

HERITAGE COUNCIL OF NSW Approvals Committee

MINUTES OF MEETING

6 September 2006

Heritage Office, 3 Marist Place, Parramatta



PRESENT: David Logan (Acting Chair), Peter Mould, Susan Macdonald, Julie Bindon, Janet Dore (Acting Chair for Item 5.1), Jacqui Goddard

APOLOGIES: Michael Collins, Chris Johnson, Diane Jones

ALSO PRESENT: Heritage Office: Vincent Sicari, Nikki Ward, Can Ercan, Brad Vale, Yvonne Kaiser-Glass
For Mt Wilga: Sheridan Burke, Damien Morgan & Andrew Sneddon (Godden Mackay Logan), Mark Broadly (Giles Tribe Architects), Scott Robertson (Robertson & Hindmarsh)

1. Opening – Welcome

The Chair opened the meeting at 9:3 am.

1.2 Confirmation and Timing of Agenda

The agenda was confirmed.

Declarations of Interest

Pecuniary Interests

David Logan

Item 5.1 – Godden Mackay Logan is providing heritage advice to the applicant on this matter.

Non Pecuniary Interests

NIL

Conflicts of Interest

Janet Dore

Item 5.3 – As General Manager of Newcastle Council, Janet Dore will be responsible for advising Council on this matter a DA stage.

2.0 Confirmation of Minutes

2.1 Approvals Committee Meeting of 2 August 2006

Members received a copy of the minutes.

Resolved:

that the Minutes of the meeting of 2 August 2006 be adopted.

3.0 Action Report

Members received a copy of the action report.

Resolved:

that the Action Report of the meeting of 2 August 2006 be adopted.

4 Presentations

4.1 Mt Wilga, Hornsby – S60

The proponent stated that the existing development application was not complementary to site or a good design for an aged care facility. The new application attempts to resolve this by juxtaposing the vertical complexity of the old Mt Wilga building with the more horizontally streamlined look of the new buildings – with the architectural approach of the new buildings deliberately differentiating from the old Mt Wilga building. The applicant is open to further discussion on design.

A benefit of the new plan is that it aims to open up vistas to Mt Wilga house from the west and from Manor Road. The proposed plan pushes new buildings slightly further away from the Mt Wilga building and opens up more space in the central area between the buildings.

The proponent was concerned about replicating the roof line of the proposed units and is considering various options available to work with roof pitch and colour for the new buildings. Allowing more of an overhang could give more presence to the roof without giving it too much dominance. The applicant's preferred option is to keep a lower roof pitch and to use metal rather than terracotta tiles. A lower roof line of centre of Block E would enable clearer vistas into the distance from Mt Wilga house.

The applicant wishes build the right number of units to create a sinking fund to maintain the Mount Wilga house. There were 81 units in previous scheme, while the new proposal has 88.

The revised proposal places car parking space underground, while maintaining emergency and disabled vehicle access in the centre area at the front of the units.

5. Integrated Development Applications/Section 60 and 132 Applications/Section 140 Excavation permits

5.1 Mt Wilga, Hornsby – S60

Restoration works to Mt Wilga house are largely complete. The house will be used again as an administration building with community recreation and other facilities for members of the complex. Additions would be made to the rear of the house in keeping with its architectural style and deferring to its scale and significance. This 88-unit residential complex is similar in bulk and scale to another scheme approved in 2000. The main difference is that the revised scheme would pull some of the bulk away from the rear of Mt Wilga. While the massing of the proposed development is improved, the elevational treatment is quite bland.

Members of the Approvals Committee believed there needed to be a more contextual response to the original Mt Wilga building in the design of the new units. The new design has changed in massing and form compared with the modulation and variety of heights in the previous scheme. Members expressed concern about the visibility of the proposed car parking level as they would have a negative impact on views from Manor Road. Committee members preferred car parking to be further underground, lowering the height of the scheme. Also, while the new design for units gives more uniform height, the previous design deferred to Mt Wilga, with varied heights becoming lower with proximity to Mt Wilga. Greater modulation of architectural treatment would be preferred. A roof pitch matching that of Mt Wilga was also preferred.

Resolved:

The committee recommends to the Director, Policy and Heritage Management:

- 1. While the revised scheme has its advantages in terms of the location of the building layout, preserving views of Mt Wilga's east facade from the Manor Road service lane, and from the enlarged proposed courtyard, the design does not respond positively to Mt Wilga.**
- 2. that the applicant be advised that a revised proposal is required which resolves the following matters:**
 - a) There needs to be greater variation between buildings in terms of massing and height to respond better to the scale of Mt Wilga and the topography of the site.**
 - b) The car park should be below ground.**
 - c) Opportunities exist for such a large development to respond positively to Mt Wilga in terms of roof forms, wall materials and textures, fenestration proportions, patterns of light and shade on the building form, treatment of the buildings and roofs to create variation across the site.**

- d) Of the options presented the committee preferred the high roof form which provided greater articulation in the roof and was more closely related to the roof forms of Mt Wilga**

5.2 Duke of Wellington Inn, Parramatta – S140

A permit was sought to investigate a site before construction commences on a Parramatta Council approved a part 4 and part 5-storey mix use building. The proposal included a mitigation strategy that sets aside a conservation zone likely to contain relics from 1823 onwards. Other mitigation strategies included open-area excavation, recording and salvage of relics outside the conservation zone, interpretation, regular media releases, website updates, on-site signage, school and general public tours during archaeological excavation and a volunteer programme. Given the site's potential to also contain relics from pre 1818s, a staged approach to this application was recommended as this approach offers more appropriate protection and greater certainty to the Applicant as well as the community of NSW. Approval to undertake open-area excavation of the site was granted.

Committee members also recommended that the Heritage Council's Approvals Committee write to Parramatta City Council about adopting a more strategic approach to the management of archaeological sites likely to be adversely impacted by redevelopment. The letter should request that, as part of Council's standard assessment procedures, PHALMs must be considered where excavation is proposed before development applications are approved. Ideally new or modified development applications should not be determined until summaries of the results of open area archaeological excavation have been submitted to and considered by the Heritage Council, where ever possible, to ensure appropriate management of potentially significant archaeological sites.

Resolved:

That the Heritage Council:

Approve the application and grant an excavation permit to undertake open-area excavation only at this stage subject to the following conditions. Approval to remove or salvage relics is deferred until the heritage significance of relics within the site is better understood (Stage 3).

Part A:

- 1. All works to undertake the open-area component of the archaeological investigations shall be in accordance with the approved research design and methodology outlined in "Permit Application Activities Pursuant to s139 Heritage Act NSW - 1977, Archaeological Assessment, Research Design & Excavation Methodology, Mitigation Strategy &, Statement of Heritage Impact, 384-394 Church Street & 18-22 Victoria Road, Parramatta NSW" prepared by Martin Carney, Fenella Atkinson and Nicole Trapnell, Archaeological Management and Consulting Group Pty Ltd (AMAC), June 2006, except as amended by the following conditions:**

2. **This permit does not cover the salvage or removal of any State significant relics.**
3. **This permit covers open-area excavation of the site (excluding the conservation zone), only.**
4. **This permit is valid for five (5) years from the date of approval.**
5. **The Heritage Council of NSW, or its delegate, must be informed in writing of the start of the archaeological investigation at least one (1) day prior to the commencement of, and within five (5) days of the completion of on-site archaeological work.**
6. **The Heritage Council and staff of the Heritage Office, Department of Planning, authorised under section 148(1) of the 'Heritage Act, 1977' reserve the right to inspect the site and records at all times, as well as access any relics recovered from the site.**
7. **The Applicant must ensure that all personnel involved in demolition and excavation works attend a comprehensive briefing on the requirements of the 'Heritage Act, 1977' in relation to archaeological relics and the proposed archaeological programme. The briefing is to be presented by the approved Excavation Directors and is to be undertaken prior to the commencement of on-site works. The briefing should be attended by all archaeological staff. A copy of this approval and conditions of consent should be made available to all archaeological on-site staff.**
8. **The Applicant must ensure that if substantial intact archaeological deposits and/or State significant relics not identified in "Permit Application Activities Pursuant to s139 Heritage Act NSW - 1977, Archaeological Assessment, Research Design & Excavation Methodology, Mitigation Strategy & Statement of Heritage Impact, 384-394 Church Street & 18-22 Victoria Road, Parramatta NSW" prepared by Martin Carney, Fenella Atkinson and Nicole Trapnell, Archaeological Management and Consulting Group Pty Ltd (AMAC), June 2006, are discovered, the Heritage Council of NSW must be notified.**
9. **The Heritage Council of NSW, or its delegate, must approve any substantial deviations from the approved research design outlined in "Permit Application Activities Pursuant to s139 Heritage Act NSW - 1977, Archaeological Assessment, Research Design & Excavation Methodology, Mitigation Strategy & Statement of Heritage Impact, 384-394 Church Street & 18-22 Victoria Road, Parramatta NSW" prepared by Martin Carney, Fenella Atkinson and Nicole Trapnell, Archaeological Management and Consulting Group Pty Ltd (AMAC), June 2006, including extent and techniques of excavations, as an application for the variation or revocation of a permit under section 144 of the 'Heritage Act, 1977'.**
10. **The Applicant must ensure that the Primary Excavation Director, Martin Carney, is present at the site supervising all archaeological fieldwork activity likely to expose significant relics (that is, 100% of the duration of the open-area excavation).**
11. **The Applicant must ensure that the approved Excavation Directors take adequate steps to record in detail relics, structures and**

features discovered on the site during the archaeological works in accordance with current best practice. This work must be undertaken in accordance with the NSW Heritage Office guidelines, 'How to Prepare Archival Records of Heritage Items' (1998) and 'Guidelines for Photographic Recording of Heritage Items' (2004).

12. The Applicant is responsible for the safe-keeping of all relics recovered from the site.
13. The Applicant must ensure that the site under archaeological investigation is made secure and that the unexcavated artefacts, structures and features are not subject to deterioration, damage or destruction during and after fieldwork.
14. The Applicant must ensure that the approved Excavation Directors clean, stabilise, label, analyse, catalogue and store any artefacts recovered from the site in a way that allows them to be retrieved according to both type and provenance.
15. The Applicant must ensure that the approved Excavation Directors and archaeological excavation team are given sufficient time and access to the site to complete their on-site archaeological work to the satisfaction of the Heritage Council of NSW, or its delegate. The Applicant must ensure that conflicting work schedules are adjusted to accommodate the on-site archaeological works where necessary
16. The Applicant must ensure movement of machines across archaeologically sensitive areas is minimised and ensure careful removal of later structures and footings, in order to avoid as much as possible the negative impact on the potential archaeological remains
17. The Applicant must ensure that the Primary Excavation Director submits a revised assessment of heritage significance of the components of the site, and research design to the Heritage Council of NSW, or its delegate, at the completion of the open-area excavation works in the archaeologically sensitive areas of the site. The additional information, including an updated research design is required to supplement the documentation submitted with the next stage of Heritage Council's or its delegate's considerations.
18. The Applicant must ensure that, as part of the revised research design, the following information is provided for the next stage of Heritage Council's or its delegate's considerations:
 - a) A reassessment of the site's significance, in the context of other similarly aged sites in Parramatta and NSW;
 - b) A revised, detailed research design which provides plans and details of the location and depth of excavation works; its exact impact on potential archaeological remains; and
 - c) A detailed description of how the significant archaeological information (if any) retrieved from the site will be incorporated into an interpretative display or exhibition within the redevelopment.

- 19. Throughout the archaeological excavation works and post-excavation analysis, the Applicant must ensure that:**
- a) Appropriate signage to explain the history of the site and the archaeological excavation works is placed at the site during the work;**
 - b) A local public information programme is implemented including press releases to ensure the public is informed about the project and its outcomes;**
 - c) Free public brochures on archaeological investigation are available at all times at the site for the public to collect. These public brochures must be available from the first week of the archaeological works on the site;**
 - d) The site is fenced in a way that allows the public to view the archaeological remains and works on a daily basis;**
 - e) Public Open Days are to be allowed for based on public demand. Public Open Days shall be carried out at the site on days during the weekend to facilitate public attendance;**
 - f) A section addressing the archaeological works on the site must be created on the internet (with the address provided in the above-required Public Brochure). This website must feature a history of the site, archaeological methodology, updated information on the archaeological works, photographs of the site and significant archaeological remains uncovered, contact details, links to the archaeological reports, and links to other relevant sites. Public feedback (suggestions, questions, volunteers) must also be allowed for in this section of the website. Updated information on any Public Open Days to be held during archaeological works at the Plaza West site and an on-line booking service must also be included;**
 - g) Community participation in the archaeological works on the site is allowed for through the inclusion of volunteers on the archaeological team under the supervision of the approved Excavation Directors and dates of the fieldwork must be provided to the Heritage Council for publication on the Heritage Office website;**
 - h) The Heritage Office, Department of Planning, is notified, in writing, weekly of the progress of work during excavation and monthly during post excavation analysis; and**
 - i) The services of a conservator are utilised for conservation of significant artefacts.**
- 20. The Applicant must ensure that a summary of the results of the field work, up to 500 words in length, is submitted to the Heritage Council of NSW or its delegate for approval within one (1) month of completion of archaeological field work. This information is required in accordance with section 146(b) of the *Heritage Act, 1977* and**

must be submitted and approved by the Heritage Council of NSW or its delegate before the commencement of bulk excavation.

- 21. The Applicant must ensure that at the completion of archaeological works, the results of the archaeological programme are interpreted within the completed redevelopment of the site. This interpretation should help the public understand the history and significance of the site.**
- 22. The Applicant must ensure that an outline of the on-site interpretation plan, including information on the display and housing of artefacts, must be submitted to the Heritage Council of NSW or its delegate for approval within 1 month of the completion of the archaeological field investigations. This Interpretation Strategy must be prepared in accordance with the Heritage Office's *'Interpreting Heritage Places and Items Guidelines'*.**
- 23. The Applicant must ensure that final details of the interpretation plan, prepared in accordance with the Heritage Office's *'Interpreting Heritage Places and Items Guidelines'*, are submitted to the Heritage Council of NSW or its delegate for approval within 3 months of the completion of the archaeological field investigations.**
- 24. The Applicant must ensure that the approved interpretation plan is implemented and any on-site interpretation works are completed to the written satisfaction of the Heritage Council of NSW or its delegate prior to the occupation of the redevelopment.**
- 25. The Applicant must ensure that allowances are made for the preparation of a final excavation report, prepared by the Primary Excavation Director, to publication standard, within one (1) year of the completion of the field based archaeological activity unless an extension of time or other variation is approved by the Heritage Council of NSW, or its delegate, in accordance with section 144 of the *Heritage Act, 1977*.**
- 26. The Applicant must ensure that one (1) electronic copy of the final excavation report is submitted on CD to the Heritage Council of NSW together with two (2) printed copies of the final excavation report. These reports are required in accordance with section 146(b) of the *'Heritage Act, 1977'*. The Applicant must also ensure that further copies are lodged with Parramatta Council's Local Studies Library and the Parramatta Heritage Centre.**
- 27. The Applicant must ensure that the information presented in a final excavation report includes the following:**
 - a) An executive summary of the archaeological programme;**
 - b) Due credit to the client paying for the excavation, on the title page;**
 - c) An accurate site location and site plan (with scale and north arrow);**
 - d) Historical research, references, and bibliography;**

- e) Detailed information on the excavation including the aim, the context for the excavation, procedures, treatment of artefacts (cleaning, conserving, sorting, cataloguing, labelling, scale photographs and/or drawings, location of repository) and analysis of the information retrieved;**
- f) Nominated repository for the items;**
- g) Detailed response to research questions (at minimum those stated in the Heritage Council approved Research Design);**
- h) Conclusions from the archaeological programme. This information must include a reassessment of the site's heritage significance, statement(s) on how archaeological investigations at this site have contributed to the community's understanding of the site and other comparable sites and recommendations for the future management of the site; and**
- i) Details of how this information about this excavation has been publicly disseminated (for example, provide details about Public Open Days and include copies of press releases, public brochures and information signs produced to explain the archaeological significance of the site).**

This information is required in accordance with section 146(b) of the 'Heritage Act, 1977'.

- 28. The Applicant must ensure that should any Aboriginal objects be uncovered, excavation or disturbance of the area is to stop immediately and the Department of Environment and Conservation is to be informed in accordance with section 91 of the 'National Parks and Wildlife Act, 1974'.**

Part B:

That the Heritage Office write to Parramatta Council in relation to strategic archaeological management of sites that may have significant relics to ensure they are adequately dealt with at development assessment stage.

5.3 Great Northern Hotel – S60

The proposal came to the August meeting of the Heritage Council but was deferred to further resolve issues of concern to the Heritage Council's Approvals Committee. The applicant amended the application as a result of the recommendations of the Heritage Council's Sub Committee.

Members of the Approvals Committee agreed that the new design is an improvement. Members discussed the possibility of extending horizontal sun shades out onto the penthouse courtyard areas to provide more shade. Also, screens in the void between the original building and proposed new building could be pushed back to expose the blind window of the original hotel to provide depth.

Resolved:

That the Heritage Council approve the application with the following conditions:

- 1. All work shall comply with the information contained within:**
 - a) Drawings: EAM-001/A, EAM-002/A dated 1/12/05, EAM-003/C, EAM-004/C, EAM-005/C, EAM-006/C dated 21/3/05, EAM-007/A, EAM-008/A, EAM-009/A, EAM-010/A, EAM-011/A, EAM-012/A dated 1/12/05, DA-001/H, DA-002/H, DA-003/G, DA-004/G, DA-005/G, DA-006/G dated 24/5/06, DA-007/I, DA-008/G, DA-009/I, DA-010/H, DA-011/I, DA-012/G dated 25/8/06, DA-013/C, DA-014/B dated 7/8/06, DA-015/C dated 24/5/06, DA-016/A dated 9/3/06, DA-017/B dated 21/4/06 prepared by atelier K;**
 - b) Heritage Impact Statement prepared by Colin Brady Architecture and Planning dated May 2006;**
 - c) Draft Conservation Management Plan prepared by Colin Brady Architecture and Planning dated May 2006;**
 - d) Fire Safety Assessment prepared by Holmes Fire and Safety dated 9 June 2006;**
 - e) Photomontages for the northern façade and first floor internal works;**

AND EXCEPT AS AMENDED by the following conditions of this consent:

Further design revisions & information:

- 2. The following revisions shall be made to the plans and submitted to the Director, Heritage and Policy Management, Heritage Office for approval prior to works commencing.**

First Floor Level

- a) The proposal shall be amended to adopt a restoration and interpretative approach to the conservation of the first floor in order to reinstate the art deco character and quality of this significant space. Existing fabric shall be retained and conserved and restored where necessary;**
- b) The reinstatement of mirrors on the columns shall be detailed as in the original;**
- c) An Internal Fit-out Plan which outlines the proposed painting scheme, furniture, flooring and light fittings for the whole of the building;**
- d) The proposed internal painting scheme shall be based on the investigation of the historic paint scheme, and aim to reinstate or interpret the heritage colours of the interior;**
- e) Light fitting shall be restored and reproduced where missing;**
- f) The proposed Bar shall be re-designed to interpret the Art Deco character of the first floor space;**
- g) Consideration shall be given to replicating the existing furniture based on remnant existing furniture as well as photographic evidence;**

- h) The existing glazing pattern of the windows shall be retained and joinery reused in amending the windows to provide access to the proposed balconies;**
- i) The details of the services and ducts for the new Kitchen shall be provided for approval;**

Ground Floor Level

- j) Retention of the front main entry doors and steps shall be further investigated by the fire engineers with a view to deleting this work;**
 - k) Historic furniture in the main foyer shall be retained in situ;**
 - l) Rehanging one leaf per heritage door in the main foyer for fire safety reasons shall retain the door frame and not damage any heritage fabric; and**
 - m) The proposed awning over the entry to new serviced apartments shall be a single continuous element below the line of the existing awning.**
- 3. A schedule of proposed external colours and finishes (including samples), shall be submitted to and approved by the Executive Director of the Heritage Office or his nominee for approval prior to works commencing.**
 - 4 Increase the depth of the recess between the new and old building to a point approximately midway between the blind window and the most northerly window on the 4th floor of the eastern façade.**
 - 5. The floor to ceiling height of the penthouse apartments may be increased to a maximum height of 2.7 metres.**
 - 6. The sun shading device on the penthouse level should be increase to 1 metre in depth to achieve greater shadowing of the glass panel.**

Nominated Heritage Consultant:

- 7. A heritage consultant shall be nominated for the works. The consultant shall have appropriate qualifications and experience commensurate with the scope of the works. The name and experience of this consultant shall be submitted to the Heritage Office prior to commencement of works.**
- 8. The consultant shall advise on the detail design resolution of new elements, undertake on site heritage inductions, inspect removal works, construction of new elements, design and installation of services (to minimise impacts on significant fabric and views) and manage the implementation of the conditions of approval.**
- 9. A report by the consultant (illustrated by works' photographs) shall be submitted to the Heritage Office for approval within 1 month of the completion of the works which describes the work, any impacts/damage and corrective works carried out.**
- 10. All work shall be carried out by suitably qualified tradesmen with practical experience in conservation and restoration of similar heritage items. The nominated heritage consultant in Condition 7 shall be consulted prior to the selection of appropriate tradesmen.**

Site Protection & Works:

- 11. Significant built elements are to be adequately protected during the works from potential damage. Protection systems must ensure historic fabric is not damaged or removed.**

Historical Archaeology:

- 9. All contractors and subcontractors are to be inducted and informed by the nominated heritage consultant prior to commencing work on site as to their obligations and requirements under the relic provisions included in the NSW Heritage Act 1977 and Heritage Office guidelines.**
- 10. An archaeologist shall attend site during the initial excavations for the footings and retaining walls.**
- 11. If any relics of state significance are uncovered, further excavation must stop and the Heritage Office notified immediately. Works shall resume upon approval from NSW Heritage Council.**

Interpretation:

- 12. An on-site interpretation strategy and plan which includes the original and subsequent configurations of the building and its elements shall be prepared for implementation and submitted to the Heritage Office for approval within 1 month of the completion of works.**

Movable Heritage:

- 13. A movable heritage plan shall be prepared for implementation and submitted to the Heritage Office for approval within 1 month of the completion of works.**

Signage:

- 14. The proposed signage shall not be illuminated. Details are to be provided for approval of the Executive Director of the Heritage Office or his nominee prior to installation.**

Commencement:

- 15. This approval shall be void if the activity to which it refers is not physically commenced within five years after the date of the approval or within the period of consent specified in the relevant development consent granted under the Environmental Planning and Assessment Act, 1979, whichever occurs first.**

6. Development Application Referrals

NIL

7.0 Matters for Consideration

7.1 NSW Parliament – Heritage Agreement

In April 2002 as a part of listing process for the NSW Parliament House on the State Heritage Register, the Heritage Council signed a Protocol with NSW Parliament House that allowed exemptions for a period of 12 months. It was expected that within this period NSW Parliament would finalise a Conservation Management Plan that would be used to manage the fabric of Parliament House from then on.

However, the NSW Parliament has not been able to finalise this CMP so far and has requested that the duration of the Protocol be extended until it is superseded by a Conservation Plan.

Resolved:

That the Heritage Council extend the time frame of the Protocol for Parliament House until no later than October 2008 to allow the preparation of a Conservation Management Plan by October 2007 and subsequent endorsement by the Heritage Council.

8.0 Matters for Information

NIL

9.0 General Business

There being no further business the Chair closed the meeting at 11:40 pm.

David Logan Acting Chair Approvals Committee Heritage Council of NSW Date:	Next Meeting of the Approvals Committee 4 October 2006 Heritage Office 3 Marist Place Parramatta
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