



HERITAGE COUNCIL OF NSW

MEETING MINUTES – 506

7 September 2022 | 9:00 AM – 4:00 PM

Conference Rooms 1&2, Heritage NSW, Level 6, 10 Valentine Ave, Parramatta & via teleconference

ATTENDANCE

Members

Mr Frank Howarth AM PSM	Chair
The Hon Robyn Parker	Deputy Chair
Mr Nicholas Brunton	Member
Mr Ian Clarke	Member
Ms Colleen Morris	Member
Ms Vanessa Holtham	Member
Mr Dillon Kombumerri	Observer
Mr Brett Whitworth	Member

Apologies

Mr Paul Knight	Member
Dr Brian Lindsay	Member

External Presenters

Prof Richard Mackay AM	ICOMOS GA2023 Convenor (<i>item 4.1</i>)
Ms Amy More	Project Development Manager, TfNSW (<i>item 4.2</i>)
Ms Felicity Barry	A/Heritage Lead, TfNSW (<i>item 4.2</i>)
Ms Verena Mauldon	Heritage Officer, TfNSW (<i>item 4.2</i>)
Ms Jennifer Mak	Senior Project Development Manager, TfNSW (<i>item 4.2</i>)
Mr Nicholas Wolff	Program Director, Central Renewal, TfNSW (<i>item 4.3</i>)
Mr David Barnard	Design Manager, Central Renewal, TfNSW (<i>item 4.3</i>)
Ms Emma McGirr	Heritage Specialist (Urban Renewal), TfNSW (<i>item 4.3</i>)
Mr Matthew Bennett	Lead Architect, Grimshaw (<i>item 4.3</i>)
Ms George Phillips	Heritage Advisory, TKD Architects (<i>item 4.3</i>)
Ms Santhurie Naidoo	Senior Manager Environment & Sustainability, TfNSW (<i>item 4.3</i>)
Ms Natalie Vinton	CEO, Curio Projects (<i>item 4.4</i>)
Ms Jody Steele	Director, Curio Projects (<i>item 4.4</i>)
Ms Kendra O'Connor	Delivery Lead, Huber Social (<i>item 5.1</i>)

Heritage NSW

Mr Sam Kidman	Executive Director
Mr Tim Smith	Director Heritage Assessments
Ms Elizabeth Owers	Director Customer Services (<i>items 4.1, 4.4 & 6.1</i>)
Ms Lana Zegura	Manager Incentives and Engagement (<i>items 4.1 & 6.1</i>)
Ms Rosanna Luca	Senior Engagement Officer (<i>item 4.1</i>)
Ms Rochelle Johnston	Senior Manager Major Projects (<i>items 4.2 & 4.3</i>)
Dr Hana Lewis	Senior Assessments Officer (<i>item 4.2</i>)
Mr Hendry Wan	Senior Assessments Officer (<i>item 4.2</i>)

Ms Chrisia Ang	Senior Assessments Officer (<i>item 4.3</i>)
Ms Andreana Kennedy	Senior Assessments Officer (<i>item 4.3</i>)
Ms Emma Dortins	Manager Heritage Programs (<i>item 5.1</i>)
Mr Damian Lucas	Senior Policy Officer (<i>item 5.1</i>)
Ms Niamh Lowe	Manager Strategy & Implementation (<i>item 5.3</i>)
Ms Vibha Bhattarai Upadhyay	Senior Policy Officer (<i>item 5.3</i>)
Ms Jan Nye	Senior Grants Officer (<i>item 6.1</i>)
Ms Sonia Limeburner	Manager Strategy & Implementation (<i>item 6.2</i>)

Secretariat

Ms Olgica Lenger	Manager Secretariat
Ms Elizabeth Thomas	Senior Secretariat Officer

IN-CAMERA SESSION

This item was not minuted.

Item 1. Welcome and Formalities

The Chair, Frank Howarth, opened the meeting at 9:00 AM and delivered an Acknowledgment of Country.

The Chair noted the apologies received for this meeting and it was noted that a quorum had been met.

Item 1.1 Conflict of Interest Declarations

Brett Whitworth noted his standing conflict of interest declaration as Deputy Secretary Greater Sydney Place and Infrastructure, in particular for Item 4.2 *Glebe Island Bridge* and Item 4.3 *Central Sydney Terminal Building Revitalisation*, and advised that he has no direct involvement in planning decisions for either of these projects.

There were no new conflicts of interest declared for this meeting.

Item 1.2 Out of Session Decisions

The Heritage Council of NSW held an out of session meeting on the 11 August with representatives from The National Trust of Australia (NSW), Millers Point Community Resident Action Group and The Langham, who presented their views on the Central Barangaroo development proposal.

Resolution 2022-28
The Heritage Council of NSW:
1. Confirmed the minutes of the out of session meeting (11 August 2022) as a complete and accurate record of that meeting.
Moved by Nicholas Brunton and seconded by Vanessa Holtham

Item 1.3 Minutes from the Previous Meeting – 3 August 2022

Resolution 2022-29
The Heritage Council of NSW:
1. Confirmed the minutes of the previous ordinary meeting (3 August 2022) as a complete and accurate record of that meeting.
Moved by Nicholas Brunton and seconded by Brett Whitworth

Item 1.3.a Minutes from meeting – 4 December 2019

The Heritage Council of NSW affirmed minor amendments made to the attendance list for the 4 December 2019 meeting of the Heritage Council.

Item 1.4 Matters Arising

Heritage Programs review

The Council were advised that an engagement brief is being prepared for the end-to-end review of the SHR listing process, including the nomination process and customer engagement

activities. Heritage NSW will seek the Council's involvement at the appropriate time, including further discussion on the potential benefits of creating a two-stage application process.

Peer Review policy

The Council noted that the recently developed Peer Review Policy will soon be made available on the Heritage NSW's website.

Item 1.5 Action Report

The Heritage Council of NSW agreed to close items recommended for closure.

Item 2. Executive Director, Heritage NSW - update

The Heritage Council of NSW noted the report and verbal update from Executive Director, Sam Kidman, including:

- the s.170 application for the Eastern Channel Lighthouse
- negotiations underway for the site-specific exemptions for the Kwong War Chong Building
- actions being taken by Heritage NSW to improve the monitoring and reporting processes
- the stakeholder consultation underway for the Appin Massacre Cultural Landscape NOI.

Regional Visit

The Council discussed options for the regional visit to Bathurst to be held with available members on 16-17 November.

Item 3. Committees Update

Item 3.1 State Heritage Register Committee (SHRC)

Robyn Parker, Chair of the State Heritage Register Committee, provided an update on key outcomes for items considered at the 6 September SHRC meeting, including the Notice of Intent (NOI) to list the Marie Short Farmhouse, Kempsey and the NOI for the Kameruka Golf Course.

Appin Cultural Massacre Landscape NOI

The SHRC received a presentation from the Walker Corporation regarding the Appin Cultural Massacre Landscape NOI. The SHRC Chair acknowledged the significant consultation undertaken by the Executive Director and Heritage NSW's team to deliver good heritage outcomes for the proposed listing.

Recommendation to List (RTL) for Glenlee, Lugarno

The SHRC noted that the property is considered likely to be of state heritage significance, however further assessment of the natural and Aboriginal cultural heritage values of the site and a potential amended curtilage and site-specific exemptions are required.

Item 3.2 Approvals Committee (AC)

Dillon Kombumerri, Chair of the Approvals Committee, provided an update on key outcomes for items presented at the 6 September AC meeting, including:

- comments being provided to the Department of Planning and Environment (DPE) on the Concept DA SSD proposal for an affordable housing and build-to-rent development at 2A Gregory Place, Harris Park
- a s.60 application for the Newcastle Supercars 500 annual event 2023-2027, and
- an Integrated Development Application for the Metro Theatre (Minerva), which remains under consideration by the Approvals Committee.

Ian Clarke, Deputy Chair of the Approvals Committee, provided a verbal update on the presentation given to the AC on the early works Pre-DA for Macquarie Street East, noting that Sydney Living Museums are preparing a strategic business case to activate the heritage building with further details yet to be provided.

The Deputy Chair of the Approvals Committee acknowledged the excellent work of Heritage NSW's teams in preparing the meeting papers.

Sam Kidman left the meeting at 10:40 AM.

Item 4. External Presentations

Item 4.1 21st General Assembly and Scientific Symposium of ICOMOS 2023

The Heritage Council of NSW received a report from Heritage NSW and a presentation from Professor Richard Mackay on the ICOMOS General Assembly and Scientific Symposium to be held in Sydney in August and September 2023.

Key points raised

- The NSW Government is a major sponsor of the 2023 International Council of Monuments and Sites General Assembly (ICOMOS GA2023) which is a symposium and series of related events with global attendance of around 1500 delegates with an array of cultural heritage expertise.
- The theme for ICOMOS GA2023 is *heritage changes* with sub themes of *resilience, responsibility, rights, and relationships*.
- ICOMOS GA2023 are currently in the process of forming the program which includes a heritage exposition, side events, site visits and a scientific symposium, as well as statutory meetings and a Youth Forum. The global call for abstracts closes on the 23 September.
- A public exhibition will be held at Darling Harbour for the ICOMOS Scientific and National Committees to display content and separate booths will be provided for the Heritage Council and Heritage NSW in the exhibition space.
- A Youth Forum will be held at Cockatoo Island with participation sought via a competitive process for around 150 global delegates.
- The Metropolitan LALC is a strategic partner and an indigenous program with Australian and Māori co-chairs will include some closed sessions.
- Heritage NSW is involved with the organising committee and has been invited to nominate a representative to join the Indigenous Advisory Committee.

ICOMOS will work with Heritage NSW and the Heritage Council of NSW over the coming months on the proposed program and content for various sessions and events.

The Council thanked Richard Mackay for his presentation and is looking forward to finalising the Council's contribution to the ICOMOS GA2023 program.

Council members formed a subgroup who will meet with Heritage NSW to finalise the proposed program for Heritage Council's engagement for the ICOMOS GA2023.

Sam Kidman re-joined the meeting at 11:35 AM.

Item 4.2 Glebe Island Bridge options investigation - TfNSW update

The Heritage Council of NSW received a report from Heritage NSW and an update from Transport for NSW (TfNSW) on the options being considered for the management and future use of the Glebe Island Bridge (SHR 01914).

The Council noted that the Glebe Island Bridge was listed on the State Heritage Register in 2013 and, whilst it has been inoperable for some time, it is a key component of the government's Bays West Strategy.

Key points raised

- TfNSW highlighted the three key aspects of the Glebe Island Bridge: *heritage, maritime and place*, and the challenges to address the competing needs of the bridge; the working waterways, community uses and improvement of public recreation, linking the Bays and Pyrmont and increased investment utilisation.
- TfNSW is committed to restoring the Glebe Island Bridge by 2029 and has been working with a wide range of stakeholders to consider various proposals. The shortlisted options are now being fully explored and will inform the strategic business case to be put to government for their final determination of a preferred solution.
- TfNSW's business case covers the heritage maintenance and proposal to make the Glebe Island Bridge operable, as opposed to an active transport project. However, TfNSW are working with other agencies to investigate the additional transport overlays and potential development of a co-founded active transport project.
- An Aboriginal Advisory Circle is being established which will consider both the bridge and the Aboriginal cultural heritage values of the area more broadly.
- The Conservation Management Plan is being updated and includes advice around heritage interpretation and the Sydney Working Harbour Maritime Strategy.

The Council provided feedback on the potential bridge restoration options presented and expressed concerns regarding the ongoing deterioration of the bridge.

- TfNSW advised that surveys have confirmed that the bridge is stable and any opportunity to commence rehabilitation prior to 2029 will be identified once access to the bridge is possible.
- TfNSW noted the rehabilitation process includes options for the fenders to be reinstated or the potential for a new fender system to be developed.

The Council thanked Transport for NSW for the update and welcomed further updates on the project.

Resolution 2022-30
<p>The Heritage Council of NSW:</p> <ol style="list-style-type: none"> 1. Notes the information provided in the paper and presentation. 2. Urges TfNSW to accelerate their planning and approval process for the entire Glebe Island Bridge Project, given the rapidly deteriorating condition of the heritage listed item. 3. Requests a condition report and maintenance program for the Glebe Island Bridge as soon as possible
Moved by Ian Clarke and seconded by Vanessa Holtham

Item 4.3 Central Sydney Terminal Building Revitalisation — State Significant Infrastructure Project

The Heritage Council of NSW received a report from Heritage NSW and a presentation from Transport for NSW (TfNSW) on the State Significant Infrastructure application (SSI-45421960) for the Central Sydney Terminal Building Revitalisation project.

Key points raised:

- TfNSW is proposing to restore and revitalise the Sydney Terminal Building, Central Electric Building, Eddy Avenue Plaza and the Western Forecourt, as part of an early works program for the overarching Central Precinct Renewal Program.
- The Secretary’s Environmental Assessment Requirements (SEARs) have been issued and approval for these early works will be sought via a SSI application anticipated for lodgement early in 2023 with the project forecast to be developed over three years.
- The Conservation Management Plan was finalised in August and a heritage fabric analysis for the street and concourse levels has been completed.
- The station entrances are being reconsidered with architectural logic applied to the various elevations to improve the wayfinding experience for passengers navigating the terminal building for arrival and departures and the building’s interface with the surrounding area.
- Activation and connectivity opportunities are being explored and TfNSW is working closely with their architects to resolve the services and building maintenance requirements in a way that minimises the visual and heritage impacts with signage strategies and lighting considered holistically.

The Council thanked TfNSW for the presentation and welcomed their offer to meet on site for the next update.

Resolution 2022-31
<p>The Heritage Council of NSW:</p> <ol style="list-style-type: none"> 1. Notes the information provided in this briefing paper and presentation. 2. Requests that Heritage NSW exercise delegation for this project and keep the Heritage Council informed by the Conservation Major Projects Status Report. 3. Requests that Heritage NSW on behalf of the Heritage Council to write to Transport for NSW thanking them for their presentation and provide the following comments: <ol style="list-style-type: none"> a. A coordinated holistic design approach across the precinct is essential to successfully achieve the project objectives and celebrate its heritage significance including how the upgrade will integrate with the proposed Third Square. b. It is strongly recommended that TfNSW continue the development of the detailed heritage analysis to identify the significance of elements and spaces in order to identify opportunities and constraints and assess the heritage impacts. The EIS documents being prepared should meaningfully demonstrate how these have been addressed. c. Development of this proposal should consider reinstating elements of heritage significance and opportunities to offset potential impact by proposals within the Central Precinct. d. TfNSW’s intent to work with Balarinji and applying holistic design principles is supported. The EIS documents being prepared should meaningfully demonstrate how these have been addressed. e. Continued engagement with Heritage NSW during the course of the project’s development is strongly encouraged.
Moved by Robyn Parker and seconded by Brett Whitworth

Tim Smith left the meeting at 12:50 PM

Item 4.4 Consultation - refresh of 'Assessing Heritage Significance' Guidelines

The Heritage Council of NSW received a report from Heritage NSW and a presentation from Curio Projects on the review and refresh of the *Assessing Heritage Significance* guidance materials which were first published in 2001.

Public Consultation is live on the NSW Government *Have Your Say* platform. It includes a survey and a case study brainstorming activity and aims to receive a broad range of views and opinions as well as some targeted consultation with groups of heritage professionals.

Heritage NSW outlined the key emerging themes and noted the importance for the guidelines to:

- clearly articulate local and state significance and include guidance around inclusions and exclusions,
- reflect the Burra Charter and Practice Notes and be consistent with CMPs and other heritage documentation, and
- be a living document that can be readily adapted to accommodate changes as and when required.

The Council provided some high-level feedback and noted the importance of having up to date guidelines that reflect best practice, with a customer centric design and online search capability.

Heritage NSW noted that concurrent work is underway to assess the language used, develop visual aids, obtain local and state level examples as well as current listing statistics, and gain insights from other jurisdictions. The *Assessing Heritage Significance* guidelines and draft Heritage Impact Statement policy and guidelines will also be reviewed to ensure they are consistent.

Heritage NSW will circulate the presentation to Council members so they may respond with any further comments out of session.

The Council thanked Curio Projects for the presentation and their work on this project.

Item 5. Legal, Policy and Administration

Item 5.1 Research on value of heritage: Social impact of heritage

The Heritage Council of NSW received a report from Heritage NSW and presentation from Huber Social on the research project outcomes.

- The report outlines a range of wellbeing outcomes associated with heritage and identifies opportunities for communicating, celebrating, and maximising benefits of heritage for individuals, communities, and NSW as a whole.
- The framework identifies a series of outcomes and indicators across four key areas: (i) connection (ii) health and healing (iii) growth (iv) agency and active citizenship.
- The report includes an overview of current social impact initiatives being undertaken by the NSW Government and is aligned with the State of the Environment report which references the wellbeing outcomes related to heritage.
- The research also considered how other heritage agencies have used social value frameworks, particularly in the United Kingdom.
- The initial scoping study is designed to provide Heritage NSW with a framework to capture and articulate the social value created by engagement with heritage in NSW and how to implement and incorporate this into the activities of the agency.
- Workshops were held with Heritage NSW to receive feedback on the development of the *Heritage NSW Impact Framework* and proposed indicators which will be refined pending further consultation.

- Potential applications for the framework and impact measures in the report include:
 - alignment of outcomes across the organisation to ensure Heritage NSW is measuring what matters the most to people interacting with heritage
 - tools for evaluating heritage policies and practices, and
 - creating a shared language for a unified vision for articulating and celebrating heritage.
- Community consultation may be required to test the framework logic, to evaluate the data gaps and to inform the preparation of integration and communication plans.

Brett Whitworth left the meeting 2:15 PM

The Council reiterated the need for wellbeing to be seen as a *must do* driver for future heritage considerations, similar to the Designing for Country requirements now in place for development.

The Council discussed the qualitative and quantitative analysis required to support decision making across government, including numerical key performance indicators.

The Council thanked Heritage NSW and Huber Social for the presentation and acknowledged the great work done to provide this data.

Item 5.2 Standard Exemptions Review

The Heritage Council of NSW deferred this item to the next meeting.

Tim Smith re-joined the meeting at 2:50 PM

Item 5.3 Heritage sight lines and view corridors

The Heritage Council of NSW received a report from Heritage NSW who sought Council's input on the development of a *Sight lines and view corridors policy* project.

Key points raised:

- The project objective is to deliver a circular and accompanying high level guideline that is aligned with key Acts and Guidelines including the *Heritage Act 1977*, the *Environmental Planning and Assessment Act 1979*, as well local government's strategic approach to views and view corridors.
- The project aims to develop a policy/guideline that can be used (where adopted) to inform development decisions that may impact significant views and landmark qualities.
- The project will identify key significant locations where views and sight line considerations are critical. It is anticipated that the Heritage Council would then issue a circular (or similar) to the relevant council asking that they consider the impacts to the views and sight lines to heritage items in key significant locations with potential for a high-level guideline document developed for their reference.

The Council discussed the planning guidance contained in the *London View Management Framework 2012* which is based on views designated by the *Replacement London Plan* and is therefore highly prescriptive with reference to its local buildings, camera placements and landscape elements.

The Council noted that to create a similar document would require a significant amount of technical work and would be resource intensive. The Council suggested that the Heritage NSW's guidelines be more generic with principles that can be applied across the state.

Next steps:

- Heritage NSW proposes to commence the project in early 2023, with input sought from the Heritage Council, Government Architect, the Department of Planning and other relevant state agencies and local councils.

- Heritage NSW will prepare a discussion paper and reconvene the working group on sight lines and view corridors and extend an invitation to key agencies to further develop the project proposal.

Upper House Inquiry into the Barangaroo sight lines

The Council discussed the terms of reference for the Upper House Inquiry into the Barangaroo Sightlines and the opportunity for the Heritage Council to prepare a submission to the inquiry.

The submission will include the Council's specific comments around the protection of sightlines to Barangaroo, as well as providing commentary on sight lines generally, and include a copy of the *London View Management Framework 2012*.

The Council thanked Heritage NSW for the update and looked forward to progressing of the *Sight lines and view corridors policy* project.

Item 6. Matters for consideration

Item 6.1 2023-25 NSW Heritage Grants program development

The Heritage Council of NSW received a report from Heritage NSW and an update on the 2023-25 NSW Heritage Grant program and the role of the Grants and Sponsorship Advisory Committee (GSAC) members.

The funding round will be launched on the 10th September and closes on the 2nd December. Assessment of applications will be finalised with assistance from GSAC in late 2022 and early 2023.

The Council suggested the local government grants be co-branded with Heritage NSW.

Activating State Heritage Grant

- This grant is being launched as a one off trial with the aim of encouraging long term, self-sustainability of heritage items within NSW. Stage one of the EOI closes on the 14th October. This grant requires matched funding by the applicant and will be awarded at a pitchfest event to be held on the 30th November with the recipient announced on the day.
- The Council suggested some potential venues for the pitchfest event and recommended Heritage NSW contact Taronga Zoo who run the *Hatch Program* which includes a pitchfest event, an online component and provides mentors for teams preparing funding pitches.

The Council acknowledged the work of the grants team to reactivate the program.

Resolution 2022-32
<p>The Heritage Council of NSW:</p> <ol style="list-style-type: none"> 1. Notes the update on the 2023-25 NSW Heritage Grants program. 2. Notes that the Grants and Sponsorships Advisory Committee (GSAC) will be required in late 2022 and early 2023. 3. Appoints Ms Colleen Morris as Chair of the Grants and Sponsorships Advisory Committee for the duration of her term on the Heritage Council of NSW.
<p>Moved by Nicholas Brunton and seconded by Vanessa Holtham</p>

Item 6.2 Keeping Places Project / Aboriginal Children's Homes CMPs

The Heritage Council of NSW received a report from Heritage NSW and an update on the *Unfinished Business – Keeping Places* project currently underway.

Key points raised:

- The project aims to support Stolen Generation survivors to record their stories, to support truth telling and look at ways in which the former Children's Homes can be preserved and potentially used for the education of future generations on Stolen Generation history.
- An inter-agency approach is being taken with Stolen Generation Organisations and Local Aboriginal Land Councils. Create NSW, Aboriginal Affairs NSW and Heritage NSW are also involved in various aspects of this work.
- A business case is being developed that includes proposed interim maintenance and repair works, restoration works, the development of Conservation Management Plans and future use of the sites.
- Heritage NSW is particularly focused on the delivery of the Conservation Management Plans for the Aboriginal Children's Homes.
- Aboriginal Affairs are focused on working closely with communities and the stolen generations to gather the oral stories.

The Council thanked Heritage NSW for the update and reiterated their desire to work with and be led by the Stolen Generation survivors to support this important project.

Item 7. Executive Reports

Item 7.1 Chair, Heritage Council of NSW – Monthly Report

The Heritage Council of NSW noted the verbal update provided by the Chair.

Item 7.2 Planning Report (DPE)

The Heritage Council of NSW noted the planning report.

Item 7.3 Advisory Panels Report

The Heritage Council of NSW noted the Advisory Committee and Panels report.

The Council nominated Vanessa Holtham to be the Heritage Council representative on the Technical Advisory Panel.

Item 8. Heritage NSW Reporting

Item 8.1 Heritage Operations – Annual Reports

The Heritage Council of NSW noted the Media and Communications report 2021-22 and asked that a report summarising the social media be provided at the next meeting.

Item 8.2 Heritage Operations – Monthly Reports

The Heritage Council of NSW noted the monthly reports and verbal update from Tim Smith.

Item 10. General Matters

The Heritage Council of NSW discussed the forward agenda. The register will be updated to reflect the changes requested.

The Council confirmed appointments extended for the Approvals Committee (AC); noted the change in the forward agenda process; and discussed members' attendance in person for future AC meetings.

Robyn Parker and Nicholas Brunton gave their apologies for the October meeting of the Heritage Council.

Resolution 2022-33

The Heritage Council of NSW:

1. **Confirms** the extension of the appointment of Mr Ian Clarke as Deputy Chair of the Approvals Committee from 1 January 2022 for the duration of his term on the Heritage Council of NSW.
2. **Confirms** the extension of the appointment of Mr Frank Howarth as Alternate Member of the Approvals Committee from 1 January 2022 for the duration of his term on the Heritage Council of NSW.

Moved by Colleen Morris and Nicholas Brunton

Item 11. Meeting Close

There being no further items of business, the Chair, Frank Howarth, closed the meeting at 4:00 PM.



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Frank Howarth AM PSM

Chair, Heritage Council of NSW

Date: 5 October 2022