



HERITAGE COUNCIL OF NSW

MEETING MINUTES - Approvals Committee

04/05/2021 | 09:00 AM – 2:15 PM

Zoom Teleconference

ATTENDANCE	
MEMBERS	
Mr Dillon Kombumerri	Chair
Mr Ian Clarke	Deputy Chair
Mr Bruce Pettman	Member
Dr Nicholas Brunton	Member
Mr David Burdon	Member
Ms Caitlin Allen	Member
Mr Niall Macken	Member
Mr David McNamara	Alternate Member
Ms Ingrid Mather	Observer
EXTERNAL PRESENTERS	
Mr Graham Brooks	GBA Heritage (item 2.1)
Ms Demi Spencer	GBA Heritage (item 2.1)
Mr George Revy	Platino Property (item 2.1)
Mr Darshil Bhayani	Platino Property (item 2.1)
Mr Cameron Chaffey	Jenolan Caves Reserve Trust (item 3.1)
Mr James Armstrong	Jenolan Caves Reserve Trust (item 3.1)
Mr Chris Betteridge	Betteridge Heritage (item 3.1)
Mr Wayne Bell	NSW Public Works Advisory (item 3.1)
Mr Grant Barker	NSW Public Works Advisory (item 3.1)

Mr Mark Stanford	Managing Director (Owner), Andorra Developments (item 4.1)
Mr Brain McDonald	Nominated Heritage Consultant, DFP Planning (item 4.1)
HERITAGE NSW STAFF	
Ms Pauline McKenzie (part meeting)	Executive Director
Mr Tim Smith OAM (part meeting)	Director Heritage Operations
Ms Katrina Stankowski	Senior Team Leader, Regional Heritage Assessments, North (item 2.1, 4.1)
Ms Tempe Beaven	Senior Heritage Assessment Officer, Regional Heritage Assessments, North (item 2.1)
Mr Rajeev Maini	Senior Team Leader, Regional Heritage Assessments, South (item 3.1, 5.1, 5.2)
Ms Veerle Norbury	Senior Heritage Assessment Officer, Regional Heritage Assessments, South (item 3.1)
Mr James Quoye	Senior Heritage Assessment Officer, Regional Heritage Assessments, North (item 4.1)
Ms Shikha Jhaldiyal	Senior Heritage Assessment Officer, Regional Heritage Assessments, South (item 5.1, 5.2)
Ms Natasha Agaki	Senior Secretariat Officer

1.0 Welcome and formalities

The Chair, Dillon Kombumerri, opened the meeting at 9:00am, delivered an Acknowledgement of Country and welcome attendees. It was noted that quorum had been met.

1.1 Conflict of Interest Declarations

Members were asked to raise any conflicts of interest with items on the agenda.

Resolution 2021-20 - Item 1.1 Conflict of Interest Declarations

The Heritage Council Approvals Committee noted the following perceived conflict of interest declarations and agreed that no further action needed to be taken:

1. Bruce Pettman – Bathurst Regional Office, Public Works Advisory (PWA) is managing the Jenolan Blue Lake Boardwalk project (item 3.1), however, neither Mr Pettman nor his team have had any involvement in the project. Mr Pettman is Director Heritage Assets, PWA.

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| <p>2. Ingrid Mather – Colleague and personal friend of Matthew Taylor, who provided the landscape assessment for the South Chatswood Uniting Church and Cemetery application (item 2.1).</p> |
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1.2 Out of Session Activity

- 23 April 2021 - Google, REVY site inspection – Dillon Kombumerri, Ian Clarke, Nicholas Brunton, Caitlin Allen, Bruce Pettman and Niall Macken.
- 28 April 2021 - Stakeholder meeting for Bloomfield Sports Precinct - Ian Clarke, Caitlin Allen and Ingrid Mather.
- 30 April 2021 - Site visit to Prospect Hill - Dillon Kombumerri, Caitlin Allen, David Burdon, with design sketches provided by Ingrid Mather.

1.3 Minutes from Previous Meeting - 6 April 2021

The Committee received the Minutes Unconfirmed from the previous ordinary meeting.

Resolution 2021-21 – Item 1.3 Minutes from Previous Meeting
The Heritage Council Approvals Committee confirms the minutes of the previous ordinary meeting (Tuesday, 6 April 2021) as a complete and accurate record of that meeting.
Moved by Nicholas Brunton and seconded by Caitlin Allen

1.4 Matters Arising

No matters were raised.

1.5 Action Report

The Heritage Council Approvals Committee noted consideration of the action report.

2.0 External Presentations - PRE-Development Applications

2.1 Pre-DA - South Chatswood Uniting Church Group - demolition multiple SHR buildings and construction three towers.

The Heritage Council Approvals Committee received a presentation from GBA Heritage and Platino Property and a report from Tempe Beaven, Heritage NSW.

Key points discussed:

- How the *Heritage Act 1977* deals with demolition of elements of a listed item and the inevitable impact of any replacement building on the SHR significance of the place.
- The proposed bulk and scale of the three residential flat buildings would dominate the setting and views of the intact rural church, graveyard and landscaped grounds.

- The demolition of buildings would adversely impact the state significant values of the SHR item as a group of buildings and the ability to understand the historical use, design, layout and significant cultural practices associated with it.
- The buildings proposed for demolition are highly adaptable.
- The Fellowship Centre is not a significant building but is part of a layer of the history of the site.
- The view that removal of the Fellowship Centre could provide an opportunity to reconnect the former Church and Cemetery.
- Feasibility studies are required in order to demonstrate that the future of the Church building would be secured. Options that retain more of the site's land and history would be preferable.

Resolution 2021-22 – Item 2.1 South Chatswood Uniting Church and Cemetery

The Heritage Council Approvals Committee:

1. Notes the information in the report and the applicant's presentation.
2. Thanks the applicant and their consultants for presenting to the Approvals Committee.
3. Provides the following comments to the Applicant:
 - a) The Approvals Committee supports the appropriate development of the site in a way that ensures its state significant values are respected but believes that demolition of the Parsonage, Sunday School and Fellowship Centre buildings will impact the sites' overall heritage values, therefore cannot be approved for demolition under Section 63 of the Heritage Act 1977 (NSW).
 - b) Adaptive reuse of these buildings is encouraged.
 - c) Any proposed development should be designed in order to ensure the number, footprint and height of new buildings respects the existing character of the place without dominating the significant buildings and landscape setting that contribute to the State heritage values.
 - d) Prior to development of any future scheme:
 - i. Requests that an updated arboricultural impact assessment relevant to the current proposal is to be provided demonstrating the retention of significant trees and impacts associated with proposed development of the site.
 - ii. Requests that an archaeological assessment be prepared with particular consideration of potential burial sites across the whole SHR curtilage.
 - iii. Requests that the proponent undertake a feasibility study for the use of the Church buildings.
 - e) The Approvals Committee supports any further enquiries with Heritage NSW relating to the site's development.

Moved by Niall Macken and seconded by Nicholas Brunton.

3.0 External presentations - S60 Applications

3.1 S60 - Jenolan Caves, Blue Lake - Boardwalk

The Heritage Council Approvals Committee received a presentation from representatives of Jenolan Caves Reserve Trust, Betteridge Heritage and NSW Public Works Advisory, and a paper from Veerle Norbury, Heritage NSW.

Key points discussed:

- Life expectancy of the dam; sediment management and associated machinery and access for maintenance.
- Extent of new infrastructure proposed; impacts of the current design on the significance of the landscape.
- Preference for the *Jenolan Cast Conservation Reserve Blue Lake Precinct Concept Plan (Bio Design and Associates 2007)*, which is more sympathetic to the natural environment. Additions made to achieve DDA compatibility in the current proposal have resulted in a heavily intrusive design.
- Possible alternative approaches to providing DDA compatible access to the lake, and/or circulation around it, that are more sympathetic to the natural environment; including DDA compatibility access for parts of the boardwalk only.
- Relocating access to the Devil's Coach House will not address the rock fall issue and is unlikely to provide a safe or compliant route.
- Potential for increased visitor traffic to negatively impact the environment and wildlife, e.g. the local platypus population; and how the park plans to disperse visitation across the day/year.
- The Committee would like to better understand data around visitation, e.g. visitor demands, and any studies conducted to determine the appropriateness of a design based upon impacts of visitation.
- Opportunity to reconsider a Masterplan that may be potentially overcrowding the area.

Resolution 2021-23 – Item 3.1 S60 - Jenolan Caves, Blue Lake Boardwalk

Pursuant to section 63 of the *Heritage Act 1977*, the Heritage Council of NSW (the Heritage Council) does not grant approval and provides the following comments:

1. Supports investment in the infrastructure of Jenolan Caves to improve the management of sensitive environmental areas such as Blue Lake and identify opportunities for disability access.

2. Supports the concept of improved access to the Blue Lake area but questions the extent that this should be provided. Also, any access must be carefully designed in a way which preserves the significance of the place.
3. The following elements of the current scheme adversely impact the rare heritage values and cultural landscape of the Blue Lake:
 - a. The proposed boardwalk along the northern edge of lake.
 - b. The proposed bridge adjacent the existing weir and the crossing at the head of the lake
 - c. The proposed large suspended viewing platform over the Blue Lake.
 - d. The extent and scale of the walkway handrails.

Moved by Nicholas Brunton and seconded by Bruce Pettman

4.0 External Presentations - Integrated Development Applications (IDA)

4.1 IDA - Hardware warehouse at Dubbo RAAF Storage Depot

The Heritage Council Approvals Committee received a presentation from Mark Stanford, Andorra Developments, and a paper from James Quoyale, Heritage NSW.

Key points discussed:

- Challenging site with conflicting requirements around engineering, ecology, heritage, etc.
- Previous LEC determinations and subsequent negotiations with the Heritage Council resulting in the removal of certain significant elements of the site was based on a masterplan for residential zoning.
- Residential use is not in keeping with the character of the place. The current residential zoning is unlikely to achieve as good a heritage outcome as industrial use.
- The opportunity to set a precedent by adjusting the standard architecture and design of the Bunnings Warehouse layout to respect and respond to the SHR values of this unique site.
- Issues around consent authorities, rezoning and prospective use of the igloos moving forward.
- Possible design options that are more sympathetic to the landscape including possible reuse of elements of the previously dismantled igloo 5.
- A shift in the orientation of the site could greatly reduce impact of the hardware store on the adjacent residential area, e.g. a rearticulation of the hardware store's positioning and how it relates to the logic of the positioning of the hangers.
- The loop road connecting the buildings as an important feature of the listing that should be retained and activated.
- Any planning proposal for industrial use should be based on a new Masterplan for the broader landscape.

Resolution 2021-24 – Item 4.1 IDA - Hardware warehouse at Dubbo RAAF Storage Depot

The Heritage Council Approvals Committee:

1. Notes the applicant's presentation.
2. Supports the adaptive reuse of the site for an industrial purpose as this is likely to retain, maintain and enhance the Dubbo RAAF Stores Depot (Former) distinctive identity, special qualities and sense of place as a rare collection of World War II military buildings, featuring rare prefabricated buildings, in a unique cultural landscape designed for camouflage. The current residential zoning is unlikely to achieve as good a heritage outcome.
3. However, notes that the current design of the proposal would detrimentally impact the significance of the item. Therefore, the Heritage Council Approvals Committee refuses the application for General Terms of Approval for the following reasons:
 - a. The Dubbo RAAF Stores Depot (former) is a place of State heritage significance that is protected on the State Heritage Register for its historical, associational, aesthetic, social/cultural, research potential, rarity and representational values. The proposed development will have a detrimental impact on those values in that:
 - i. The current size, character and siting of the proposed development will have a permanent and detrimental impact on the internal roadway element that is the last vestige of exceptional fabric within Lot 3 and is integral to the site's ability to demonstrate its former planning, operation and use.
 - ii. The proposed development will dominate the remaining significant structures on the site. Its scale and associated hardstand will have an adverse impact on the aesthetic significance of the site that is fundamental to understanding the basis for the design of the complex of the retained military structures in their original configuration, and landscaping, which is the only extant, relatively intact example of its kind in Australia.
4. The Committee offers the following advice to assist in the redesign of the proposal:
 - a. A Masterplan should be prepared for the entire site that details how development complies with the principal characteristics of the military stores depots erected during World War II, in regard to site planning, orientation and landscaping. The masterplan should investigate ways to enhance the identity, special qualities and sense of place by activating the internal roadway.
 - b. Any future development must be sensitively designed to respond to the Heritage Urban Design Principles (established 13 June 2018), in particular the character, scale and form of the development and how it is sited within the Dubbo RAAF Stores (former), and the cultural landscape character should be addressed.
 - c. The siting of proposed structures should respond to the patterns discernible within the site to enhance the special identity of the site consistent with the siting of the igloos: igloos number 3, 4 and 5 (dismantled) are sited at approximately 30 degrees to the lot boundary and street alignment, and igloos 1 and 2 face High Street with their longest dimension set perpendicular to the street alignment.
 - d. Development within Lot 3 should ensure the use and protection of the exceptionally significant road and the spatial relationships it represents.
 - e. The development proposal in Lot 3 should respond to and complement the scale and character of the Igloo forms within the open park-like setting of the Dubbo RAAF stores Depot (former).
 - f. The scale of the development within Lot 3 must allow the retention, maintenance or enhancement of the Dubbo RAAF Stores Depot (Former) distinctive identity, special qualities and sense of place as a rare collection of World War II military buildings,

featuring rare prefabricated buildings, in a unique cultural landscape designed for camouflage.

Moved by Caitlin Allen and seconded by Ian Clarke

5.0 Heritage NSW Updates

5.1 Pre-DA - Queen Victoria Building - Balustrade Upgrade Works

The Heritage Council Approvals Committee received a paper from Ms Shikha Jhaldiyal and a verbal report from Mr Rajeev Maini, Heritage NSW.

Key points discussed:

- Adverse visual impacts of the proposed screens and the disruption caused to the ambience and experience of the Queen Victoria Building.
- The view that maximising revenue at the compromise of the building's heritage is unacceptable.
- A safety risk assessment has not been provided. Furthermore, removal of café seating from the balcony edge, or relocation to the shopfronts (although not ideal), would remove any safety risks.
- The view that the current café seating along the balcony edge may even mitigate risk by diverting traffic to the central corridors.
- The general view that personal responsibility for safety is expected and building management should assist with safety controls.

Resolution 2021-25 – Item 5.1 Pre-DA Queen Victoria Building - Balustrade Upgrade Works

The Heritage Council Approvals Committee:

1. Notes the supporting documentation of the proposal.
2. **Does not support** the proposal because it is inconsistent with the CMP and would have an adverse impact on the heritage and aesthetic values of the item.
3. Recommend that the proponent explore alternative options to mitigate against public safety risks, including reconsideration of the location and extent of seating provided.

Moved by David Burdon and seconded by Nicholas Brunton.

5.2 Millers Point Principles Community Consultation - Project Update

The Heritage Council Approvals Committee noted an update paper from Ms Shikha Jhaldiyal and a brief verbal report from Mr Rajeev Maini, Heritage NSW.

5.3 Albion Hotel, Braidwood - Lessons Learned

This item was postponed to June 2021.

6.0 General Business

6.1 Forward agenda

The Heritage Council Approvals Committee noted the forward agenda and briefly discussed:

1. Google, REVY (Pre-DA) and Bloomfield Sports Precinct tree removal (IDA) to be included on the June 2021 agenda.
2. Sydney Harbour Bridge Cycleway to be considered by the Committee in June and will subsequently require Heritage Council approval.
3. Bruce Pettman will be on leave and thus an apology for the August 2021 meeting.

6.2 Other matters

1. Approvals Committee to consider the Key Heritage Principles out of session prior to endorsement by the Heritage Council. Timeline to be discussed with the Chair at the Heritage Council meeting tomorrow.
2. Bruce Pettman will be on leave and thus an apology for the August 2021 meeting.

7.0 Meeting Close

There being no items of further business, Mr Dillon Kombumerri, Chair, declared the meeting closed at 2:15 PM.



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Mr Dillon Kombumerri
Chair, Heritage Council Approvals Committee

Date: 4/6/21