which have included significant conservation work include The Rocks Centre and Sydney Visitors Centre in former Penrhyn House, The Rocks Discovery Museum in the former stores and cottage on Kendall Lane, and the former Mariners Church at 100 George Street.
- > The work at Foundation Park is an example of a reconstruction project to aid in the interpretation of a site. In the public domain, the Authority is upgrading existing historic gas lamps throughout The Rocks, as well as maintaining traditional red phone booths and post boxes of the type formerly used in The Rocks though, for operational reasons, not necessarily in their historic locations.
- > The uncovering and interpretation of hidden fabric is achieved where possible, for example woodblock paving, the Mill Lane drain, and Dawes Point Battery site. Adaptive reuse projects are encouraged to expose and protect evidence of previous phases (for example earlier flooring, or paint schemes on walls). The current redevelopment of the Cumberland Street Dig Site will preserve and interpret the archaeological relics in situ. The recent adaptive reuse of the Mariners Church incorporated a viewing window to the former Bethel Street.
- > The Rocks Building Height study includes commentary on selected sites.
- > Priority for the various projects should be determined in relation to the urgency of the actions required and the priority given to the change in other areas. For example conservation or repair may be considered in the short term while renewal may be a long-term aim.

### Recommendation 8 – Urban Management Plan

An Urban Management Plan (UMP) for the whole of The Rocks should be prepared jointly with Planning NSW. The UMP should be informed by:

- > The Heritage Management Plan, and the Statement of Significance in particular;
- > Archaeological Management Plan;
- > The Public Domain Strategy and other existing Sydney Harbour Foreshore Authority policies; The Urban Projects identified in this study;
- > An Urban Management Study;
- > Ongoing community consultation.

The Urban Management Study should be coordinated with a number of specialist consultants and be developed in parallel with:

- > Retail/Commercial Economic and Social Analysis;
- > Transport, Access and Parking Analysis and Strategy;
- > Landscape Analysis and Strategy.
- > The Urban Management Study should have the following components:
  - > Urban Design Guidelines for The Rocks that address urban structure, form and character.
  - > Precinct and individual site studies including analysis of views and vistas.

The Urban Design Guidelines should develop a strategic urban design framework in written and graphic form covering:

- > Urban Structure with guidelines relating to:
  - the hierarchy of streets and public spaces, including special areas and routes, such as the opportunities for enhanced pedestrian and visual connection to the harbour foreshores; significant topographic features, built elements and landscape which create gateways and landmarks.

- > It is anticipated that the State Environmental Planning Policy (SEPP) Major Developments 2005, will be amended to introduce detailed planning provisions to guide future development in The Rocks.
- > A new planning framework is being developed in conjunction with the Department of Planning, to support the new SEPP provisions and provide further detailed planning and heritage based controls to applicants who propose to carry out development in The Rocks.

- > Urban Form covering the three-dimensional character of the built form including:
  - building height, building massing; use; in relation to street hierarchy, topography, views, proximity to public facilities, access and transport.
- > Urban Character covering design guidelines for the development envelope and surrounding public domain such as:
  - street alignment and setbacks;
  - articulation zones, particularly along street frontages and corner sites;
  - environmental considerations, including the environmental impact on public spaces;
  - pedestrian networks, and connectivity between streets;
  - vehicular access and parking;
  
  - relationship to heritage items and sites of archaeological significance;
  - principles for streetscape improvements, including landscape.

The UMP should include:

- > precinct controls and action plans;
- > a series of site specific control drawings and graphics to clearly convey the desired future form of The Rocks, including block by block building envelopes;
- > controls and guidelines based on the Urban Design Guidelines;
- > performance criteria, setting out design elements and describing, with illustrated examples, the future character to be encouraged;
- > public realm controls as well as a staged Public Domain Improvements Program for The Rocks, including streetscape proposals;
- > a requirement that each major development address opportunities for the development itself to interpret the heritage values of the place.

### Recommendation 9 – The Public Realm

- > The Authority should minimise actual and perceived alienation of public space.
  - > The Authority should ensure that the forthcoming Public Domain Strategy and Public Domain Use Policy ensure that future uses and activities within the public domain (including the placement of street furniture or public art) do not detract from the significance or setting of public spaces in The Rocks.
  - > The Authority should instigate a staged public art program for interpretative public arts projects building on the existing Authority 'PROMENART' Project.
  - > The traffic study currently being undertaken by the Authority should take into account and recognise the need to consider heritage impacts on heritage streetscapes and places when considering traffic management measures and formulating guidelines. The study should also address pedestrian networks and integrate the intimate laneways and stairs of The Rocks into a legible and accessible circulation pattern.
- > Potential alienation of the public realm is resisted at every opportunity.
  - > The Authority has instituted a suite of policies to regulate the treatment of the public realm including: The Authority's Policy for Commercial Outdoor Seating Areas in The Rocks and Circular Quay, The Rocks Signage Policy, The Rocks Lighting Policy, the Authority's Policy for Outdoor Events, and The Rocks Interpretation Strategy. Other policies include a Public Art Policy and a Tree Policy.
  - > In order to ensure equal opportunity access to, and movement through The Rocks, a disabled access audit and access strategy have been completed.

### Recommendation 10 – Heritage Planning Management

- > A new suite of 'best practice' planning instruments should be prepared for The Rocks, containing heritage provisions consistent with NSW Heritage Office standards and other recognised conservation principles, such as the Burra Charter of Australia ICOMOS. The controls, both statutory and non-statutory, should be comprehensive and include, inter alia, the following components:
  - the heritage 'vision' for The Rocks;
  - the statement of heritage significance for The Rocks;
  - heritage objectives and heritage policy;
  - standard heritage provisions based on the NSW Heritage Office standard heritage provisions for Local Environmental Plans, including appropriate heads of considerations, requirements for conservation management plans and heritage impact statements;
  - direct reference to recognised heritage conservation principles, such as the Burra Charter of Australia ICOMOS;
  - a map and schedule of heritage items and potential archaeological sites;
  - management of Aboriginal heritage;
  - an Archaeological Management Plan; and
- > It is anticipated that the State Environmental Planning Policy (SEPP) Major Development 2005, will be amended to introduce detailed planning provisions to guide future development in The Rocks.

- an instrument such as the recommended Urban Management Plan (UMP) or, alternatively, a Development Control Plan (DCP), providing controls on detailed matters which aim to respect the historic layers and rich texture of The Rocks. The document should contain guidelines for new development (including additions) based on recognised infill principles', addressing and illustrating matters such as appropriate scale, form, character, siting, materials and details. It should also incorporate policies and guidelines on alterations to heritage buildings, including sections dealing with airconditioning, BCA upgrading, disabled access and required levels of documentation for work to heritage buildings.

The UMP (or another instrument) should also incorporate urban design guidelines arising from a future Urban Management Study and/or urban design study including detailed envelope control drawings which identify future plans for precincts and individual sites. These should nominate the development potential (or lack thereof) of each site and/or public domain precinct within The Rocks. Controls for the protection and/or enhancement of important views and vistas should also be included in the UMP.

#### Recommendation 11 – Development Approval Process

- > Where the Authority is the landowner, a formal pre-DA lodgement process should be required to ensure that any proposed development by a tenant is consistent with the SEPP No. 56 objective to protect significant natural and cultural values, prior to the Sydney Harbour Foreshore Authority giving its consent (as landowner) to the lodgement of a Development Application.
- > Prior to granting owner's consent to a proposal, the Authority should, in its capacity as landowner and manager, be satisfied that there are no adverse heritage impacts associated with the proposal. Where necessary, a Heritage Impact Statement and adequate documentation of the proposed works should be required to assist in the assessment of owner's consent applications.
- > In its role as consent authority for development involving minor works, the Authority should ensure that clear heritage procedures and guidelines are in place to provide a sound basis for advice to applicants and ensure consistency in decision making.
- > The current wording of the delegation under SEPP No. 56 should be amended to ensure that consideration is required of possible impacts on all aspects of the heritage significance of an item and its setting, as well as on the significance of The Rocks generally, rather than its present

focus on impacts on significant fabric only.

- > A new planning framework is being developed in conjunction with the Department of Planning to support the new SEPP provisions and provide further detailed planning and heritage based controls to applicants who propose to carry out development in The Rocks.
- > The Authority pro-actively utilises the requirement for landowner's consent in order to ensure heritage impacts are considered prior to DA lodgement. Heritage and Design staff are consulted at the pre-DA stage.
- > The Heritage and Design team offers a free pre-lodgement advisory service. Meetings can be organized with applicants who present their scheme and for Authority staff, including heritage architects, to provide detailed comments on the suitability of the proposal and any likely adverse impacts.
- > The Authority no longer has delegation to determine development applications within The Rocks.
- > SEPP 56 has been replaced by Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005.

- > In view of the in-house heritage expertise of the Sydney Harbour Foreshore Authority, delegation of Heritage Council functions, including authority to determine some Section 60 Applications under the NSW Heritage Act, should be sought, consistent with existing and proposed delegations to Government agencies and Local Councils. Such delegations should only apply to works which do not 'adversely affect heritage significance'. Delegations made under the EP&A Act, SEPP 56 or Heritage Act should be compatible.

### Recommendation 12 – Heritage Registers and Schedules

- > The current Authority's Section 170 Register should be updated to incorporate the heritage 'sub-groups' identified by item type and documented in this Plan. It should be adopted by the Authority and be submitted to the Heritage Council, as a final document following a formal process of exhibition.
- > The Authority's Heritage Register should continue to be reviewed annually, and amended if necessary, as required by the Heritage Act.
- > The Rocks, in its entirety, is an item of State significance, which should be included on the State Heritage Register, but only after such time as the Heritage Act is amended, in order to avoid the current (unintended) prohibition of demolition of any buildings and structures which have no heritage value and/or detract from the significance of the area.
- > The existing SCRA Statutory Scheme which identifies 'historic' buildings, should cease to play any statutory role in the identification of heritage items.
- > Any buildings in other registers held by other government agencies, not already listed in the Authority Register should be reassessed and, if appropriate, added to the Sydney Harbour Foreshore Authority S170 Register and/or the heritage schedule of the proposed REP.

### Recommendation 13 – Aboriginal Heritage

- > Future works in The Rocks which involve ground disturbance should be preceded by an assessment of the potential of the area to contain remains of Aboriginal occupation.
- > Research designs for subsurface investigations of historical sites should include a component of the known and possible Aboriginal cultural resources.
- > The Metropolitan LALC and the Native Title organisations

should be consulted on matters relating to Aboriginal heritage in the area.

- > In 2002, the Minister delegated authority to the Foreshore Authority to approve minor Section 60 applications, and minor archaeological works under Section 57(1) and Section 139 of the Heritage Act. The Authority was also granted delegated authority to approve exemptions for works which would otherwise require approval under Section 57(1) of the Heritage Act, and exceptions for an excavation permit otherwise required under Section 139 of the Act.
- > The Authority's Heritage & Conservation (Section 170) Register was submitted to the Heritage Council in 2000, and is reviewed annually.
- > The Heritage and Conservation Register is regularly updated as new information becomes available, for example through the preparation of Conservation Management Plans for individual items.
- > The Heritage Act has been amended (Section 63(3)(c)) to permit the demolition of a building within a place or precinct listed on the State Heritage Register if the building does not contribute to the state significance of the precinct.
- > The Authority's s170 Heritage and conservation register is reviewed annually.
- > The EPI for The Rocks which is currently under preparation will consider the inclusion of a schedule of heritage items, including those buildings not listed on the State Heritage Register or the Authority's S170 Register.
- > An assessment of Aboriginal archaeological potential is provided in the course of archaeological assessments preceding development. The Department of Environment Climate Change and Water's Aboriginal Heritage Information Management System is consulted for the identification of known Aboriginal sites in The Rocks. Best practice requires that the Metropolitan Local Aboriginal Land Council is consulted if there is an identified potential for the disturbance or Aboriginal cultural resources.

#### Recommendation 14 – Archaeology

- > A comprehensive Archaeological Management Plan (AMP) should be prepared for The Rocks. This AMP should include integrated use of a Geographical Information System and relational database for identification, recording and administration of archaeological management requirements.
- > The AMP should include a research framework that provides a sound philosophical basis and procedures for undertaking large and small scale archaeological investigations. (Liaison should occur with the Heritage Branch, NSW Department of Planning to ensure that The Rocks AMP adopts current best practice methods and theory.)
- > Archaeological sites identified in the existing Archaeological Management Plan have been entered into the Authority's heritage inventory database.

#### Recommendation 15 – The Burra Charter

- > The Authority should adopt the Burra Charter of Australia ICOMOS as its standard for heritage management and guiding principles for development control and decision-making in relation to the heritage of The Rocks.
- > Authority staff should be trained in the principles of the Burra Charter in order that these can be applied in the day to day management of heritage properties.
- > The Burra Charter is the principal standard for heritage management in the Foreshore Authority.
- > An understanding of the Burra Charter is provided to all staff responsible for property management, decision makers, and also tenants and contractors.

#### Recommendation 16 – Strategic Planning

- > The outstanding significance of The Rocks and the need to conserve its heritage should be recognised and given the highest priority, at both a macro and micro level, in the future planning management framework for The Rocks.
- > Objectives which may compete with or defeat heritage objectives should be balanced and reconciled in the course of preparing the heritage planning framework.
- > The Authority should continue to lead by example in achieving best practice heritage management in order that The Rocks continues to be regarded as a place of excellence in heritage management.
- > It is anticipated that the SEPP (Major Development) 2005 will be amended to incorporate detailed planning provisions for The Rocks.
- > The Authority is continuing to liaise with the Department of Planning on developing a long term planning framework for retaining and enhancing the built form and heritage significance of The Rocks precinct.

#### Recommendation 17 – Ownership and Control

- > The Rocks should continue to be managed by a single government agency. The land currently vested in the Authority should continue to be owned by the managing authority.
- > Selection and evaluation of new tenancies and other areas of activity which have the potential to affect heritage values (eg proposed fit-out), should involve input from the Authority's heritage staff.
- > The Authority should investigate mechanisms which give it better control of the design, documentation and implementation of work to heritage buildings. One option which should be investigated is that all such activities be undertaken directly by the Authority and paid for by the tenant.
- > The Rocks continues to be owned and managed by the Foreshore Authority.
- > The Authority's leasing team liaises with heritage staff in the consideration of new tenancies and fit-outs. Knowledge of heritage issues, requirements, and impacts will be extended to other staff involved in the leasing approval process through further education and training.
- > The listing of individual items on the State Heritage Register provides a higher level of control over change to heritage items. The leasing strategy review currently in preparation will further formalise the process for controlling change.

### Recommendation 18 – Heritage Expertise

- > Consideration should be given to increasing the number of specialist heritage staff members to increase opportunities for heritage education, promotion, interpretation and other related activities, such as community development and involvement.
- > Authority Executive meetings should include a person or persons with heritage expertise to ensure that heritage issues are considered as part of all major decision making.
- > The Authority Board should include persons with heritage management expertise to facilitate the consideration of heritage issues and impacts in Board decisions.

### Recommendation 19 – Maintenance

- > A formal process should be developed to ensure consultation between maintenance staff and/or contractors and heritage staff prior to any maintenance or repair work being undertaken to heritage buildings or potential archaeological sites.
- > The Maintenance Plan should be revised to incorporate heritage input to outline or planned maintenance to properties throughout The Rocks. This should include guidelines for contractors on heritage values and how to avoid adverse heritage impacts as a result of their work.

### Recommendation 20 – Building Code and Regulations

- > Where possible, Sydney Harbour Foreshore Authority should exercise discretion in the application of building regulations, in situations where this would assist the conservation of heritage places.
- > In relation to fire and other aspects of BCA upgrading a 'first principles' approach should be adopted, where possible, to avoid adverse impacts on heritage buildings.

### Recommendation 21 – Moveable Items

- > An inventory of movable items should be prepared for both external and internal elements. The inventory of movable items should also include all of the material held at the Authority's stores. Any elements temporarily removed should be entered into this inventory to facilitate future reinstatement and/or an understanding of their provenance and originality.
- > Where possible, elements held in the stores which can be returned to known former locations, should be reinstated as a matter of priority.
- > The Authority should consult with former contractors and staff to assist with the provenancing of these elements.

- > The organisational structure of the Authority includes the Heritage and Design team within Property and Asset Management Division. The Heritage and Design team includes specialist archaeologists, conservation architects and urban designers. Staff are encouraged to attend national and international conferences and seminars for professional development. The level of heritage expertise in other areas of the Authority, including property management and maintenance is being increased through training.
- > The Heritage and Design manager provides heritage expertise to executive meetings.
- > Michael Collins, former chair of the Heritage Council of NSW, is currently the Authority's chairman.
- > Priorities for asset maintenance, the setting up of periodic maintenance schedules, to be followed by an inspection regime for properties. As an ongoing project, detailed building condition assessments are being completed. Condition assessments are forwarded to maintenance and facilities staff for actions.
- > In 2002 a program began to prepare or update Conservation Management Plans for State Heritage Register items in The Rocks. A current CMP is now in place for all Authority items listed on the State Heritage Register.
- > Tenants also have maintenance and compliance responsibilities and this requires greater education, policing, recording, and mechanisms to ensure compliance.
- > Change of use and refurbishment often triggers BCA compliance issues. The Authority is aiming to identify the physical implications of such changes early in the process. Due to likely adverse impacts on heritage significance some uses may not be appropriate, or alternatively may require engineered solutions.
- > The Authority is currently preparing a register for movable heritage, including architectural elements for future reinstatement.



### Recommendation 22 – Archival Records

- > The existing archival resource held by the Authority should be retained as a single collection and actively managed as an Archival Resource Centre.
- > A qualified archivist/records manager should be appointed to manage the Resource Centre.
- > The Archival Resource Centre should obtain copies of all known relevant primary documentation relating to The Rocks (in either electronic or hard copy format, as appropriate).
- > Where possible, the Archival Resource Centre should provide assistance and support to researchers who are seeking to undertake research which will contribute to conservation of The Rocks (or other areas) and/or scholarly endeavour.
- > The Annotated Bibliography prepared as part of The Rocks Heritage Management Plan should be maintained.
- > The existing archive, the Authority's Heritage Register and this Heritage Management Plan should be used to develop the Rocks Asset Management Database.
- > All known sources of information, (images, references, documents) relating to each asset should be recorded (ie added to the database), providing easy access to this information for conservation and management purposes.
- > The Asset Management Database should be used to record all works, alterations and repairs undertaken, thereby providing a thorough record of physical changes to each item and The Rocks area, as a whole, over time. (As resources permit, it would be desirable to investigate and record previous works undertaken within The Rocks and add these to the database also.)
- > The existing archival recording of The Rocks townscape every five to ten years should continue.
- > The current archiving project will combine all resources and provide access to data in an electronic format.
- > An archivist/librarian has been appointed to manage the Authority's archival resource.
- > The archive is currently being updated. The allocation of resources to the acquisition of primary resource material will follow the current project to digitise the existing archival material.
- > Enquiries from the public, including students, are answered by the archivist/librarian. Increasingly, information is being made available on the Authority's web site.
- > An electronic database is being maintained to facilitate searching for records as part of the current archiving project.
- > Photographs of works undertaken are currently being digitised and linked to the database.
- > Priority needs to be given to recording damaged fabric in order to assist the monitoring of maintenance by tenants and ensure compliance with their lease responsibilities.
- > The archival recording of The Rocks continues on a ten year basis (last recording 2001).

### Recommendation 23 – Monitoring

- > Monitoring of physical change within The Rocks should continue to be undertaken by The Authority.
- > Heritage staff should be encouraged to monitor conservation work, including work approved under Development Applications determined by Planning NSW or the Minister.
- > Monitoring (by walking around) should be regarded as an important function towards which all staff can contribute.
- > A program of regular monitoring should be established, covering both the built environment and visitor experience issues, and be incorporated, where relevant, in management decisions.
- > Core maintenance responsibilities for the Authority have been identified as roof maintenance, fire certification and compliance, and monitoring of maintenance. The key risk factors which require monitoring are fire services, termites, and water penetration/damp. The formal monitoring of individual assets has to date been prompted by the leasing schedule. A periodic inspection regime is currently being developed.
- > The position of Regulatory Manager has been established. One of the objectives of this position is to carry out inspections of development and construction sites and to ensure compliance with the terms of any development consent, Section 60 Permit, Section 140 Permit and to investigate any unauthorised building activity.

#### Recommendation 24 – Future Research

- > The Authority should continue to be responsible for co-ordination and facilitation of ongoing research in The Rocks.
  - > An active link should be established with an appropriate university department, to facilitate ongoing academic research.
  - > Essential management related studies should be undertaken, including:
    - further comparative studies with international places;
    - a comprehensive analysis of the urban form and structure of The Rocks; and
    - a comprehensive landscape assessment.
  - > A detailed study should be undertaken on the impacts of tourism within The Rocks, in particular, its effect on the heritage significance of the area as a whole and its component parts.
  - > Research should be undertaken on the provenance of townscape elements such as kerbs and gutters, bluestone setts, light standards, fencing etc to determine whether these elements survive in their original locations.
  - > Original carriageway and kerb alignments throughout The Rocks should be researched and recorded for future management and interpretation purposes.
- > Key Heritage and Design staff frequently lecture on heritage issues at universities. The Authority was an industry partner in the Archaeology of the Modern City Project by the Archaeology Program of La Trobe University. The University of Sydney participated in recent excavation work on the Cumberland/Gloucester Street Dig Site.
  - > The Authority has corporate membership with heritage organisations including Australia ICOMOS, the National Trust of Australia, and the Australasian Society for Historical Archaeology.
  - > The Authority is a member of the Place Leaders Association of Australia.

#### Recommendation 25 – Interpretation

- > The Authority should prepare a cohesive and integrated Interpretation Plan for The Rocks. The brief for this plan should incorporate relevant policies and strategies from The Rocks Heritage Management Plan.
  - > The interpretation plan should follow the principles and guidelines of the Successful Tourism at Heritage Places, Guide for Tourism Operators, Heritage Managers and Communities (Australian Heritage Commission and Tourism Council of Australia, 2001).
  - > The Interpretation Plan should encompass the following broad objectives:
    - maximising conservation of the heritage values of The Rocks as a significant place;
    - emphasising and enhancing the awareness of both locals and visitors;
    - communication of the evolution of The Rocks landscape from its natural topography, through Aboriginal occupation, first European settlement and more than two hundred years of subsequent history;
- > The Interpretation Strategy for The Rocks, completed in 2006, is being implemented.

- use of best -practice interpretation methods;
- encouragement of wider public interest in The Rocks and participation in interpretative activities;
- interpretation of The Rocks as a whole and significant elements within The Rocks in the context of Sydney, New South Wales, Australia and the world; and
- establishment and/or reinforcement of links with existing sites or areas in the vicinity, including Millers Point, Circular Quay, the Opera House, Observatory Hill and more distant historic places in Sydney such as the Museum of Sydney and Hyde Park Barracks.

#### Recommendation 26 – Heritage Promotion

- > The Authority should reconsider the existing 'branding' of The Rocks, with a view to promoting 'heritage', as a comprehensive notion, encompassing all of the values outlined in The Rocks Heritage Management Plan, rather than only 'history'.
  - > Concurrent with heritage promotion, the Authority should take active measures to showcase the best -practice heritage management and conservation activity that is undertaken in The Rocks.
- > The Authority actively promotes its heritage conservation activities in a variety of ways including: entering conservation projects for professional awards, presentation of papers at national and international conferences, and through contributing to publications.
  - > The Authority also showcases its conservation achievements through activities staged during Heritage and History Weeks.

#### Recommendation 27 – Reduce carbon footprint

- > The Authority should actively seek to reduce its carbon footprint in accordance with the it's Sustainability Policy by mandating sustainable design in all development. This should extend to passive design, improved indoor environments, selection of sustainable materials, and the essential retention of embodied energy in the form of existing and significant fabric.
- > The Authority has produced a sustainable fitout guide to assist its stakeholders achieve a reduced carbon footprint

#### Recommendation 28 – Policies for passive ventilation

- > The Authority should seek to implement policies which discourage the use of mechanical ventilation where passive solutions can be readily implemented.
- > The Authority's conservation management plan template is being amended to outline the process and procedures to assess appropriate passive solutions.

#### Recommendation 29 – Sustainable Fit-outs

- > All base building and fitout projects shall implement the initiatives identified in the Sustainable Fitout Guide which provides the heritage and sustainability objectives against which any new works will be assessed.
- > The Authority's ESD manager assists and advises stakeholders on implementation of the Authority's sustainability objectives.