RPS

Significance Assessment

Pilot Vessel (PV) *Richmond*
Ballina Naval & Maritime Museum, Ballina NSW

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Name	Signature	Date
Sarah Ward		14/11/2012

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Summary

RPS has been engaged by Ballina Shire Council to prepare a Significance Assessment of the historic Pilot Vessel (PV) *Richmond*, owned by the Ballina Shire Council. The vessel is currently located at the Ballina Naval and Maritime Museum on Regatta Avenue, approximately one kilometre from the centre of Ballina in the Ballina Local Government Area (LGA). The vessel has been removed from the water and sits in a cradle located at the entrance to the Museum on Regatta Avenue. The cradled vessel is covered by a carport style shelter that is open to the elements on three sides. PV *Richmond* is thought to have been constructed in 1932, commencing service that same year.

PV *Richmond* was assessed against the seven NSW State Significance Criteria (NSW Heritage Office 2001: Online) which is the criteria used for assessing items for listing on the NSW State Heritage Register. This criteria encompasses the same four criteria used to assess historic vessels for nomination to the Australia Register of Historic Vessels (AHRV) (ANMM 2012: Online) and the four primary criteria used for assessing museum objects and collections in accordance with Significance 2.0 (Winkworth and Russell 2009: Online).

The assessment revealed that PV *Richmond* is of high local significance to the people of Ballina Shire and is significant across both the AHRV criteria and the Significance 2.0 primary criteria (REF). PV *Richmond* is significant in representing the history and development of the Port of Ballina from colonial times to modern day. The vessel has considerable technical/aesthetic significance, not only for its inherent character but is a tangible example of past craftmanship. As the vessel is investigated historically and archaeologically it may provide important insights into the lives of those who lived, worked, defended and protected our seas. As such, PV *Richmond* is considered to have high research potential.

A review of previous archaeological and heritage reports and State, regional and local Heritage registers indicate that the vessel is not listed on the Australian Register of Historic Vessels; National or Commonwealth Heritage Lists; Register of the National Estate; State Heritage Register, or on the NSW *Heritage Act 1977* Section 170 State Government Agency Heritage and Conservation Register. It is, however, listed in Schedule 1 of the *Ballina Local Environmental Plan* 1987 as a local heritage item.

A visual inspection was undertaken on 30 March 2012 by RPS Senior Coastal and Marine Archaeologist, Sarah Ward. The vessel was observed to be in a decayed state, appeared to be lacking integrity and intactness of fabric, and is in urgent need of stabilisation. Certain elements including but not limited to the portholes/scuttles, keel, keelson, plywood deck sheathing, copper hull sheathing and cabin/coach-house superstructure, furniture and flooring require conservation treatment in order to prevent further deterioration.

A second visual inspection was undertaken on 14 June 2012. Through observation it was evident that superficial deterioration had dramatically increased. The plywood deck sheathing, for example, was saturated with water and appeared to be 'rotting', the sag in the keel had increased to the point where it had come away from the keelson, several tin alloy patches on the hull below the waterline were hanging away from the hull and the fibreglass strip covering the shear strake/buffer had come away from the vessel on the starboard side. It is recommended that the vessel be brought inside as a matter of urgency. This will help to arrest further deterioration by bringing it out of the wind and weather. It is also recommended that a further conservation assessment/needs analysis be undertaken by a professional Conservator to determine exactly what conservation is required and the order in which it should be undertaken. This will allow scientific testing of the vessel to determine any urgent scientific treatment, as well as to make further recommendations on any climate control requirements that will need to introduced once the vessel is indoors. Section 5.0 will help to inform this process. Funding should be obtained to facilitate the Conservation Assessment, Conservation Treatment and resulting Conservation Management Plan. It is also recommended that sufficient training be

given to Museum Staff and Volunteers to ensure that the vessel is maintained in accordance with best practice.

In accordance with the *Burra Charter* (Australia ICOMOS 1999:18-19) *Procedures for undertaking studies and reports*, this report has considered:

- the environmental, heritage and archaeological context of the PV *Richmond*;

- information gained during the site inspection;

- assessed significance;

- alternate options; and

- mitigation measures in order to draw conclusions and provide recommendations intended to guide future decision-making.

The following management recommendations have been formulated with consideration of all available information and have been prepared in accordance with the relevant legislation.

Recommendation 1

It is recommended that the client carry out full archival recording of the PV *Richmond* as a matter of urgency, preferably using 3D Terrestrial Scanning. At minimum, this should be carried out in accordance with the Heritage Branch, Office of Environment & Heritage's (formerly NSW Heritage Office) Guidelines on *How to Prepare Archival Records of Heritage Items* and in accordance with the *Burra Charter*. This will ensure that the vessel is preserved by record in perpetuity if the conservation recommendations below are not adopted.

Recommendation 2

Once the vessel has been recorded, it is recommended that the vessel be brought inside as a matter of urgency. This will help to arrest further deterioration by bringing it out of the wind and weather. It is also recommended that a further conservation assessment/needs analysis be undertaken by a professional Conservator to determine exactly what conservation is required and the order in which it should be undertaken. It is recommended that this work is carried out by a specialist Conservator with expertise in dealing with maritime heritage and waterlogged wood.

Recommendation 3

As PV *Richmond* meets the threshold one criterion for consideration for listing on the Australian Register of Historic Vessels, it is recommended that Ballina Shire Council nominate the vessel for listing on the register. Together will full archival recording this will ensure that information about the vessel is publically disseminated and will open up further avenues for additional research and grant funding.

Recommendation 4

It is recommended that funding be sought for the conservation assessment, conservation treatment and Conservation Management Plan. This can be explored through the explored through the Heritage Branch, Office of Environment and Heritage, Heritage Grants Program and/or other sources.

Recommendation 5

It is recommended that Ballina Shire Council should explore opportunities for further heritage interpretation on an ongoing/permanent basis so that the vessel's significance, history and use is communicated to the general public. Interpretation of an item though the care (or treatment) of the fabric is central to heritage conservation in Australia.

This heritage interpretation should be developed in accordance with the Australia ICOMOS *Burra Charter 1999* and the NSW Heritage Office's 2005 *Interpreting Heritage Items and Places Guidelines*. Ways of achieving the funding for this can be explored through the Heritage Branch, Office of Environment and Heritage, Heritage Grants Program and/or other sources.

Recommendation 7

All relevant staff, contractors, subcontractors and Museum volunteers should be made aware of their statutory obligations for heritage under NSW *Heritage Act 1977* and best practice outlined in the *Burra Charter 1999,* which may be implemented as a heritage induction. It is recommended that appropriated training be afforded to the Museum volunteers to ensure that whist the vessel is in the Museum's care, that appropriate standards of maintenance are maintained and that the work is carried out in accordance with best practice.

1.0   Introduction

Ballina Shire Council (Council) owns three historic vessels (PV *Richmond*, MV *Florrie* and *Las Balsas*) which are currently on loan to the Ballina Naval and Maritime Museum (BNMM), a volunteer not-for-profit organisation supported by Council. The Museum is approximately one kilometre from the centre of Ballina in the Ballina Local Government Area (LGA). The Museum recently commissioned a Significance Assessment of its collection, yet excluded the three Council owned vessels from that assessment.

The Council is aware that the vessels are already in a deteriorated state and are at risk of further deterioration. This report will focus on the significance and condition of PV *Richmond*, a moveable heritage item constructed by W.L. Holmes in 1932. The report will be used to inform future management options for the vessel.

The aim of this particular significance assessment was to explore, draw out and analyse all of the values and elements that contribute to the meaning of PV *Richmond*, including history, context, provenance, related places, memories, and comparative knowledge of similar items. The results of this analysis are synthesised in a Statement of Significance.

1.1   Project Methodology

Significance refers to the values and meanings that an item, such as an historic ship, has for people and communities. Significance may embrace historic, aesthetic/technical, scientific/research, and social or spiritual values (Commonwealth of Australia 2012: Online). Understanding these values helps to unlock the potential of heritage items, creating opportunities for people to access and enjoy their heritage, and to understand the history, cultures and environments of Australia. This is known as the Heritage Cycle (Thurley 2005: 26), wherein: by understanding cultural heritage, people value it; by valuing it, people want to care for it; by caring for it, people will enjoy it; and from enjoying it, comes a thirst to understand their heritage; and by understanding it...etc.

These key heritage values are expressed as criteria that help us to determine how and why an item or collection is significant. In NSW the criteria are specified by the *Heritage Act 1977* (NSW Government 2012a: Online) and legislated as follows:

a) an item is important in the course, or pattern, of NSW's cultural or natural history (**historic significance**);

b) an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (**associative significance**);

c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (**aesthetic/technical achievement**);

d) an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (**social/cultural significance**);

e) an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (**archaeological/research potential**);

f) an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (**rarity**); and/or

g) an item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (**representativeness**).

Significance Assessment (Section 6.0) is therefore the process of researching and understanding the meanings and values of an item. The assessment process explores all the elements that contributed to meaning, including history, context, provenance, related places, memories and comparative knowledge of similar items to explain why and how an item is important and what it means. Each component and sub-component structure is then assessed for its contribution to significance (Section 7.0). The results of this analysis are synthesised in a Statement of Significance (Section 8.0) which is a readable summary of the values, meanings and importance of the item.

The assessment process helps collection managers to make reasoned judgements about the importance of an item and its meaning for communities. This in turn enables owners, custodians and collecting institutions to manage the item to conserve its significance and to make its accessible for present and future generations.

The significance assessment was carried out in stages, in accordance with the NSW Heritage Office's *Assessing Heritage Significance* (2001: 9), whilst using the expanded *Significance 2.0* (Winkworth & Russell 2009: 26-27) ten stages process, as follows:

1.1.1 Collate Data

Existing information about the history and development of PV *Richmond* was collated from establishment documents, official published histories, oral histories, historic newspapers, and all relevant archives.

1.1.2 Research and Review

The history, provenance and context of PV *Richmond* was researched. Existing data was reviewed along with the scope of research and themes arising from the research (Section 3.0).

1.1.3 Consult

Knowledgeable people and stakeholders were consulted to determine social significance (see Byrne et al 2003). Various individuals and organisations were consulted, including officers of the Ballina Naval and Museum, Ballina Shire Council, Naval Association of Australia, Australian National Maritime Museum, Australian Register of Historic Vessels, Sydney Heritage Fleet and a number of individuals and community interest groups. A series of nine stakeholder interviews were conducted to better the community's relationship with PV *Richmond*. The primary stakeholders included member of the public who visited the Musuem during the March site visit (Gary Estcourt, Rebecca Forbes, Jennifer Jones, Susan Riley, Phil White), along with Members, Volunteers and Office Bearers of the Ballina Naval and Maritime Museum (Clem MacMahon, Ron Creber, Dorothy Anderson, Lyn Greene) The interviews were undertaken in an attempt to understand and demonstrate community attachment to the vessel. The interviews were supported by comments taken from the Museum's visitor book.

1.1.4 Explore

The context of PV *Richmond* was explored in order to understand its construction, development, function and operating environment. Broader historical patterns were considered in terms of how they shaped the form and function of the vessel and how it reflects the history and identity of the community, the town of Ballina and the Richmond River/Northern Rivers region (Section 4.0).

1.1.5   Analyse

Two site inspections were undertaken. The vessel was analysed, its condition described and consideration given to particular items/vessel components that need special attention (Section 5.0; Section 9.0).

1.1.6   Compare

The vessel was compared and contrasted with similar vessels listed on the Australian Register of Historic Vessels, including other pilot vessels, W.L. Holmes constructions, wrecked (sunken) W.L Holmes vessels, and other similar vessels in local, state, regional and national maritime museum collections to help determine unique strengths and characteristics of the PV *Richmond* and its place in the Ballina Maritime and Naval Museum collection (Section 4.0).

1.1.7   Identify

Related places, ships, individuals and collections were identified to determine associative significance and the relevance/significance of those associations (Section 7.0). These were identified through desk based archival research and the interviews conducted as part of the consultation phase described in Section1.4.3.

1.1.8   Assess

Significance was assessed against the NSW State Significance Criteria (NSW Heritage Office 2001: 8-9). Consideration was also given to the AHRV nomination criteria and the Significance 2.0 primary and comparative/modifying criteria to determine the degree (level/grade) of the heritage significance of PV *Richmond* (Section 6.0).

1.1.9   Prepare

The Statement of Significance (Section 8.0) was prepared by summarising the values and meanings assigned to and associated with PV *Richmond* by reviewing the criteria mentioned in 1.4.8. This involved an explanation of how and why the vessel is significant and what it means to the Ballina Shire community and other stakeholders. This was discussed not only with Ballina Shire Council, but also with the BNMM custodians and reviewed prior to publication. A draft of this report was also sent to the Ballina Shire Council for client review prior to being finalised.

1.1.10   Actions

Conclusions were drawn, and recommendations and actions listed (Section 10.0). Proposed Works

1.2   Authorship and Acknowledgement

This report was written by RPS Senior Coastal and Marine Archaeologist, Sarah Ward with contributions from Kate Gahan, Ballina Shire Council Cultural Development Officer and Mori Flapan, Administrator for The Register of Australian and New Zealand Ships and Boats.

Assistance with report preparation was provided by RPS Graduate Archaeologist Karyn Virgin, RPS Archaeologist Erin Williams, and RPS Business Support Manager, Audrey Churm. The report was reviewed by RPS Technical Director Cultural Heritage, Darrell Rigby.

The RPS team acknowledges the assistance of various organisations and individuals in conducting the significance assessment and preparing this report. These include, but are not limited to:

Table 1: Acknowledgements

Name	Position	Organisation
Matthew Wood	Acting Group Manager, Strategic and Community Services Group	Ballina Shire Council
Kate Gahan	Cultural Development Officer	Ballina Shire Council
Clem MacMahon OAM	President	Ballina Naval & Maritime Museum
Ron Creber	Curator	Ballina Naval & Maritime Museum
Dorothy Anderson	Secretary	Ballina Naval & Maritime Museum
Daina Fletcher	Senior Curator	Australian National Maritime Museum
David Payne	Curator	Australian Register of Historic Vessels
Merv Stevens	President	Naval Association of Australia (Ballina)
Mori Flapan	Administrator	The Register of Australian and New Zealand Ships and Boats

Source: RPS Group 2012. .
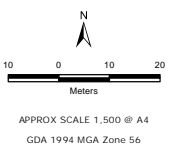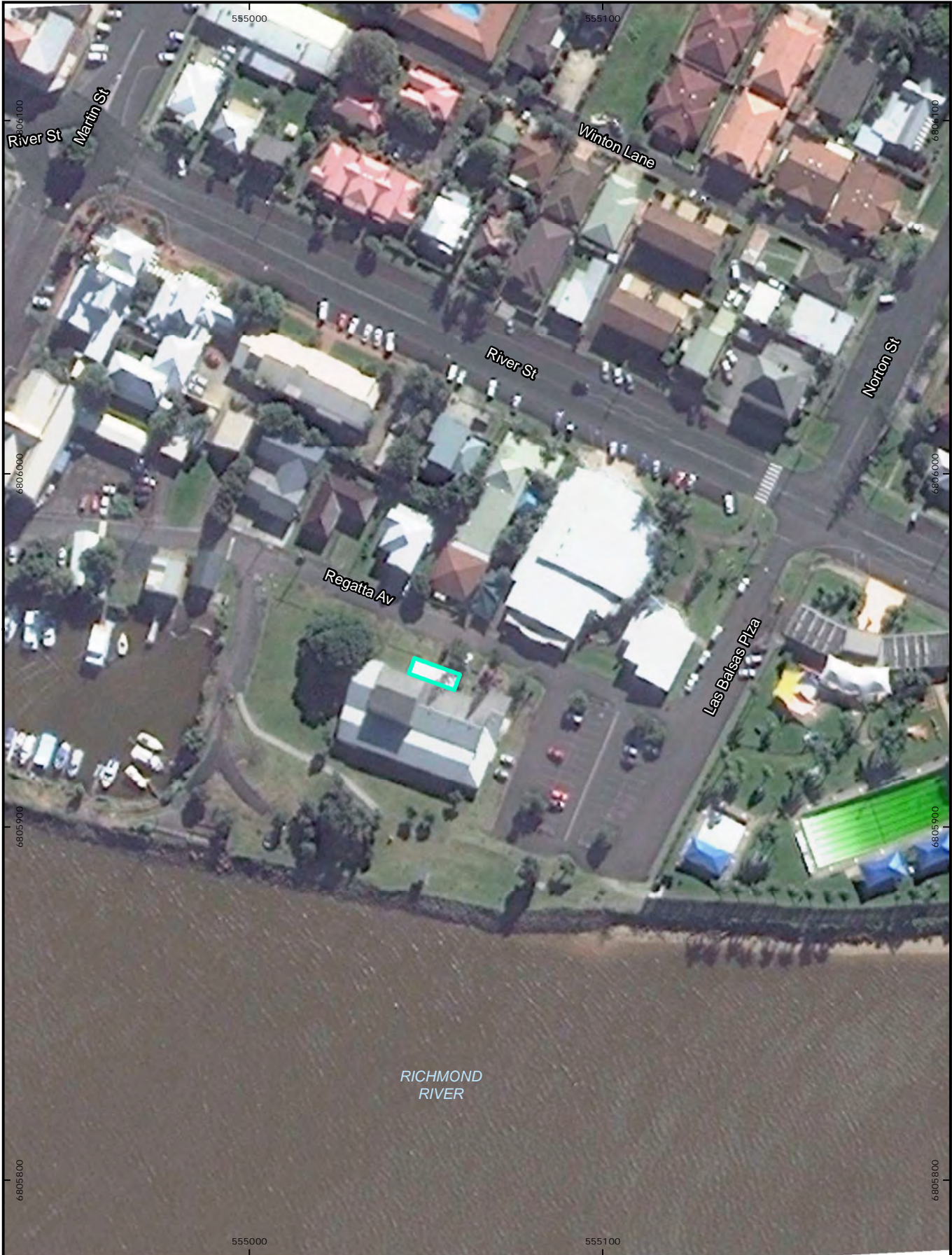
River St

Martin St

Winton Lane

Norton St

River St

Regatta Av

Las Balsas Plza

RICHMOND
RIVER

LEGEND
Project Area

COOLANGATTA
TWEED HEADS
QLD
NSW
LISMORE
BALLINA
GRAFTON

N

10   0   10   20
Meters

APPROX SCALE 1,500 @ A4
GDA 1994 MGA Zone 56

RPS

FIGURE 1

PV *Richmond*
Project Area

Tracking ID: PR112463-1-001a Compiled: 23 October 2012

2.0   Historical Context

2.1   The Richmond River and the growth of the Port of Ballina

Captain Henry Rous is acknowledged as the first European to 'discover' the Richmond River in 1828, on board the *Rainbow* (Daley 1966: 7-8). As it was an explorers' privilege to name prominent landscape features, Rous named the river after his brother's close friend, Charles the fifth Duke of Richmond, the 'farmer' Duke of the Lennox line (Clement cited by Daley 1966: 12). Similarly he named the headland north of the river entrance 'Lennox Head'.

Cedar cutters and their families, however, were the first Europeans to 'settle' on the Richmond following the news of an overland journey of a small party of cutters from the Clarence in the spring of 1842. Equipped with bullocks and a whaleboat these men, after reaching the Richmond at Codrington (near Casino), launched their boat and rowed to the mouth of the River at Ballina. After checking the bar at Ballina they journeyed back to the Clarence to collect their families and tools before returning on board the *Sally*.

Within several years of the first cedar cutters arriving on the Richmond, Ballina had become a small cedar settlement boasting huts and sawpits, and the landscape dotted with stacks of cedar. Ballina, then known as Richmond River Heads, was from the mid-1840s and early 1850s also servicing other smaller cedar settlements along the larger tributaries of the river including at Duck and Emigrant Creeks (Uralba and Tintenbar) and further down River at Wardell, or Blackwall as it was then known (BSC 2008: 75).

Following the arrival of the first cedar families, in 1843, the Richmond River was first surveyed by James C. Burnett on behalf of the then Surveyor-General Sir Thomas Mitchell. Burnett declared the Richmond River to be navigable for vessels of sixty or seventy tons for twenty miles beyond the junction of the North Arm (Daley 1966: 26). This survey provided crucial information to the burgeoning township. The establishment of the first cedar mill at East Ballina saw cedar transported from the Richmond River south to Sydney and Melbourne markets for several decades following (Mercer 1953:1).

As the number of cedar camps on the Richmond increased steadily throughout the 1840s and 1850s other settlers moved to the area to take advantage of the economic opportunities that surrounded the cedar cutting trade. Sawyers, storekeepers, ship-owners and shipwrights were some of the many occupations the burgeoning cedar-camps supported. With many of the camps accommodating women and children also, the need for clergy to guide and take care of the moral and spiritual lives of settlers, as well as, teachers to instruct the children of the cedar–camps added further diversity to the Ballina settlements (BSC 2008: 79).

With the passing of the Robertson Land Acts from 1861 opportunities were opened up for those already settled in the area, as well as those living further afield who had heard of the good fortunes to be made on the Richmond. Since the Robertson Land Acts changed the way land was allocated beyond surveyed towns and required selectors to occupy their chosen tracts of land, farmers and farming families dominated the next wave of early settlers to the shire (BSC 2008: 79).

For Europeans living on the Richmond in the early decades of settlement, river transport was vital to their daily lives. The reliance on shipping however was not without risk. One of the most significant risks vessels entering the river at Ballina faced, was the bar crossing. It is well documented that the Ballina bar frequently caused havoc for vessels coming to, and leaving the area, with supplies and goods (Hall 1983: 8-9).

The appointment of the Ballina Pilot [as further subheading]

In 1853, a decade after the first Europeans established at Ballina, the first (river) Pilot was appointed. Captain George Richard Easton headed this service, stationed at Shaws Bay. The growth of trade to and from Ballina, combined with the reputation of the Richmond bar, saw this appointment.

> [E]veryone was gratified to learn of the appointment of a pilot to the Port. To a place like Ballina there could hardly be anyone more important, for this port was 'the heart valve' through which life on the river was maintained, pumping in men and money and supplies, and pumping out hundreds and thousands of feet of cedar.'
> (Hall: 1983: 12).

The 'Pilot's Station' at Shaws Bay was made up of a Pilot's Cottage as well as cottages for his assistant boatmen/crew. A flagstaff was erected to signal to vessels approaching and leaving the river. Hall has also noted that Easton was 'a dictator of sorts' when it came to performing his roles, 'for no ship dare enter or leave until the flag was raised and signal given' (Hall 1983: 12). The Pilot also took daily soundings of the bar and executed rescues when required. Later, with the construction of the lighthouse at North Head [Lighthouse Hill], the Pilot and the Lighthouse Keeper functioned collaboratively.

Later breakwaters were also built to alleviate the dangerous conditions the Ballina bar was known for. In 1885, the NSW Colonial government commissioned Sir John Coode to examine and work on making the bar safer to cross. Coode's investigations provided a solution of constructing a north and south breakwater that would 'confine a wide estuary into a comparatively narrow channel a few hundred yards in length, then the ebb current [would] scour out a channel' deep enough for vessels to cross (Hall 1983: 12).

From the early twentieth century and into the 1930s, sea trade to and from Ballina increased (MSB 1982: 6). During the latter decades of the twentieth century however, rail and road transport developed significantly and sea and river trade declined significantly. This change led to the termination of Pilot services at Ballina in 1981, and thus the retirement of the PV *Richmond*.

It is also important to note that the nature of the Pilot's services changed over the decades, due to changes in sea and river traffic, as well as technology. It is suggested that by 1953 much of the graft and danger associated with the job had gone and the role increasingly included administrative duties (Mercer 1953:1). During the era of Captain Hannell, and those who followed him, the role also included the control, management and inspection of wharves and other buildings along the river, surveys of all small vessels, supervision of regattas, representing the Commonwealth in accidents at sea, the control of overseas vessels while in port and associated administrative functions (Mercer 1953:1). From Captain Hannell's time, the role was positioned with the (then named) Maritime Services Board (MSB).

With the cessation of Pilot services at Ballina, Captain Gordon Gray, the Pilot stationed at Yamba on the Clarence River, assumed responsibility for maritime matters on the Richmond. With more than a quarter of a million recreational vessels in New South Wales recorded in 1982, the MSB (now RMS) again changed to keep abreast of these developments. The Pilot role was therefore split and MSB installed a dedicated Boating Safety Officer to oversee recreational boating in Ballina.

It is understood that up until the centenary of the Pilot's services in Ballina (1953) the position was held by six different men. After 37 years as the first Pilot Captain, George Easton retired in 1890 (Hall 1983: 138); Captain Fraser served from 1890-1905; Captain David Jones from 1905 - 1909; Captain Thomas Radcliffe from 1909 to 20; Captain Robert Lyttle from 1920; Captain Brady (dates unknown); and Captain Hannell from 1949 (Mercer 1953). Further, existing known documentation indicates that *PV Richmond* served the Ballina Pilot from 1932 to its 'retirement' in 1981, with the termination of Pilot services at Ballina that year.

2.2   *PV Richmond*

PV *Richmond* is a carvel (flush-planked) timber vessel built with a canoe stern and a 'lead' keel especially designed to cope with the treacherous river bars of the far north coast (BNMM undated: 1). *Richmond* was constructed by W.L. Holmes of McMahons Point, Sydney in 1932. The vessel was commissioned into the then NSW Pilotage Service in May the same year, to replace an earlier open 'whale boat' style of vessel that had served the Port since 1927 (State Contracts Control Board 1927: 1).

Based on the Richmond River, and registered in Sydney, PV *Richmond* was originally fitted with six port lights on port (left) side of the coach-house (cabin). In PV *Richmond*'s first year in Ballina, 130 ships and boats visited the port and the vessel was kept busy with pilotage service, sounding the bar and in marine rescue operations, although *Richmond* was not designed for rescue purposes.

PV *Richmond* was capable of a top speed of nine knots and had a cruising speed of 6.5 knots. When the Pilotage Service was absorbed into the then Maritime Services Board (MSB), MSB assumed ownership of PV *Richmond* on 1 February 1936.   In 1973 it was one of the two vessels that guided the two *La Balsa* rafts into Port of Ballina after their voyage from South America (Flapan 2012: pers. comm.). A composite of these two rafts is currently on display in the Ballina Naval and Maritime Museum alongside the *Richmond*. By 1981 *Richmond* was fitted with new 64 brake horsepower, four cylinder, CLAE-Bedford diesel motor. The vessel served the MSB until its retirement on 11 December 1981.

Table 2: Dimensions PV *Richmond*

Dimension	Measurement
Length	34.2 feet (10.4 metres)
Beam	9.3 feet (2.84 metres)
Draft	5.0 feet (1.52 metres)
Capacity	9.47 tonnes (26.7 cubic metres)

Source: RPS Group

Soon after the vessel's retirement, MSB made the decision to donate the vessel to the people of Ballina Shire and a presentation was made to the people of Ballina Shire on Tuesday 23 March 1982 (MSB 1982: 5). A commemorative plaque (Plate 11) had been set in stone adjacent to the vessel and unveiled as part of the handover ceremony. The stone was believed to be of historic significance itself as it had been transported from Sydney as ballast in a timber boat in the early days of sailing ships (MSB 2012: 7). The same year, the Pilot's Cottage (Plate 1) was donated to the people of Ballina Shire and was opened as a maritime museum (Anon. 1983: 7) in 1983. However, with the demolition of the Pilot's cottage in 1992, the PV *Richmond* remains an important tangible link to the significant history of Pilot services in Ballina.

3.0   Heritage Context

The Heritage Council of New South Wales recognises only four levels of heritage significance in NSW: Local, State, National and World (Loffie 2008: 1). Levels indicate the context in which a heritage place is important within the local area, state-wide, Australia-wide or worldwide.

An item is therefore considered to have local heritage significance when it is significant to a local area because of its historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic values as set out in Section 5.1.1 to 5.1.7. An item has State heritage significance when it is important in NSW (or to the people of NSW) for one or more of the aforementioned heritage values/criteria. A heritage place may have one or more levels of significance; however, the majority of heritage in NSW is of local significance.

A review of places included on the SHR which are classified as falling under the NSW Historical Theme of Government and Administration has been carried out(OEH 2012a: Online; Heritage Council of NSW 2001: 7). Although one site is related to maritime activity (boat slips at Kirrabilli) no other sites related to government maritime regulation particularly in the early twentieth century, are included on the SHR. As such, there is little precedent for the inclusion of a pilot vessel on the SHR.

Only one of the NSW State Significance criteria addressed in Section 5.1 needs to be satisfied for an item to have local heritage significance. An item is not excluded from having local significance because other items with similar characteristics have already been identified or listed. It is therefore considered that PV *Richmond* is of local heritage significance.

Based on the assessment of PV Richmond contained herein and the comparative analysis carried out in Section 4.2, it is considered that the PV *Richmond* would not meet the considerably higher threshold of State significance.

Furthermore, although the vessel is unusual in that it is a rare surviving example of a W.L. Holmes constructed pilot vessel commissioned for the State, there is no evidence to suggest that the layout, built form or technologies employed in its construction or evident within the vessel itself are particularly different to those found in other small coastal vessels operating locally within regional NSW.

3.1   European Cultural Heritage Searches

European land settlement commenced in NSW in 1788 when Governor Phillip claimed possession of the land now known as Australia for a penal colony on behalf of the British Government. The heritage objects, sites and places associated with the European occupation of Australia point not only to the development of Australia as a modern industrial nation (post Federation), but to the places, like Ballina, where people lived and worked.

3.1.1   National Heritage

The *National Heritage List* is the lead statutory document for the protection of heritage places with national importance. Listed places are protected under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) (Australian Government 2012d: Online). A search of the National Heritage List confirmed that PV *Richmond* is not an item of National Heritage value.

Previously the *Register of the National Estate* was the primary national heritage document. Whilst the Register of the National Estate still exists in archival form, items can no longer be registered. The Minister for the Environment is however still required to consider the Register when making certain decisions under the

EPBC Act. A search of the Register of the National Estate confirmed that PV *Richmond* is not listed on the Register of the National Estate Archive (Australian Government 2012b: Online).

Further, a search of the *National Trust of Australia Register* revealed 33 National Trust heritage items within the Ballina LGA, excluding PV *Richmond,* which is not listed on the National Trust Register (National Trust 2012: Online).

3.1.2   Commonwealth Heritage

The *Commonwealth Heritage List* is a list of natural, Aboriginal and historic heritage places owned or controlled by the Australian Government. A search of the Commonwealth Heritage List revealed that PV *Richmond*, a Council owned item, is not on the Commonwealth Heritage List (Australian Government 2012c: Online).

3.1.3   State Heritage

Heritage items in NSW may be registered as important at the State level and/or at the local level. The seven criteria used to assess State significance are the same criteria that have been used to assess the significance of PV *Richmond* (Section 5.0).

A search of the NSW State Heritage Inventory (SHI) (OEH 2012a: Online) revealed that PV *Richmond* is not listed on the NSW State Heritage Register, nor is it subject to an Authorised, or Authorised Interim Heritage Order. Futhermore, the vessel is not subject to an s.36 order under the Heritage Act (OEH 2012d: Online; OEH 2012e: Online; OEH 2012f: Online).

Additional searches revealed that PV *Richmond* is one of 13 heritage items listed on the NSW Heritage Act Section 170 State Government Agency Heritage and Conservation Register (s170 Register) (OEH 2012G: Online). This was to be expected as the vessel is not owned by a State Government Agency, rather the Ballina Shire Council.

3.1.4   Historic Shipwrecks and Maritime Heritage

Historic shipwrecks more than 75 years of age are protected in NSW (inland and coastal waters) by the Shipwreck provisions of the *Heritage Act 1977*. Although PV *Richmond* is an historic vessel, it is not an Historic Shipwreck as defined by the *Heritage Act 1977* (NSW Government 2012a: Online). A search of the NSW Maritime Heritage Online (MHO) (OEH 2012b: Online) confirms this.

A search of the Australian Register of Historic Vessels (ARHV) was also undertaken. Although the ARHV does not have statutory protection, it does provide a record of historic vessels of all types and sizes built up to 1965 which are relevant to Australia's maritime heritage (ANMM 2012: Online). The search revealed that PV *Richmond* is not listed on the ARHV.

3.1.5   Local Heritage

Some heritage items that do not reach the threshold for listing on the State Heritage Register may be of heritage significance within a local government area. These places are listed by local councils, in this case, the Ballina Shire Council, on their LEP. In some cases, the items are also listed as local heritage items on the State Heritage Inventory.

Searches of the Ballina Sire Council LEP (Schedule 1) revealed 65 items of environmental heritage, i.e. 'those buildings, works, relics, trees or places of historic, scientific, cultural, social, architectural,

archaeological, natural or aesthetic significance for the Shire of Ballina' on the LEP, including PV *Richmond*. PV *Richmond* is therefore a local heritage item.

3.2   Comparative Analysis

In addition to assessing the legislative context of PV *Richmond*, and the heritage protection afforded it, it is necessary to look at other vessels of a similar type, age, design and use history to determine rarity, representativeness and social and associative significance.

The following comparative analysis therefore considers surviving/extant vessels built by W.L. Holmes (7 of which are currently registered on the ARHV), wrecked/sunken vessels built by W.L. Holmes and non-Holmes constructions of a similar type or design, manufactured in the same region for similar operating environments, typically coastal waters.

3.2.1   Extant 'Holmes' Vessels

The W.L. Homes shipyard was operational for 82 years. During this time 128 vessels (Flapan 2008: Online) were constructed. In addition to PV *Richmond,* only seven of these are known to survive in Australia: *Boomerang, Mischief, Mount Pleasant, Phalarope, Shona, Southern Cross Stars* and *Yum Sing* (Table 4). An eighth vessel, the *Camden* (later *Warana*) was the sister ship to the PV *Richmond*. The is a historic record of this vessel, however its whereabouts however is unknown. The description of *Camden* helps us to understand how the Richmond may have been constructed, and in the absence of material analysis, the species of timber that may have been used.

Table 3: Comparative W.L.Holmes Vessels

Name	Type/Use	Designer	Constructed	Current Location	Source
Agnes	Coastal Trader	Unknown	W.L. Homes: McMahons Point, Sydney NSW 1904	Unlocated, Sydney Harbour NSW (Wrecked 1906), NSW Govt	OEH MHO
Wanderer	Schooner	Unknown	W.L. Homes: McMahons Point, Sydney NSW Unknown	Unlocated, Port Macquarie Bar NSW (Wrecked 1906), Aust Govt	OEH MHO; Flapan 2008
Lara	Motor Launch	Unknown	W.L. Holmes: McMahons Point, Sydney NSW 1901	Unlocated, Lake Macquarie NSW (Wrecked 1933), NSW Govt	OEH MHO
Renown	Motor Launch	Unknown	W.L. Holmes: McMahons Point, Sydney NSW unknown	Unlocated, Coffs Harbour NSW (Wrecked 1933), Aust Govt	OEH MHO; Flapan 2008
Boomerang	Passenger yacht	Walter Reeks	W.L. Holmes: McMahons Point, Sydney NSW 1903	Rozelle Bay, Sydney Harbour, Sydney Heritage Fleet	AHRV HV000001
Mischief	Ketch/Yacht	Walter Reeks	W.L. Holmes: McMahons Point, Sydney 1907	Unknown, Private Owner	AHRV HV000087
Mount Pleasant	Ferry	Unknown	W.L. Holmes: McMahons Point, Sydney NSW 1916 (as *Saratoga*)	Unpublished, Private Owner	AHRV HV000252

Phalarope	Motor Sloop/Yacht	AC Barber (based on Colin Archer's rescue boat design)	W.L. Holmes: McMahons Point, Sydney NSW 1930	Unpublished, Private Owner	AHRV HV000191
Shona	Motor Cutter / Yacht	Walter Reeks	W.L. Holmes: McMahons Point, Sydney NSW 1911	Unpublished, Private Owner	AHRV HV000108
Southern Cross Stars	Motor Cruiser/Trawler	Harry De Wall	W.L. Holmes: McMahons Point, Sydney NSW 1940 (as *Southern Cross*)	Unpublished, Private Owner	AHRV HV000335
Yum Sing	Motor Cutter/ Yacht	AC Barber (Prince Class)	W.L. Holmes: McMahons Point, Sydney NSW 1928	Unpublished, Private Owner	AHRV HV000111

Source: RPS Group 2012

Also built 1932, *Camden* was last seen in operation on Sydney Harbour in 2006. The fate of *Camden* is not known presently. What we do know is that *Camden* was a carvel one-inch Kauri-planked, Beech-deck motor lifeboat with one mast and six large ports (portholes/scuttles) of varying size in each side of long coach-house (cabin). *Camden* was fitted with buoyancy tanks and open control station to afford the necessary vision when sounding the bar. *Camden* also had a certificate for six pilots and one crew. Although the *Richmond* has copper sheathing, which has been patched with tin-alloy over time, historical records suggest that *Camden* had muntz metal sheathing (not copper), which was repaired in April 1937 in Port Macquarie (Flapan 2012: pers. comm.).

Camden and *Richmond* were both fitted with a 24 break horse-power (bph), three-cylinder Acme petrol engine. Both had a cruising speed of 6.5 knots. By 1951 *Richmond* had been fitted with 27 bhp Ruston Hornsby diesel engine. Similar modifications (i.e. the fitted of a 34 bhp three cylinder Ruston Hornsby diesel engine) had been made to *Camden* by 1944. This larger engine was replaced by a 27 bhp Ruston Hornsby engine, in 1948; the same engine that would be placed in the *Richmond* three years later.

Both *Camden* and *Southern Cross Stars* were of a 'canoe stern' design similar to that of PV *Richmond*. The canoe stern was ideal for operating in shallow environment such as that of the Richmond River and bar. Unlike *Camden* which had a round stem (common among lifeboats), *Richmond* had a raked stem. The stem is the forward part of the bow, usually on the ship's centreline. 'Rake' refers to the projection of the upper parts of the ship beyond the extremities of the keel (Smyth 1991: 559). The purpose of a raked stem is to help reduce the wetness of the bow. Reducing wetness reduces any potential slip hazard, important when Pilots are being transferred from one vessel to another via the deck or bow.

Both *Camden* and *Richmond* had one mast (which will later be referred to a light-staff, as it was not used for the sail, but to hold the ships light), and a cabin or coach-house. Similarly both vessels had single screw propulsion, and both share a gross 'tonnage' of 11 (one ton is 100 cubic feet) (Flapan 2012: pers. comm.).

Although the timber used to construct PV *Richmond* has not been analysed, or specified in the historical record, it is thought that the *Richmond* could contain Oregon planking and an Iron Bark keel like the much larger *Southern Cross Stars.* Using Iron Bark for the keel would go some way to explaining the 'lead' keel description (BNMM undated: 1) due to the lead-like properties of Iron Bark (very hard, durable, dense, and resistant (Timber Development Association of New South Wales 2012: Online).

It is also possible that *Richmond* was planked in New Zealand Kauri, the same material which was used to plank the *Camden*. According to Flapan (2012: pers. comm.), this was a common building material for boats

constructed in Sydney in the first half of the twentieth century.

None of these seven extant vessels are purpose-built pilot boats. *Camden*, the eighth vessel and sister-ship was a purpose built lifeboat. As none of the vessels functioned as or were converted for pilotage purposes. PV *Richmond* is therefore the only known surviving example of a purpose-built W.L. Holmes pilot boat in Australia today, and is rare as a result. Additional research may reveal that the rarity of the vessel is evidence of its state significance.

3.2.2   Sunken 'Holmes' Vessels

It is possible to compare the material remains of shipwrecks with extant vessels to compare materials and construction techniques. Four 'Holmes' vessels: *Agnes*, *Wanderer*, *Lara* and *Renown* (Table 4) are known to have foundered in NSW waters (OEH 2012b: Online), however the location of these wrecks is not currently known.

As no information regarding the construction of these vessels survives and it is not possible to access the physical remains, they must be excluded for comparative purposes. If/when the shipwrecks are located, the remains can be considered and the comparative analysis revisited.

3.2.3   Extant 'non-Holmes' Vessels

To compare PV *Richmond* with pilot boats of similar age, it is necessary to look beyond the extant W.L. Holmes constructions to those by other local shipbuilders such as Cam Fischer, Ned Jack, Norman Wright and Lars Halversen.

Cam Fischer and Lars Halversen draw the closest comparison as they, like Holmes, both worked out of the Sydney region. Halversen's dockyard was at Ryde on the Parramatta River, whist Cam Fischer was working from La Perouse on Botany Bay. It is expected that both Fischer and Halversen would have drawn on the same timber and metal resources as Homes is recorded as using on other vessels, including Iron Bark for the keel, Spotted Gum planking up to the waterline and Oregon on the top sides above the waterline.

Table 4: Comparative Historic Pilot Vessels

Name	Type/Function	Designer	Constructed	Current Location	Source
Berrima	Motor Launch; Pilot Cutter	Unknown	Cam Fisher and Sons: La Perouse, NSW,1955	Rozelle Bay, Sydney Harbour, NSW, Sydney Heritage Fleet	AHRV HV000480
Devonport	Motor Launch; Pilot Cutter	Unknown	Ned Jack: Launceston, Tasmania, 1927	Unpublished, Private Owner	AHRV HV000463
Kalinda	Motor Launch	Unknown	Lars Halvorsen Sons (Halversens): Sydney, NSW 1950	Cottage Point, Hawkesbury River, NSW Private Owner	AHRV HV000463
Louise	Pilot vessel	Unknown	Unknown: Melbourne, Victoria, early 1900's	Unpublished, Private Owner	AHRV HV000343
Paddy McCann	Launch; Maintenance and supply vessel; Pilot Vessel	Unknown	Victoria Public Works Department: Williamtown Dockyard, Williamtown, Victoria 1888	Unpublished, Private Owner	AHRV HV000271

| *R.S. Baker* | Harbour Launch; Pilot Vessel | Unknown | South Australian Harbours Board: Birkenhead Dockyard, Adelaide, South Australia 1952 | Unpublished, Private Owner | AHRV HV000327 |
| *Waiben* | Motor Launch; Pilot Vessel | Unknown | Norman Wright & Sons: Brisbane, 1948-1949 | Great Barrier Reef Qld, Edward Barker | AHRV HV000231 |

Source: RPS Group 2012

Most of the 'non-Holmes' constructions are much larger vessels than PV *Richmond* and there is also no published record of the timber species used to construct them. *Waiben* for example was constructed in Brisbane, which suggests tropical hardwoods. *Louise* is discounted for comparative purposes as the vessel is of the open whaleboat design, much like the pilot boat PV *Richmond* replaced in 1932. PV *Richmond* appears to be one of only a few extant Iron Bark - Spotted Gum - Oregon vessels surviving (timber analysis will confirm this), and as a vessel smaller than the rest of the 'non-Holmes' sample, PV *Richmond* could be considered to be in its own class. PV *Richmond* is thus representative of a particular type, style and class of vessel and is rare as a result. Additional research may reveal that the rarity of the vessel is evidence of its state significance.

3.3   Synthesis of Heritage Context

The search results demonstrate that the 80 year old historic vessel PV *Richmond* is listed by Ballina Shire Council as an item of environmental heritage of significance to the people of Ballina Shire. PV *Richmond* provides both an important and tangible link to the historic pilot service in Ballina and is considered to be of local significance to the people of Ballina Shire. The vessel is both a rare and representative example of a particular type and style of vessel and as such is deemed worthy of consideration for the Australian Register of Historic Vessels, which would welcome the nomination in recognition of the vessel's social and maritime heritage significance (Fletcher 2012: pers. comm.).

4.0 Fabric Analysis

The term *fabric* refers to all the physical material of an item/place, including its surroundings and contents (Australia ICOMOS Burra Charter, articles 1.1 and 1.3). The following table (Table 5) considers the fabric each component and sub-component of the vessel and a potential conservation response.

The integrity of each component is assessed as intrusive, low, moderate, high or exceptional. The same components and sub-components are used in Table 6 in considering contribution to grading of significance.

Although this ranking system has been developed specifically for the *Richmond*, identifying the level of importance of the components of an item/site, their integrity and an appropriate conservation response is considered to be a useful exercise that helps guide conservation and management decisions. It is not considered to be a replacement for a conservation assessment (which is recommended for the *Richmond*), but instead as a guide to the overall requirement for conservation and the questions to be considered.

Table 5: Assessment of Structural Components and Integrity of Fabric

Component	Sub-Component	Integrity of Fabric	Conservation Response
Hull	Timber frame	High	Conservation required to stabilise hull and prevent further deterioration. Ideally, alterations/ repairs should be reversed to enhance significance.
	Outer planking	High	Conservation required to stabilise outer planking and prevent further deterioration. Ideally, alterations/ repairs should be reversed to enhance significance.
	Copper sheathing	Moderate to High	Original copper sheathing should be stabilise and conserved; intrusive tin alloy which overlays copper, should be removed.
	Tin-Alloy sheathing	Intrusive	Intrusive tin/tin-alloy is damaging to both the historic fabric (copper sheathing) underneath and item's heritage significance. This should be removed and original fabric conserved to stabilise it and prevent further deterioration.
	Hull paint	Intrusive	Intrusive red paint (metal primer) below the waterline and white acrylic house paint above the waterline has the potential to damage original fabric underneath and to the item's heritage significance. This should be removed the fabric underneath stabilised and conserved. For the purposes of interpretation and display the paint could be replaced with a more sympathetic option.
	Keel	Moderate to High	Highly degraded element with little intrinsic heritage value, but which contribute to the overall significance of the item as is the 'backbone' of the hull structure. This needs conservation treatment urgently to prevent further damage to ships structure.
	Timber Keelson	Moderate	Degraded element requiring urgent conservation treatment. Decay of the keel is likely to further damage keelson if left untreated.
Hull	Shear strake/buffer (timberhead)	Low	Urgent conservation and repair is required. Intrusive fibreglass moulding and polyurethane foam filler should be removed and replaced with a sympathetic alternative.

Cabin	Superstructure	Moderate	Degraded elements requiring conservation treatment to stabilise cabin superstructure.
	Deck timbers	Low	Cabin decking timbers lacks intactness. Conservation to stabilise, repair and reinstate decking timbers to their original location is required.
	Roof coating	Intrusive	Fibreglass coating has functional purpose however is intrusive and damaging to the item's heritage significance. It appears to be stable, however should be removed for interpretative/display purposes.
	Furniture	Low	Timber cabin furniture appears original, although degraded and no longer intact. Conservation treatment required to stabilise and repair timbers. Suggest these be reinstated/restored to former position to interpretative/display purposes.
	Metal Rails	Moderate to High	Suggest paint needs to be removed, metal treated to stabilise and rails repainted with a more sympathetic product for display purposes.
	Funnels	Moderate to High	Suggest paint needs to be removed, metal treated to stabilise and rails repainted with a more sympathetic product for display purposes.
Deck	Deck sheathing	Low	Plywood alterations are highly degraded. Suggest removal and deck timbers underneath assessed and stabilised as required. Consider replacement with a more sympathetic option post conservation of deck timbers.
	Timber decking	Low to moderate	Deck timbers appear sound however plywood should be removed to and deck timbers conserved.
Fixtures	Hatches	Low	Treatment to stabilise and existing hatch covers for interpretative/display purposes.
	Port holes/scuttles	Moderate	Port holes/scuttles need to be treated as evidence of green corrosion produce exists. Glass can be stabilised without repair as cracks are indicative of use history. Green paint needs to be removed from surrounds prior to treatment.
	Propeller	Moderate	Propeller needs to be treated as evidence of green corrosion produce exists. Glass can be stabilised without repair as cracks are indicative of use history. Red paint needs to be removed from surrounds prior to treatment.
	Propeller shaft and rudder mechanism	Moderate	Propeller shaft and rudder mechanise needs to be treated as evidence of green corrosion produce exists under the metal primer and on the section of shaft exposed under cabin flooring. Red paint needs to be removed from surrounds prior to treatment.
Fixtures	Tiller	Moderate	Appears stable – recommend conservation assessment prior to any treatment to stabilise being undertaken.
Fixtures	Light spar (staff) and	Low to Moderate	Suggest paint needs to be removed, metal

	light		treated to stabilise and spar repainted with a more sympathetic product for display purposes. Should also be reinstated on vessel for interpretative purposes.
Fittings	Bow fender (cordage)	Low to nil	Appears sound. Is a modern addition so no conservation treatment recommended.
Fastenings	Copper nails	Moderate	Appears stable, suggest conservation assessment prior to treatment. It may be more financially viable to replace copper nails where required with sympathetic copper alternative, rather than attempt to conserve.
	Mortise and (floating/loose) tenon	Moderate to High	Suggest conservation treatment to stabilise and prevent further deterioration. No immediate repair needed. Suggest leaving evidence of caulking (oakum?) in place where port hole/scuttle is mission to aid interpretation for display purposes.
	Knees	Low to Moderate	Need conservation treatment to stabilise knees to maintain integrity of hull.
	Caulking	Low to Moderate	Conservation treatment to stabilise caulking to maintain integrity of hull. Suggest leaving exposed caulking around port hole that is missing, for interpretative purposes.

Source: RPS Group 2012

5.0 Significance Assessment

The following assessment uses the State Significance Criteria as specified under the NSW *Heritage Act 1977*.

5.1.1 Historical Significance (SHR Criteria A)

The Pilot Vessel, PV *Richmond*, is of local historical significance as a rare surviving example of the characteristic type of pilot boat which served the people of Ballina shire for almost 50 years from 1932 to 1981. The *Richmond* is a rare surviving example of a W.L. Holmes vessel and a significant relic of the Richmond River Pilotage Service; serving the River after which the vessel was named.

PV *Richmond* is of historic significance to the Port of Ballina as during the past century sea transport had been of vital importance to growing settlements on coastal rivers of NSW. Vessels traded as far up the Richmond River as the town wharves of Lismore. Ballina, having been the pilotage port at the river's entrance, played a key role in providing safe navigation. The vessel is also a significant reminder of the development and decline of shipping in the northern rivers. PV *Richmond* is therefore significant in representing the history and development of the Port of Ballina from the colonial era to recent decades.

5.1.2 Associative Significance (SHR Criteria B)

PV *Richmond* has a strong historical association with W.L. Holmes of McMahons Point in Sydney, which was one of Sydney's most prolific shipwrights, having built over 100 vessels between 1901 and 1976 (Flapan 2006: Online). The vessel is further associated with former Ballina Shire Councillor, Councillor Keith Barlow, director of K.F. Barlow Pty Ltd, shipbuilders and repairers (MSB 1982: 5) who had a personal association with PV *Richmond*; Councillor Barlow said he had started his working career at the slipway and one of his first jobs was to work on the vessel, which he continued to do for the 'whole of that period of his working life' (MSB 1982: 6). Councillor Barlow also accepted PV *Richmond* on behalf of the people of the Ballina district when it was handed over by the MSB in 1982. PV *Richmond* therefore has a strong association with not only Councillor Barlow, but also with his company, K.F. Barlow Pty Ltd.

PV *Richmond* is 'a tangible reminder of the association between the Richmond River, the people of Ballina Shire, the Port of Ballina and the New South Wales Pilotage Service in which it served for almost 50 years' (MSB 1982: 5).

5.1.3 Aesthetic/Technical Significance (SHR Criteria C)

PV *Richmond* has considerable technical/aesthetic significance, not only for its inherent aesthetic form, but is a tangible example of past craftmanship. This is apart from its engineering and maritime heritage value. The vessel is a high quality example of naval architecture and represents significant technical achievement in the building a new style of pilot vessel which differs substantially in form to the previous open 'whaleboat' design. PV *Richmond* is a fine example of the Australian contribution to sea navigation and pilot boat technology, which points to the development of the Port of Ballina as the working 'Port of the North' (Bach 1976: 230).

5.1.4 Social Significance (SHR Criteria D)

PV *Richmond* has both social and cultural significance, and is subject to a high level of community esteem. This is evidenced in part by the Ballina community's history of fighting to 'save the *Richmond*' (Lollback 2011: Online). The residential communities of the Richmond River and Ballina Shire more broadly have strong cultural, historical, aesthetic and associative associations with the PV *Richmond* which was integral to the function of the Port of Ballina for almost 50 years. The *Richmond* and its crew were responsible for saving a number of lives of local sailors and fisherman who came into trouble crossing the bar (Anon1932: 7) and was

the last pilot vessel permanently based on the Richmond River. When she retired in 1981, a 128 year tradition of pilotage on the Richmond River ended. This tradition started with the first pilot George R. Easton in 1853, 11 years after the town of Ballina was settled (Mercer 1953; anon 1977). Today, the vessel acts as a reminder of the strong maritime history and character of the Ballina shire and its working-class maritime roots.

5.1.5   Research Potential (SHR Criteria E)

The site has the potential to yield scientific and technical information that will further contribute to an understanding of NSW socio-cultural, industrial and maritime history. This research potential is due to the survival of extant remains of the ship structure which, although intact, has lost integrity due to the degradation of its physical structure. Despite this, PV *Richmond* is an important reference vessel as it is believed to be one of only a few remaining (despite signs of past modification and repair) W.L. Holmes vessels and the only surviving example of a W.L. Homes pilot boat; PV *Richmond provides* evidence of past maritime and industrial activity on the Port of Ballina that is unavailable elsewhere.

As the vessel is investigated historically and archaeologically it may reveal further information about the lives of those associated with the vessel/Ballina's naval history.. It is therefore considered to have high research potential.

5.1.6   Rarity (SHR Criteria F)

PV *Richmond* is rare in that it is thought to be one of only a few remaining W. L. Holmes vessels and the only surviving example of a W.L. Homes pilot boat. As such, it provides rare evidence of a particular twentieth century maritime custom, process and way of life in coastal NSW.

5.1.7   Representativeness (SHR Criteria G)

PV *Richmond* is visually and structurally representative of a style and class of pilot vessel built in the first half of the twentieth century on Sydney Harbour and designed for use on the treacherous Richmond River bar. The vessel is further representative of a particular maritime custom, process and way of life in NSW, that of the development of the northern rivers of Australia as a maritime nation. It is further representative of government maritime regulation and support for maritime industry.

5.2   Significance 2.0 Criteria

Significance 2.0 (Winkworth and Russell 2009) was originally published by the former Collections Council of Australia Ltd as a guide to assessing the significance of cultural heritage objects and collections. Significance 2.0 was intended to achieve a number of objectives and in particular to promote a successful standard for industry-wide development by enhancing its relevance for archives and libraries in addition to museums and galleries.

Like the AHRV Criteria, the Significance 2.0 primary criteria are the four criteria specified in *The Burra Charter Guidelines for Cultural Significance* (1988: 12; NSW Heritage Office 2001: 8-9): historical significance; aesthetic significance; scientific significance; social significance. These are based on the criteria used by the former Australian Heritage Commission for the assessment of potential items for the Register of the National Estate, form part of the criteria used by the current Australian Heritage Council for the assessment of potential items for the National and Commonwealth Heritage Lists and are in line with the standard criteria adopted by all state heritage agencies and mirror Criteria a, c, d and e of the NSW State Significance Criteria.

Significance 2.0 also includes four comparative criteria, which evaluate the degree of significance and act as modifiers of the main criteria. The comparative criteria are: provenance (because a provenanced item is

likely to be more significant by virtue of its origin than an unprovenanced one); rarity and representativeness (NSW State Significance Criteria f and g); condition and completeness (also described as integrity/intactness) and interpretive capacity.

5.2.1 Provenance

PV *Richmond* is provenanced. There is documentation for the vessel from its construction through to retirement, and onto its adoption by Council and placement in the BNMM collection. This adds to the vessel's significance.

5.2.2 Rarity and/or Representativeness

As described in 5.1.6 and 5.1.7 above, PV *Richmond* is rare in that it is thought to be one of only a few remaining W. L. Holmes vessels and the only surviving extant example of a W.L. Homes Pilot Boat. PV *Richmond* is representative of a particular type, style and class of locally significant pilot vessel built in the first half of the twentieth century on Sydney Harbour and designed for use on the treacherous Richmond River bar and is rare as a result. As such, it provides rare evidence of early government maritime regulation and a particular maritime custom, process and way of life in coastal NSW.

5.2.3 Condition and/or Completeness

With regard to condition and completeness, the two visual inspections that were undertaken indicate that the vessel is in an increasing state of decay and this has a negative impact on the assessed level of heritage significance.

The removal and replacement of the fibreglass cabin coating, the ply deck timber, and the patched hull sheathing, for example, would enhance structural integrity as well as mitigate risk of further damage and would not be considered to have a negative heritage impact. This is because the components being replaced are themselves intrusive replacements of earlier original fabric. Employing conservation techniques to arrest further deterioration of original fabric, such as the hull timbers, would enhance heritage significance.

5.2.4 Interpretative Capacity

The vessel is considered to offer considerable potential for interpretation through a variety of methods including enhanced signage (internally and externally), articles in local and state government heritage literature, illustrated articles for websites, magazines, academic journals and other educational publications aimed at a general audience.

Due to the degraded nature of the vessel, it is recommended that full archival recording be carried as soon as possible and prior to any conservation or restoration works being undertaken. A pre-disturbance survey would ensure that the vessel is preserved by record, in perpetuity. This record can then be used for both archival and interpretative purposes.

It is further recommended that an interpretation plan be developed so that its significance is communicated even after significant components of the vessel are removed. Interpretation of an item though the care (or treatment) of the fabric, is central to heritage conservation in Australia, as per the principles of best practice set out in *The Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance 1999* (the Burra Charter).

5.3 Australian Register of Historic Vessels (AHRV) Criteria

The Australian Register of Historic Vessels (AHRV) is a non-statutory register of historic vessels built up to 1965 (which marks the start of the era of mass production of ships in Australia) and which are relevant to

Australia's maritime heritage. AHRV features information on their designers, builders and owners, as well as the social and geographical context in which they have existed. ARHV assesses vessels using the following significance criteria: Historical significance; Aesthetic Significance; Research potential; Social significance. These four criteria are replicated in the NSW State Significance Criteria (see: 6.1.1; 6.1.3; 6.1.4; 6.1.5) so will not be individually addressed herein.

At this stage the ARHV does not consider comparative or modifying criteria such as that used by Significance 2.0 or as incorporated into the NSW State Significance Criteria, however they have future plans to do so (AHRV 2012: Online). These comparative/modifying criteria will be used to form a priority list of vessels of special importance.

6.0 Statement of Significance

PV *Richmond* is of local heritage significance, as a rare surviving example of the characteristic type of pilot boat which served the people of Ballina shire for almost 50 years from 1932 to 1981. PV *Richmond* is the last pilot vessel to be stationed on the Richmond River (after which it was named) at Ballina and demonstrates the scope, scale and importance of shipping and maritime activities to the people of Ballina Shire as well as the social significance of the Pilotage Service at that time.

PV *Richmond* is a relic of the original industrial maritime character of Ballina in the nineteenth and twentieth centuries. The vessel is also locally significant for its intrinsic aesthetic appeal, its representativeness of a class and style of pilot vessels no longer in use in NSW, its research potential and its construction value. PV Richmond is a high quality example of naval architecture, representing a significant technical achievement in the building a new style of pilot vessel that differed significantly from the previous open 'whaleboat' design. The local heritage significance of the PV *Richmond* is further contained in its location, its association with related riverine trade routes and as physical evidence of the history of its use (NSW Maritime 2010: 58).

7.0   Grading Significance

Different components of a heritage item may make a different relative contribution to its heritage value or grade of significance. Loss of integrity or condition may diminish significance.

Each of the vessel's main component and sub-component structures and features have been assessed (Table 6) with regard to their relative contribution to the heritage significance of the overall item, which is considered to be local.

Each contribution is assessed as intrusive, low, moderate, high or exceptional. Although this ranking system is no longer recognised by the Heritage Branch, Office of Environment and Heritage, having been replaced by local or State significance only, identifying the level of importance of the components of a site is considered to be a useful exercise that helps guide conservation and management decisions.

Table 6: Grading of Structural Components and Relative Contribution to Significance

Component	Sub-Component	Grading	Justification
Hull	Timber frame	High	High degree of original fabric. High degree of integrity and intactness of fabric. Demonstrates a key element of the item's significance. Alterations/ repairs do not detract from significance.
	Outer planking	High	High degree of original fabric. High degree of integrity and intactness of fabric. Demonstrates a key element of the item's significance. Alterations/ repairs do not detract from significance. Possibly Oregon above the waterline and Spotted Gum below.
	Copper sheathing	Moderate to High	Altered or modified elements with little heritage value, but which contribute to the overall significance of the item.
	Tin-Alloy sheathing	Intrusive	Tin/tin-alloy sheathing patched over original copper sheathing is intrusive and damaging to the item's heritage significance.
	Hull paint	Intrusive	Red paint (metal primer) below the waterline and white acrylic house paint above the waterline is intrusive and damaging to the item's heritage significance.
	Keel	Moderate to High	Highly degraded element with little intrinsic heritage value, but which contribute to the overall significance of the item as is the 'backbone' of the hull structure. Possibly Iron Bark.
	Timber Keelson	Moderate	Degraded element with little heritage intrinsic value, but which contributes to the overall significance of the item.
	Shear strake/buffer (timberhead)	Low	Addition of fibreglass moulding and polyurethane foam filler detracts from significance and appear intrusive. Unlikely to be original, thought to have been introduced prior to last painting of vessel. May previously have been steel. Difficult to interpret.
Cabin	Superstructure	Moderate	Degraded elements with little heritage intrinsic value, but which - by design - contributes to the overall significance of the item.
	Deck timbers	Low	Cabin decking timbers appear original although lacks integrity and intactness which detracts from contributive significance.

Cabin	Roof coating	Intrusive	Fibreglass coating has functional purpose however is intrusive and damaging to the item's heritage significance.
	Furniture	Low	Timber cabin furniture appears original, although degraded and no longer intact. Lacks integrity and intrinsic value. Damage detracts from contributive significance.
	Metal Rails	Moderate to High	High degree of original fabric. High degree of integrity and intactness of fabric. Demonstrates a key element of the item's significance. Originally rail supports were painted in green trim and rails red to match colour below waterline. Repainting does not detract from significance.
	Funnels	Moderate to High	High degree of original fabric. High degree of integrity and intactness of fabric. Demonstrates a key element of the item's significance. Repairs/repainting does not detract from significance.
Deck	Deck sheathing	Low	Plywood alterations detract from significance and appear intrusive. Sheathing is a poor quality three-ply, not 5-ply marine grade so unlikely to be original, perhaps a late addition. Difficult to interpret.
	Timber decking	Low to moderate	Deck timbers appear sound underneath plywood alterations although species unknown. Difficult to interpret.
Fixtures	Hatches	Low	Hatch cover appears not be original and detracts from significance. Combing appears original yet suffers significant degradation. Together difficult to interpret.
	Port holes/scuttles	Moderate	Elements with little heritage value, but which appear original (although slightly corroded/damaged) and contribute to the overall significance of the item. One port hole (starboard aft, second from stern is missing completely). All have been (re-)painted. Painting does not detract from significance.
	Propeller	Moderate	Elements with little intrinsic heritage value, but which appear to be original and contribute to the integrity and intactness of fabric and significance of the item. The paintwork, although intrusive, does not detract from significance.
	Propeller shaft and rudder mechanism	Moderate	Elements with little intrinsic heritage value, but which appear to be original and contribute to the integrity and intactness of fabric and significance of the item. The paintwork, although intrusive, does not detract from significance.
	Tiller	Moderate	Element has little intrinsic heritage value, yet appears original. Contribute to the integrity and intactness of fabric and significance of the item. The paintwork, although intrusive, does not detract from significance.
	Light spar (staff) and light	Low to Moderate	Spar has been separated from the vessel. Little intrinsic heritage value however appears original although out of context. Difficult to interpret.
Fittings	Bow fender (cordage)	Low to nil	No original fabric. No intrinsic heritage value. Fender is a replica of an original cordage fender. Replica created by the BNMM in 2008 for interpretation purposes. Representative of a certain style of maritime pastime associated with the original item. Chain associated with fender not original and appears intrusive. Originally chains would have been rope.

Fastenings	Copper nails	Moderate	Elements with little intrinsic heritage value, but which appear to be original and contribute to the integrity and intactness of fabric and significance of the item. Repainting nail heads (as part of hull repainting) has not detracted from significance.
	Mortise and (floating/loose) tenon	Moderate to High	High degree of original fabric, integrity and intactness of fabric. Elements with little intrinsic heritage value, contribute to the overall significance of the item.
	Knees	Low to Moderate	Elements with little intrinsic heritage value, but which appear to be original and contribute to the integrity and intactness of fabric and significance of the item.
	Caulking	Low to Moderate	Remnant caulking, particularly around the port hole/mortise and tenon joint, has little intrinsic heritage value, contribute significance of the item. Contribution to significance (and our understanding of caulking methods of this period) would be enhanced through research determine composition of caulking. Thought to be oakum yet this needs to be confirmed.

Source: RPS Group 2012

8.0   Recommendations

The following management recommendations have been formulated with consideration of all available information and have been prepared in accordance with the relevant legislation.

Recommendation 1

It is recommended that the client carry out full archival recording of the PV *Richmond* as a matter of urgency, preferably using 3D Terrestrial Scanning. At minimum, this should be carried out in accordance with the Heritage Branch, Office of Environment & Heritage's (formerly NSW Heritage Office) Guidelines on *How to Prepare Archival Records of Heritage Items* and in accordance with the *Burra Charter*. This will ensure that the vessel is preserved by record in perpetuity if the conservation recommendations below are not adopted.

Recommendation 2

Once the vessel has been recorded, it is recommended that the vessel be brought inside as a matter of urgency. This will help to arrest further deterioration by bringing it out of the wind and weather. It is also recommended that a further conservation assessment/needs analysis be undertaken by a professional Conservator to determine exactly what conservation is required and the order in which it should be undertaken. It is recommended that this work is carried out by a specialist Conservator with expertise in dealing with maritime heritage and waterlogged wood.

Recommendation 3

As PV *Richmond* meets criteria for consideration for listing on the Australian Register of Historic Vessels, it is recommended that Ballina Shire Council nominate the vessel for listing on the register. Together will full archival recording this will ensure that information about the vessel is publicly disseminated and will open up further avenues for additional research and grant funding.

Recommendation 4

It is recommended that funding be sought for the conservation assessment, conservation treatment and Conservation Management Plan. This can be explored through the explored through the Heritage Branch, Office of Environment and Heritage, Heritage Grants Program and/or other sources.

Recommendation 5

It is recommended that Ballina Shire Council should explore opportunities for further heritage interpretation on an ongoing/permanent basis so that the vessel's significance, history and use is communicated to the general public. Interpretation of an item though the care (or treatment) of the fabric is central to heritage conservation in Australia.

This heritage interpretation should be developed in accordance with the Australia ICOMOS *Burra Charter 1999* and the NSW Heritage Office's 2005 *Interpreting Heritage Items and Places Guidelines*. Ways of achieving the funding for this can be explored through the Heritage Branch, Office of Environment and Heritage, Heritage Grants Program and/or other sources.

Recommendation 7

All relevant staff, contractors, subcontractors and Museum volunteers should be made aware of their statutory obligations for heritage under NSW *Heritage Act 1977* and best practice outlined in the *Burra Charter 1999,* which may be implemented as a heritage induction. It is recommended that appropriated

training be afforded to the Museum volunteers to ensure that whist the vessel is in the Museum's care, that appropriate standards of maintenance are maintained and that the work is carried out in accordance with best practice.

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10.0 Acronyms and Units

AHIMS	Aboriginal Heritage Information Management System
AHIP	Aboriginal Heritage Impact Permit
cal. years BP	Calibrated years before present
DECCW	Department of Environment, Climate Change and Water
DSEWPC	Department of Sustainability, Environment, Water, Population and Communities (Federal) (formerly DEWHA)
EIA	Environmental Impact Assessment
EIS	Environmental Impact Statement
EP&A Act	Environmental Planning and Assessment Act
GDA	Geodetic Datum Australia
GIS	Geographic Information System
LALC	Local Aboriginal Land Council
LEP	Local Environment Plan
NPWS	National Parks and Wildlife Service
OEH	Office of Environment & Heritage
PAD	Potential Archaeological Deposit
REP	Regional Environment Plan
REF	Review of Environmental Factors

11.0 Plates

Plate 1: Shaws Bay, showing the Pilot's Cottage and other buildings associated with the Ballina Pilot. Note: 'quarry holes' formed by the removal of columnar basalt to construct the Ballina breakwall. Image courtesy of BSC Records.

Plate 2: PV *Richmond* coming into 'Port'. Date unknown. Image courtesy Ballina Naval & Maritime Museum.

Plate 3: Disassociated Mast (Light Staff) of the PV *Richmond*. Note staff is *in situ* in Plate 4. Image courtesy Ballina Naval and Maritime Museum.

Plate 4: PV *Richmond* being transported to Ballina Town Centre after the transfer from MSB. Image circa 1982. Courtesy Ballina Naval and Maritime Museum.

Plate 5: PV *Richmond* Pilot Cage (without Canvas) on display in the Ballina Naval and Maritime Museum. Note cage *in situ* in Plate 2. Image courtesy Ballina Naval and Maritime Museum.

Plate 6: TBC (March 2012)

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Plate 7: PV *Richmond* on display at the Ballina Naval and Maritime Museum Looking towards the bow (March 2012)

Plate 8: PV *Richmond* on display at the Ballina Naval and Maritime Museum Looking towards the Stern (March 2012)
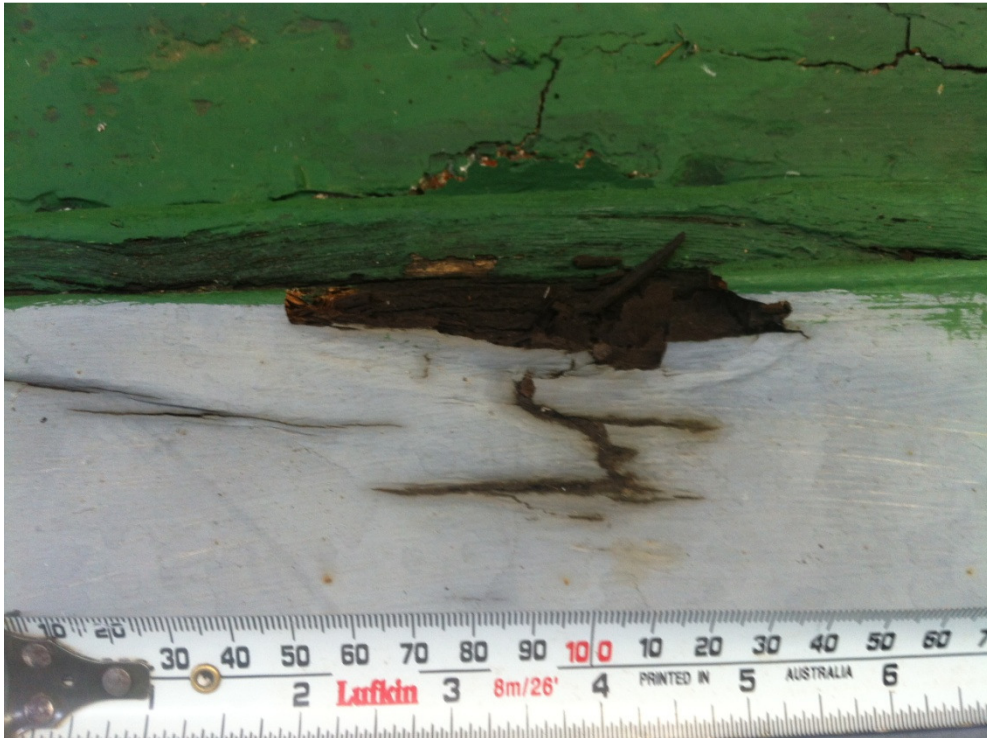
Plate 9: Damage to the plywood deck sheathing of PV *Richmond*. Note ply appeared to be saturated and was in the process of delaminating.

Plate 10: PV *Richmond* Port Holes; note one port hole/scuttle was missing entirely. The glass in the remaining port holes was all split horizontally. Note corrosion evident under the intrusive paintwork on the brass surrounds.

Plate 11: PV *Richmond* plaque mounted on ship's ballast (March 2012).

Plate 12: PV *Richmond* looking toward the stern. Note hull intrusive tin-alloy sheathing repairs are coming away from the hull. Not also that gap beginning to form between the keel and keelson (March 2012).

Plate 13: PV *Richmond* looking toward the stern. Note hull intrusive tin-alloy sheathing repairs are coming away from the hull. (March 2012).

Plate 14: PV *Richmond* starboard planking. Note repairs to caulking (March 2012).

Plate 15: PV *Richmond* looking across cabin roof. Note intrusive grey fibreglass coating and damage to cabin roof timbers/hatch covers (March 2012).

Plate 16: PV *Richmond* looking across cabin roof. Note intrusive grey fibreglass coating and damage to cabin roof timbers/hatch covers (March 2012).

Plate 17: PV *Richmond* looking across stern. Note tiller in foreground and poor state of deck sheathing (March 2012).

Plate 18: Looking inside starboard cabin/coach-house. Note deteriorated state of paintwork, timber cabin structure and cabin furniture. Exposed frames and hull planking can be seen to the right of the photo. (March 2012).

Appendix 1

Legislative Requirements

Summary of Statutory Controls

The following overview of the legal framework is provided solely for information purposes for the client, it should not be interpreted as legal advice. RPS will not be liable for any actions taken by any person, body or group as a result of this general overview, and recommend that specific legal advice be obtained from a qualified legal practitioner prior to any action being taken as a result of the summary below.

COMMONWEALTH

Aboriginal and Torres Strait Islander Heritage Protection Act 1984 (ATSIHP Act), amended 2006
The purpose of this Act is to preserve and protect all heritage places of particular significance to Aboriginal and Torres Strait Islander people. This Act applies to all sites and objects across Australia and in Australian waters (s4).

It would appear that the intention of this Act is to provide national baseline protection for Aboriginal places and objects where State legislation is absent. It is not to exclude or limit State laws (s7(1)). Should State legislation cover a matter already covered in the Commonwealth legislation, and a person contravenes that matter, that person may be prosecuted under either Act, but not both (s7(3)).

The Act provides for the preservation and protection of all Aboriginal objects and places from injury and/or desecration. A place is construed to be injured or desecrated if it is not treated consistently with the manner of Aboriginal tradition or is or likely to be adversely affected (s3).

The *Australian Heritage Commission Act 1975*
The *Australian Heritage Commission Act 1975* established the Australian Heritage Commission which assesses places to be included in the National Estate and maintains a register of those places. Places maintained in the register are those which are significant in terms of their association with particular community or social groups and they may be included for social, cultural or spiritual reasons. The Act does not include specific protective clauses.

The *Australian Heritage Council Act 2003* together with The *Environment Protection and Biodiversity Conservation Act 1999* (Amended) includes a National Heritage List of places of National heritage significance, maintains a Commonwealth Heritage List of heritage places owned or managed by the Commonwealth and ongoing management of the Register of the National Estate.

STATE

It is incumbent on any land manager to adhere to state legislative requirements that protect Aboriginal Cultural heritage. The relevant legislation in NSW includes but is not limited to:

National Parks & Wildlife Act 1974 (NPW Act)
The NPW Act provides statutory protection for all Aboriginal heritage, places and objects (not being a handicraft made for sale), with penalties levied for breaches of the Act. This legislation is

overseen by the Office of the Environment & Heritage (OEH) (formerly Department of Environment, Climate Change and Water (DECCW)), now part of the Department of Premier & Cabinet. Part 6 of this Act is the relevant part concerned Aboriginal objects and places, with the Section 86 and Section 90 being the most pertinent. In 2010, this Act was substantially amended, particularly with respect to Aboriginal cultural heritage requirements. Relevant sections include:

Section 86

This section now lists four major offences:

(a)   A person must not harm an object that the person knows is an Aboriginal object;

(b)   A person must not harm an Aboriginal object;

(c)   For the purposes of s86, "circumstances of aggravation" include (a) the offence being committed during the course of a commercial activity; or (b) that the offence was the second or subsequent offence committed by the person.

(d)   A person must not harm or desecrate an Aboriginal place.

Offences under s86 (2) and (4) are now strict liability offences, i.e., knowledge that the object or place harmed was an Aboriginal object or place needs to be proven. Penalties for all offences under Part 6 of this Act have also been substantially increased, depending on the nature and severity of the offence.

Section 87

This section now provides defences to the offences of s86. These offences chiefly consist of having an appropriate Aboriginal Heritage Impact Permit (AHIP), not contravening the conditions of the AHIP or demonstrating that due diligence was exercised prior to the alleged offence.

Section 87A & 87B

These sections provide exemptions from the operation of s86: Section 87A for authorities such as the Rural Fire Service, State Emergency Services and offices of the National Parks & Wildlife Service in the performance of their duties, and s87B for Aboriginal people performing traditional activities.

Section 89A

This section provides that a person who knows of an Aboriginal object or place and does not advise the Director-General of that object or place within a reasonable period of time, is guilty of an offence.

Section 90

This section authorises the Director-General to issue an AHIP.

Section 90A-90R

These sections govern the requirements relating to applying for an AHIP. In addition to the amendments to the Act, DECCW issued three new policy documents clarifying the requirements with regards to Aboriginal archaeological investigations: *Aboriginal Cultural Heritage Consultation Requirements for Proponents 2010*, *Due Diligence Code of Practice for the Protection of Aboriginal Objects in NSW* and *Code of Practice for Archaeological Investigations in NSW*. The Consultation

Requirements formalise the consultation with Aboriginal community groups into four main stages, and include details regarding the parties required to be consulted, and the methods of establishing the necessary stakeholders to be consulted, advertisements inviting Aboriginal community groups to participate in the consultation process, requirements regarding the provision of methodologies, draft and final reports to the Aboriginal stakeholders and timetables for the four stages. The Due Diligence Code of Practice sets out the minimum requirements for investigation, with particular regard as to whether an AHIP is required. The Code of Practice for Archaeological Investigation sets out the minimum requirements for archaeological investigation of Aboriginal sites.

Aboriginal Heritage Impact Permits (AHIP)
DECCW encourages consultation with relevant Aboriginal stakeholders for all Aboriginal Heritage assessments. However, if an Aboriginal Heritage Impact Permit (AHIP) is required for an Aboriginal site, then specific DECCW guidelines are triggered for Aboriginal consultation.

Aboriginal Cultural Heritage Consultation Requirements for Proponents
In 2010, the *Aboriginal Cultural Heritage Consultation Requirements for Proponents* (ACHCRs) were issued by DECCW (12th of April, 2010). These consultation requirements replace the previously issued *Interim Community Consultation Requirements* (ICCR) for Applicants (DEC 2004). These guidelines apply to all AHIP applications prepared after April 12, 2010; for projects commenced prior to April 12, 2010 transitionary arrangements have been stipulated in a supporting document, Questions and Answers 2: Transitional Arrangements.

The ACH Consultation Requirements 2010, include a four stage Aboriginal consultation process and stipulates specific timeframes for each stage. Stage 1 requires that Aboriginal people who hold cultural information are identified, notified and invited to register an expression of interest in the assessment. Stage 1 includes the identification of Aboriginal people who may have an interest in the project area and hold information relevant to determining the cultural significance of Aboriginal objects or places. This identification process should draw on reasonable sources of information including: the relevant DECCW EPRG regional office, the relevant Local Aboriginal Land Council(s), the registrar, Aboriginal Land Rights Act 1983, the Native Title Tribunal, Native Title Services Corporation Limited, the relevant local council(s), and the relevant catchment management authority. The identification process should also include an advertisement placed in a local newspaper circulating in the general location of the project area. Aboriginal organisations and/or individuals identified should be notified of the project and invited to register an expression of interest (EoI) for Aboriginal consultation. Once a list of Aboriginal stakeholders has been compiled from the EoIs, they need to be consulted in accordance with ACH Consultation Requirements Stages 2, 3 and 4.

For projects commenced before the 12th of April, 2010, Section 1 (Q1) of the transitional arrangements indicates that if Aboriginal consultation was commenced prior to the 12th of April 2010 (including advertising and notification of stakeholders) then consultation is to be continued under the previous ICCR guidelines. *Interim Community Consultation Requirements (ICCR) for Applicant*s (DEC 2004) required a three stage process of which timeframes were stipulated for specific components. Stage 1 required the notification and registration of interests. Notification included an advertisement in a local print media, as well as, as contacting the Local Aboriginal Land Council(s), the registrar of Aboriginal Owners, Native Title Services, local council(s) and the

Department of Environment and Conservation. Stage 1 also required the invitation for expressions of interest (EoI) to be sent to interested Aboriginal parties and an Aboriginal stakeholder list compiled. Stage 2 required the preparation of an assessment design to be sent to the Aboriginal stakeholders for comment and review. Stage 3 required that the assessment report be provided to registered Aboriginal stakeholders for review and comment.

ENVIRONMENTAL PLANNING & ASSESSMENT ACT 1979 (EP&A ACT)

This Act regulates a system of environmental planning and assessment for New South Wales. Land use planning requires that environmental impacts are considered, including the impact on cultural heritage and specifically Aboriginal heritage. Within the EP&A Acts, Parts 3, 4, and 5 relate to Aboriginal heritage.

Part 3 regulates the preparation of planning policies and plans. Part 4 governs the manner in which consent authorities determine development applications and outlines those that require an Environmental Impact Statement. Part 5 regulates government agencies that act as determining authorities for activities conducted by that agency or by authority from the agency. The National Parks & Wildlife Service is a Part 5 authority under the EP&A Act.

In brief, the NPW Act provides protection for Aboriginal objects or places, while the EP&A Act ensures that Aboriginal cultural heritage is properly assessed in land use planning and development.

Part 3A of the EPA relates to major projects, and if applicable, obviates the need to conform to other specific legislation. In particular, s75U of the EPA Act explicitly removes the need to apply for s87 or s90 permits under the NPW Act. This means that although Aboriginal cultural heritage is considered during the planning process, a permit is not required to disturb or destroy an Aboriginal object or place. However, the Director-General of Planning must nonetheless consult with other government agencies, including OEH/DECCW and National Parks & Wildlife, prior to any decision being made. Aboriginal consultation under part 3A is required under the *draft 2005 Part 3A EP&A Act Guidelines for Aboriginal Cultural Heritage Impact Assessment and Community Consultation*. This document stipulates that the ICCR process should be adhered to.

THE *HERITAGE ACT 1977*

This Act protects the natural and cultural history of NSW with emphasis on non-indigenous cultural heritage through protection provisions and the establishment of a Heritage Council. Although Aboriginal heritage sites and objects are primarily protected by the *National Parks & Wildlife Act 1974* (NPW Act), amended 2001, if an Aboriginal site, object or place is of great significance, it may be protected by a heritage order issued by the Minister subject to advice by the Heritage Council.

Other legislation of relevance to Aboriginal cultural heritage in NSW includes the NSW Local Government Act (1993). Local planning instruments also contain provisions relating to indigenous heritage and development conditions of consent.

Appendix 2

Glossary of Maritime Terms

Glossary of Maritime Terms

The following is a brief description of the most commonly used maritime terms.

Bow
The front of a vessel; the rounding part of a ships side forward, beginning where the plans arch inwards and terminating where they close, at the stem or prow.

Break Horse-Power
Brake horsepower (bhp) is the measure of an engine's horsepower before the loss in power caused by the gearbox, alternator, differential, water pump, and other auxiliary components such as power steering pump, muffled exhaust system, etc. Brake refers to a device which was used to load an engine and hold it at a desired revolutions per minute (RPM).

Cabin
A room in a ship used as living quarters by an officer or passenger.

Carvel
Flush-laid planking fastened end-to-end and caulked to make a smooth and watertight finish (Dunkley 2012:4; Falconer 1815: 78)

Caulk
To drive a quantity of oakum or old ropes untwisted and pulled into the seams of the plans in the ships decks or sides in order to prevent the entrance of water. After the oakum is driven hard into the seams it is covered with hot melted pitch or roisin (Falconer 1815: 65).

Ceiling
The inside planks of a ship (Falconer 1815: 79).

Deck
A platform extending horizontally from one side of a ship to the other.

Fixture

Fitting
Those items required to fit our a ship, to furnish it with proper masts, sails, yards, ammunition, artillery, cordage, anchors and other naval furniture (Falconer 1815: 152)

Fastenings
Wooden, metal or rope connectors used to fasten or secure a ship's hull

Gunwale
Upper edge of the side of a ship

Keel

The back-bone or spine of a ship; the principal piece of timber in a ship which is usually first laid on the blocks in building. The keel supports and unites the whole structure of the ship with the timbers forming ribs. The keel is generally composed of several thick pieces of timber places lengthways which after being scarfed together are bolted and clinched upon the side.

Oakum
Old ropes untwisted for caulking the seams of ships

Plywood
Plywood is an engineered wood product manufactured from thin sheets of cross-laminated veneer and bonded under heat and pressure with strong adhesives (APA 2012: Online). Typical plywood has between three (3) to five (5) layers with the face veneers of a higher grade than the core veneers.

Port
A harbour or haven on the sea-coast, where ships arrive with their freights and customs from goods are taken. Also the name given to the left side of the ship when looking forward, towards the bow.

Porthole
A small, usually circular window in a ship's side.

Propeller
A machine for propelling an aircraft or boat, consisting of a power-driven shaft with radiating blades that are placed so as to thrust air or water in a desired direction when spinning.

Rudder
A long flat piece of timber hung by pintles' to the braces on the aftmost part of a ship's stern post, being nearly even with the false keel (Falconer 18915: 418)

Sheathing
An exterior covering on the underwater part of a ship's hull that protects it against marine growths.

Starboard
The right side of a ship when looking forward, towards the bow.

Stern
The posterior or rear of vessel; or that which is placed behind the keel.

Strake
A single continuous line of planking or metal plating extending on a vessel's hull from stem to stern.

Tiller
Handle or lever for turning a ship's rudder

Timberhead

Top end of ship's timber used above the gunwale