

Proposed Princess Street, Berry Heritage Conservation Area Heritage Assessment



Berry & District Historical Society
FINAL January 2022

Proposed Princess Street Berry Heritage Assessment
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FINAL – January 2022
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Cover Image: Item 544 in Schedule 5 of SLEP 2014, “The Cottage” Federation
weatherboard cottage.

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1. Introduction

This Heritage Assessment (HA), prepared by the Berry & District Historical Society, has been developed to assist in managing the desired future character of Berry by adding a Heritage Conservation Area (HCA) over parts of Princess Street, Prince Alfred Street and Victoria Street.

The addition of this HCA provides the following benefits:

1. unifies protection of the thematic history, places and elements of Berry by linking the existing HCAs to include some of the very early development of Broughton Creek, later Berry, dating from 1866 or earlier, and will manage character impacts associated with potential dual occupancy development.
2. streamlines the DA process by making it abundantly clear that new development is to preserve the historic character of the area.
3. reduces the number of objections to development that is viewed by the community as inappropriate.
4. acts to provide a more comprehensive picture of the original private town of Berry with its grid arrangement of streets, and late 19th - early 20th century houses.
5. provides for conservation of a cohesive section of Berry, which “...*must be acknowledged as an exceptional constituent of the SICPHCL [Southern Illawarra Coastal Plan and Hinterland Cultural Landscape]*” (Navin Officer Heritage Consultants).

1.1. Report Objectives

This Heritage Assessment (HA), prepared by the Berry & District Historical Society, aims to:

- a. assist in managing the desired future character of Berry by adding a Heritage Conservation Area (HCA) over parts of Princess Street, Prince Alfred Street and Victoria Street.
- b. provide enough information for Shoalhaven City Council to understand the importance of the area shown on Figure 1 below (generally covering parts of Princess Street, Prince Alfred Street and Victoria Street, Berry) to the history and streetscape of Berry, and to justify resources required to undertake action necessary to add the Princess Street Heritage Conservation Area (HCA) to the Shoalhaven Local Environmental Plan (LEP).

This includes:

- achieving Gateway approval from the Department of Planning, Industry and Environment (DPIE) to publicly advertise the proposed amendment
- putting the finalised amendment, post exhibition and submissions and Council endorsement back to DPIE
- gazetting the LEP amendment.

1.2. Methodology and Structure

This HA sets out the history and physical description of certain streets and buildings in the area of Berry shown in Figure 1, in postcode 2535 (Figure 2) and the heritage significance.

This document is guided by the requirements of the Office of Environment and Heritage, and Shoalhaven City Council.

1.3. Definition

A Heritage Conservation Area (HCA) is an area that displays unifying attributes or elements of heritage significance and can include whole sections of towns and villages.

1.4. Authorship

This report was prepared by the Berry & District Historical Society.

1.5. Report limitations

Descriptions of the physical structure of the buildings are based solely on visual inspections from the street, and upon photographic evidence.



Figure 1: Map of proposed Princess Street HCA (yellow shaded area).
(Source: SIX maps)

Orange shaded lots indicate heritage items currently listed on Schedule 5 of Shoalhaven LEP 2014.

Lots with orange outline indicate potential additional items with agreed heritage potential. Blue shading indicates existing Queen Street and Showground HCAs.)

2. Existing heritage status

The greatest concentration of cultural heritage (18.5% of all items) in the Shoalhaven LGA is in Berry, and this cultural heritage is largely contained within the compact footprint of the historic town grid laid out in 1883.

Seventeen of the 46 properties in the proposed HCA include items currently listed as Local heritage items on Schedule 5 of the *Shoalhaven Local Environmental Plan 2014* (SLEP 2014). Table 1 below lists current heritage items.

No items in the proposed HCA are listed on the State Heritage Register of NSW, nor on the National Heritage Register.

However, the following heritage items in the subject area have been recommended for State listing, or have State significance in relation to various criteria:

- The Berry School of Arts is of State significance in relation to criteria (b), and subject to further investigation, criteria (f). (CMP 2000)
- St Luke's Anglican Church is of State significance in relation to criterion (g).

2.1. Location

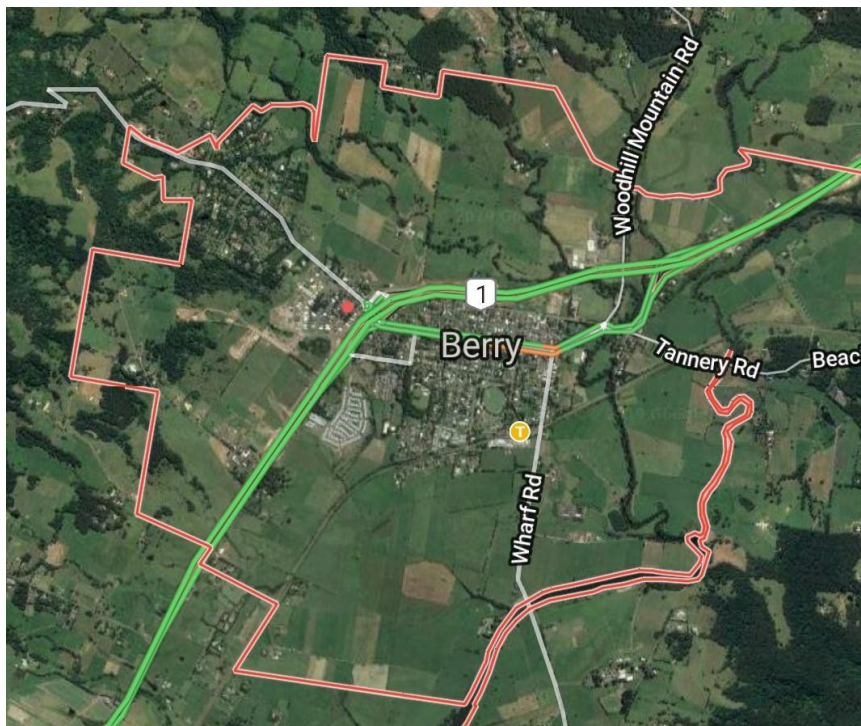


Figure 2: Map of Berry postcode 2535
(Source: Google maps)

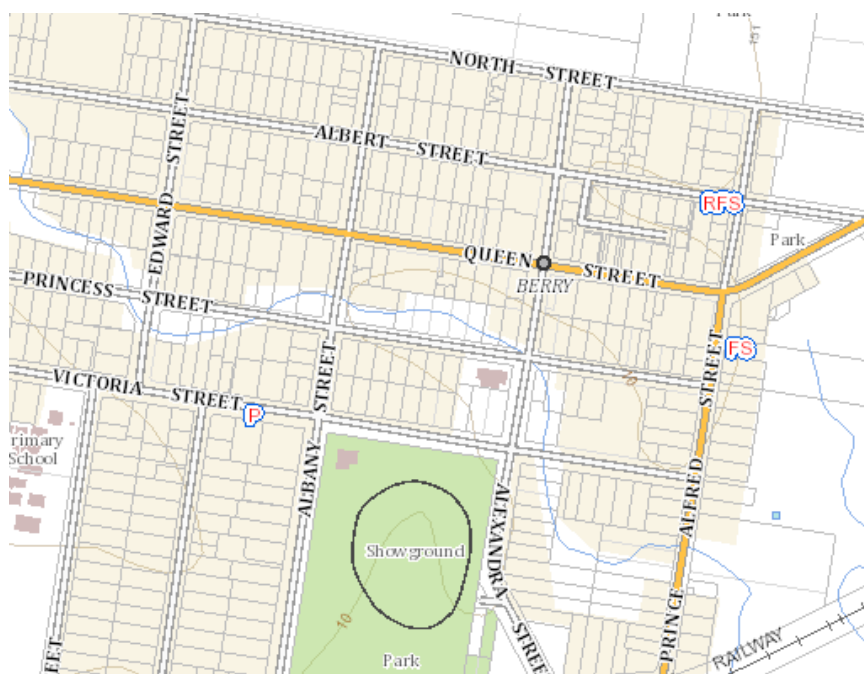


Figure 3: Location Plan

(Source: SIX Maps)

Excerpt from Schedule 5 of Shoalhaven LEP (Proposed Princess St HCA) accessed 13 October 2021				
52 Princess Street	Inter-war weatherboard Californian bungalow	Lot 1, DP 304729	Local	64
54 Princess Street	Inter-war weatherboard and fibro cottage	Lot 18, Section 8, DP 8058	Local	65
19 Alexandra Street	Berry School of Arts	Lot 8, DP 924675	Local	31
62 Princess Street	Araucaria cunninghamii (Hoop Pine)	Part of Lot A, DP 411591 and adjacent road reserve	Local	37
64 Princess Street	Federation Weatherboard Cottage	Lot 1, DP 617648	Local	544
68 Princess Street	Former two storey Anglican rectory and garden	Lot 20, DP 840778	Local	67
68A Princess Street	St Luke's Anglican Church including memorial gates and trees, including Araucaria heterophylla (Norfolk Island Pine)	Lot 21, DP 840778 and adjacent road reserve	Local	68
65–67 Princess Street	Inter-war brick residence including doctor's surgery and garden	Lots 8 and 9, Section 3, DP 8058	Local	66
67 Princess Street	Quercus virginiana (American Live Oak)	Part of Lot 1012, DP 872963; Part of Lot 9, Section 3, DP 8058	Local	69
71 Princess Street	Federation Weatherboard Cottage	Lot 1, DP 920044	Local	545
21 Prince Alfred Street	Former Federation weatherboard shop	Lot 16, Section 3, DP 8058	Local	50
23 Prince Alfred Street	Former Berry Estate Bakery and residence	Lot 2, DP 532935	Local	51

25 Prince Alfred Street	Federation weatherboard cottage	Lot A, DP 380097	Local	52
31 Prince Alfred Street	Federation weatherboard cottage and trees	Lot 3, DP 932362	Local	53
32 Prince Alfred Street	Federation weatherboard cottage and garden	Lot 1, DP 970121	Local	54
36 Prince Alfred Street	Federation Weatherboard Cottage	Lot 61, DP 703237	Local	543
40 Prince Alfred Street	Araucaria heterophylla (Norfolk Island Pines-2)	Part of Lot 1, DP 950717 and adjacent road reserve	Local	55

Table 1: Excerpt from Schedule 5, Shoalhaven Local Environment Plan 2014, showing local heritage items in the subject area.

3. Properties with potential heritage status

A further six (6) properties within the subject area, are not currently listed on Schedule 5 of the SLEP 2014, but have heritage potential including five (5) identified in the Shoalhaven Heritage Study 1995-1998, and one proposed by the National Trust. (Note that where the Heritage Study item number has no suffix letter, the item has acknowledged significance.) These properties are:

- 44 Princess Street

Part of the original PP056 Council Proposal

The *Shoalhaven Heritage Data Form Statement of Significance* reads:

The Inter-war Bungalow at 44 Princess Street provides physical evidence of the historical development of Berry in the Inter-war period.

The house has historic value for its ability to demonstrate the way larger lots in the 1912 Berry Township subdivision were divided and sold in the first half of the 20th century. The Bungalow exhibits the principal characteristic of the Californian Bungalow style of architecture as applied to a domestic dwelling in the 1920s. The building is a fine example of a vernacular timber and fibro dwelling constructed in the Shoalhaven in the first half of the 20th century.

The building has aesthetic value for the contribution it makes to the streetscapes of Berry.

The Bungalow at 44 Princess Street is a fine representative example of an Inter-war Bungalow.

- 73 Princess Street

Heritage Study No. B040

Phoenix canariensis Canary Island Date Palm in backyard.

Also adjacent is a large tree believed to be a rare *Carya illinoensis* Pecan Nut Tree.

The building also has aesthetic value for the contribution it makes to the streetscapes of Berry.

- 19 Prince Alfred Street

Part of the original PP056 Council Proposal

The *Shoalhaven Heritage Data Form Statement of significance* reads:

The Inter-war weatherboard bungalow at 19 Prince Alfred Street provides physical evidence of the historical development of Berry in the Inter-war period. The house has historic value for its ability to demonstrate the way lots along an early historic road were developed after the 1912 Berry Township subdivision and during the Inter-war period. ...

The cottage has aesthetic value for its contribution to the streetscape values of Prince Alfred Street which is a key road within the historic Berry Estate.

The cottage has rarity value as a dwelling built in the Inter-war period to replace an earlier building along an important early road in the Berry Estate.

The Inter-war cottage is a fine representative example of a timber vernacular house built in the early 20th century in the Shoalhaven.

- 29 Prince Alfred Street Former Lancers' Barracks.

Proposed for listing by the National Trust in 1969.

The No. 2 Berry Half Squadron of the New South Wales Lancers was formed 1 July 1896. (*NSW Government Gazette p4453, 30 June 1896*). The Barracks was built in 1898 by (Sir) John Hay, owner of the Berry Estate. The Half Squadron was under the command of Captain Alex Hay.

Captain Blow was in charge after his return from the Boer War until compulsory training was introduced in about 1910. By about 1917 Major Barham was in command, while after the 1914-18 war, Captain Edwards took command.

Converted to a residence for the headmaster of the Berry Primary School, mid to late 1920s.

Newspaper report (unreferenced):

No expense was deemed too great by Dr. Hay in preparing a suitable barracks for the Half Squadron, which that gentleman was confident it would be the honour of the district to maintain.

- 33 Prince Alfred Street

Part of the original PP056 Council Proposal

The *Shoalhaven Heritage Data Form Statement of Significance* reads:

The weatherboard cottage at 33 Prince Alfred Street provides early evidence of the historical development of Berry. Located on an early historic road connecting Broughton Creek Village and the Coolangatta Estate the cottage provides physical evidence of an important road within the Berry Estate. The cottage also provides important early physical evidence of the residential growth of the village of Berry prior to the 1912 subdivision sale.

The dwelling is aesthetically of value for its contribution to the streetscape of one of the earliest roads in Berry.

The cottage at 33 Prince Alfred Street has rarity as an early dwelling within the town of Berry located on the road to Coolangatta.

The cottage at 33 Prince Alfred Street is a good representative example an early Federation vernacular building with Victorian characteristics in the Shoalhaven.

Recent renovations have been undertaken sympathetically.

- 40 Prince Alfred Street
B049 Shoalhaven Heritage Study 1995-1998

One of the few remaining Norfolk Island Pines believed to have been planted in the 1880s, and possibly one of 118 trees originating from Sydney Botanic Gardens used in roadside plantings between 1888 and 1896.

A Report – General Manager – Policy and Planning – 3 October 1995:

RECOMMENDED that Council prepare a Draft Local Environmental Plan to list items contained in the Significant Tree Register in Berry as items of environmental heritage.

This property was originally the site of Bobby Moore's bootmakers shop from the early 1920s for about 25 years. He was also a lay preacher for the Methodist church.

4. Outline of the Princess Street HCA proposal

This report aims to show that the subject area, covering parts of Princess Street, Prince Alfred Street and Victoria Street, is part of the very early development of Broughton Creek, later Berry, dating from 1866 or earlier. Prince Alfred Street and Queen Street, were the main commercial streets of Berry.

In total, of the 46 items in the proposed Princess Street HCA, 17 are listed on Schedule 5 of the SLEP. A further five (5) have been investigated as part of the *Shoalhaven Heritage Study 1995-1998*, and one by the National Trust, and should be considered for future listing. Therefore it can be argued that the proportion of properties in the subject area with currently accepted heritage values is 50%.

The area includes Wharf Road which was in existence at least as early as 1866 (refer to Figure 5), and ran south to the second wharf site on Broughton Creek, which had been established two kilometres south of the village in October 1868.

Broughton Creek and the Shoalhaven River were highways for commerce. Communication overland was mainly along bush tracks on packhorses which

carried the goods to port. Broughton Creek became the shipping centre for surrounding areas (including Kangaroo Valley, Brogers Creek, Broughton Vale, Broughton Creek and Broughton Village) with the Shoalhaven being the fourth largest port in New South Wales. All this traffic went via Wharf Road.

The first Broughton Mill Creek bridge was built in 1883, and when the Queen Street section of the South Coast Road was realigned to its present position, Queen Street and Prince Alfred Street (Wharf Road) became the two main streets in the new town. Prince Alfred Street remained a key link to the sale yards, the Berry Central Creamery, and the railway station, until the 1920s.

Similarly, the western ends of Princess Street and Victoria Street were developed as off-shoots of this main access via Prince Alfred Street.

5. Historical Background

5.1. Origins of Berry

The first Broughton Creek settlers, seven free sawyers employed by Alexander Berry, made camp in 1825 at the junction of Broughton Creek and Broughton Mill Creek, where a wharf was established, called the Double Wharf. To the north-east, the village of Broughton Creek (later Berry) grew on the ridge between Broughton Creek and Broughton Mill Creek from around 1860.

With a double wharf on the junction of Broughton Creek and Broughton Mill Creek, a water powered sawmill in the 1840s, and a tannery by 1860, the embryonic town was a focal point, sited as it was on the northern part of the large Berry Estate.

The Estate store house was at Coolangatta with rations being distributed by cart to the outstations, such as the tannery near the foot crossing on Broughton Creek.

Tenants, employees and free settlers followed later.

On the west side of Broughton Mill Creek, a police station, and store were established. The village had a schoolhouse provided by Alexander Berry in 1861 and a postmaster from the same date, operating from the original Mananga homestead. By 1866 a very substantial town had grown centred around Pulman Street. There was a mill supported by a mill race, and the first butter factory was built opposite Mananga in 1899.

By 1868 the population was 300 and the town was proclaimed a municipality. Broughton Creek was a private town, part of the Coolangatta Estate.

In 1870 and again in 1873, severe flooding led to moves to relocate the town. Alexander Berry died in 1873, and the estate passed to his brother David.

The township gradually shifted to the northwest of Pulman Street resulting in David Berry's 1883 grid plan to bring order to the growing settlement. This area contains a core of historic buildings predominantly clustered around the eastern end of the grid (Prince Albert, North, Alexandra and Victoria Streets)...

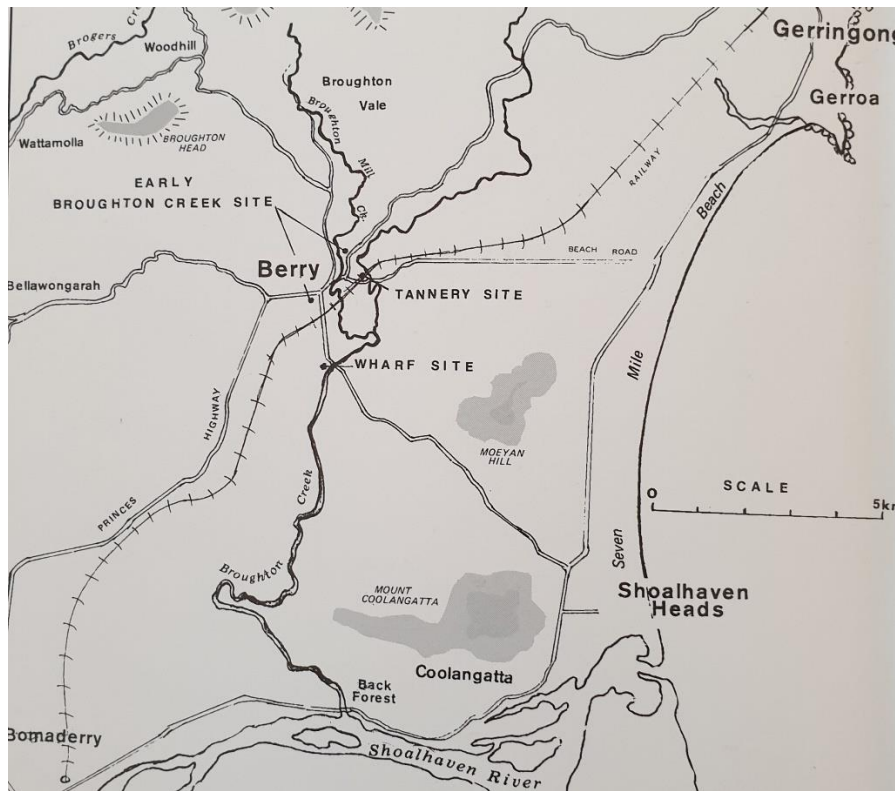


Figure 4: Map of Berry area (Source: Mabbutt)

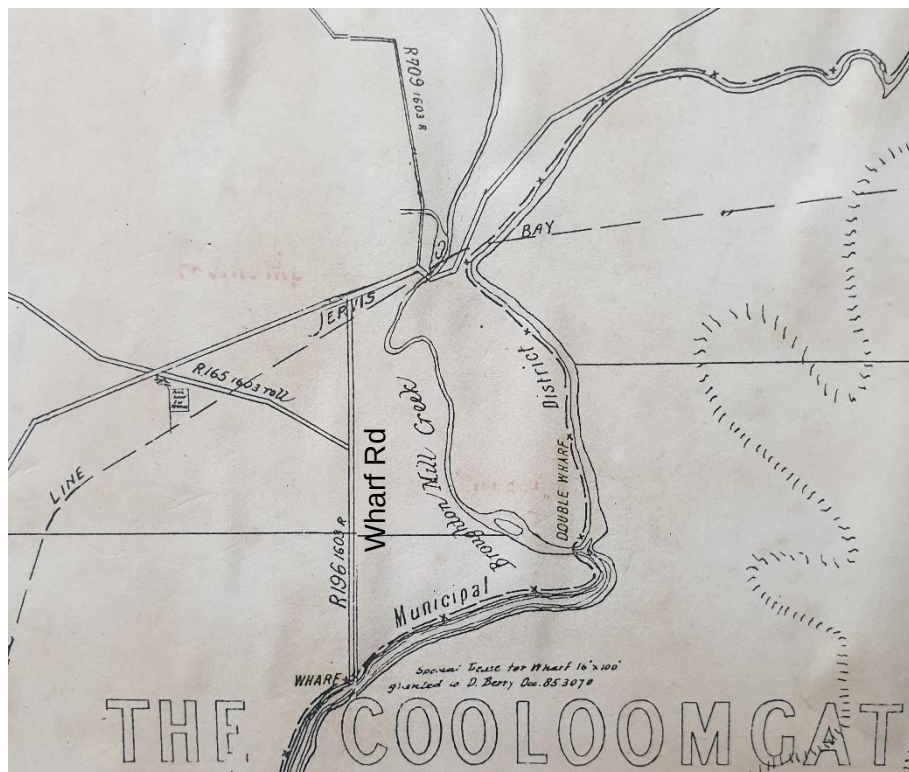


Figure 5: Section of early map based on 1866 map of the County of Camden, showing Special Lease for Wharf granted to D. Berry Dec. 1885. (Source: Berry & District Historical Society)

The old village became busier as the big estates were broken up and dairying grew. Following a series of devastating floods, in 1879 Broughton Creek Village was surveyed and a plan for the town was made on higher ground to the west. In 1883 a rectangular grid of streets was first proposed. Many of the town's public areas were planned, including the Showground, the Post Office (at the Queen Street corner opposite Prince Alfred Street), the Court House, and two acres each for four churches located at each corner of the town. (Bayley 1975: 111)

In 1883, the village moved to higher ground, the transition being hastened when the first Broughton Mill Creek bridge, depicted in the *Illustrated Sydney News* on 21 November, 1883, was built of timber.

In 1886, the brick post office was built on the north-west corner of the intersection of Queen Street and Prince Alfred Street. In 1888, the second bridge on the main road was built over Broughton Mill Creek.

After the death of David Berry in 1889, the name of Broughton Creek was changed to Berry by Act of Parliament in 1890 in honour of the Berry family.

The estate was inherited by John Hay, a cousin, and most of the estate was sold off to meet the large bequests of David Berry's will. The railway opened in 1893 facilitating the town's growth, and reducing shipping. In 1902, a timber bridge was built just upstream from the steamer wharf, and this became part of the road connecting Berry with Coolangatta.

John Hay died in 1909. A new subdivision plan for Berry, with some changes from the first, was drawn up in 1912 and Berry was sold off by the trustees of his estate. The streets now bear names to commemorate members of Queen Victoria's family.

The town continued to grow and flourish as a district centre, mainly for saw milling and dairying. (Sources: Berry Museum web site, and A Brief History of Berry at www.Berry.org.au)

5.2. Origins of Prince Alfred Street

Road development to the South Coast was originally very patchy. It was only in 1858 that the South Coast Road was established from Sydney, via Wollongong, Kiama, and Nowra to Eden. Other roads were little more than tracks, and produce was carried mainly by packhorses, as the country was unsuitable for carts. Due to safety and maintenance issues, transport by water remained the main access to Sydney for many years, at least until 1893 when the railway was built.

The fledgling town of Broughton Creek spread to the west, over Broughton Mill Creek, around the Kangaroo Inn (on the corner of Queen Street and Prince Alfred Street/Wharf Road) that David Berry built in 1866 so travellers could stay overnight before proceeding to the Nowra Ferry. (A brick section of the Kangaroo Inn remains, and is located behind the Berry Hotel.)

Early maps e.g. the 1866 map of the County of Camden, shows the location of tracks and roads. One of these is Wharf Road (later Prince Alfred Street/Wharf Road), which is shown heading straight south to the banks of Broughton Creek, where Berry's second wharf was built.

In December 1885, a Special Lease for a Wharf was granted to David Berry, and it was completed in October 1886. This second wharf, two kilometres south of the village, was known as the Hardwood Wharf, and later as Berry Wharf. (The last coastal boat to call here on a regular basis was in the late 1920s.)

Settlers took up holdings on Kangaroo Mountain between Broughton Creek and Kangaroo Valley in the early 1860s. Farmers from Broughton Vale, Broughton Village, Jaspers Brush, Brogers Creek, Woodhill and even Kangaroo Valley, took their butter and other produce to the wharf at Broughton Creek. From the wharf it was taken to the ocean steamer at Greenwell Point by drogher (river steamer), until 1871, when Berry provided the flat-bottomed steamer, s.s. *Coolangatta*. (Bayley 1975: 74)

From 1871, the flat-bottomed s.s. *Coolangatta* (the second of that name) sailed up Broughton Creek to receive dairy produce from the back districts and Kangaroo Valley. The farmers would travel back up Wharf Road, buy the week's provisions at Wilson's store, and talk while their horses rested after their trip to factory, ship or train. (Bayley 74)

This activity was reported in the *Town and Country Journal* of 1871, noting the progress of Broughton Creek, where, on steamer day, after the butter and produce had been despatched, the farmers crowded into Mr James Wilson's store on the intersection of the main road (now Queen Street) with Pulman Street to purchase their week's necessities. (This building is now restored as Cottage Medical on Pulman) "*The proprietor and his assistant are fairly rushed with demands for store goods*". When Wilson's success became known, other businesses and services were encouraged to follow.

Other premises in Wharf Road/Prince Alfred Street included a sales yard adjacent and north of the present Fire Station. There were also a butcher, a bootmaker, saddler, produce store, tailor, Blow's sawmill (in operation in 1923) and a general store. South of the Princess Street intersection on the east side was J. Blow's Builder & Painter (now No. 30)

By 1873, the Shoalhaven became the fourth port in New South Wales, being exceeded in trade only by Sydney, Newcastle and Wollongong. (Bayley 55)

In 1876, the post office moved from the Mananga homestead to James Wilson's nearby store on the corner of Pulman Street (established 1861, now the restored Cottage Medical). Wharf Road, as the access to the wharf, post office and other services near the Queen Street intersection, was thus cemented as the commercial lifeline of the village.

At Broughton Creek on 9 May 1879, it was announced that direct communication from Broughton Creek village, now Berry, would be established by a steamer (the s.s. *Meeinderry*, (and later in 1886, the s.s. *Coomonderry*) plying regularly down to the Shoalhaven River and then to Sydney. (Bayley 1975: 137).

Wharf Road was also the main access to the racecourse, referred to as the North Paddock, which was built in the 1860s. Meetings were originally held on New Year's Day, then also on Easter Monday, then Boxing Day. By 1911 the club ceased to be profitable, and in early 1913 the remaining land was sold. (South Coast Register, 4 October 2014).



Figure 6: Extract from the Parish of Coolangatta 4th Ed. showing racetrack.
(Source: RMS 2012)

Wharf Road led south from the Kangaroo Inn established in 1866 to the (second) wharf on Broughton Creek, and was hence the local transport lifeline from Broughton Creek village to Sydney. (Bayley 1975: 73)

Hence Prince Alfred Street was developed earlier than the rest of the Town of Berry due to its close proximity to shops and services near the Queen Street intersection and its later alignment as the road to Coolangatta. It was down this road that all goods and passengers were conveyed to the wharf to catch the *Coomonderry* and *Meeinderry* boats, and this road continued to be used to access the Berry Central Creamery/Butter Factory, and then as the coach road to the train in later years.

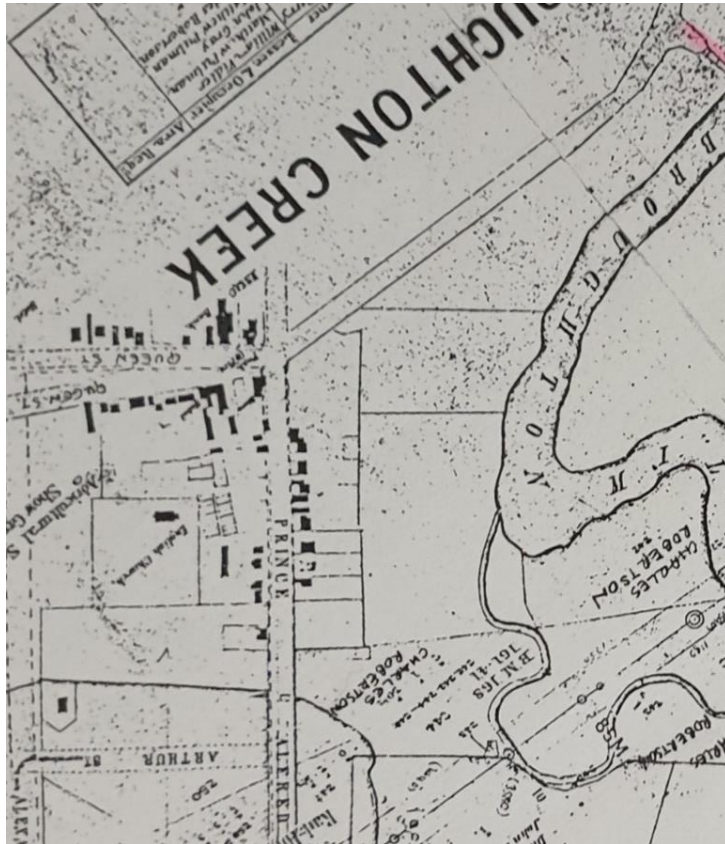


Figure 7: Extract from 1890 map, showing buildings lining Queen Street and Prince Alfred Street.

(Source: Berry & District Historical Society. Reference: Votes and Proceedings of the Legislative Assembly of New South Wales, 1890 session, Vol. 6, Report of the Standing Committee on Public Works, on the Kiama to Nowra Railway.)



Figure 8: 1902 Parish of Coolangatta showing original roads with street grid pattern overlay. (Source: Berry & District Historical Society).

The 1912 subdivision sale map of Berry shows many buildings already in place along Prince Alfred Street when the map was drawn.

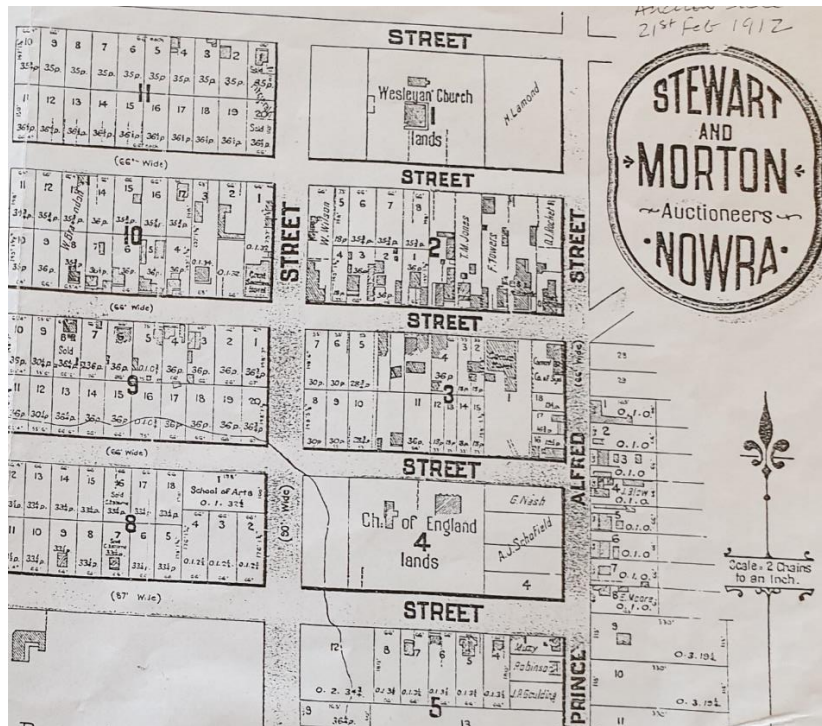


Figure 9: 1912 auction map. (Source: Berry & District Historical Society)

5.3. Origins of Princess Street

As can be seen from Figure 10, in 1883 the proposed town layout shows that the north-eastern side of the town (east of Alexandra Street, and north of Princess Street), was the more settled area.

The Anglican Church sought a grant of land for a church in the third and final town site, and David Berry granted it on some level land west of the Pulman Street ridge village in 1876. In 1884 the foundation stone was laid for the brick Church of St Luke, which opened in 1885 on the two acre site which became Princess Street. The bell, which had been donated to the church in the old village was removed to the new church where it stands in the belfry today. (Bayley 1975: 109)

Princess Street opened in 1896. On the south side of Princess Street in the area close to Prince Alfred Street was Ossie Wiggins bakery (1930s) and next door to the west was the Nash General Store (1912). (Berry & District Historical Society)

5.4. Origins of Victoria Street

Figure 10 below shows that by 1904, building had extended along the north side Victoria Street, west of Prince Alfred Street. By 1912, building had extended to the south side of Victoria Street.

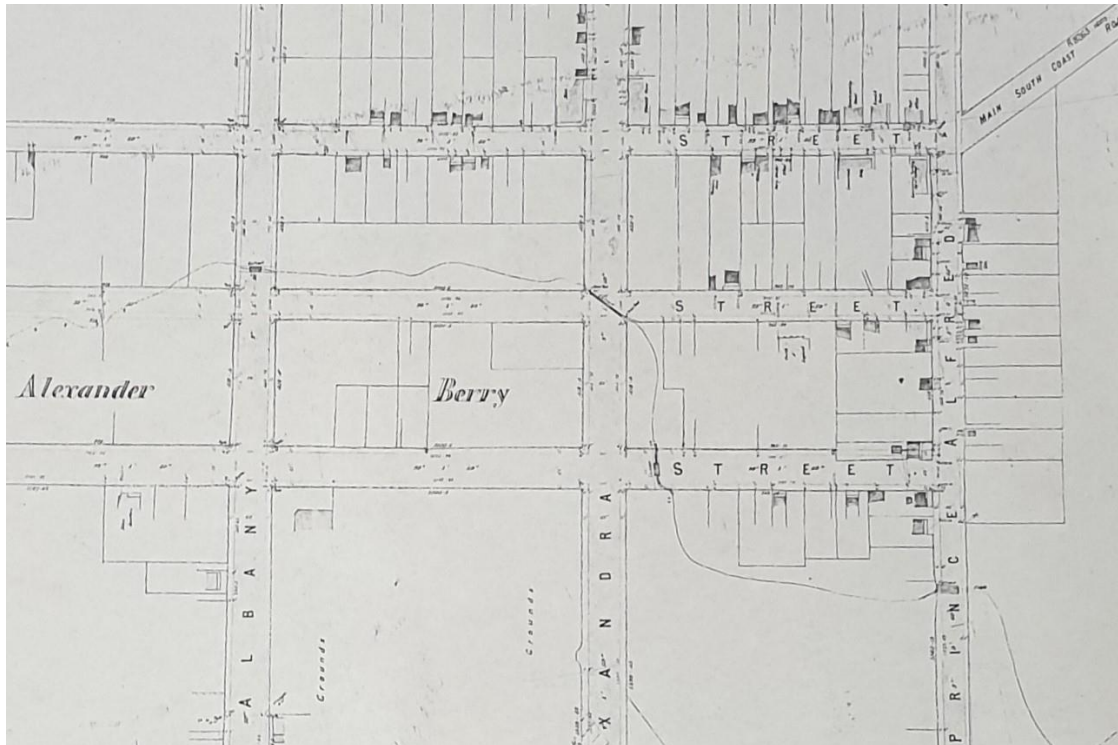


Figure 10: Council Plan of Town of Berry 1904, showing Survey of the Carriage and Footways of Streets in the Town of Berry
(Source: Berry & District Historical Society)

It can be seen from the Figure 10 plan that streets were wider than generally built. Princess and Prince Alfred Streets were a more usual 66 feet wide, but Victoria Street was listed as 87 feet wide (variable).

6. Other heritage considerations

6.1. Berry School of Arts Conservation Management Plan (CMP) 2000

The Berry School of Arts CMP makes arguments about preserving the streetscape of this important local heritage item:

The positioning of the [Berry School of Arts] was not accidental. Alexandra Street, being one block away from the commercial cross roads of Wharf Road (now Prince Alfred Street) and Queen Street, had become a major pedestrian route to the railway station...

and

This 'country town' unpretentious openness not only provides for vehicle and pedestrian circulation and amenity, but also provides sufficient space to read the form, scale and massing of the building from a variety of perspectives and to be fully experienced.

The low scale of development around the site and along Alexandra Street also enables an understanding of the manner in which civic elements have been deliberately aligned ...

and

The Berry School of Arts also requires another sort of heritage curtilage consideration, that of a 'composite heritage curtilage'. Composite heritage curtilages usually apply to heritage conservation area [sic] and define the boundaries required to identify and maintain the heritage significance of an historic precinct and village.

and

...it is recommended that that the Berry conservation area be extended to include the School of Arts site and to ensure that the historic and visual relationships between major items within the township can be appropriately management [sic].

6.2. State Heritage Register – St Luke's Anglican Church

The Statement of Significance reads:

Late Victorian Church, an individual example of the Victorian Gothic revival style which retains much of its original character. Streetscape value and social and historic value for the Berry Anglican community.

The Recommendation states:

Include in a Conservation Area within an LEP.

6.3. National Trust of Australia (NSW) Classification Report 2010

The Berry Township Urban Conservation Area (BTUCA) and the Berry District Landscape Conservation Area (BDLCA) have been defined by the Trust in recognition of the cultural, aesthetic and natural values of the landscape values of Berry and the Southern Illawarra.

The proposed Princess Street HCA is entirely in keeping with the National Trust's (BTUCA) Subdivision boundary (#2. below).

The BTUCA listing incorporates three levels:

1. A broad scale visual boundary which relates to the closer urban settlement of the nineteenth century Berry town grid.
2. A subdivision boundary: relates to the town grid pattern and its development in the later half of the 19th century and the first half of the 20th centuries. It has been extended to join with the Pulman Street Heritage Conservation Area.
3. A buffer zone which seeks to protect the immediate rural setting of the urban grid.

(Source: RMS 2012: 93)

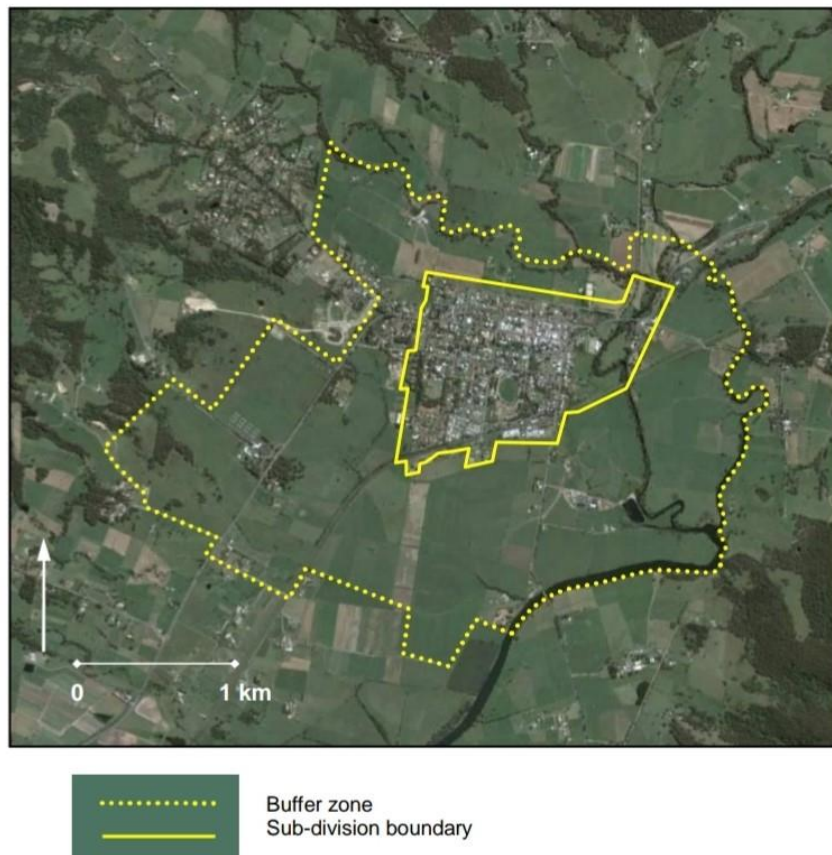


Figure 11: National Trust Berry Subdivision boundary and buffer zone
(Source: Volume 2 Appendix K, Foxground and Berry bypass, RMS, Nov 2012.)

Extensive research clearly shows that the town of Berry is an integral component of the cultural landscape, and its values are identified in the Southern Illawarra Coastal Plain and Hinterland Cultural Landscape (SICPH CL) recording, and its previously recorded subsets, the Berry Bolong Pastoral Landscape, and the Berry District Landscape Conservation Area.

The importance of the town can be summarised by the following points:

- It is the only town within the SICPH Cultural Landscape, and north of the Shoalhaven, which was founded as a private town, and as a part of the Berry Estate.
- It is the only non-coastal, nineteenth century town within the SICPH CL which has developed a viable urban presence, identity and civic centre.
- It demonstrates the historical progression from a private village, initiated and supported by the Berry Estate, to a public town governed by a local government authority.
- It has always been an important part of local district networking and in particular, infrastructure for communication, transport, industry, trade and administration.
- Its road and rail corridors endure as active elements, its maritime corridor (Broughton Creek) remains as an inactive component.
- Its institutions, industry and organisations have variously dominated and influenced the development, extent and structure of the surrounding region.

- It is centrally located within the SICPH CL and provides an aesthetic and cultural focus.
- Many of the nineteenth century traits of the town have not been replaced or overwhelmed by subsequent latter twentieth century urban or industrial development.
- The context of the town remains pastoral.
- Many of these characteristics and values are a basis for the recognition, by the National Trust of Australia (NSW), of the Berry Township Urban Conservation Area (BTUCA).
- This area was listed on the Trust's Register in 2011. The listing recognises the historic development of the town, and its distinctive urban character set within a rolling agricultural landscape. (Source: RMS, Appendix K, Section 5.3.2.)

7. Physical Evidence - streetscapes

7.1. Streetscapes – Princess Street

Of the 23 houses in the subject area of Princess Street, 10 are already locally listed on Schedule 5 of the *Shoalhaven LEP 2014*. A further 2 have been investigated in the *Shoalhaven Heritage Study 1995-1998* and have potential for listing.

Princess Street demonstrates the “*country town’ unpretentious openness*” and the fact that “*Many of the nineteenth century traits of the town have not been replaced or overwhelmed by subsequent latter twentieth century urban or industrial development.*” (SoA CMP)

The general lack of kerb and guttering, wide grass verges, and street tree planting add to its ambience, while the general lack of attached garaging facing the street, low height and bulk, and wide setbacks that enable views through the buildings to the surrounding landscape, are important features that maintain its heritage characteristics.



Princess Street looking west from the Alexandra Street intersection, with Berry School of Arts on the left.



Princess Street looking east from the Alexandra Street intersection.



Princess Street looking west from Prince Alfred Street intersection, with Hungry Monkey restaurant and St Luke's Anglican Church trees on left.

7.2. Streetscapes – Prince Alfred Street

Of the 19 houses in the subject area of Princess Street, 11 are already locally listed on Schedule 5 of the Shoalhaven LEP 2014.



Prince Alfred Street looking south towards railway



Prince Alfred Street looking north towards Queen Street

7.3. Streetscapes – Victoria Street

Victoria Street was listed on Council's 1905 plan (refer to Figure 10) as 87 feet wide (variable), wider than the standard at the time of 66 feet. It maintains this width, and also demonstrates the *“country town’ unpretentious openness”* and the fact that *“Many of the nineteenth century traits of the town have not been replaced or overwhelmed by subsequent latter twentieth century urban or industrial development.”* (School of Arts CMP)

The lack of kerb and guttering, wide grass verges, and street tree planting add to its ambience, while the general lack of attached garaging facing the street, low height and bulk, and wide setbacks that enable views through the buildings to the surrounding landscape, are important features that maintain its heritage characteristics.



Victoria Street looking east from the Alexandra Street intersection



Victoria Street, looking west from the Prince Alfred St intersection

8. Physical evidence – properties

*Dark pink shading indicates items listed on Schedule 5 of the Shoalhaven LEP.
Light pink indicates agreed heritage value worthy of further investigation.*

NO.	PHOTO	DESCRIPTION
Princess Street (south side, west of Alexandra Street)		
42		Weatherboard ranch style cottage with wrap around verandah and separate garage Photo source: realestate.com.au
44		Potential for listing on Schedule 5 of SLEP <i>Shoalhaven Heritage Study 1995-1998 - B034</i> Part of the original PP056 Council Proposal <i>The Inter-war Bungalow ...provides physical evidence of the historical development of Berry in the Inter-war period... The building is a fine example of a vernacular timber and fibro dwelling constructed in the Shoalhaven in the first half of the 20th century.</i> <i>The building has aesthetic value for the contribution it makes to the streetscapes of Berry.</i> Photo source: C. Barlow 2021
46		Weatherboard pitched roof house with attached carport. Foxberry House – over 100 years old, with beautiful original features. (Source: belleproperty.com) Photo source: realestate.com.au
48		 Photo source: C. Barlow 2021

(48)		Photo source: C. Barlow 2021
50		Photo source: C. Barlow 2021
52		Schedule 5 SLEP 2014 – Item 64 Inter War Weatherboard California Bungalow Inter-War house in the California Bungalow style. An important contributor to the streetscapes of Berry. Inter-War weatherboard and galvanised iron cottage with gabled roof and projecting transverse gable at the main entrance. Single brick chimney. California Bungalow influences in the roof and verandah supports; multiple timber posts supported on brick piers. Lattice timberwork to feature gable above hipped verandah which returns to the side. Photo source: C. Barlow 2021
54		Schedule 5 SLEP 2014 – Item 65. Inter-War Weatherboard and Fibro Cottage. Inter-War period asymmetrical cottage clad with Durasbestos above window sill height and weatherboards below sill height. Main roof hipped with front gabled projection and skillion verandah. Single rendered chimney to side. Open eaves, small metal ventilators. Not recorded on Berry Town subdivision map of 1912. Contributes to form, scale and continuity of the streetscapes of Berry. Photo source: realestate.com

Berry
School of Arts



(19 Alexandra Street)
Schedule 5 SLEP 2014 – Item 31
Foundation stone laid 1905, on land donated by Sir John Hay, who inherited the Berry Estate. Opened 1906, it was the focus of community life. Built by A Johnson to a Neo-Georgian style by Joseland and Vernon. Unusual for its brick construction.
Photo source: C. Barlow 2021

Princess Street (south side) east of Alexandra Street

62



Schedule 5 SLEP 2014 - Item 37
Araucaria cunninghamii (Hoop Pine)
 One of 118 trees originating from Sydney Botanic Gardens provided to the Berry Estate in the late 19th century, or possibly planted in 1922 to commemorate the Roll of Honour installation in the School of Arts.

64
 The
 Cott-
 age



Schedule 5 SLEP 2014 - Item 544
 Federation weatherboard cottage.
 It is believed the original Cottage was transported to the land, possibly in to sections, in the early 1900s and was part of the “overflow” for the maternity/nursing home at 71 Princess Street.

Photo source: C. Barlow 2021

66



Potential for listing on Schedule 5 SLEP 2014?

Norfolk Island Pine (*Araucaria heterophylla*)
 Possibly one of 118 trees originating from Sydney Botanic Gardens used in roadside plantings between 1888 and 1896

Photo source: C. Barlow 2021

68 Manse		Schedule 5 SLEP 2014 - Item 67 The old brick rectory of St Luke's. Building commenced 1891 by W. A. Isley who also built the Post Office. Also in the grounds of the Rectory are two firewheel Trees (<i>Stenocarpus sinatus</i>). Now a private residence.
68A St Lukes		Schedule 5 SLEP 2014 - Item 68 St Luke's Anglican Church including memorial gates and trees. The brick church was built on land donated from the Berry Estate and opened in 1885. It is one of the four original churches and is still in use as a church. St Lukes Anglican Church trees- <i>Araucaria heterophylla</i> (Norfolk Island Pine). Believed to be one of 118 trees originating from Sydney Botanic Gardens used in roadside plantings between 1888 and 1896. Photo source: C. Barlow 2021
70		Source: C. Barlow 2021
(23 Prince Alfred)		Side view from Princess St. (Schedule 5 SLEP 2014 - Item 51) Source: C. Barlow 2021

Princess Street (north side, east of Alexandra Street)

65-67		Schedule 5 SLEP 2014 – Item 66 Inter-war brick residence including doctor's surgery and garden View from Princess Street side. Access from Alexandra Street.
69		Photo source: C. Barlow 2021 Potential for <u>State</u> listing on Schedule 5 SLEP 2014 of SLEP Item 69 -<i>Quercus virginiana</i> (American Live Oak) The tree was planted by visiting dignitaries to the first School of Arts and came from a despatchment of seedlings from the Sydney Botanic Gardens in 1900. “Following further assessment by Ian English (arborist) the <i>Quercus Virginiana</i> (American Live Oak in Berry Lot 1012 DP 872963) should be upgraded from Local to State Significance on account of its rarity in the State and recent impact assessment.” (Special Development Committee – Draft LEP, 10 May 2012, p14) Photo source: C. Barlow 2021
71		Schedule 5 SLEP 2014 - Item 545 The Federation weatherboard cottage at 71 Princess Street provides early evidence of the development of the town of Berry...[and] is historically significant for its role in the provision of maternity care and delivery of babies in the Inter-war period. The cottage has historical association with Ida Shelton and Alice Morgan, two nurses who provided maternity services in Berry in the 1920s and 1930s. The modification to create an entry porch has value for its ability to demonstrate the use by the maternity hospital. The cottage is rare as an early 20th century example of a maternity hospital in the Shoalhaven. Photo source: C. Barlow 2021
73		Heritage Study - B040 Canary Island Date palm (<i>Phoenix canariensis</i>) Also adjacent is a large tree believed to be a rare <i>Carya illinoensis</i> Pecan Nut Tree. The building has aesthetic value for the contribution it makes to the streetscapes of Berry. Photo source: C. Barlow 2021

75		The building had aesthetic value for the contribution it made to the streetscapes of Berry. Photo source: J. Ball 2021
		Following demolition October 2021 Photo source: J. Ball 2021
77		Rear access to the Berry Hotel
79-81		Photo source: C. Barlow 2021

83



Vacant

Photo source: C. Barlow 2021

Prince Alfred Street (west side)		
19		Shoalhaven Heritage Study 1995-1998 - B043 Potential for listing on Schedule 5 of SLEP Building on this site 1905 (Refer Error! Reference source not found.) Part of the original PP056 Council Proposal Originally Benny's bootmakers store. <i>...contribution to the streetscape values of Prince Alfred Street which is a key road within the historic Berry Estate. The cottage has rarity value as a dwelling built in the Inter-war period to replace an earlier building along an important early road in the Berry Estate. The Inter-war cottage is a fine representative example of a timber vernacular house built in the early 20th century.</i> Photo source: C. Barlow 2021
21		Schedule 5 SLEP 2014 - Item 50 Building on this site 1905 (Refer Figure 10). Panvil -Former Federation weatherboard shop 1893 William Bennie bootmakers shop. A produce store owned by Fred Host. Photo source: C. Barlow 2021
23 Hungry Monkey		Schedule 5 SLEP 2014 - Item 51 Former Berry Estate Bakery and Residence Now The Hungry Monkey restaurant. Photo source: realestate.com
23A		Schedule 5 SLEP 2014 – Item 52 Building on site 1905 (Refer Figure 10) Kiah - Federation Weatherboard cottage Photo source: C. Barlow 2021

25		Potential for listing on Schedule 5 of SLEP? The building has aesthetic value for the contribution it makes to the streetscapes of Berry. Photo source: C. Barlow 2021
27		Potential for listing on Schedule 5 of SLEP? Building on site 1905 (Refer Figure 10) Federation Weatherboard cottage. Believed to be little altered from the style of the early tenant owner. (Formal parterre gardens to rear.) Photo source: C. Barlow 2021
29		Proposed for listing by the National Trust 1969. Potential for listing on Schedule 5 of SLEP Former Lancers' Barracks. This Barracks was built in 1898 by (Sir) John Hay, owner of the Berry Estate. The Berry Half Squadron of the New South Wales Lancers was formed 1 July 1896. (<i>NSW Government Gazette p4453, 30 June 1896</i>). Now a private residence. Converted to a residence for the headmaster of the Berry Primary School, mid to late 1920s. Photo source: realestate.com
31		Schedule 5 - Item 53 Federation weatherboard cottage and trees Building on this corner site 1905 (Refer Figure 10). Photo source: C. Barlow 2021
(31)		View from Victoria St. Photo source: C. Barlow 2021

33



Shoalhaven Heritage Study - B047
Potential for listing on Schedule 5 of SLEP
Part of the original PP056 Council Proposal
Building on site 1905 (Refer Figure 10)
Federation weatherboard built c. 1890s on 809m².
The weatherboard cottage at 33 Prince Alfred Street provides early evidence of the historical development of Berry. Located on an early historic road connecting Broughton Creek Village and the Coolangatta Estate the cottage provides physical evidence of an important road within the Berry Estate. The cottage also provides important early physical evidence of the residential growth of the village of Berry prior to the 1912 subdivision sale.
Photo source: C. Barlow 2021

Prince Alfred Street (east side)		
28		Potential for listing on Schedule 5 of SLEP? Photo source: C. Barlow 2021
30		Potential for listing on Schedule 5 of SLEP? Building on site 1905 (refer to Figure 10) Photo source: C. Barlow 2021
32		Schedule 5 SLEP 2014 - Item 54 Building on site 1905 (refer to Figure 10) Federation weatherboard cottage and garden Photo source: C. Barlow 2021
34		Building on site 1905 (refer to Figure 10) Photo source: propertyvalue.com

36		Item 543 Schedule 5 of SLEP. The Federation Weatherboard Cottage at 36 Prince Alfred Street provides early evidence of the historical development of Berry. Located on an early historic road connecting Broughton Creek Village and the Coolangatta Estate the cottage provides physical evidence of an important road within the Berry Estate. The cottage demonstrates the growth of Berry prior to the 1912 subdivision sale. The cottage at 36 Prince Alfred Street displays the key characteristics of the Victorian vernacular style with Federation features. Photo source: C. Barlow 2021
38		Photo source: realestate.com.au
40		Schedule 5 SLEP 2014 - Item 55 Norfolk Island Pine (<i>Araucaria heterophylla</i>) believed to be one of 118 trees originating from Sydney Botanic Gardens used in roadside plantings between 1888 and 1896. Originally Bobby Moore's the Bootmakers shop from the early 1920s for about 25 years. He was also a lay preacher for the Methodist church. Good example of vernacular Georgian form with asymmetrical plan, and high gabled roof. Photo source: realestate.com
??		Entrance to Micklefield Access to old swimming hole on Broughton Mill Creek.

42



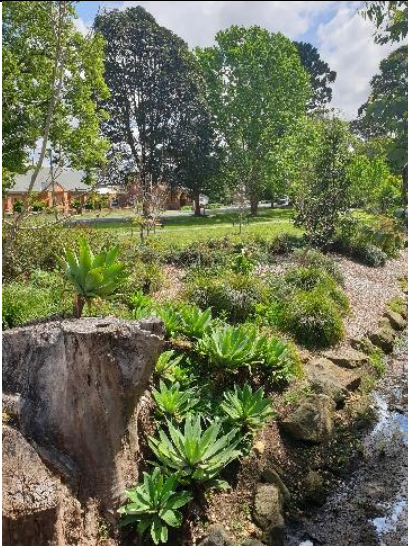
Potential for listing on Schedule 5 of SLEP?
Federation weatherboard cottage

Appears very similar to Donovan's Cottage at 42 Wason Street Milton (MU001.62 in *Shoalhaven Heritage Study*) singled out as an important example of 1860s and 70s weatherboard building.

Photo source: C. Barlow 2021

Victoria Street (north side)

85



Corner of Victoria Street/Princess Street and Alexandra Street
Drainage swale. Looking north from Victoria Street.
There are significant trees on this block.

Photo source: C. Barlow 2021

87



Photo source: C. Barlow 2021



Rear St Luke's Church

Photo source: C. Barlow 2021

97



"Blooms"
Potential for listing on Schedule 5 of SLEP?

Photo source: C. Barlow 2021

Victoria St (south side)

68

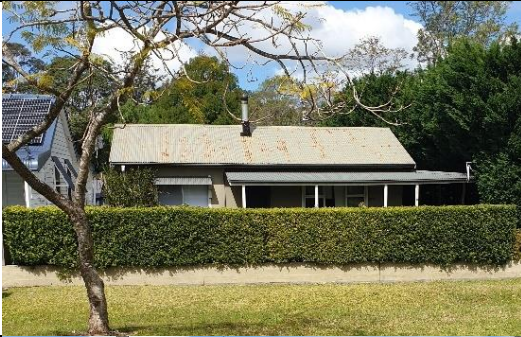


Photo source: C. Barlow 2021

70



Building on site 1905 map (Refer Figure 10)

Photo source: C. Barlow 2021

72



Photo source: C. Barlow 2021

74



Photo source: C. Barlow 2021

76



Building on site 1905 map (Refer to Figure 10)

Photo source: C. Barlow 2021

9. Heritage Significance

9.1. Significance Assessment Criteria

The following criteria have been used in the assessment of cultural heritage significance. These criteria are the standard criteria for use in NSW that have been prepared for use by the Heritage Division of the NSW Office of Environment and Heritage.

For a place to be deemed to be significant to Shoalhaven City it must meet at least one of the following criteria:

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

Using the criteria outlined above the proposed Princess Street Heritage Conservation Area satisfies each criterion, taking into consideration the cultural history of the subject area.

Navin Officer Heritage Consultants Pty Ltd assessed the significance of the town of Berry as a component of the Southern Illawarra Coastal Plain and Hinterland Cultural Landscape (SICPH CL):

...Berry was, and remains, and integral component of the Southern Illawarra Coastal Plain and Hinterland Cultural Landscape (SICPH CL). The town holds a central geographic position and was a critical administrative, service, commercial and community centre. Initially it served as an industrial focus for the processing of cedar from the Berry Estate, and subsequently grew with the agricultural development of the Estate.. North of the Shoalhaven River, the town was a critical centre for the Estate, together with the main estate buildings at Coolangatta. The town also served as a focus for settlers who established holdings to the north of the Berry Estate, and for the economic diversification that followed the Estate's breakup... (RMS)

9.2. Significance Assessment

Criterion (a) Historical Value: - an item is important in the course, or pattern, of the City of Shoalhaven's cultural or natural history.

The proposed Princess Street Heritage Conservation Area is significant for its role in the economic, social and cultural history of the Shoalhaven.

The area within the proposed HCA contains the road to the wharf on Broughton Creek (1886), which later went on to connect to Coolangatta House, the headquarters for the massive Berry Estate. As the land was opened up first by Berry estate tenant farmers, and in the 1860s, by settlers under the Robertson Land Act, Broughton Creek became the port of a very large area where dairy farms were established.

The proposed HCA therefore shows early evidence of the importance of water transport to the whole surrounding area, including Kangaroo Valley, Brogers Creek, Broughton Vale, Broughton Creek and Broughton Village in the mid-late 19th century up and up until the turn of the century.

The proposed HCA demonstrates the shift from the original Broughton Creek Village centred on Pulman Street to the higher ground that was laid out in 1883 and later redefined by the Berry Deposited Plan (DP8058) surveyed in 1912.

St Luke's Church has historical value as a good example of a late Victorian Church built in 1884 on land granted by David Berry on the south-east corner of the private town. The site contains a front fence that was built as a war memorial dedicated to those who fell in the Great War 1914-1918 and plaques were attached to the entry gates at that time. (Source: *State Heritage Register Statement of Significance*)

The Berry School of Arts demonstrates how a social movement for the dissemination of knowledge and community services spread throughout the State and was adapted for the local community.

The houses have historic value for their ability to demonstrate the way lots along early historic roads were developed before and after the 1912 Berry Township subdivision.

Criterion (b) Historical Association: - an item has strong or special association with the life or works of a person, or group of persons, of importance in the City of Shoalhaven's cultural or natural history.

The proposed HCA is historically associated with David Berry, brother of Alexander Berry, the original landowner. Berry was responsible for the survey of the third township, for the grid arrangement of streets, and for the street names.

The Berry School of Arts building is on land donated by John Hay, cousin of David Berry, who inherited Berry Estate, and Hay paid for the majority of the cost of construction. Architects Joseland and Vernon drew up the plans.

The masonry School of Arts, which opened in 1906, has had continuing importance as a focus for community activities and social events. It contained a natural history museum and library, and between 1920 and 1965 it served as the local cinema. Functions and events continue today.

St Luke's Anglican Church contains the old church bell from the school house in

Pulman Street, site of the prior Broughton Creek settlement. This bell was a gift in 1877 and is inscribed 'Christ Church' with the date 1845. The church is the only one of the original four churches built by the Berry Estate still in use for worship today.

Generally, other historical association with the work of local architects and builders is unknown at this time.

.. in most rural areas of New South Wales there is little surviving evidence or information about local building industries during the nineteenth century. Whilst we may know the name of the owner or designer of surviving houses and villas of architectural significance, the names of the builders and other tradesmen are generally unknown.

(Source: Hobbs, Roger, The Builders of Shoalhaven, 1840s –1890s)

Criterion (c) Aesthetic Value: - *an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the City of Shoalhaven.*

The proposed Princess Street HCA consists of dwellings and landscape features from the late 19th and early 20th Century in a picturesque cultural landscape with a general consistency in architectural style and period.

The broad streets with grassed verges (and minimal kerbing and guttering) which are a feature, provide a picturesque open landscape setting on Princess and Victoria Streets and a visually pleasing treed streetscape, which is highly valued by residents.

The Berry School of Arts is an unusual masonry building, while St Luke's Anglican Church is a good example of a simple Victorian Gothic Revival Church.

Criterion (d) Social Value: - *an item has strong or special association with a particular community or cultural group in the City of Shoalhaven for social, cultural or spiritual reasons.*

The proposed Princess Street HCA is of social value as it is part of the very early development of Broughton Creek, later Berry, dating from 1866 or earlier, and, along with Queen Street, was a main commercial street of Berry.

The town served as a focus for settlers who established holdings in the surrounding areas of Kangaroo Mountain between Broughton Creek and Kangaroo Valley in the early 1860s. At this time the main business of dairying was butter making, and the focus for sale was the wharf on Broughton Creek. Prince Alfred Street was for many years one of the main thoroughfares of the town as it was firstly the road to the wharf, then the sale yards and Berry Central Creamery, and was then used by the horse-drawn bus as a route to the train. In later years it became the road for tourists travelling from the north to Shoalhaven Heads.

From early years, on the corner of Princess Street and next to the butcher was the general store/bakery. This building has continued as a bakery, trading for several years as the Berry Sourdough Bakery, and is currently the Hungry Monkey restaurant and café.

The area contains the School of Arts which embodies the School of Arts movement. It has been continually adapted for community use, and has been associated with many important community events and the formation of community organisations.

The area contains one of the four churches, originally located at each corner of the town on land donated by David Berry. The Anglican Church of St Luke's opened in 1884 and is the only original church built by the Berry Estate still being used for worship, where it remains a focus for religious and social activities.

Criterion (e) Research Potential: - *an item has potential to yield information that will contribute to an understanding of the City of Shoalhaven's cultural or natural history.*

The subject area has the potential to add to the current limited store of knowledge on cultural influences and vectors in the development of domestic architectural ideas.

Domestic architectural characteristics were demonstrated by Roger Hobbs in the Shoalhaven City Council Heritage Study (Freeman 1995 - 1997). Vernacular housing forms included slab timber cottages, weatherboard four-roomed cottages and gabled Edwardian cottages of the early 1900s. However, it was not possible to identify specific traits in the development of domestic architecture or vernacular housing types in the Shoalhaven LGA during the nineteenth century, which might stem from the introduction of new ideas or the conscious modification of colonial practice. This was a consequence of the limited funding and thematic nature of heritage studies, which do not allow the dynamics of settlement and its impact on the development of a building industry or the introduction of architectural ideas to be fully elaborated in context with social, cultural and geographical parameters." (Hobbs)

The subject area demonstrates a high degree of integrity and retention of the natural and constructed transport, trade and communication corridors along Broughton Mill Creek and Broughton Creek, and cadastral and land alienation patterns.

Criterion (f) Rarity: - *an item possesses uncommon, rare or endangered aspects of the City of Shoalhaven's cultural or natural history.*

The proposed HCA has rarity as a relatively intact collection of late 19th -early 20th Century buildings and streetscapes book-ended by an intact commercial centre and an intact showground.

Most cottages in the proposed Princess Street HCA are representative of the historical development of Berry. There are many good examples of vernacular buildings that demonstrate the key characteristics of the Victorian, Federation and Inter-war periods. Many of these homes retain their historic and aesthetic values and are under immediate threat of demolition and their replacement with new homes with reduced set-backs, increased height and bulk and in sharp

contrast to the character of the town.

Criterion (g) Representativeness: - *an item is important in demonstrating the principal characteristics of a class of the City of Shoalhaven's - cultural or natural places; or - cultural or natural environments.*

The subject area has a fine representative example of a country town properties and trees, situated within the earliest town plan and indicates the residential development of the wide, treed, grid pattern streets of the planned private town. It has a fine representative group of houses built within the late 19th - early 20th Century representing the Federation and Inter-war architectural periods.

10. Strategic justification

The proposal to add a Princess Street Heritage Conservation Area (HCA) to link the existing Queen Street HCA and Berry Showground HCA is entirely consistent with planning directions, including the *South Coast Regional Strategy 2006-31*, *Illawarra Shoalhaven Regional Plan 2036*, *Shoalhaven Local Strategic Planning Statement*, *Berry Community Strategic Plan*, as detailed below.

The Berry village community has also repeatedly expressed a strong desire to be protected from overdevelopment in areas with valued historic character and relationships with the landscape.

10.1. Regional Plan Objectives

Regional Plans set the framework, vision and direction for strategic planning and land use. The *Illawarra Shoalhaven Regional Plan* was released in November 2015, the first of nine regional plans to be delivered across NSW.

They must be updated every five years, and the current plan which covers Berry is the *Illawarra Shoalhaven Regional Plan 2041*.

The proposed Princess Street HCA is consistent with its key themes and objectives:

Direction 3.4 Protect the Region's Cultural Heritage

Action 4.3.1: Conserve heritage sites when preparing local planning controls.

Key theme: A region that values its people and places

As places grow and change, distinctive local character will be protected, while cultural heritage will be embraced.

Objective: Celebrate, conserve and reuse cultural heritage.

The Illawarra Shoalhaven has a rich and diverse heritage with strong links between Aboriginal communities and the region's coast and the escarpment, as well as townships associated with early European colonisation, including Mount Kembla. The region's heritage is part of its identity and character and could generate greater economic value, particularly through cultural tourism.

Objective 22: Embrace and respect the region's local character

Strategy 22.1:

The development of local character statements in accordance with the NSW Government's *Local Character and Place Guideline*.

Objective 23: Celebrate, conserve and reuse cultural heritage

Strategy 23.1:

Identify, conserve and enhance cultural heritage values. Strategic planning and local plans should consider opportunities to:

- engage Traditional Owners and the community early in the planning process to understand heritage values
- undertake heritage studies early to inform conservation and value add opportunities
- apply adaptive reuse and heritage interpretation to create distinctive local places, and
- manage and monitor the cumulative impact of development on the heritage values and character of places.

10.2. Local Strategic Planning Statement

Under the key theme of *Celebrating Culture and Heritage* are:

- Planning Priority 14 Heritage items and places
...Current planning and development controls protect these buildings, sites and landscape items, from inappropriate development...
- Planning Priority 15 Scenic and cultural landscapes
...Other scenic landscapes throughout Shoalhaven also make a significant contribution to the unique character and amenity of our region. Our communities have already identified the scenic value of the Cambewarra Escarpment...

10.3. Berry Community Strategic Plan

(endorsed by Council in 2016)

- *Berry is highly valued by both its residents and its visitors for its location and its heritage village atmosphere. Future development and growth of tourism will be carefully balanced with a heightened focus on Berry's unique historic charm and rural character.*
- *Ensure that the town's planning controls, and any proposed CBD developments retain existing character buildings and reflect the heritage appeal.*

10.4. Relevance to the recent Berry Heritage Planning Proposal (PP056) 2021

The recent Shoalhaven City Council PP056 planning proposal (for two additional HCAs and 12 items (properties) in Berry was supported for the following reasons:

- It will facilitate protection of items and precincts having been identified as having cultural heritage value in Berry through a heritage study.
- It is consistent with the requirements of the *Illawarra Shoalhaven Regional Plan* and Council's *Local Strategic Planning Statement* to protect the region's cultural heritage.

Council's statement on the Policy Implications was that:

The PP is considered to be consistent with the Illawarra-Shoalhaven Regional Plan, Shoalhaven Local Strategic Planning Statement, Shoalhaven 2040 and the Berry Community Strategic Plan.

Similarly, the current proposal, the subject of this heritage assessment, for a *Princess Street HCA*, to join the *Queen Street HCA* to the *Berry Showground HCA*, is similarly aligned.

It is also aligned with several Council resolutions, over a long period of time, to investigate further conservation of Berry's heritage. (MIN12.494(2), MIN17.131, MIN17.48, MIN17.613, MIN18.695, MIN19.460)

10.4.1. Gateway Determination from Department of Planning, Industry and Environment

Council's Gateway Determination submission to DPIE, stating the view:

...that the planning proposal (PP056) is consistent with Direction 3.4 and Action 4.3.1 of the Illawarra Shoalhaven Regional Plan is supported for the reasons provided in the planning proposal.

Direction 2.2 identifies the existing Berry urban area for increased housing activity, particularly dual occupancy development. The planning proposal is potentially inconsistent with this Direction because a local heritage/HCA listing of properties and precincts could make it more difficult to develop 72 affected properties for more intensive housing including dual occupancy. It is however, considered that given the relatively small number of affected properties compared to the total housing stock in Berry, any inconsistency with Direction 2.2 is of minor significance.

It is also considered the proposal is consistent with Action 2.2.1 of the Regional Plan because it will protect properties and precincts with identified heritage values and character which will contribute to housing choice.

In relation to PP056, Council itself identified the risk implications of not adopting that proposal (DE20.94):

Not implementing appropriate heritage protection for individual items and areas within Berry could result in adverse impacts on the heritage and character of Berry through unsympathetic development.

This argument as it applies to the proposed Princess Street HCA remains valid. The setting, heritage fabric and character of the greater part of the historic township will remain unprotected by the inadequate and uncoordinated provisions of SDCP 2014 and Chapter N2: Berry Town Centre.

10.5. Response to the National Trust of Australia (NSW) Classification Report 2010

It is acknowledged that classification by the National Trust does not have any legal force. Strategic justification is required for the listing of a heritage item or Heritage Conservation Area in an LEP, which would then have statutory weight.

10.5.1. Report of the General Manager – Special Development Committee 10 May 2012

In June 2011, Council was notified that the Berry Township Urban Conservation Area had been listed on the National Trust Register. This does not appear to have been discussed until May 2012, when it was reported that there was strong community support for the *National Trust of Australia's* nomination of *Berry Township Urban Conservation Area* for inclusion in the draft LEP 2009 Schedule of Heritage Conservation Areas. The qualities that make Berry a special place require recognition and protection through heritage listing.

Council's comment on this report was that 'the listing of a property or area on the National Trust Register does not automatically warrant the listing of that property or area in the heritage schedule of an LEP. In the case of the Berry Township Urban Conservation Area, the submissions are all consistent in their desire to list the Heritage Conservation Area (HCA) in draft LEP 2009.

The Berry Township Urban Conservation Area was not included as a HCA in Schedule 5 - Environmental Heritage in draft LEP 2009 as it was not included as such in SLEP 1985, and primarily Schedule 5 is a "best fit transfer" from SLEP 1985 to draft LEP 2009.'

10.5.2. Comment

It is not considered that that the notion that "*primarily Schedule 5 is a "best fit transfer" from SLEP 1985 to draft LEP 2009*" and then to SLEP 2014, is a reasonable conclusion in response to the proposed listing by the National Trust. Nor is it an appropriate response in relation to pre-existing Schedule 5 items. The *Shoalhaven City Council Heritage Study 1995-1998* included the following recommendation:

That Council make provision for ongoing review of Heritage items, especially 'Provisional' inventory items identified in the inventory but not yet included in the Schedule, with a view to adding to the proposed Heritage Schedule.

and

That Council seek funding for further field study and research activity as recommended.

These recommendations have not been actioned.

Councils generally compile heritage inventories based on NSW Heritage Branch data sheet pro formas. These are not statutory listings, and information may come from several sources. The Shoalhaven Heritage Inventory contained many entries which were not included within either LEP 1985, or SLEP 2014, unlike the approach of other councils.

This has led to errors and inconsistencies, e.g. the error in the Pulman Street HCA, which has excluded Constables' Cottage for many years, and has only recently been resolved. Mananga homestead (a heritage listed property) was omitted from the Pulman Street HCA, when it is clear that, as it housed the original post office for many years, and was opposite the police station and court house, it ought to have been included as representing early settlement on Pulman Street. Similarly, heritage trees identified in the Shoalhaven Heritage Study, have not been included on Schedule 5.

In addition, the *Shoalhaven City Council Heritage Study 1995-1998*, which has informed decision-making, is not exhaustive as it relates to Berry e.g. the Berry Central Creamery, arguably with potential for State listing, is omitted. Similarly, the Significant Tree Register does not appear to be maintained. Given Berry is "The Town of Trees", this is a significant failing.

The recent HCA declarations of Queen Street and Berry Showground (PP056) cover only one block of the old residential area's commercial main street, and some houses in the curtilage of the Berry Showground. This is not comprehensive enough to provide an indication of Berry's rich cultural heritage, which is arguably unique in terms of first European settlement.

The Council recommendation from May 2012 was:

MIN 12.494(2) RECOMMENDATION 2:

That Council investigate the inclusion of the Berry Township Urban Conservation Area as a Heritage Conservation Area in Council's LEP as a matter for consideration following the completion of LEP 2009.

The proposed Princess Street Heritage Conservation Area is entirely consistent with Resolution of Council 17 July 2017 (part MIN17.613):

That Council:

Resolve to pursue Option 1 – Consideration of additional heritage listings for properties outlined in the report as the appropriate approach to progress heritage investigations in the Berry urban area.

11. Conclusion

The addition of the proposed Princess Street Heritage Conservation Area is intended to unify protection of the thematic history, places and elements of Berry by linking the existing HCAs to include some of the very early development of Broughton Creek, later Berry, dating from 1866 or earlier, and will manage character impacts associated with potential dual occupancy development.

The area covered by the proposed Princess Street Heritage Conservation Area includes:

- 46 properties, of which 17 items or 37% are already listed on Schedule 5 of the Shoalhaven LEP 2014. If properties already identified as having potential for listing are added, that reaches 50%.
- Prince Alfred Street, one of the earliest roads in Berry, a vital connection to the wharf and a key road within the historic Berry Coolangatta Estate. Prince Alfred Street / Wharf Road (from 1866) pre-dates the 1912 Town Plan and was a vital

connection between Broughton Creek Village and the wharf which was the principal access to Sydney.

- Saint Luke's Anglican Church, Memorial Gates and Heritage Trees which the State Heritage Register inventory recommends to be included in a Conservation Area within an LEP, and
- the Berry School of Arts, where its *Conservation Management Plan* recommends that *“the Berry conservation area be extended to include the School of Arts site .to ensure that the historic and visual relationships between major items within the township can be management [sic]”*.
- The proposed conservation area contains some of the densest early evidence of the shift from Broughton Creek Village to the higher ground that was later redefined by the Berry street grid surveyed in 1883.

The proposed Princess Street HCA is significant for its role in the economic, social and cultural history of the Shoalhaven.

The area within the proposed HCA contains the original road to the wharf on Broughton Creek, which later went on to connect to Coolangatta House, the headquarters for the massive Berry Estate, site of first European settlement.

It shows early evidence of the importance of water transport to the whole surrounding area, including Kangaroo Valley, Brogers Creek, Broughton Vale, Broughton Creek and Broughton Village in the mid-late 19th century. The development along Prince Alfred Street was well established with commercial development before 1912, and contains commercial and public buildings which continue to serve the community.

The HCA is historically associated with Alexander Berry (and later his brother David Berry) who was granted land in 1822 upon which they developed the private town of Broughton Creek which later moved to the west and became the Township of Berry.

The proposed HCA contains some of the densest early evidence of the shift from Broughton Creek Village centred on Pulman Street, to the higher ground that was later redefined by the Berry street grid surveyed in 1883, and amended as the 1912 town grid.

This area retains a considerable proportion of late 19th - early 20th century housing. These houses, on wide tree-lined streets with wide verges, are unpretentious low rise, low density homes, generally with pitched roofs and detached garages, that promote a rural feeling, and allow views to the surrounding rural countryside and escarpment. There are many good examples of vernacular buildings that demonstrate the key characteristics of the Victorian, Federation and Inter-war periods.

While many have been heavily modified, they retain their historic and aesthetic values. The declaration of this HCA would help to avoid repeating mistakes often made by owners improving properties with inappropriate styles, materials and colours.

The proposed HCA would go some way towards implementing the National Trust's subdivision boundary that relates to the town grid pattern and its

development in the latter half of the 19th century and the first half of the 20th centuries.

A Heritage Conservation Area over parts of Princess Street, Prince Alfred Street and Victoria Street is considered the most appropriate means of achieving the intended outcomes, and is consistent with Council advice:

"Not implementing appropriate heritage protection for individual items and areas within Berry could result in adverse impacts on the heritage and character of Berry through unsympathetic development."(PP056)

"Council may however wish to investigate the addition of further HCAs within Berry in the future as part of the annual setting of its Strategic Planning Works Program."(PP056)

The inclusion of the proposed conservation area will connect the existing Queen Street and Berry Showground HCAs, and will provide a more comprehensive account of the original private town of Berry with its grid arrangement of streets, and late 19th - early 20th century houses.

12. Relevant studies

Studies relevant to this work include:

- *Berry Streetscape Study, 1988* – assessment of the character of the town centre in Queen Street between Prince Alfred Street and Alexandra Street.
- *Shoalhaven Heritage Study 1995 – 1998, February 2003* – development of a comprehensive thematic history of Shoalhaven and an inventory of culturally significant sites.
- *Berry Heritage Investigation Project - Future Directions 2018* – investigation of a number of items identified within the Shoalhaven Heritage Study and Inventory but not included in Amendment 212 of Shoalhaven LEP 1985, for potential inclusion in Shoalhaven LEP 2014.

These previous studies were undertaken in response to community concerns regarding the impacts of insensitive development, for the purpose of:

- a. detailing approaches for sympathetic development
- b. enabling Council to make future planning decisions which would be sensitive to the district's history and character
- c. conserving heritage sites which are considered important to the community, and
- d. considering additional heritage listings for Berry in relation to the character of the older residential area of Berry.

12.1. Limitations of existing studies in relation to the proposed Princess Street Conservation Area

Those parts of Princess Street, Prince Alfred Street and Victoria Street, which are

the subject of this report and proposal, have not been investigated for inclusion in a Conservation Area.

The *Berry Town Centre Conservation Area* and the *Berry Showground Conservation Area* were included in *Shoalhaven Heritage Study and Inventory* as guided by the *Berry Streetscape Study* and the *State Heritage Inventory*.

These investigations:

- preceded the *Shoalhaven Heritage Study*
- were restricted by subject area
- were assessed as discrete areas
- did not holistically address the heritage core of Berry
- did not investigate those parts of Princess Street, Prince Alfred Street and Victoria Street (the subject of this report) for inclusion in a Conservation Area.

Neither Conservation Area was included in Amendment 212 of Shoalhaven LEP 1985.

The scope of *Berry Heritage Investigation Project* addressed the investigation of items in the Shoalhaven Inventory that were not included in Amendment 212 of Shoalhaven LEP 1985, for potential inclusion in Shoalhaven LEP 2014.

Council (DE21.71 *Post Exhibition and finalisation - Planning Proposal - Berry Heritage PP056*) noted that investigation of the addition of further HCAs to protect Berry's heritage streetscape was "*beyond the scope of the current PP and would delay its finalisation.*"

13. Recommendations

It is recommended that Council:

1. Formally adopt this report
2. Implement all action necessary to progress the addition of the Princess Heritage Conservation Area, consistent with several Council resolutions, over a long period of time, to investigate further conservation of Berry's heritage. (MIN12.494(2), MIN17.131, MIN17.48, MIN17.613, MIN18.695, MIN19.460)
3. Allocate sufficient funding to progress this proposal as a priority.

14. References

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