



HERITAGE COUNCIL OF NSW

MEETING MINUTES – 496

1 December 2021 | 10:30 AM – 4:30 PM

Nelson Meers Foundation Auditorium, Chau Chak Wing Museum, University of Sydney, University Ave, Camperdown and via Teleconference

ATTENDANCE	
MEMBERS	
Mr Frank Howarth AM PSM	Chair
The Hon Robyn Parker	Deputy Chair
Dr Nicholas Brunton	Member
Mr Ian Clarke	Member
Mr Paul Knight	Member
Mr Dillon Kombumerri	Observer
Dr Brian Lindsay	Member
Ms Colleen Morris	Member
Mr Martin Reason	Member
Ms Louise Thurgood	Member
APOLOGIES	
Nil	
GUEST PRESENTERS AND EXTERNAL ATTENDEES	
Mr Nicholas Wolff	Program Director, Central Renewal, TfNSW (4.1)
Mr Colin Sargent	Director Design and Planning, Central Precinct, TfNSW (4.1)
Ms Santhurie Naidoo	Senior Manager Environment & Sustainability (Urban Renewal), TfNSW (4.1)
Mr Josh Daniel	Senior Environment & Sustainability Officer (Urban Renewal), TfNSW (4.1)
Mr Mark Tyrrel	Consultant Design Lead (Public Domain), Tyrrell Studio (4.1)
Ms Rachel Barrowman	Consultant Design Lead (Connecting with Country), Balarinji (4.1)
Mr Paul Davies	Consultant Heritage Specialist, Heritage Architects (4.1)

Ms Sandra Wallace	Consultant Heritage Specialist, Artefact (4.1)
Dr Deborah Dearing	District Commissioner, Eastern City & Northern District, GSC (4.1)
Ms Melissa Halloran	Principal Precinct Planner, GSC (4.1)
Ms Annie Tennant	Director, Design and Place, Place Management NSW (5.1)
Ms Miriam Stacy	Senior Manager, Heritage, Design and Place, Place Management NSW (5.1)
Ms Tiffany Gardoll	Heritage Officer, Design and Place, Place Management NSW (5.1)
HERITAGE NSW	
Mr Sam Kidman	Executive Director
Mr Matthew Clark	Director Heritage Strategy and Policy
Mr Tim Smith	Director Heritage Operations, HNSW
Ms Lucy Albani	Senior Team Leader Heritage Policy (3.1)
Ms Caroline Ford	Principal Policy Officer (3.1)
Ms Sarah Jane Brazil	Senior Team Leader, Major Projects (4.1, 5.1)
Ms Rochelle Johnston	Manager, Heritage Programs (Section 5.0)
Ms Anna Foroozani	Executive Officer, AUS Convict Sites (5.1)
Ms May Willard	Executive Officer, AUS Convict Sites (5.1)
Dr Aleisha Buckler	Acting Senior Team Leader, Heritage Strategy (5.2, 5.3)
Ms Sonia Limeburner	Senior Team Leader, Strategy (5.2, 5.3)
Ms Alexandra Boukouvalas	Senior Policy Officer, Heritage Strategy (5.3)
Ms Nicole Secomb	Heritage Programs Officer (5.4)
Ms Jan Nye	Senior Team Leader Communications & Engagement (5.5)
Ms Elizabeth Owers	Director Customer Service, HNSW (6.1)
SECRETARIAT	
Ms Olgica Lenger	Senior Team Leader Secretariat
Ms Elizabeth Thomas	Advisory Panels Co-ordinator

IN-CAMERA SESSION

This item was not minuted.

Item 1. Welcome and Formalities

The Chair, Frank Howarth, opened the meeting at 11:18 AM, delivered an Acknowledgment of Country and welcomed attendees. The Council also acknowledged the passing of David Dalaithngu and his significant role in indigenous culture.

There were no apologies for this meeting, and it was noted that quorum had been met.

The Chair welcomed Martin Reason to the Heritage Council as the newly nominated member representative from the Department of Planning, Industry and Environment.

Item 1.1 Conflict of Interest Declarations

There were no conflicts of interest declared for this meeting.

Item 1.2 Out of Session Decisions

There were no decisions made out of session since the last meeting.

Item 1.3 Minutes from the Previous Meeting – 3 November 2021

Resolution 2021-64
The Heritage Council of NSW:
1. Confirmed the minutes of the previous ordinary meeting (3 November 2021) as a complete and accurate record of that meeting, with minor amendments.
Moved by Nicholas Brunton and seconded by Ian Clarke

Item 1.4 Matters Arising

There were no matters arising.

Item 1.5 Action Report

The Heritage Council of NSW agreed to close items recommended for closure. The register was updated to reflect the additional discussion and further actions requested.

Item 2. Committees Update

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 30th November SHRC meeting, including an update from the First Nations and LGBTQIA+ working groups.

On 29th November 2021, SHRC members attended a site inspection of the Corrimal Coke Works which has been nominated for listing by the Wollongong City Council. The nomination will be further considered at the February SHRC meeting.

Approvals Committee (AC)

Dillon Kombumerri, Chair of the Approvals Committee, provided an update on key outcomes for items considered at the 30th November AC meeting and noted that an out of session meeting will be held on 10th December to consider additional items before the end of 2021.

The Committee formed a subcommittee to workshop a planning proposal for Glenlee, Menangle Park, to allow for adequate consideration of heritage impacts, including a site inspection. It was noted that the current gateway timeframes will not be achieved, however it was emphasised that a design response that addresses the heritage values will return to the Committee during the planning process.

Opportunities to promote design excellence to other state agencies and proponents was discussed, including the use of the Government Architects NSW and Public Works Advisory consultant prequalification schemes, as a way of encouraging high quality heritage outcomes.

The Council reflected on the overall presentation of meeting papers and sought opportunities for further improvements to better accommodate members' needs.

Item 3. Legal, Policy and Administration

Item 3.1 Heritage Act Review Update

The Heritage Council of NSW received a brief update from Sam Kidman on the review of the heritage legislation.

The Council thanked Heritage NSW for the update and welcomed opportunities for further involvement at the next stage.

Item 4. External Presentations

Item 4.1 Central Precinct Redevelopment – Transport for NSW presentation

The Heritage Council of NSW received a report from David Nix and Sarah Jane Brazil, and a presentation from Transport for NSW (TfNSW) on the Central Precinct Redevelopment.

TfNSW is continuing to work with the Department of Planning, Industry and Environment (DPIE), the City of Sydney, Greater Sydney Commission and other Government agencies to transform Central State Significant Precinct (SSP) into a technology and innovation precinct. DPIE has issued Study Requirements for Central SSP that will guide the future redevelopment of the broader precinct.

TfNSW is developing its plans for Central SSP and undertaking technical analysis, with more community and stakeholder consultation to take place as planning progresses.

TfNSW development framework for Central SSP includes:

- Heritage Framework as a foundational document and the baseline for all other studies to reference
- Aboriginal Cultural Heritage Study which will include information on archaeology and cultural information
- Non-Aboriginal Heritage Study controls that will be applied and inform the relationship between the CMP and the SSP studies
- The 2013 Conservation Management Plan has been updated to include information on developments built over the past decade and buildings that no longer exist
- The Heritage Interpretation Plan.

Work is in progress with the State Design Review Panel (SDRP) led by the Government Architect NSW, the Heritage Consultation Group established by TfNSW with representatives from Heritage NSW, Sydney Trains, City of Sydney, Government Architect NSW and TfNSW, as well as the National Trust of Australia (NSW), to address the Study Requirements.

TfNSW has engaged Balarinji, an Aboriginal strategy and design agency, to develop the Connecting with Country strategy and framework. Balarinji is working with the community and identified local stakeholders to assist with the development of a preliminary Aboriginal narrative for integration with the concept design scheme. Key themes arising from this consultation are being further explored.

Design considerations

The design has been developed with actions and outcomes arising from each of the Key Heritage Principles.

- Work is underway to underpin the masterplan with a strategic framework and structural plan that includes detailed consideration of the Precinct's heritage aspects. A network of places and spaces will be created with significant sites and key buildings used to inform and mark the Precinct boundaries as well as strengthening the connectivity and south/west links across the Precinct.
- Built form diversity in and around the Precinct will consider the scale, footprint and existing and proposed heights of buildings, with Atlassian, Toga and Dexus Fraser working within the solar height planes as provided by the City of Sydney Council.
- Considering these height planes, the Central Precinct development includes space between the towers and the built form to create activated avenues between the buildings and a public domain and connections from the southern end of the site.
- Connecting with Country and ACH interpretation provides several opportunities to enhance the cultural experience and rich history that exists on the site. A journeys and gatherings matrix will thread across the key nodes to Redfern and further strengthen the north to south connections and the arrival to Country at the northern end of the site.
- Design images, aerial views, sight lines and landscaping considerations were presented, including the vision for a Central Square and Central Walk which provides the major access point to the station together with a concourse level, baggage areas and public access route and a large open landscaped space.
- Sight lines at street level were presented with the proposed built form and massing which seeks to minimise the visual impact to existing heritage fabric.
- The landscape is seen as an extension of the Grand Concourse with strong connections to Country and plantings and landscape design which aims to soften the building form and reinforce the key connections and sight lines.
- The new proposal may impact on existing country platforms as it seeks to address future transport needs and allow for inter-city platforms and new metro and coastal lines.

The Council thanked Transport for NSW for their presentation and welcomed the ongoing engagement on the Central Precinct Redevelopment.

The Council discussed:

- The technical design requirements for current and future train operations and the potential heritage impacts in particular to the country station platforms and existing rail lines.
- The proposed landscaping, including gradients and soil volumes that allow for plantings and how the sand dune garden and other landscaping elements relate to the heritage of the site.
- The Council were pleased to see the progress and inclusion of the Connecting with Country framework into the design and sought further clarification around the Aboriginal consultation process and the research and photographic evidence that supports and informs the design and landscaping choices.

- The Council noted the feedback of the Heritage Consultation Group (HCG) following their meeting held 8 September and sought comments from the State Design Review Panel on the proposed development and the issues raised by the HCG.
- The Council discussed how a heritage interpretation plan may help to address the need to balance the requirements of a significant transport hub which will continue to evolve over time against the potential impacts to state significant heritage fabric and the social significance of the place; how the interpretation plan will address the heritage values that are likely to be lost; and sought further information about the methodology for selection of the colour palettes to reflect the heritage fabric.

The Council acknowledged TfNSW's ongoing commitment to the key role of heritage in place making and were pleased to see that their previous feedback has been considered in the planning process to include improved sight lines, strengthened connectivity across the site and the inclusion of green space that is sympathetic and encourages activation.

The Council acknowledged the comprehensive update on heritage considerations for the project provided by Heritage NSW.

Resolution 2021-65

The Heritage Council of NSW:

1. **Acknowledges** the very significant progress in the planning for Central Station, including the open space and east-west and north-south links, and **thanks** Transport for NSW for their presentation.
2. **Endorses** the continued development of Central Station as a major transportation hub.
3. **Notes** the very significant impacts on the heritage values and significance of Central Railway Station of the proposed development above the country platforms.
4. **Seeks** clarification from Transport for NSW on the 'deck' proposal, in particular works under the deck, and to what extent the significant country platforms/canopies will be retained and impacted.
5. **Requests** the State Design Review Panel to provide their comments on the proposed development.
6. **Seeks** comment/response from Transport for NSW on the issues raised by the Heritage Consultation Group.
7. **Invites** Transport for NSW to advise on how the heritage values and significance of the site which will be lost as a result of the development, will be addressed, including as part of the heritage interpretation strategy.
8. **Seeks** an ongoing commitment from Transport for NSW to heritage place making.
9. **Requests** further clarification about the consultation process and research undertaken by Balarinji.

Moved by Frank Howarth and seconded by Robyn Parker

Item 5. Matters for consideration

Item 5.1 Place Management NSW Heritage Act Delegations Package

The Heritage Council of NSW received a report from Anna Foroozani and Rochelle Johnston, and a presentation from Place Management NSW (PMNSW).

Key points raised:

- Place Management NSW (formerly Sydney Harbour Foreshore Authority) manages a number of sites in and around Sydney and Newcastle and some significant harbour

foreshore areas such as The Rocks, Luna Park, White Bay Power Station and Darling Harbour.

- Due to organisational changes at PMNSW, and recent policy and legislative changes (Revised Standard Exemptions, Material Threshold Policy, 'stop the clock' provisions), there is a need to update the delegations to PMNSW and to issue certain agency specific exemptions.
- Heritage NSW has worked with PMNSW to identify a number of low risk activities to be delivered through agency specific exemptions to increase the efficiency of undertaking maintenance, repair and minor works on their assets, including exemptions to allow for minor impacts to significant fabric.

The Council thanked Place Management NSW for their presentation and the work undertaken by Heritage NSW to address the issues outlined.

Resolution 2021-66

The Heritage Council of NSW:

1. **Recommends** that the Minister consent to the delegation of certain functions of the Heritage Council of NSW under provisions of the Heritage Act 1977 to Place Management NSW.
2. **Approves** the Protocol for Place Management NSW.
3. **Recommends** the section 57(2) Order to the Minister to grant agency specific exemptions to Place Management NSW.

Moved by Ian Clarke and seconded by Paul Knight

Item 5.2 SHR Listings Process Reform – Implementation Plan

The Heritage Council of NSW noted the report from Aleisha Buckler and a presentation from Sonia Limeburner, which outlined a plan for the next phase of the SHR Listings Process Reform.

Key points raised:

- On 1st September 2021, GML Heritage presented their final report to the Heritage Council and SHRC on their review of the SHR listings process with a number of recommendations for incremental process improvements.
- The focus of the project implementation plan is to simplify the nomination process and improve the quality of nominations.
- Heritage NSW has prioritised these recommendations into short, medium and long term activities.
- Project resourcing, constraints and dependencies have been considered and Heritage NSW will continue to work with the SHRC on the implementation of this project prior to further consideration by the Council at the appropriate time.
- Updates to the existing nomination kit and preparation of supporting materials will commence in April 2022 for promotion via the website and social media channels. In addition, a plan for a targeted education and outreach program will be developed in collaboration with the SHRC.

The Council noted the constraints of the SHR listing process under the current legislation and reiterated the need for digital enhancements of the Heritage Management System and online application forms.

Other areas for improvement were noted including the LGBTQIA+ and First Nations communities who may benefit from additional guidance material and targeted engagement to build capacity for future nominations.

The Council asked Heritage NSW to develop a set of key performance indicators to measure the effectiveness of the SHR Listings Process Reform project and thanked Heritage NSW for the work done.

Resolution 2021-67

The Heritage Council of NSW:

1. **Notes** its ongoing intent to develop a representative State Heritage Register and to improve the customer experience process.
2. **Notes** the constraints under the current *Heritage Act* of the nomination process.
3. **Thanks** Heritage NSW for developing the implementation plan for SHR listings process reform.
4. **Agrees** that further development and implementation of this project will be done in consultation with the State Heritage Register Committee.

Moved by Louise Thurgood and seconded by Robyn Parker

Item 5.3 SHR First Nations Priority Area – Work Plan

The Heritage Council of NSW noted the report from Aleisha Buckler/Alexandra Boukouvalas and Sonia Limeburner on the First Nations Heritage (including Frontier Conflict) SHR Working Group (FNHWG) work plan update.

The working group will continue to review and provide recommendations on relevant First Nations Priority Area SHR nominations to the Heritage Council.

A review of heritage listing requirements for items with ACH values is underway, with the aim of formalising suitable, consistent, and defensible consultation and information requirements.

Work is also in progress to develop a strategic framework for the First Nations Priority Area which includes:

- identification of key sub-themes within the priority area
- development of internal policy and guidance material, and
- development of education materials and community guidance.

The Working Group is considering strategies to improve the representation of ACH on the SHR more broadly and to acknowledge the inadequate articulation of ACH values in existing SHR listings.

The Council thanked Sonia Limeburner and Alexandra Boukouvalas for the update and noted that further work will be done to review the cultural sensitivity of the language used in the workplan.

Resolution 2021-68

The Heritage Council of NSW:

1. **Notes** the work plan presented and that updates on this will be provided on a six-monthly basis.

Moved by Louise Thurgood and seconded by Paul Knight

Item 5.4 State Heritage Assets Register (SHAR) – Program Update

The Heritage Council of NSW noted the report from Nicole Secomb and Rochelle Johnston on the State Heritage Assets Register (SHAR) Implementation Plan.

The Council supported the proposal noting the plan is designed to better assist Heritage NSW to implement the outcomes of the 2018 audit into Heritage NSW's ongoing practices to better support state agencies to meet their responsibilities under s.170 of the *Heritage Act 1977* (the Act).

The implementation of the program is intended to be completed by the end of the 2023/24 financial year. However, it was noted that supporting agencies to manage their heritage assets will remain an ongoing obligation of Heritage NSW and the Heritage Council.

A progress update on the development of the SHAR will be provided to Council at the next meeting.

Resolution 2021-69

The Heritage Council of NSW:

1. **Supports** the updated *State Heritage Assets Register (SHAR) Implementation Plan* at Tab 5.4A of the report.
2. **Agrees** to the reallocation of all state agency Heritage and Conservation registers to be considered for acceptance by Heritage NSW on behalf of the Heritage Council except for those agencies identified as being Tier 1 agencies at Tab 5.4B.

Moved by Colleen Morris and seconded by Nicholas Brunton

Item 5.5 2022 Regional Visit

The Heritage Council of NSW noted the itinerary options presented by Jan Nye for the Council's 2022 Regional Visit.

The Council asked to consider sites with cultural tourism interest and potential, to better inform Council's consideration of the wider benefits of cultural heritage. Possible linkages with the Blue Plaques program should also be considered.

The Council agreed to conduct the Regional Visit in the second half of 2022 and asked that a communications plan be developed to promote the Regional Visit to the public and key stakeholders.

The Council noted that the budget and funding options for cost effective transport and logistics planning are also being considered and further updates will be provided to the Council as preparations progress.

Item 6. Executive Reports

Item 6.1 Executive Director, Heritage NSW – Monthly Report

The Heritage Council of NSW noted the update from Sam Kidman including activities underway to finalise the organisational restructure and recruitment to fill current vacancies.

The Executive Director introduced Elizabeth Owers, who was recently appointed as Director of Customer Services.

The Executive Director acknowledged the excellent service provided by the Secretariat team and thanked the Council for the positive ongoing engagement and efforts of the members and Chairs of the Council, Committees and Advisory Panels.

The Council acknowledged the work done by Matthew Clark, Director Strategy and Policy, who is taking extended leave over 2022.

The Council discussed the recent announcement regarding the \$54m investment to secure, restore and preserve the culture, heritage and future use of the Parramatta North Female Factory precinct site in Western Sydney and asked that an update be provided to Council on this development.

Item 6.2 Chair, Heritage Council of NSW – Monthly Report

The Heritage Council of NSW noted the verbal update.

Item 6.3 Planning Report (DPIE)

The Heritage Council of NSW noted the planning report and verbal update from Martin Reason regarding the Design and Place SEPP consultation which is currently being undertaken.

Item 6.4 Advisory Panels Report

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

Colleen Morris reported on issues raised by the Heritage Advisory Panel regarding professional certification in the private sector and the need to ensure the quality of service through a standardised certification process.

Item 7. Heritage NSW Reporting

Item 7.1 Heritage Operations – Monthly Reports

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

Item 8. General Matters

The Heritage Council of NSW noted the forward agenda and the schedule of meetings for 2022.

The Council acknowledged the significant contribution of outgoing member, Louise Thurgood, who will finish her term with the Heritage Council at the end of 2021.

Item 9. Meeting Close

There being no further items of business, the Chair, Frank Howarth, closed the meeting at 4:30 PM.



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Mr Frank Howarth AM PSM

Chair, Heritage Council of NSW

Date: 2 February 2022