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HERITAGE IMPACT ASSESSMENT FOR NOBBY'S LIGHTHOUSE, NEWCASTLE NSW

Prepared for the Department of the Environment and Water Resources

11th September 2007

Introduction and Executive Summary

This report was commissioned by the Department of the Environment and Water Resources to assess and provide advice on the impact of changes proposed for the site of Nobby's Lighthouse, which is listed on the Commonwealth Heritage List. This assessment is part of the Department's review of a controlled action under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). The EPBC Act protects the Commonwealth Heritage Values of Nobby's Lighthouse as they are set out in the Commonwealth Heritage List.

This report was prepared by Hector Abrahams and Meg Quinlisk of this office (see attached CVs), who met with the proponents of the proposal and inspected the site on 3rd August 2007. During the site visit, the exterior of the lighthouse was inspected, as well as the exteriors of the other structures on the site. The interior of the Signal Master's Cottage was also viewed.

The format of this report follows the contents set out in the Department's brief of 6th July 2007, and includes responses to the questions set out in the Scope of Work contained in the brief. In summary, this report makes the following conclusions:

<i>Question</i>	<i>Finding of this report</i>
Is there a real chance or possibility that the proposed development will:	
• Have a permanent and irreversible impact on one or more heritage values of a heritage place?	• Yes
• Involve the erection of buildings adjacent to or within important sightlines of a heritage place which are inconsistent with the heritage values of the place?	• Yes
• Substantially diminish the heritage value of a heritage place for a community group for which it is significant?	• Not determined
• Substantially alter the setting of a heritage place in a manner which is inconsistent with the heritage values of the place?	• Yes

The findings of this report have been reviewed and endorsed by Clive Lucas, Ian Stapleton, and Sean Johnson of this office.

Description of the Place

Under the EPBC Act, and in terms of the current brief, the place is strictly defined as Nobby's Lighthouse.

Nobby's Lighthouse is the lighthouse built on Nobby's Headland in 1857. Its light operated for the first time on 1st January 1858. It remains highly intact and operative to this date. The lighthouse consists of a free-standing stone tower, cast iron glazed lantern, conical roof and vent, cantilevered gallery, internal access ladder (not seen) and original optic. Historically, Nobby's Light & Signal Station were used as a daymarker for shipping as well as at night.

Although it is only the lighthouse itself which is managed by the Commonwealth (and, as a result, only the lighthouse which is listed on the Commonwealth Heritage List), the place is part of Nobby's Light and Signal Station.

This is comprised of the natural headland, as substantially shaped in 1836 and again at the time of construction of the lighthouse,¹ the 9-inch brickwork buttressed parapet which defines the perimeter of the station (built circa 1857), two attached cottages and one detached cottage (built 1941), and a four-storey signal control tower (built c1950 and added to c1980s).

Also within the parapet are two garage buildings and two sheds, concrete pavement, and a picket fence which date from the post-World War II period.

The houses and garage appear to be unoccupied. The signal station is used but not normally occupied. The light is operable, regularly accessed, but not manned.

The landform, light, and signal station are visible extensively, from long range and short range vantage points, e.g., from the Tasman Sea, the Hunter River, Newcastle Harbour, the city of Newcastle, and Stockton.

The structures on the headland are visible easily from a 2-kilometre radius. A distinct gap between the two towers (the lighthouse and the signal tower) is also visible from 2 kilometres. There are uninterrupted views from Macquarie Pier to the buildings themselves. The lighthouse and the parapet are clearly visible from the Southern Breakwater.

From Nobby's Headland, extensive and unbroken views are attained of the Tasman Sea, Newcastle harbour, Stockton, Newcastle city, and the Mt Sugarloaf range and the low hills northwest of Maitland are visible on the western horizon more than 25 kilometres away.

¹ Due to the curvature of the earth and the strength of light achievable with the fuels available to power lights in the 19th century, the lanterns of lighthouses had to be situated within a specific range of height above sea level. Had Nobby's headland not been lowered to accommodate the lighthouse, the light would not have been visible from sea level. Even with the lowered ground level of the headland, Nobby's Lighthouse had to be relatively short, when compared to other lighthouses, in order to be seen from sea level at optimum distance.

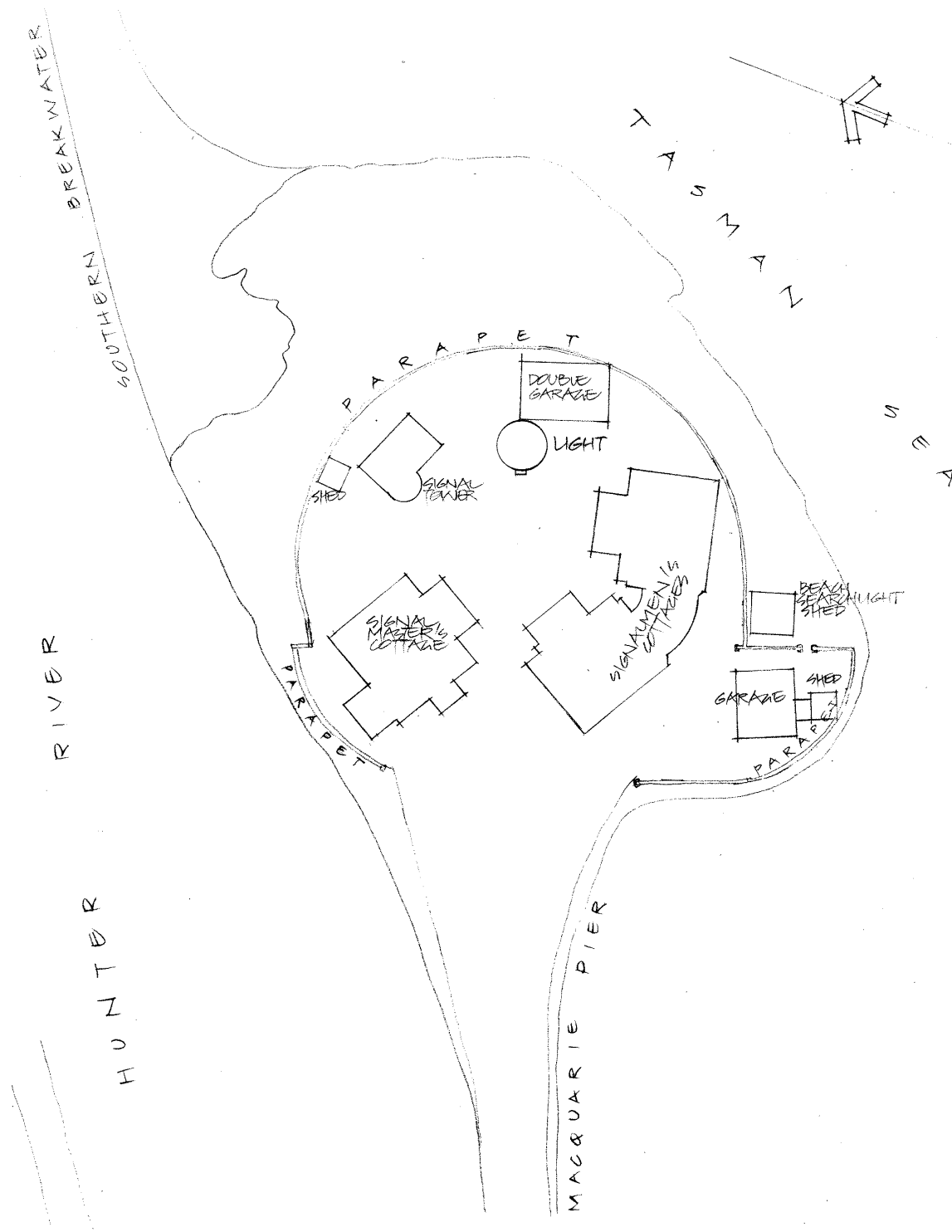


Figure 1: Site plan showing the current configuration of buildings and components. Not to scale. (Note: Some structures are present outside the line of the parapet which are not depicted here.)



Figure 2: Aerial view of Nobby's Light and Signal Station. Photography by Winsome Bonham, sourced from *Lighthouses of Australia* (www.lighthouse.net.au)



Figure 3: View of Nobby's Lighthouse (centre) upon approach from Macquarie Pier.



Figure 4: Nobby's Lighthouse (view from west), with garage visible at right and parapet in the background.



Figure 5: Nobby's Lighthouse (view from east) with signal tower in the background.



Figure 6: View from the base of Nobby's Lighthouse through the two keepers' cottages toward the port of Newcastle.

Summary of proposal

The proposal is described by the following documentation:

Drawings by EJE Architecture:

- 6130/DA/A01/A
- 6130/DA/A02/A
- 6130/DA/A03/A
- 6130/DA/A04/A
- 6130/DA/A05/A
- 6130/DA/A06/A
- 6130/DA/A07/A
- 6130/DA/A08/A
- 6130/DA/A09/A
- 6130/DA/A10/A
- 6130/DA/A11/A
- 6130/DA/A12/A
- 6130/DA/A13/A
- 6130/DA/A14/A

EJE Architecture, *Nobby's Lighthouse Project Response to Request for Additional Project Information*, May 2007

No landscape plan is provided.

In brief, the proposal is to construct a 50-seat restaurant and viewing platform building in very close proximity to the lighthouse, parapet, signal tower, and the eastern Signalmen's Cottage. The cottages are proposed to be adapted for overnight tourist accommodation, involving demolition of about half the internal walls in the cottages. Additions are proposed to the Signalmen's Cottage and the Signal Master's Cottage, and a new cottage is proposed to be constructed on the site of the garage. Outside the parapet, the proposal includes construction of four rainwater tanks, one hardstand rest area, and one sewerage line back to Newcastle East (verbal advice from the Applicant, not shown on drawings).

The proposed uses are restaurant and observation deck, tourist accommodation and a manager's residence. The proposal is to provide public access to the site for the first time. Vehicular access is proposed to be conducted by shuttlebus, departing from Scratchley's Restaurant on Wharf Road (verbal advice from the Applicant).

The proposed new restaurant/observation deck building is a glass and concrete structure which encircles part of the lighthouse and follows the arc of the parapet. The observation deck is proposed to be cantilevered out to the line of the parapet. It presents a continuous strip of balustrade above the parapet, to the level of the top of the masonry of the lighthouse (see Figure 7).

The additions to the existing cottage buildings extend the existing single storey hipped form. The new domestic building likewise continues this form. The exteriors of the existing cottages are being re-roofed and all windows and doors replaced (verbal information from the Applicant).

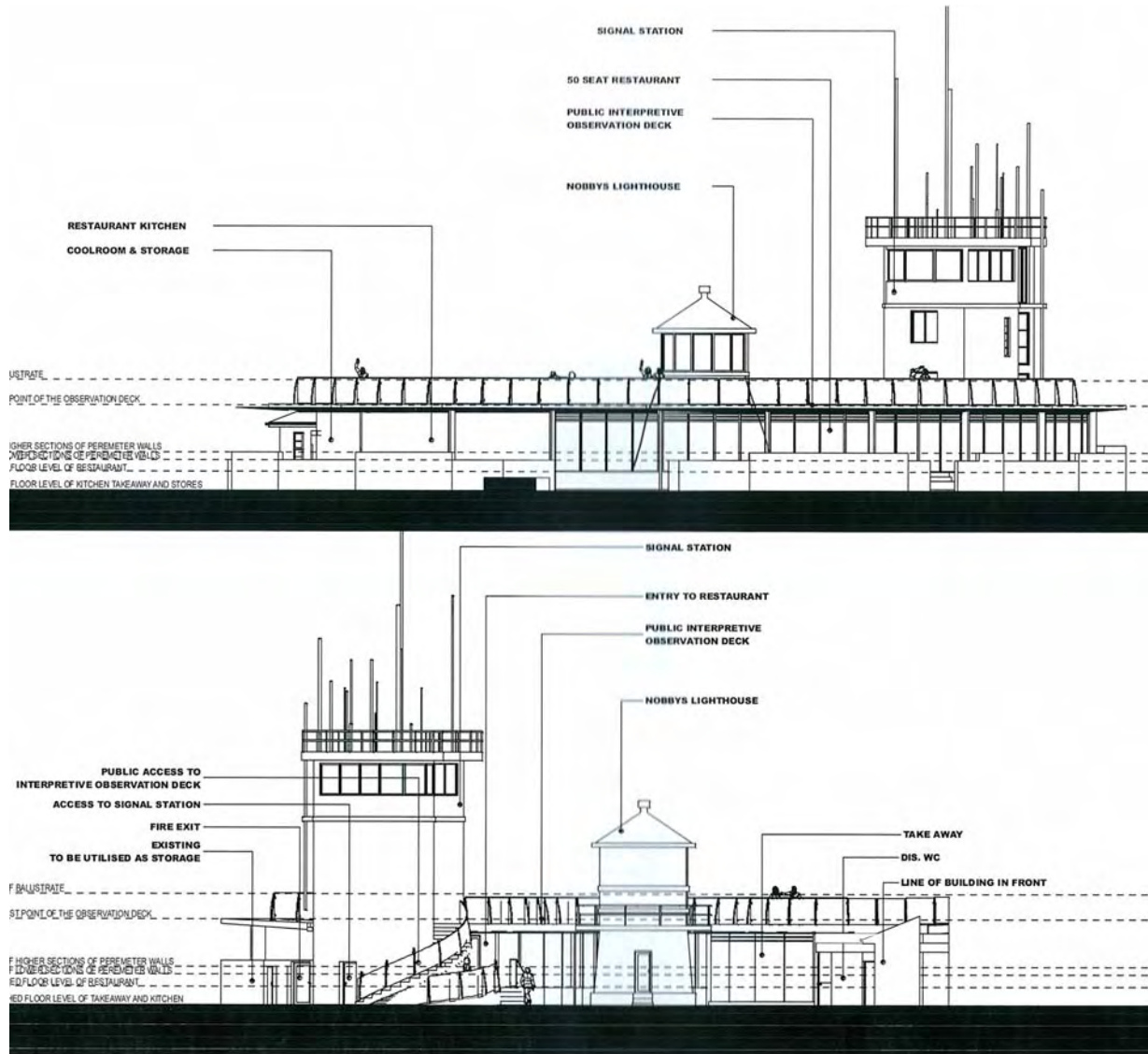


Figure 7: Two elevations showing the relationship of the proposed restaurant building and Nobby's Lighthouse.
 (Source: EJE Architecture Drawing No. 6130/DA/A08/A)

Assessment methodology

The approach to assessing the potential impacts of the proposal is to consider each of the protected Commonwealth heritage values of the place, and to assess what will happen (and to what degree) to these values as a result of the proposal. The principles used for measuring impact are based on those set out in the Australia ICOMOS *Burra Charter*.

Understanding of the heritage values of the place

The EPBC Act protects the Commonwealth heritage values of Nobby's Lighthouse as they are set out in the Commonwealth Heritage List. For clarity, we have set out these values as they are worded by the Commonwealth Heritage List and provide comment on how we have understood each of the values, as well as relevant background information.

Commonwealth Heritage Criterion A Processes

“Values: Nobby's Lighthouse is significant as an important element in the establishment of navigational aids along the New South Wales coast, which reflects the economic development of the surrounding region. The lighthouse is significant as the first example of the series of maritime lights installed in conformity with the Trinity House Codes, after the Commission of 1856 reported upon Australian lighthouse building and maintenance.

Attributes: All of the fabric of the original lighthouse, internally and externally, including the well or former wood store.”

Understanding of this value: Nobby's Lighthouse was one of the group of three lighthouses built by the NSW government following the 1856 intercolonial government inquiry and the wreck of the Dunbar at South Head in 1857. The other two are the Hornby light (inner South Head – 1858), and Cape Moreton (Moreton Island, near Brisbane –1857).² These three were preceded by the original 1818 Macquarie Lighthouse, which does not survive.

The inclusion of Nobby's in the group of three lighthouses to be built in 1857-58 shows the importance of Newcastle's harbour in the context of the entire eastern half of mainland Australia, and its coal and cedar, the earliest exports from Australia. These three lighthouses serve the three most important east coast ports, Sydney, Brisbane, and Newcastle, and were chosen in relation to shipping lines more so than in relation to particular hazards or danger points.

Beacons had been lit at Newcastle to guide ships into the harbour from 1804. The 1858 lighthouse is one of a series of port infrastructure developments at Newcastle including the Cornish dock, Macquarie Pier, the later Southern Breakwater, and previous alterations to Nobby's headland.

The original light station at Nobby's Head included two flagstaffs for signalling, two keepers' cottages, and the parapet. The 1856 Commission specifically considered the need for a parapet to encircle the Nobby's site, for the safety of the keepers due to the rough weather conditions on the

² At the time of construction of Cape Moreton, Queensland was part of the colony of New South Wales.

site. The current construction on the site is in keeping with this date and so is understood to be original.

The attributes of this criterion must include all of the features and fabric on the site which are part of the initial construction of the lighthouse, including:

- ground level
- parapet
- lighthouse
- visual relationship to the port and the ocean.

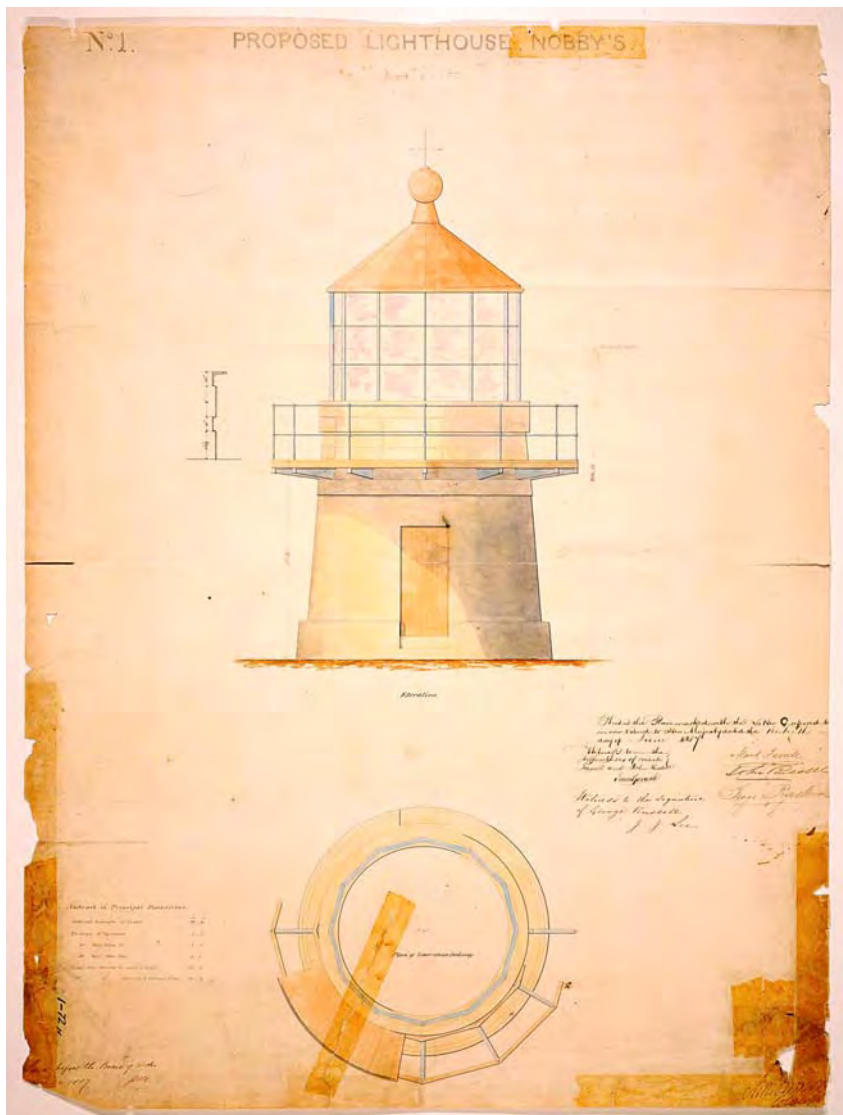


Figure 8: Design for Nobby's Lighthouse, Alexander Dawson, Colonial Architect.
(Source: National Library of Australia)

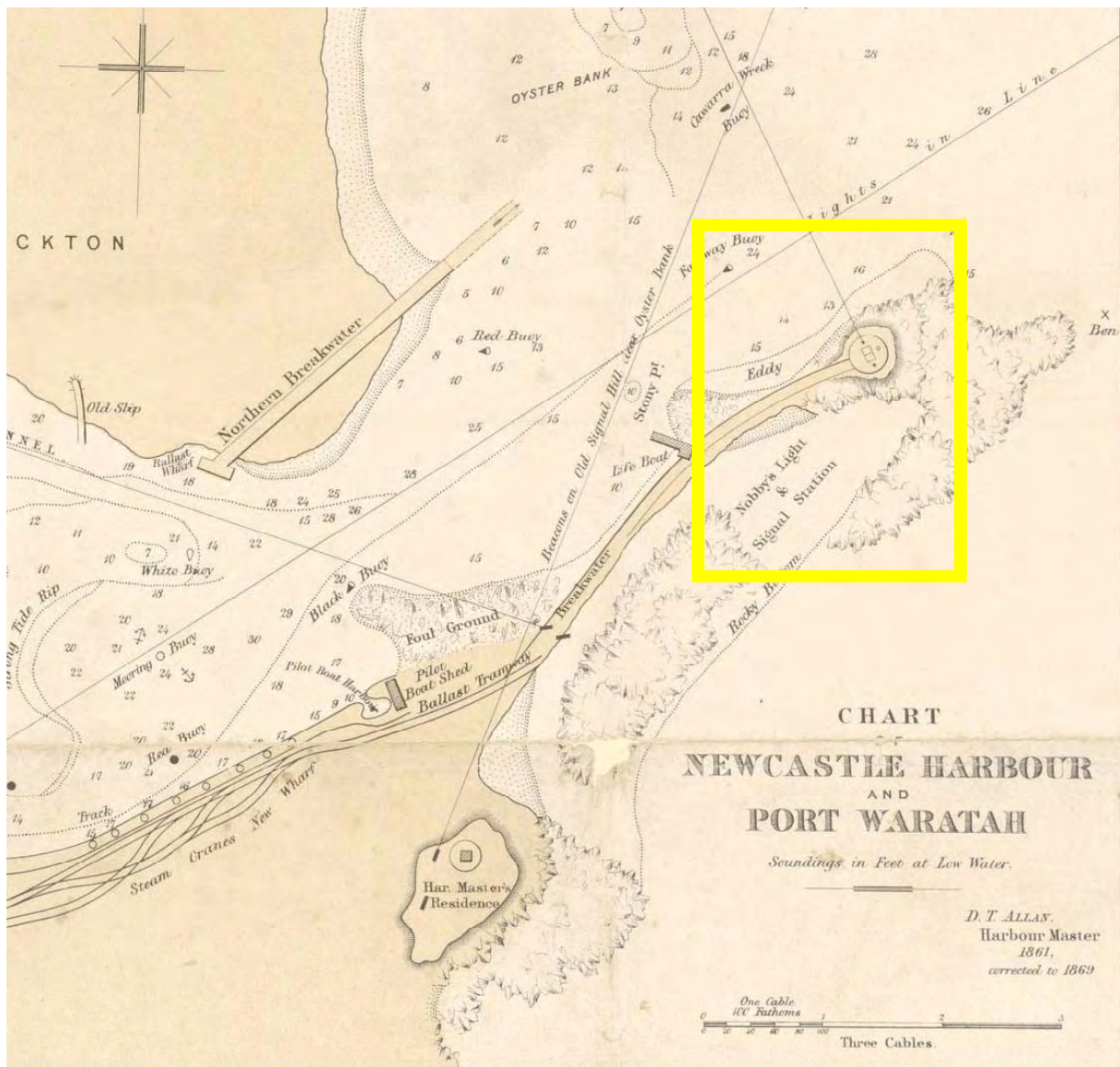


Figure 9: Detail from Harbour Master D.T. Allan's 'Chart of the entrance to Newcastle Harbour, showing soundings' (1861, corrected to 1869), showing the identification of Nobby's Light and Signal Station. The position of the lighthouse, signal masts, and parapet is shown. Allan's chart appears to be the first published after the construction of the light, to inform shipping of the new configuration of the harbour entry. The signal station and form of the headland were detailed on the chart (see detail, below).

(Source: National Library of Australia <http://nla.gov.au/nla.map-f52-sd-cd>)



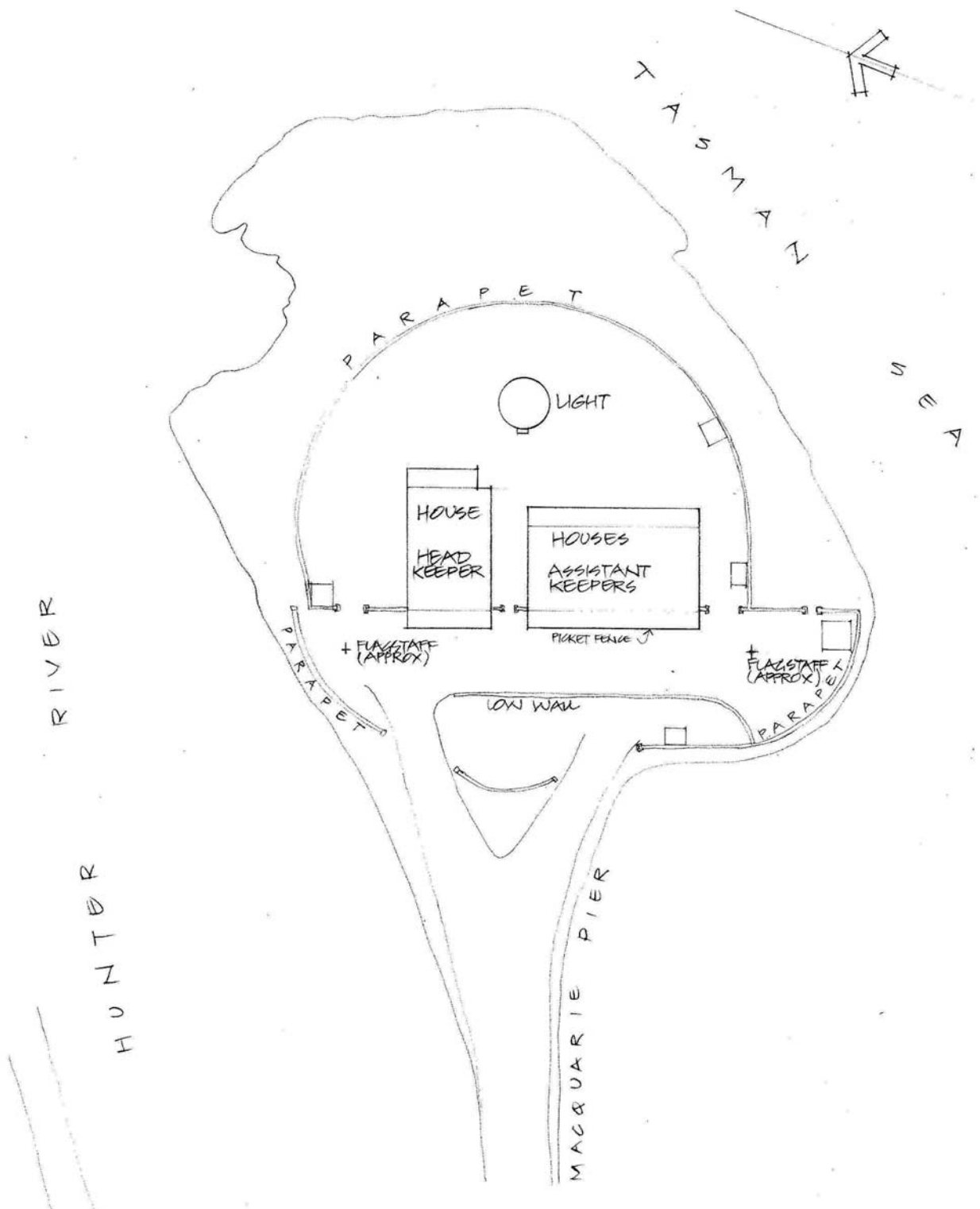


Figure 10: Nobby's Light and Signal Station, original layout. Based on Plan B32, Suters Architects, Nobbys Head, Macquarie Pier, Southern Breakwater Conservation Management Plan – Revised, sourced to Newcastle Port Corporation files. Not to scale.



Figure 11: Photograph, c1860, showing the recently constructed Nobby's Lighthouse.
(Source: Newcastle Region Public Library)



Figure 12: c1890s photograph showing Nobby's Light and Signal Station with two signal masts flanking the lighthouse.

Commonwealth Heritage Criterion B Rarity

“Values: Nobby’s Lighthouse, built in 1858, is significant as the earliest surviving example of a lighthouse in New South Wales.

Attributes: All of the fabric of the original lighthouse, internally and externally, including the well or former wood store.”

Understanding of this value: Nobby’s is a rare lighthouse in a rare port development.

Nobby’s Lighthouse is rare as the only fully enclosed lightstation ever to be built on the NSW coast. Elsewhere, keepers’ houses and approaches were built in enclosures, but this is the only fully enclosed lighthouse known. The parapet is the only one of its kind known on the eastern coast of Australia

The lighthouse lens itself is very rare. It is a Wilkins optic, not a Chance Bros. optic, the later, and by far the dominant technology, employed in Australia. The only other Wilkins optic known in NSW is at Point Stephens. We note that there may be other rare aspects of the technology at Nobby’s, however we were not able to access the interior of the lighthouse for inspection.

Together with the breakwaters and the intervention in the landform of Nobby’s head, the lighthouse was part of the colonial harbour development the magnitude of which is unmatched by any other harbour in 19th century Australia.

Nobby’s Lighthouse is, together with the Hornby lighthouse, one of the earliest surviving lighthouses in NSW. Moreton Bay must also be considered part of the group, as discussed above.



Figure 13: A lighthouse keeper (probably James Johnson) photographed at Nobby’s Lighthouse, undated but circa 1890-1900, showing the parapet in the foreground and the original keepers’ cottages in the background.

(Source: Newcastle Region Public Library)

Commonwealth Heritage Criterion F Technical achievement

Values: Nobby's Lighthouse, built in 1858, is significant as the earliest surviving example of a lighthouse in New South Wales.

Attributes: All of its historic fabric.

Comments as for Criterion B, above.

Commonwealth Heritage Criterion G Social value

Values: The lighthouse is used in the Coat of Arms for Newcastle City and is testimony to the social and historical attitude toward Nobby's Lighthouse held by the local community.

Attributes: The exterior of the lighthouse and its visibility from the public realm.

Understanding of this value: The Coat of Arms of Newcastle includes in its crest "a Lighthouse standing upon a green mount, symbolizing the well-known Nobby's Head crowned by its lighthouse..."³

It is important to note that the representation of the lighthouse on the Coat of Arms does not attempt to bear a direct likeness to the actual Nobby's lighthouse; rather, it is the symbol of the lighthouse which is used as an icon or representation.

The lighthouse is not seen as separate to the landform or the headland by society at large. The Newcastle Coat of Arms is not the sole repository of the social significance of the place. As a place name, 'Nobby's' is in wide use and has a strong identity to its users. It is frequently referred to as an 'icon' of Newcastle, or as 'Newcastle's Sydney Harbour Bridge'.

Like other icons, Nobby's lighthouse is drawn, painted, and photographed a great deal. There is a particular way of representing the image of the lighthouse. It is almost always drawn from the base of Fort Scratchley. This aspect is frequently paired with the view from the Southern Breakwater. This aspect is part of its iconography.

The remoteness and ruggedness of the headland is a strong common thread running through all of the artistic representations of Nobby's over time. It is seen as a distant, rough place.

In defining the attributes which embody this significance, the visibility of the lighthouse from the public realm must include its visibility from the southern breakwater.



Figure 14: The Newcastle Coat of Arms
(Source: Row, op.cit.)

³ Row, Charles, *Roll of Australian Arms*, Sydney: Rigby, 1971, p. 17.



Figure 15: Undated view from the Southern Breakwater showing the lighthouse with the original signal masts and parapet.
(Source: Newcastle Region Public Library)



Figure 16: View to Nobby's Head from Stockton, undated. This is the only known view from this aspect.
(Source: Newcastle Region Public Library)

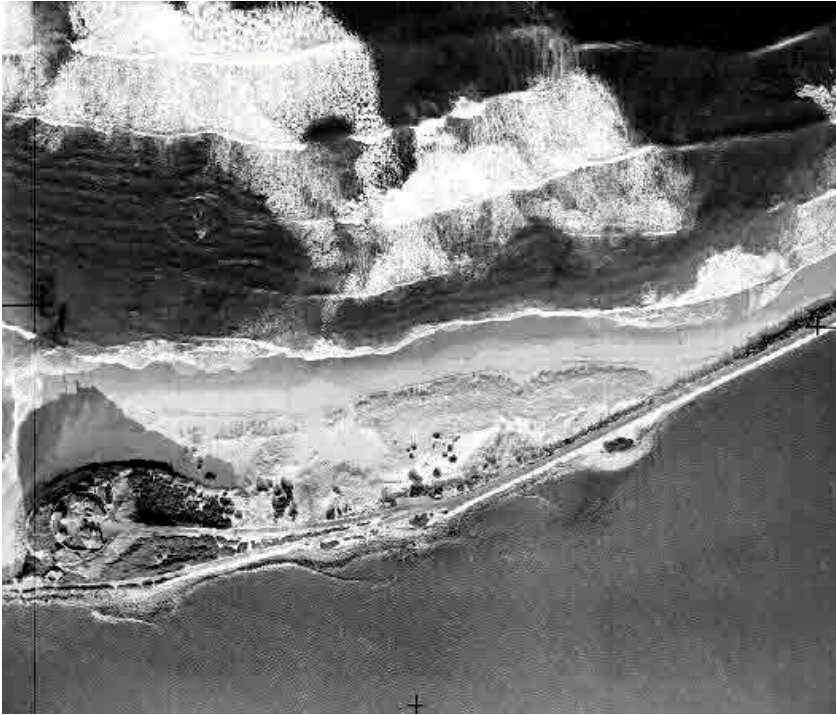


Figure 17: Two views of Nobby's taken by William Keith Hilder in 1963.
(Source: Newcastle Region Public Library)

Assessment of Impact

In considering the details of the proposal, we make the following evaluation of what will happen to the defined Commonwealth heritage values as a result of the proposed works.

Criterion A Processes: Nobby's Lighthouse is significant as an important element in the establishment of navigational aids along the New South Wales coast, which reflects the economic development of the surrounding region. The lighthouse is significant as the first example of the series of maritime lights installed in conformity with the Trinity House Codes, after the Commission of 1856 reported upon Australian lighthouse building and maintenance.

Although the historic fabric will survive, we find that the proposal will obscure and damage several aspects of the historic spatial, functional, and visual relationships within the lightstation.

The proposal will have the following impacts on the historic value of Nobby's lighthouse:

- It introduces new built forms which will disturb and obscure the historic visual/spatial relationship between the lighthouse and the parapet.
- The ground around the lighthouse will be alienated.
- The ground floor window of the lighthouse will be obscured.

Criterion B Rarity & Criterion F Technical achievement: Nobby's Lighthouse, built in 1858, is significant as the earliest surviving example of a lighthouse in New South Wales.

We find that the proposal will distort the form of the only fully enclosed free-standing lighthouse ever built on the NSW coast.

In particular, the proposal will have the following impacts on the rarity and technical values of Nobby's lighthouse:

- The integrity of the lighthouse as a free-standing structure within a walled compound will be destroyed and the historic visual form of the lighthouse and the lightstation overall will be destroyed.
- The understanding of the working lighthouse will be obscured by obstructing the ground floor window, eliminating the protection offered by the parapet, and obscuring the historic visual form of the lightstation and its historic use as a daymarker.

Criterion G Social: The lighthouse is used in the Coat of Arms for Newcastle City and is testimony to the social and historical attitude toward Nobby's Lighthouse held by the local community.

We find that the proposal will have the following impacts on the social value of Nobby's lighthouse:

- The proposal will distort the way the lighthouse has always been seen and depicted, and will distort the image of the lighthouse by building up around it.

- In general, putting something adjacent to a freestanding icon detracts from its iconic identity and takes away from how people perceive it. In this case, constructing new structure in very close proximity to the lighthouse shows a lack of deference to the lighthouse and will detract from the lighthouse's status as an icon.
- The lighthouse has always been seen as a freestanding element, as evidenced by the hundreds of images taken of it since the 1850s. The proposal will compromise this quality to the serious detriment of its social value.
- A sense of remoteness and ruggedness is apparent in nearly every illustration of Nobby's head from the 18th century to the present. The proposal will add a level of luxury to the site which never existed there and which will diminish the remote character of Nobby's which contributes to its iconic status.
- The level of interpretation proposed to be introduced to the site is not consistent with the retention of the significance of the site (Burra Charter Article 25). It is important to note that the cultural significance of the lightstation is readily apparent, even without introduced interpretation. The scale of interpretation must be constrained by the significance of the place. In this case, the interpretation is being introduced in a way that is foreign to the character of the place and damaging to the significance of the place.

Summary Statement of Impact

As the place stands today, and even with no introduced interpretive material, the lighthouse is clearly understandable as an early and important example of a NSW lightstation and an icon for the city of Newcastle. It will cease to be an understandable example of an early NSW lightstation as a result of this proposal, and will require added explanation/interpretation in order to be understood. This poses a level of change which is inconsistent with the cultural significance of the lighthouse itself and the lightstation generally.

We make the following findings in response to the questions set out in Section 5 of the brief.

Is there a real chance or possibility that the proposed development will have a permanent and irreversible impact on one or more heritage values of a heritage place?

Yes. The proposal involves establishing, for at least a period of twenty years, a non-port use for the place. Even if this use were to stop after 20 years, the history of the place would still be marred by a phase of non-port use, and a period of public access. The new work could be removed and the values 'restored'. However, the new work is not planned to be reversible.

Is there a real chance or possibility that the proposed development will involve the erection of buildings adjacent to or within important sightlines of a heritage place which are inconsistent with the heritage values of the place?

Yes. As discussed above, the erection of the restaurant building between the lighthouse and the parapet obscures the historic spatial, functional, and visual relationships on the site and with the sea. It will be for the lighthouse to be perceived as a freestanding building, separate from the other buildings on the site, due to the very close proximity of the proposed restaurant/observation deck building to the lighthouse.

Is there a real chance or possibility that the proposed development will substantially diminish the heritage value of a heritage place for a community group for which it is significant?

It has not been possible to determine whether the proposal will substantially diminish the heritage value of the place for the community group for which it is significant. In order to determine this, a proper and thorough consultation with the community would have to take place. Simply advertising a scheme and seeking public comment does not test the community's regard for the place, nor how the proposal would affect that regard.

Is there a real chance or possibility that the proposed development will substantially alter the setting of a heritage place in a manner which is inconsistent with the heritage values of the place?

Yes. Both the setting of the lighthouse and its relationship to the other historic components of the site will be substantially altered. The wrap-around building will obscure the relationships between light and the parapet, as well as views from the public domain and within the compound. In general, the proposal represents an overdevelopment of the site which is not appropriate to the significance of the place nor commensurate with an appropriate level of interpretation to be introduced at the place.

Design alternatives

As it is understood from the proposal documentation and our meeting with the proponents of the proposal, the objectives of the development include the following:

- Safe public access to the site
- Interpretation of Nobby's Lightstation and of Newcastle Port
- Restaurant
- Overnight accommodation including manager's accommodation

It is considered that all of the above objectives could be achieved in a manner which would be far less detrimental to the significance of the place than that proposed.

Public access to the site could be achieved without the development occurring at all. Public access doesn't have to be comprehensive, all-day, or 24-hour; it could be highly focussed; e.g., guided tours by prior ticketed bookings only. Such tours could take in the lighthouse interiors, would have little impact on the significance of the place, would require very little capital outlay, and would involve an appropriate level of interpretation. As the number of individuals on the tour could be limited, one or two guides can ensure the safety of the group.

The restaurant could be put in one of the cottages with much less impact on the site overall. Similarly, guest and caretaker accommodation could be limited to the existing cottages.

In brief, all of the objectives of the proposal could be achieved without changing the existing footprint of the buildings while retaining the immediate setting of the light.

Conclusion

It is concluded that the proposal is unacceptable because of the adverse impacts on the protected values of the place. It is not considered possible to alter or amend the design of the proposal in its current form, or to impose conditions of consent sufficient to mitigate the impact of the proposal on the heritage values of the place to ensure the conservation of the values.

We do not recommend the approval of this proposal.



Hector Abrahams
Clive Lucas, Stapleton & Partners
Architects and Heritage Consultants

Appendices:

1. Response to Public Submissions
2. List of other documents considered
3. CVs of Hector Abrahams and Meg Quinlisk

Appendix 1

Response to Public Submissions

Introduction

As part of our brief from the Department of the Environment and Water Resources, we have reviewed the Submissions Report by EJE Architecture (August 2007) and the submissions themselves, and provide the following comments.

The Submissions Report nominates a number of ‘common issues’ raised in submissions both in favour of and opposing the proposal.

Submissions in favour

The common issues raised in support of the proposal are identified as:

- Significant positive economic and tourism consequences
- Community desire for safe public access to be established to the site
- The Proposal will enhance interpretation and appreciation of the lighthouse and site
- The proposal will help to maintain and protect the lighthouse from neglect and damage

Of these issues, the first is not considered to be a heritage consideration.

Public access is to a degree a heritage consideration. We found in our review of submissions that 52 of the 65 (80%) submissions in favour of the proposal mentioned public access as a positive outcome.

We tallied responses to the enhanced interpretation and the improved appreciation of the lighthouse and site separately. Each matter received 10 mentions (15%).

Twenty-three submissions (35%) mentioned the likelihood that the proposal will help ‘maintain and protect the lighthouse from neglect and damage’.

We noted that two additional matters were mentioned in more than 30% of submissions:

- The proposal does not directly affect the fabric of the lighthouse itself (47 mentions)
- The proposal will allow the public to enjoy views from the lighthouse (28 mentions)

We conclude from the above analysis that in general, respondents who are in favour of the proposal are very keen to see public access available to the site so that they can enjoy the views. Any heritage impact is seen as negligible because the proposal does not actually touch the lighthouse itself.

As the Submissions Report points out, there is a public perception in Newcastle that heritage items such as Fort Scratchley have been allowed to decline into disrepair through neglect or lack of maintenance, and Nobby's has been lumped into the same category. It is unclear how the authors of the submissions which mention this factor came to the conclusion that the proposal presented a way to 'save' Nobby's from dereliction. Nobby's Lighthouse has been unmanned since 1935. Its regular maintenance is not in question and it is presently in fine condition. We do not consider that this reasoning is a viable justification for the proposal to proceed.

Submissions opposed

The common issues raised in submissions which are opposed to the proposal are identified as follows:

<i>Issue</i>	<i>Number of mentions</i>	<i>Percentage</i>	<i>Commonwealth Heritage matter?</i>
Adverse effect on views to/from the lighthouse	7	41%	Yes
Altered character of the lighthouse	6*	35%	Yes
'Stand alone' character of the lighthouse	10 [†]	59%	Yes
Proposal does not properly consider the Commonwealth Heritage values of the lighthouse	13	76%	Yes
Privatisation of public land	3	17%	No
Public access can be provided by alternate means	4	23%	No
Section 26 of the EPBC Act	4	23%	No
Section 116C of the EP&A Act	2	11%	No
No proper consideration to interpretation of the lighthouse	4	23%	Yes
Newcastle Port Corporation are not appropriate managers of the site	2	11%	No
Transfer site to NPWS control	7	41%	No
Development should take into account CMP for Coal River precinct	6	35%	No
Proposal will adversely affect effective operation of the lighthouse	6	35%	Yes (significance of historic use)
Contrary to objectives of original Expression of Interest	7	41%	No

In addition, 30% of submissions expressing an opposition to the proposal mentioned the following issues which are not addressed as 'common issues' in the Submissions Report:

* Five of which overlap with the 'stand alone' issue.

[†] Five of which mentioned other aspects of the character of the lighthouse.

- The proposal [for a new building] does not qualify as adaptive reuse (6 mentions – 35%)
- The proposal is an overdevelopment of the site (5 mentions – 30%)
- There is no demonstration that alternatives have been considered (5 mentions – 30%)

We conclude from the above analysis that the main reasons the authors of submissions opposing the proposal were the impact upon or lack of consideration shown to the Commonwealth Heritage values of the lighthouse, and the effect of the proposal on views, including close-range views, and the character of the site.

The Submissions Report deals with a number of relatively minor issues as ‘common issues’ which are irrelevant to the Commonwealth assessment process, e.g., the suitability or otherwise of Newcastle Port Corporation as managers of the site, and the transfer of the site to the National Parks and Wildlife Service.

Detailed comments

A number of specific matters put forward in the Submissions Report are commented on below.

Section 3.2 (unpaginated) It should be noted that two pairs of submissions in support are identically worded. They are submissions 62/63 and 71/72.

Section 4.2.1 (page 5) The Burra Charter emphasises the importance of a place’s setting on the significance of the place itself, as discussed above. Changes to the setting must be considered for their heritage impact as well as changes to the item or place itself.

Section 4.2.1 (page 7) As discussed above, we consider that the views can be achieved in other ways. The closeup view depicted in the unnumbered figure on page 7 will not be achievable should the proposal be carried out. The view to the upper level of the lighthouse would be blocked by the presence of the solid floor slab of the observation deck adjacent the verandah level.

The changes to the layout of the group of buildings at Nobby’s Signal and Light Station have been relatively few. While buildings have in the past been situated in proximity of the lighthouse, all of the previous changes to the Signal and Light Station have resulted in a lighthouse which can be walked around at the ground level. The proposal will render it impossible to experience the lighthouse in the round.

Section 4.2.2 (page 10) As discussed with the proponents at our meeting with them on 3rd August 2007, we consider that the reference in the Statement of Reasons to a ‘stand alone’ character of the lighthouse alludes to the fact that the ancillary structures at the Signal & Light Station are not attached to the lighthouse itself. Several major lighthouses, e.g., the Macquarie Lighthouse, are not ‘stand alone’ lighthouse, because their ancillary structures, e.g., keepers’ quarters, are integral to the structure of the lighthouse tower itself. The necessity and presence of ancillary structures such as keepers’ quarters is not in dispute. Referring to the images provided in the Report on Submissions, we would point out that the Wilsons Promontory and Cape Capricorn lighthouses *are not* ‘stand alone’, while Nobby’s *is* ‘stand alone’, that is, its plan form is strictly geometrical and no buildings communicate with it.

The presence of other buildings on the site is not “highly unusual” for a lighthouse, as is stated in the Executive Summary to the Report on Submissions (page iii).

Section 4.2.3 (page 21) The Conservation Management Plan, prepared in 2000, does not make recommendations in the Policy section about leasing or licensing the site. Nor is an interpretive centre or a restaurant mentioned. Accommodation in the existing cottages is identified as a suitable use for the cottages.

Section 4.2.4 (page 27) Public access has happened in the recent past, so the statement that “it is uncertain that [public access without the proposal proceeding] could ever happen” is inaccurate. The Lachlan Branch of the National Trust travelled to Newcastle and accessed the Light & Signal Station during Heritage Week, 27-29 March 2007.⁴ The author of Submission No. 40 (in favour of the proposal) mentioned that he went on a walk to Nobby’s Lighthouse site during Heritage Week 2007.

⁴ <http://www.nsw.nationaltrust.org/au/files/tours&travelfeb07.pdf>

Appendix 2

List of documents considered

City of Newcastle, 31 August 2006, *Notice of Determination of Development Application DA No. 05/0467*

Department of the Environment and Water Resources, 8 March 2007, *Statement of Reasons for Decision on Controlled Action under the Environment Protection and Biodiversity Conservation Act 1999*

Douglas Partners Pty Ltd, 11 April 2006, *Cliff Stability Assessment, Proposed Restaurant, Nobbys Head*, for the Newcastle Ports Corporation

EJE Architecture, February 2005, *Interpretive Strategy for the Adaptive Reuse of Nobby's Headland*

EJE Architecture, May 2007, *Nobbys Lighthouse Project Nobbys Road, Newcastle East NSW EPBC 2006/3179, Response to Request for Additional Project Information*

EJE Architecture, *Referral Form under s68 of the Environment Protection and Biodiversity Conservation Act 1999*

EJE Town Planning, February 2005, *Statement of Environmental Effects, Nobby's Lighthouse Interpretive Centre & Accommodation, Nobby's Head, Newcastle*

EJE Town Planning, June 2006, *Nobbys Lighthouse Proposal: Response to issues raised by Newcastle City Council in letter dated 17 March 2006*

Heritage Council of NSW, 15 March 2006, *Application under s60 of the NSW Heritage Act, 1977, Nobbys Headland, Coal River Precinct (SHR 1674)*

Suters Architects Snell Pty Ltd, 1999, *Nobbys Head Lighthouse, Newcastle, NSW, Conservation Analysis (2nd Draft)*, for the Department of Land and Water Conservation

Suters Architects Snell Pty Ltd, November 2000, *Macquarie Pier, Nobbys Head and Southern Breakwater, Conservation Management Plan – Revised*, for the Newcastle Port Corporation

Suters Architects, 10 March 2005, *Statement of Heritage Impact, Adaptive Re-use, Nobbys Signal Station, Nobbys Head Newcastle NSW*, for Neil Slater

Appendix 3

Curricula vitae – Hector Abrahams and Meg Quinlisk

Clive Lucas, O.B.E., B.Arch., F.R.A.I.A., F.R.S.A.
Registered Architect No. 2502
Nominated Architect

Ian Stapleton, B.Sc. (Arch.), B.Arch., F.R.A.I.A.
Registered Architect No. 4032

Hector Abrahams, B.Sc. (Arch.), B.Arch., R.A.I.A.
Registered Architect No. 5245

Associates:

Sean Johnson, B.A., Dip.Arch., M.Sc.(Arch.Cons.), R.A.I.A.
Registered Architect No. 4728

Meg Quinlisk, B.A., M.A.
Historian

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CURRICULUM VITAE

HECTOR CHARLES ABRAHAMS, B.Sc. (Arch.), B.Arch., A.R.A.I.A.

Born: Newcastle, New South Wales, 1960

Educated: University of Sydney
 Graduating B.Sc. (Arch) (Hons) 1984
 B. Arch. 1986

Employed in Newcastle and Sydney by Meredith Walker, Town Planner 1983-1985.
Involved with Heritage Studies on the Hunter Region, Blue Mountains Shire, Municipality
of Hunters Hill, and other places.

Employed by Clive Lucas and Partners, Architects, 1985 to research Aberglasslyn House,
New South Wales.

Employed in Sydney by Peter Myers, Architect, 1985-1986. Involved with restoration of
Blenheim House at Randwick, Glenrock at Marulan, and other domestic buildings and the
Heritage Study for Uralla Shire.

Employed by Robert Moore, Architect, 1986. Involved with restoration of Rillworth,
Darling Point, Sydney.

Employed by Clive Lucas & Partners Pty. Ltd. since August 1986.

Associate Clive Lucas, Stapleton & Partners Pty. Ltd. since May 1989.
Partner Clive Lucas, Stapleton & Partners Pty. Ltd. since April 1997

Has been the Architect for the restoration of Addington, Ryde; St. Paul's College, Newtown;
The Astor, Macquarie Street, Sydney; Stables at Vaucluse House, Vaucluse; The Treaty
House, Bay of Islands, New Zealand; Highlands, Wahroonga; Wandella, Woolwich; the
Jobbins Building, The Rocks; Hollowforth, Neutral Bay; Wentworth Mausoleum,
Vaucluse; Royal Australasian College of Physicians, Sydney; St Stephen's Church,
Newtown; St John's Church, Darlinghurst; St. Peter's Church, Darlinghurst (SCEGGS
Great Hall and Playhouse); Brunoy, Beecroft (Chesalon); former Congregational Church,
Woollahra and GPO Martin Place, Sydney; St. Vincents Presbytery and Mission House,
Ashfield and Wyoming Chambers, Macquarie Street, Sydney.

Involved with the preparation and writing of conservation guidelines for The Hermitage,
Ryde; St. Luke's Church, Liverpool; the Trust Building, Sydney; Kingston and Arthur's
Vale, Norfolk Island; Lake Innes House, Port Macquarie; St. Paul's College, Sydney

University; Houses at Long's Lane, The Rocks; The Auckland Institute and Museum, Auckland, New Zealand; The Royal Australasian College of Physicians, Sydney; Dunbar Tomb, Camperdown Cemetery; All Saints, Gosford; The Herald and Weekly Times Building, Melbourne; St. John's Anglican Church, Camden Christ Church St. Laurence, Sydney and Wyoming Chambers, Sydney.

Architect for the new buildings for the gardeners compound at Vaucluse House, Vaucluse; Rayner Residence, Arcadia; residence at Brush Creek via Yarramalong; Albert Wing, St. Paul's College, Newtown and former Church Hall, St. Peter's Darlinghurst (SCEGGS Playhouse).

Currently architect for the restoration of St. Paul's College, Sydney University; new additions to St Andrews College, Sydney University, Christian Israelite Church, Surry Hills and currently writing conservation plan for the Brisbane GPO.

Monographs and Publications:

35 Ferndale Street, MacMillan, Melbourne, 1989.

A History of the Landscape at Bolwarra 1801-1983
Honours thesis for B.Sc. (Arch) Degree, University of Sydney.

Bibliography of Hunters Hill, compiled for Ryde Municipal Library 1983.

Bibliography of Items in the Pictures in Manuscripts Catalogue in the Mitchell Library, compiled 1987.

Awards

1992 Royal Australian Institute of Architects Merit Award for Wandella, Woolwich
1993 Woollahra Award for Conservation for Wentworth Mausoleum, Vaucluse
1994 Royal Australian Institute of Architects Merit Award for Wentworth Mausoleum, Vaucluse
1997 Royal Australian Institute of Architects Merit Award for Royal Australasian College of Physicians
2002 The Energy Australia National Trust of Australia (NSW) Heritage Awards - C1 Adaptive Reuse Commendation for Woollahra Church

Committees

Executive Committee Australia ICOMOS
Chairman, Heritage Council Religious Property Advisory Panel (current)
Heritage Council Technical Advisory Committee (current)
Archdeacon of Liverpool's Architectural Assessment Panel (current)
Archdeacon of South Sydney's Architectural Assessment Panel (current)
RAIA NSW Chapter Heritage Committee (current)
Trustee, Camperdown Cemetery Trust

February 2007

Clive Lucas, O.B.E., B.Arch., F.R.A.I.A., F.R.S.A.
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MEG QUINLISK, BA (Hons), MA

CURRICULUM VITAE

Educated: Queen's University of Belfast, UK, Master of Arts (Archaeology), 1999
Brown University, USA, Bachelor of Arts (Hons) (Anthropology), 1996

Employed by Clive Lucas, Stapleton & Partners as Historian and Conservation Planner since 2003.
Associate Partner since 2006.

Recent work includes:

Heritage Studies and Assessments

- Heritage study review for Manly Council (ongoing)
- Study of 24 contemporary (post-1950) buildings in the Woollahra Council area
- Study of the architecture of Eric M. Nicholls, former partner of Walter Burley Griffin
- State Heritage Register nomination of Bondi Pavilion for Waverley Council
- Study of National Heritage values of Sydney Harbour Bridge

Conservation Management Plans

Colonial homesteads and landscapes

- Windsor and Old Windsor Roads (from 1796)
- Rose Cottage, Wilberforce (c1810s slab cottage)
- Hobartville, Richmond NSW (c1827 colonial homestead and landscape)
- Former Gledswood Estate, Catherine Field (c1827 colonial homestead and landscape)

Commonwealth and NSW Government Places

- HMAS Platypus (1870s-1990s)
- Snapper Island (from 1931)
- Brisbane General Post Office (1871-1910; FDG Stanley, Thomas Pye)
- Australian Museum (1844-1988, various Colonial and NSW Government Architects)
- Central Depot, Royal Botanic Gardens, Sydney (1870s-1990s)

Churches

- St Stephen's Anglican Church, Newtown (1870, Edmund Blacket)
- Annandale Uniting Church, Annandale (1890, with c1871 relocated Thomas Rowe façade)
- St James' Anglican Church, Croydon (1883-4, Blacket & Son and Arthur Blacket)

University of Sydney Buildings and Colleges

- Edward Ford Building (1930-1960, Leslie Wilkinson with Commonwealth Govt. Architect)
- John Woolley Building (1906-1940, NSW Government Architects)
- RD Watt Building (1913-1920, NSW Government Architect)
- Old Teachers College Building (1920, NSW Government Architect)
- St Andrew's College within the University of Sydney (1877-1964, various architects)

Hotels

- ASN Hotel (former), George Street, The Rocks (from 1840)
- Macquarie Arms Hotel, Thompson Square, Windsor (from 1816)
- Frisco Hotel, 46 Dowling Street, Woolloomooloo (1907, Ernest Lindsay Thompson)

Papers

- With Sean Johnson, "'Scarcely entitled to that name': Parramatta to the Hawkesbury along the Windsor Road", paper presented to the Australia ICOMOS Conference 'The Romance and Reality of Historic Roads', Melbourne, 2005