

ATTACHMENT BOOKLET

ORDINARY COUNCIL MEETING
26 JULY 2023

BOOK 2

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COLLINGWOOD HOUSE ACTIVATION PLAN

A Meeting Place on Cabrogal Lands

DRAFT (FOR PUBLIC EXHIBITION)

City Design and Public Domain Unit
Liverpool City Council

LIVERPOOL
CITY
COUNCIL

CITY
PEOPLE

COLLINGWOOD HOUSE ACTIVATION PLAN

JANNY

"We used to walk to Liverpool. The railway line then had a ramp that went up and over and down towards the river side. So we used to walk up and over that and then spend our sixpence we had to get into the pool on hot chips. And then we'd go and swim in the weir!"

JUDY

"All the kids used to swim down there. It was always the biggest mob of people down the weir"

Janny Ely and Judy Chester (Cited in Rivers and Resilience. Aboriginal People on Sydney's Georges River, 2009)

"(Collingwood) house is on the peak of a hill overlooking the Georges River, an important Indigenous site as well. It is one of the sites in Liverpool where the entire history of the invasion, dispossession and colonisation can be seen - just on the one site"

Paul Lynch MP (Parliament of NSW Records dated 9 March 2006. Cited in NSW Department of Environment and Conservation, Collingwood Precinct Aboriginal Place Nomination, 15 January 2009)

Collingwood Precinct Aboriginal Place

"In pursuance of the powers vested in me under section 84 of the National Parks and Wildlife Act 1974, I, the Minister for Climate Change and the Environment, do, by this my order, declare such of the lands described hereunder as an Aboriginal Place.

The special significance of the Aboriginal Place includes the ridge line 'high ground' meeting place for Dharawal, Gandangara and Dharug people, which was also a vantage point during the pre-contact era enabling country to be observed and monitored. The place is associated with early engagement, and at times conflict, between European settlers and Aboriginal peoples. The 'vista' from the high ground provides a corridor southeast to the Georges River across remanent native vegetation and riverine environment"

Carmel Tebbutt, Minister for Climate Change and the Environment (NSW Government Gazette No. 50, Folio 1338. 6 March 2009)

"Activation of a place or building is a process that aims to create a sense of place and social connection, improve streetscapes and encourage community, commercial and residential use. It may be realised in a variety of ways e.g. through art, performance or community activities"

(Heritage NSW, Review of NSW Heritage Legislation — Discussion Paper for the Standing Committee on Social Issues, April 2021, p. 5)

WARNING

Warning: Aboriginal and Torres Strait Islander People are advised that this document (i.e. Collingwood House Activation Plan) contains images of deceased Aboriginal and / or Torres Strait Islander people.

ABBREVIATIONS AND NOMENCLATURE

CMP	Conservation Management Plan
CPAC	Casula Powerhouse Arts Centre
Collingwood	Collingwood House
LRM	Liverpool Regional Museum and Family History Centre
The Precinct	Collingwood Precinct Aboriginal Place*

* In stakeholder engagement with Aboriginal communities for this report, the view was repeatedly aired that "Aboriginal Place" was not a desirable name for the Collingwood Precinct. Alternative names of "Cabrogal Place" or "Cabrogal Land" were suggested by community members. Because any renaming process for the place will need to be led and resolved by Aboriginal communities, this report has opted for the generic "Precinct" label as an interim name.

AUTHORS

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ACKNOWLEDGEMENT OF COUNTRY

We acknowledge that Collingwood House is situated on the traditional lands of the Cabrogal clan of the Dharug people. We pay our respects to Elders past and present and to any First Nations peoples who visit, work or live in the area. This plan embraces the intentions of the NSW Government's Connecting with Country framework and seeks to include opportunities for activation via Aboriginal arts and cultural expression as well as for Aboriginal cultural leadership, enterprise and community engagement.



Cabrogal people: Biddy Giles and Jimmy Lowndes, Georges River – 1880 (Image: National Library of Australia)



MESSAGE FROM THE MAYOR



The continuing transformation of Liverpool into a modern, streamlined city of great potential with its own airport is built on the achievements of earlier generations.

One of the jewels of those past glories is undoubtedly the now magnificently restored Collingwood House.

It's the former home of whaling captain Eber Bunker, who is known as the Father of Australian Whaling for his pioneering work in the 1790s, and is linked to Liverpool.

Collingwood House is also a treasured transitional site where the glory of past eras meets the mechanism and technology of modern day conveniences to provide an attractive environment.

Liverpool enthusiastically retains the past architectural joy of Collingwood House while championing its value to a discerning new clientele wanting a unique setting for a business or social function.

Collingwood House is already a popular choice for joyous occasions such as weddings and its carefully restored interior and landscaped exteriors confirm its multi-functional appeal.

It is a thriving and vibrant setting offering space for celebrations of social milestones as well as areas for quiet contemplation.

Liverpool City Council is now making more opportunities available to utilise Collingwood House for private functions and for community groups and individuals looking for a perfectly positioned and easily accessible site.

Opening Collingwood House to greater involvement with the community enables more people to share the prestige of this historic house and help maintain its significance for generations to come.

Collingwood House is already a highly prized community asset and extending its availability will ensure more people get to enjoy a treasured experience.

Mayor, Ned Mannoun

14 December 2022

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DISCLAIMER

The majority of this document was prepared during the COVID-19 Omicron wave in New South Wales in early 2022, a period in which public health orders were active and imposing limitations and restrictions on public events and activities. This activation plan assumes that in the future, such orders are removed and public activities, trading environments, and population behaviours will resume without these orders and restrictions. Pre-COVID-19 operations and programs of comparable facilities are considered for comparison when considering Collingwood's future. Discussions of any potential long-term changes or trends triggered by the COVID-19 pandemic are not considered in this document.

During the research and engagement phase there was limited access to the property due to COVID-19 restrictions. The majority of meetings and interviews were held online.

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1. EXECUTIVE SUMMARY

A THREE-ROOM HOUSE

In 1810 an American Loyalist, mariner, and whale-trader built a modest, single-pile, colonial cottage with three rooms on some land. This was in an area of land inhabited by the Cabrogal people, overlooking the river, on land that is now known as Liverpool. The land had been 'given' to this mariner, Captain Eber Bunker, in recompense for his services to the Crown.

In subsequent years, Bunker's property, Collingwood House (hereafter referred to as Collingwood), was expanded and altered by its many owners, even serving as a club house for the Liverpool Golf Club for many years. And yet it still remains as one of Australia's oldest remaining colonial houses. In the last 47 years this colonial significance has been recognised and the property has been conserved and restored in response to community petitions. There was a strong community appetite to maintain Collingwood as a living example of the genteel aspirations of European colonial settlers.

In the last two years, Collingwood has been stripped back to bare brick. It has been restitched, replastered, rewired, and repainted and is now ready for its next phase of life.

The community's aspiration for 'liveliness', and social connection at Collingwood has prompted the need for this document. Specifically, this Activation Plan sets out direction for how Liverpool City Council (hereafter referred to as Council) can achieve the following:

- Activate Collingwood House to build awareness and generate interest in the house;
- Provide a source of internal revenue which can support conservation and maintenance;
- Better integrate the house into the local community and the South West Sydney region; and
- Transform Collingwood House into a tourist destination within the Sydney region and increase visitation to Liverpool.

In the following pages, the plan identifies potential experiences and activities which could be facilitated at Collingwood House and key partners with whom Council can work with, to achieve activation of the house.

A MINNOW IN A WHALE

Critical to understanding the cultural significance of Collingwood, is the fact that the 212-year-old colonial house sits within a 40,000+ year old cultural landscape. While Collingwood remains an artefact of colonial heritage, it exists within Country redolent with Aboriginal heritage at every turn. While the same can be said for the whole of Australia, the key fact in the case of Collingwood is that the site surrounding the house has been identified (and gazetted within NSW Government legislation) as an Aboriginal place of heritage significance.

As cited at the beginning of this document, Government recognition is clear about the Aboriginal significance of the Precinct - as Paul Lynch MP observes, the whole site speaks powerfully to the inextricable relationship between colonisation and Aboriginal dispossession. This interweaving of cultural heritage must therefore be evident in how Collingwood and its surrounding Precinct are brought to life through activities, experiences and events provided for local residents and visitors. Collingwood and the broader Precinct have the potential to be a cultural destination unlike any other that currently exists in South Western Sydney.

Of course, in a government context the drivers of such potential exist in a complex interweave of policy, precedent and reporting. Chapter Four of this document sets out this background and analysis.



Aerial view with Collingwood Precinct outlined in red and separable elements highlighted. The blue-shaded LRM region corresponds to areas not included in the Aboriginal Place boundary (Source: CMP p. 3. NearMap, 14 June 2019).

A MEETING PLACE

Also in Chapter Four of this report, is a summary of the stakeholder feedback that City People received in the preparation of this document - from Council staff members, local heritage groups, Aboriginal community members and local business owners. This summary demonstrates the united support for the need to tell the stories of both European and Aboriginal knowledges and values for the place. There was no stepping back from the fact that sometimes, telling these stories would be difficult and emotional. There are some hard truths about colonisation and dispossession that cannot and should not, be avoided.

Nonetheless, there was also a real enthusiasm for continuing to celebrate this part of Cabrogal Ngurra (Country) - at Collingwood and in the Precinct - for its significance as a meeting place. An important high ground site where Dharug, Dharawal and Gandangara Aboriginal people met and travelled through, the Precinct maintains a special meaning for its role in bringing people together.

For an activation plan, this theme of a 'meeting place' is an excellent starting point. For Australians of Aboriginal backgrounds, of European settler backgrounds, and of recent migrant backgrounds, having a local destination in Liverpool that celebrates the coming together and meeting of cultures, is a powerful metaphor.

In terms of how Collingwood is presented, there was also concurrence on the desire to maintain it (at least in part) as a 'house museum'. With this in mind, in Chapter Three of this report identifies twenty-one activation directions for Collingwood and the Precinct, under seven different types, as follows:

- Cabrogal;
- Educational;
- Civic;
- Commercial;
- Public;
- Interpretation / Artistic; and
- Community.

Each of the twenty-one directions has different benefits, imperatives and challenges. Each has been assessed for their respective social and financial cost benefits. Consideration has been made for the resourcing that they require, the partners with whom they may be delivered, and the potential they have to generate income for Collingwood. While activation options that utilise present resourcing and infrastructure form part of this set of recommendations, most avenues to generating income for Collingwood House will require the installation of a commercial kitchen.

Interspersed within this report are three case studies of precedent properties in NSW: Elizabeth Farm in Parramatta, Eskbank House in Lithgow and Armidale Aboriginal Cultural Centre and Keeping Place in Armidale.

In terms of planning activation directions for Collingwood, there are many interdependencies operating within Council that have a direct bearing, as follows:

- There is currently no management plan for Collingwood or the Precinct;
- A masterplan process for the Precinct is soon to begin being prepared, that will guide future direction for the site. This plan will, by necessity, implicate Section 90 changes with regards to any development within the designated Aboriginal Place;
- Preparation of an interpretation plan for the Precinct and Collingwood is also due to commence soon; and
- While programming of the LRM is not within the scope of this document, Collingwood and LRM currently have some programming synergies and a complementary relationship should be pursued as part of the future activation of Collingwood. As part of this relationship, the ultimate governance body should ensure that any programming does not competitively draw visitors from either site.

This Activation Plan presents an option for how the house might be presented in Section 2.4 that builds on the theme of 'meeting place' and maximises the capacity of the place to absorb many of the activation strategies. This approach allows integration with the existing strategic context for activation in Liverpool and will complement actions underway in the Liverpool City Centre as part of Council's City Activation Strategy. In particular, potential satellite activations related to wider events and branding are outlined, among the directions in Chapter Three of this report.

Chapter Two of this report makes a strategic assessment of some of these issues and uncertainties. It analyses the strengths and challenges of the site with an eye to current trends in cultural infrastructure, like Collingwood. Central to this analysis is an appraisal of what level of governance and managerial support will be needed, for diverse activation options at Collingwood to be sustainable.

PRECEDENT 1: ELIZABETH FARM, PARRAMATTA



BACKGROUND AND PRESENTATION

Elizabeth Farm is the oldest surviving houses in Australia, dating from 1793 but with substantial alterations and additions up to the 1820s, and some subsequent relatively minor modifications. As with Collingwood, it was heavily conserved in the 1970s and early 80s. It is owned by the Historic Houses Trust of NSW and has been open to the public since 1984.

The house is furnished largely with reproductions of original furniture, pictures and object d'art. This is sufficient to make the rooms believable interiors without attempting to include all details.

The garden is approximately one acre in size and has been carefully recreated based on detailed research, and is fenced off from a public park on three sides. The property had a small new building constructed when it was opened which serves as a place for ticketing, together with a small retail and café operation, and visitor and staff toilets.



Interpretive landscape project 'Healing land, remembering Country' by Kuku Yalanji artist Tony Albert

OPERATIONS AND USE

Elizabeth Farm is widely regarded as an exemplary museum and is curated and managed to the highest standards. Aspects of its approach have been copied both in Australia and internationally. It appears simple and logical but is, in fact, very sophisticated and was, and remains, carefully curated and managed.

The use of reproductions allows the house to be presented without any barriers and, consequently, it is very popular with school groups who have the choice of a number of well-constructed formal education programs.

In its last full operating year, prior to COVID-19 (2018/2019), the property was open for general visitation on Wednesday to Sunday, 10am – 4pm with schools and booked groups by arrangement.

The Tearoom was open Saturday and Sunday, 10am – 4pm. Combining general visitation, education programs, venue hire and café patrons the total visitation for 2018/2019 was 27,635 (of which close to 11,000 was education programs).

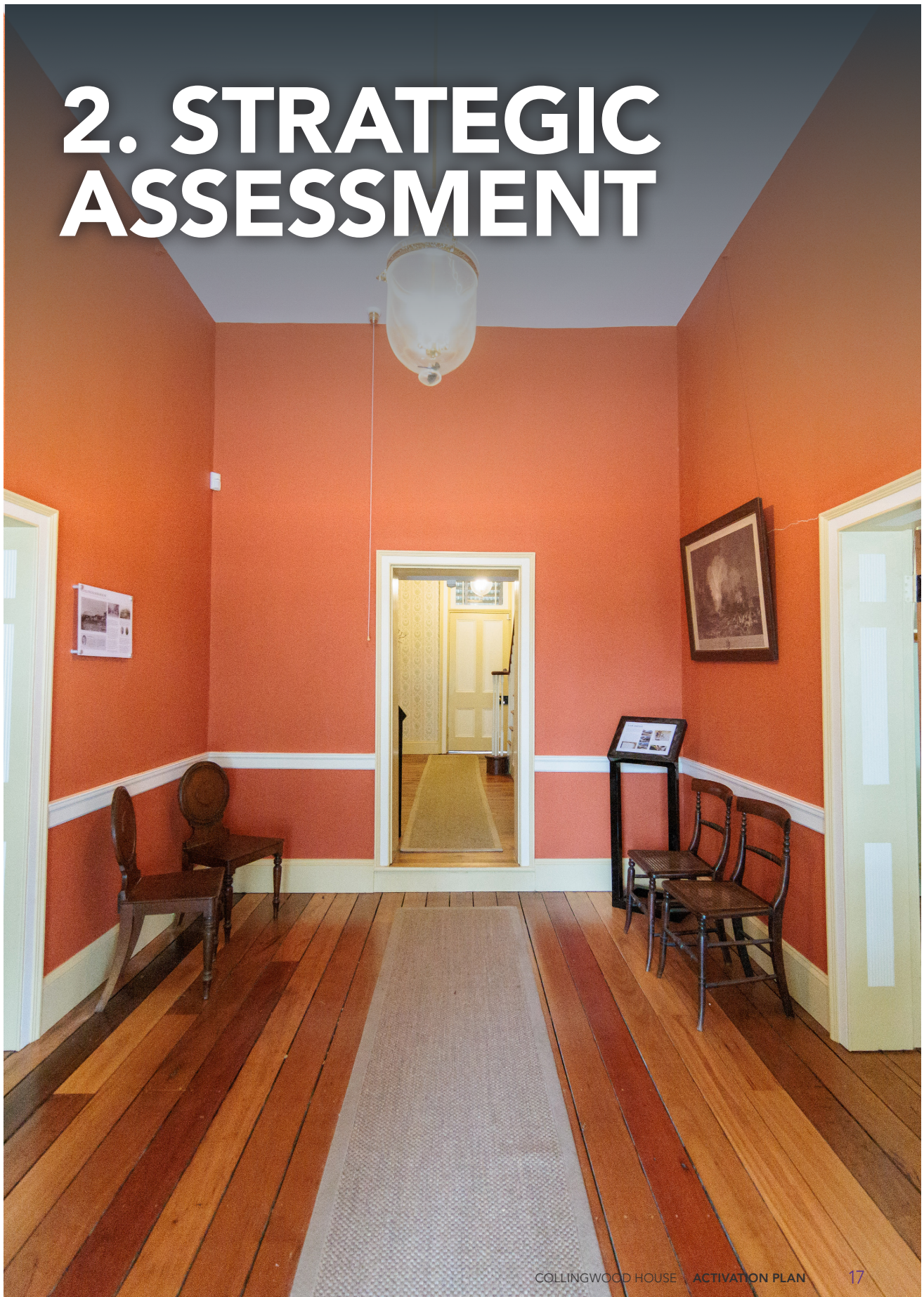
The income and expenditure for Elizabeth Farm for 2018/2019 totalled to a net deficit/cost of services of approximately \$464,000. Employee related expenses comprised \$453,000 of costs. Expenditure excludes the costs of services that are centralised by Sydney Living Museums including financial management, HR services, insurance, marketing, governance and library services. Therefore, the subsidy was \$16.78 per visitor.



LESSONS

- Education programs can generate very good attendance but availability needs to be flexible to fit in with school timetables;
- Education programs must link clearly and directly to the schools' curriculum if they are to be successful;
- Limited open days for the general public are acceptable;
- The public increasingly expects high standards in all aspects of the presentation and operation of an important property;
- Large annual public programs are an intensive activity that can generate significant visitation and income, and excellent community support;
- Cafés should be stand-alone and not rely on visitors engaging with the museum;
- Outdoor areas offer the best potential for public programs when rooms are limited in scale and number; and
- Operating a museum at a high standard generally requires a financial subsidy.

2. STRATEGIC ASSESSMENT



This Chapter briefly sets out four important reference areas that will have an impact on the activation proposals for Collingwood and the Precinct.

2.1 SWOT ANALYSIS

The table below summarises a site SWOT analysis developed by the report authors, with key findings from two workshops that were run with Council staff.

HELPFUL	HARMFUL
STRENGTHS <ul style="list-style-type: none"> – Context: rich local history, cultural diversity, developing arts and entertainment scenes; – Highly significant historic house; – Designated Aboriginal Place with importance to Cabrogal people; – Garden and large adjacent parkland; – History of strong community involvement; – Existing education program links; – Proximity to Liverpool Regional Museum; – Connectivity via proximity to Hume Highway, M5 and potential access from the back near CPAC; and – Has been a traditional meeting place and place of refuge. 	WEAKNESSES <ul style="list-style-type: none"> – Residential area: noise restrictions; – Poor infrastructure, accessibility and wayfinding; – Limited parking and public transport; – Park is exposed to road and wind; – Remote location from major centres, ‘feels miles away’ due to the surrounding environment despite proximity to Liverpool CBD; – No tourism context, brand, information centre – COVID-19 related closure diminished profile; – No dedicated Council resourcing; – Limited capacity; and – Liverpool has low tourism profile.
OPPORTUNITIES <ul style="list-style-type: none"> – Expand existing programming (education); – To have engaging programming rather than static house museum, that changes and evolves to ensure repeat visitation; – Realise Cabrogal connection and stories; – Realise uses for Aboriginal people; – Expand programming and audiences to include multicultural engagement; – Unique history: Bunker house and Cabrogal Land and positive story; – New uses: venue hire, events, workshops and arts; – Relationships with LRM and CPAC; – Existing destination brand, Love Liverpool, is an opportunity for leveraging – tie in and be recognised by the brand; and – Build on history as a meeting place and place of refuge. 	THREATS <ul style="list-style-type: none"> – Trend: decline in traditional house museum interest; – Future adjacent development (outside protected precinct); – Community hesitation around large events or increased use; – Lack of programming funding; – Commercial competitors for venue hire; and – Security (no natural surveillance).

2.2 TREND ANALYSIS

Observations in this section draw on data published by Museums and Galleries NSW in the 2018 NSW Museum and Gallery Sector Census (developed by consultant Culture Counts), and the trajectory of the case study facilities and other comparable properties. These trends are relevant both to Collingwood and the LRM.

The M&GNSW census survey results provide a picture of current practice in galleries, museums and heritage organisations (including house museums), including the following:

- Decline in traditional house museums where displays are static;
- Development of commercial opportunities such as venue hire, filming, retail, food and beverage, and large-scale events to make properties more sustainable; and
- Growing professionalism - in curation, research, presentation, conservation.

Other trends observed in case studies and comparable facilities:

- Active engagement with Indigenous people in developing programs;
- The use of historic sites for place-based contemporary art;
- Gardens emphasised because they are changing and participatory;
- Use of outdoor spaces as opportunities for larger activities and changing displays;
- Use of new technologies for interpretation, especially where they can be non-intrusive and readily changed; and
- The use of sensory and interactive interventions, e.g. fragrance, lit fires, cooking, interactive databases, music.

Trends in audience and program considerations include:

- Desire for multiple voices: for example, historic/contemporary; fabric/ideas; upstairs/downstairs; historical curation/contemporary artists;
- Increasing interest in wider historical context, 'downstairs', labour, workforce, pre-colonial etc. - not just principal family; and

- Need to supplement permanent displays with activities relevant to contemporary audiences.

2.3 GOVERNANCE AND MANAGEMENT REQUIREMENTS

Given that there is currently no formal management model adopted by Council for Collingwood or the Precinct, it is not possible to peg an activation framework to current resources. Instead, City People has considered a range of governance and management options for the delivery of the activation program. These range from a model in which Collingwood is managed by a cross-department committee through to a model in which it stands as an independent cultural institution within Council such as CPAC or LRM.

However, it is noted that a Heritage Activation Officer (or similar) role would be beneficial. The intention for the role is to coordinate the various functions of Council across communications, marketing, events and museums to activate and manage the house and Former Liverpool Courthouse. The position would also work with local businesses to generate commercial interest and revenue that would support long term management of the property. While this would be a valuable position in relation to Collingwood, the specific functions outlined in the resourcing areas below should also be considered in relation to future operations. Three broad options were outlined and explored at an online discussion with Council staff on 25 February 2022, though no definitive conclusion was reached.

Ultimately, it is beyond the scope of this Activation Plan to make recommendations on this front, though it is recognised that it will influence the type, scale and quality of the activation of the property. Whatever model is chosen by Council, will need to work within budget and resource constraints. However, it is important to get a measure of the various levels of management that will be required for Collingwood and the Precinct, noting that this will change in relation to the requirements of each activation stream. In Chapter Three below, these additional resources are identified within each recommended direction for activation. Set out below, is a brief overview of what these resource allocations would entail.

Venue Management and Operations

This resource would provide the administrative and site logistics for Collingwood (and potentially the Precinct), including venue and infrastructure upkeep, security and access, licencing and permits, oversight of cleaning and maintenance, scheduling and administration.

Program Development and Curatorial Services

This resource would provide the curatorial guidance and program direction for Collingwood (and potentially the Precinct). This includes content development for programs developed in-house (including education programs), brokerage with presenting partners, oversight of exhibitions and residencies, scheduling of any program content delivered with external providers (e.g. lecture series, demonstrations etc.), and also sourcing funding opportunities for in-house produced program content.

Event Delivery

Event delivery resources will sometimes cross over with venue operations but may also include additional staffing not generally required for the day-to-day running of Collingwood. For example, production managers, stage managers, event crew, event cleaning and security etc.

Business and Venue Development

A business and venue development resource will be vital if Collingwood is to generate income of any magnitude. This resource would set and meet income targets, oversee any food and beverage operators on-site (temporary or permanent), promote the venue to external hirers, foster collaborative partnerships, manage sponsorship and commercial partners and also ensure that the venue provisions meet a sufficiently high standard to meet its value proposition.

2.4 CURATORIAL APPROACH

There is significant support for, and an expectation that, Collingwood will be presented, at least in part, as a furnished house museum. This has been anticipated in the recent major conservation program at the property. At the same time there is also an expectation that the property will be activated in multiple ways beyond the visitation expected at a traditional house museum.

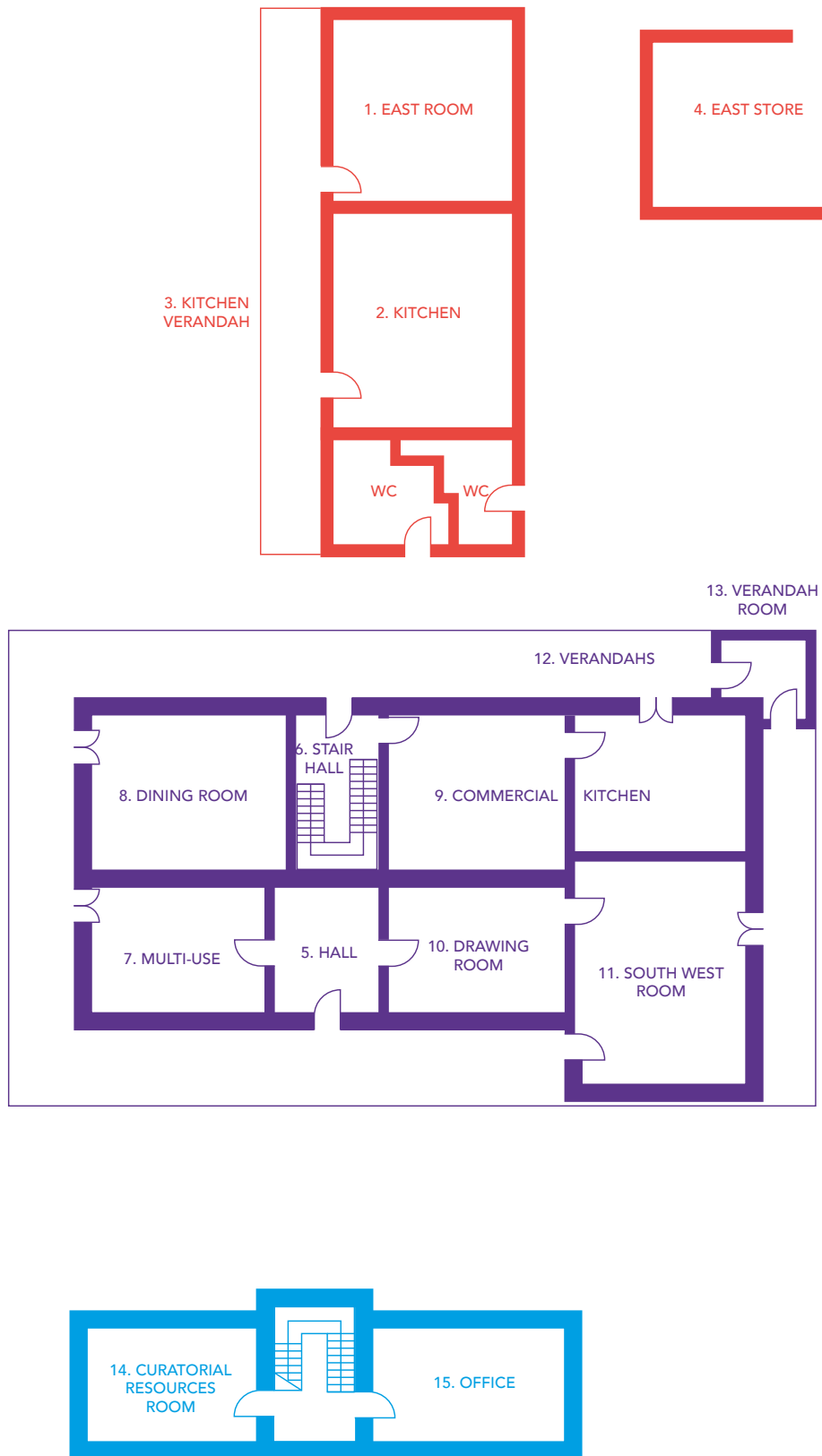
In the absence of any curatorial policy, and following discussions with Council staff on 25 February 2022, it is expected that the property will be presented as some form of hybrid which facilitates as many of the activation strategies as possible. In time, the range of these might be narrowed as those that prove most successful are given precedence, and others which are less successful are not pursued or downplayed.

Whilst developing a curatorial framework for the property is not a task for this Activation Strategy it is very difficult to develop opportunities for activation without some notion of how the property will be presented. City People has therefore developed a potential approach to the presentation of Collingwood House and its garden (excluding the surrounding parkland which is the subject of a number of recommendations in Chapter Five) which it believes would facilitate the implementation of the maximum number of activation strategies as outlined in Chapter Three. In doing so it draws attention to the following:

- The collection has no provenance to Collingwood thus allowing greater freedom in relation to access and security;
- Following the recent conservation work the property is relatively robust, rather than fragile, and is therefore capable of absorbing substantial visitation and activity;
- Simplifying the garden would make it more historically appropriate and facilitate greater use for outdoor events;
- Most avenues to generating income for Collingwood House will require the installation of a commercial kitchen;
- The governance and management model and the available staffing of Collingwood will have a significant bearing on the opportunities for, and success of, the activation strategies;
- Access to the first floor is difficult due to the nature of the staircase; and
- There should not be a 'set and forget' approach. It will require constant review and adjustments made depending on the success or otherwise of different activation strategies.

The potential curatorial approach is summarised on the following plan. It is an unique hybrid approach that is neither museum house, commercial venue, community meeting place nor cultural venue. Rather, it could be a combination of each, building on the theme of 'meeting place'. This is an unusual approach and will require skilled resources to achieve the right balance. The general idea is that each space would be capable of relatively easy adaption for a variety of uses. As such, no room would be presented as a fully furnished and decorated museum house room. However, several of them would be sufficiently 'furnished' to comfortably convey the essence of a period room. This applies especially to the hall, dining room and drawing room, which, with minor adjustments, could be used for entertaining.

It is again noted that these suggested resources would be subject to available funding.



NO PUBLIC ACCESS

KITCHEN WING

1. EAST ROOM

Description

- Empty with display (including hanging system), with education and café equipment available
- Walls hung with contemporary and historic photographs of Liverpool

Use

Multi-use including:

- Wet weather café seating
- Display and exhibition
- Artist in residence studio
- Education

2. KITCHEN

Description

- Existing kitchen tables, chairs and sideboards
- Contemporary installation of kitchen equipment

Use

Multi-use including:

- Communal table café seating
- Education
- Small meetings

3. KITCHEN VERANDAH

Description

- Small tables and chairs

Use

- Access
- Café seating

4. EAST STORE

Description

- Contemporary fit-out to efficiently and securely store tables, chairs, large equipment etc.

Use

- Storeroom

MAIN HOUSE GROUND FLOOR

5. HALL

Description

- Nineteenth century hall table and hall chairs

Use

- Welcome and directions

6. STAIR HALL

Description

Empty

Use

- Circulation

7. MULTI-USE

Description

- Empty with display (including hanging system) and education equipment available
- Walls hung with contemporary and historic photographs of Liverpool but capable of change

Use

Multi-use including:

- Education
- Display
- Artist in residence studio

8. DINING ROOM

Description

Presented as 19th century dining room.

Use

Multi-use including:

- Communal table café seating
- Education
- Dining
- Small meetings

9. COMMERCIAL KITCHEN

Description

Commercial kitchen including refrigerated store

Use

- Commercial kitchen

10. DRAWING ROOM

Description

- Presented as 19th century drawing room

Use

Multi-use including:

- Display
- Education
- Special events (e.g. high teas)
- Special small meetings and entertainment

11. SOUTH WEST ROOM

Description

- Removable panel exhibition on history of the property
- Chairs, lectern, sound system, whiteboard, exhibition equipment etc. readily available

Use

Multi-use including:

- Display and exhibitions
- Meetings, lectures, workshops
- Small meetings

12. VERANDAHS

Description

Furnished with seats, pots, plant stands, rattan blinds in the nineteenth century manner

Use

- Café seating
- Visitor seating

13. VERANDAH ROOM

Description

- Fit-out for storage of outdoor equipment

Use

- Storage

MAIN HOUSE FIRST FLOOR

14. CURATORIAL RESOURCES ROOM

Description

- Fitted out to house all information about the property – maps, plans, research reports, storage of display panels
- Secure storage for important collection items including any loans etc.
- Tables to prepare information and also for internal meeting use, chairs

Use

- Research and study
- Display preparation and storage
- Collections store
- Small internal meetings

15. OFFICE

Description

- Fitted out as staff office
- Contemporary office kitchenette installation of kitchen equipment

Use

- Staff office

PRECEDENT 2: ESKBANK HOUSE, LITHGOW



BACKGROUND AND PRESENTATION

Eskbank House is an 1841 Georgian sandstone complex consisting of a homestead and outbuildings originally built for magistrate, politician and mining entrepreneur Thomas Brown, who was an important figure in the development of Lithgow and in New South Wales industrial history. Set on 1.7-hectare grounds, the property is owned by Lithgow City Council and was added to the State Heritage Register in 2018. Conservation works were completed in 1986 and a new, sympathetic sandstone building was added in 1993.

The Lithgow District Historical Society was instrumental in its preservation as the group's leader, Eric Bracey, provided the funds for the

local Council to purchase the property following World War II. Inspired by Vacluse House, the society opened Eskbank House as a house museum in 1966 and this organisation was responsible for the property's care, curation and operations up until 2003.

Under Council management, Eskbank House moved away from house museum presentation and has since operated as Lithgow's regional museum for the district, maintaining the collections developed by the society while also including temporary exhibitions under historical and artistic programs. The vision statement for the institution is: 'to be a vibrant cultural centre that illuminates the region's past and celebrates the present through a dynamic program that values heritage and the arts.'

OPERATIONS AND USE

Opening hours are Wednesday to Sunday 10:00am – 4:00pm with entry fees charged for visitors. Guided tours of the collections and the property are available with advance bookings, and these remain volunteer-run.

The volunteer teams are managed and coordinated by the Council’s Cultural Development Officer across three areas: visitor experience, programs and events, and collection and research.

Training resources for collection handling have been developed in partnership with Museums and Galleries NSW with grant support from Create NSW.

The property advertises a range of venue hire options. All hires are only available during opening hours. A \$250 bond applies to all hire uses, excluding photography. Rates are listed in the schedule below.

HIRE TYPE	RATES
Weddings – Ceremony	\$250
Events	\$150 (hourly)
Exhibition – Gallery hire	\$30 (per day)
Exhibition – Gallery hire (non-commercial)	Free
Commercial photography	\$50



Apart from commercial hire, there are a number of other community uses and points of engagement that activate the property. Education visits and school holiday programs are presently run, however the website notes that targeted, curriculum-responsive programs and materials are currently being developed, which again this points to this as a requirement for realising more substantial educational visitation. A community development project named 'Mary's Garden' is currently underway for volunteer gardeners and historians to restore the garden to its mid-19th century form, which is funded by a grant from the State Government's Bushfire Community Resilience and Recovery Fund. Arts programming has included drawing classes, an opera performance, the Waste 2 Art reuse-themed exhibition, and a retrospective of notable regional artist Bob Cunningham.

LESSONS

- Historical exhibitions, arts programming and other uses can exist side-by-side under a curatorial umbrella that connects past and present, by recognising the values and the roles of the property 'then and now';
- Heritage interpretation and historical presentation should capture all eras, including recognising the key figures in the origination of the property but then also telling the entire story up to the present as well (e.g. Eskbank House also tells the story of its volunteer society's preservation and conservation efforts); and
- Use of volunteer staff in community-facing program roles is viable when supported by a Council that conducts the property management and coordinates the volunteer teams, including coordination of training.

3. DIRECTIONS FOR ACTIVATION



This Chapter includes twenty-one different proposed directions for activation at Collingwood and the Precinct. As noted above, they are grouped into seven distinct areas, these being: Cabrogal, educational, civic, commercial, public, interpretation / artistic, and community. Where the proposed directions are cost neutral or potentially generate income, this has been noted. Alternatively, where there is a cost implication for the proposed direction, this has been indicated in line with the expenditure key shown on the right hand side of this page.

EXPENDITURE KEY:

\$	< \$50,000
\$\$	\$50 – 100,000
\$\$\$	> \$100,000

3.1. CABROGAL

In stakeholder engagement conducted for this report with Aboriginal communities, there was a repeated enthusiasm for access, inclusion, and engagement with Collingwood and the Precinct. Community members saw the heritage value of both the Precinct as a traditional meeting place for Aboriginal groups, and also the colonial Collingwood setting as a place that should be celebrated as a place of shared history between European settlers and Aboriginal Australia. Furthermore, there was an enthusiasm for Collingwood and the Precinct to operate as a place where Culturally and Linguistically Diverse (CALD) communities can learn about the cultural identity of Liverpool and its surrounds.

1. Community group engagement and regular use for meetings or events

There are numerous Aboriginal community groups in the area that would appreciate the opportunity to have a regular place to host meetings and activities.

As a site that has been used as a meeting ground for thousands of years by Aboriginal communities, it would be a powerful offering from Council to encourage this use once again.

If Aboriginal communities feel that Collingwood is a place where they really belong, then it sets the precedent for it to subsequently become somewhere that fosters meeting up between all parts of the community including people from culturally and linguistically diverse (CALD) backgrounds.

As a starting point, Aboriginal communities that are looking for a welcoming, all-weather venue should be encouraged to use the facilities at Collingwood.

Currently / potentially resourced by:	– Community and Culture Directorate
Additional resources required:	– Venue Management and Operations – Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	– N/A
Potential partners / grants:	– Numerous Aboriginal community groups such as Haigh Park Coffee Club, Cabrogal Elders Group, Council Aboriginal Consultative Committee, Miller community weaving and craft group, etc. – Numerous CALD community groups seeking meeting and events - via Council's Community Development Unit. – The Welcome Dinner Project
Actions / Responsibility:	– Management, in collaboration with Council's Community Development Workers (ATSI and CALD) to contact community groups and offer Collingwood as a venue.

2. Bush tucker events

There is discussion within Council about the potential to incorporate Indigenous 'bush tucker' plantings in the flora management of the Precinct, as part of the forecast masterplanning and interpretation planning processes. A full bush tucker garden would require significant revegetation of the Precinct to provide sufficient understorey species. However, there are many examples of activation being generated from demonstration gardens in different developments.

If this can be progressed with the input of Aboriginal groups who might have a hand in the subsequent activation of the Precinct, then it seeds the potential for regular 'bush tucker' demonstrations and talks, and it could become a feature of any cafe.

Potentially, visitors could visit the precinct and study and collect local edible flora with Aboriginal guides. There could also be a meal component that is served from the Collingwood kitchen facilities. Ideally this activation project would be delivered in partnership with an Aboriginal enterprise (e.g. Muru Mittigar).

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.) Business and Venue Development Program development Commercial kitchen fit-out
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Positive income generation
Potential partners / grants:	<ul style="list-style-type: none"> Muru Mittigar
Actions / Responsibility:	<ul style="list-style-type: none"> Collingwood Precinct Masterplan and Collingwood Precinct Interpretation Plan. Liaise with Council's Community Development Officer (ATSI) and Aboriginal communities to consider bush tucker plantings throughout the Precinct and/or in more structured garden. If feasible, then program development personnel will be required to develop program.



Yerrabingin rooftop bush tucker farm, South Eveleigh (Image - Mirvac)

3. Yarning circle and truth-telling events

There has been reported support for the idea of the implementation of a yarning circle within the broader Precinct, outside the picket fence that surrounds Collingwood. Such an initiative could be pursued as part of any broader landscaping of the site, that occurs subsequent to the Collingwood Precinct Masterplan and Interpretation Plan processes for the area (see below).

If this transpires then it would set the ground for public programming around 'truth-telling' - events and activities that discuss frankly, the often difficult and emotionally sensitive stories of Aboriginal dispossession at the hands of European colonialists. Ideally these 'truth-telling' activities would occur both within Collingwood and in the Precinct more broadly.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.) Program development Program costs (speaker fees etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> \$
Potential partners / grants:	<ul style="list-style-type: none"> NSW Department of Planning and Environment's Metropolitan Greenspace program Create NSW's Arts and Culture Grants Program
Actions / Responsibility:	<ul style="list-style-type: none"> Collingwood Precinct Masterplan and Collingwood Precinct Interpretation Plan. Liaise with Council's Community Development Officer (ATSI) and Aboriginal communities to consider yarning circle and potential performance area in the Precinct, as well as the appetite for truth-telling events within Collingwood.

4. Integrated landscaping / Aboriginal art commission

The inclusion of Aboriginal-led arts within any development that is to take place in Collingwood Precinct would be a powerful way to inscribe identity within the landscape. Aboriginal artists (foregrounding local custodians as an accepted cultural protocol) could be engaged to collaborate with any engaged Landscape Architect/s to develop an environment in which Aboriginal arts and cultural values are intrinsically embedded into the site.

Rather than any art commission that is developed and installed independently, the integration of arts projects within any infrastructure or landscape planning for the Precinct, will deliver a more wholistic outcome.



Bangala artwork by Jonathan Jones and Aunty Julie Freeman integrated into landscape design for Gunyama Park Aquatic Centre, Green Square.

Currently / potentially resourced by:	– City Design and Public Domain Unit (Public Art and Heritage)
Additional resources required:	– NIL. Public Arts Officer and Heritage Officer to work with relevant project leads, to integrate art into capital expenditure on landscaping.
Finances – approximate cost / potential revenue:	– \$
Potential partners / grants:	– NSW Department of Planning and Environment's Metropolitan Greenspace program
Actions / Responsibility:	– Collingwood Precinct Masterplan and Collingwood Precinct Interpretation Plan. Liaise with Council's Community Development Officer (ATSI) and Aboriginal communities to consider integrated public art and landscaping projects in the Precinct.

5. Aboriginal arts and craft projects

There is an opportunity for Collingwood and the Precinct to offer a more structured and regular program of Aboriginal cultural experiences and this will rely on developing good working partnerships with local Aboriginal companies and/or individuals. While these partnerships may not bring any direct income to Collingwood, the profile development that they would bring for the precinct would positively influence other potential income streams (venue hire etc.) as well as visitation more generally.

This programming could take place in collaboration with CPAC's contacts in this domain and / or in collaboration with a suitable Aboriginal enterprise with experience in these events (e.g. Muru Mittigar, First Hand Solutions).

For example, in Miller, there is an active Aboriginal arts and craft group. If the group is assisted with event delivery support, they may be open to hosting an Aboriginal arts and craft event on site in the precinct. As a first step this could occur during Council's NAIDOC week celebrations.

Similarly, if Collingwood becomes a venue with regular opening hours and staffing capacity, an arrangement might be made to profile locally produced Aboriginal arts and craft in Collingwood, either by selling wares (without commission) or by allowing Aboriginal enterprise to have a presence in a retail outlet on site. This would grow the tourism offer of Collingwood, as a destination for authentic engagement with Aboriginal communities.



Blak Markets by First Hand Solutions at Bare Island, Laperouse (Image - Mark Bond Photography)

3.2. EDUCATIONAL

An integrated educational offering at Collingwood and the Precinct can provide an excellent opportunity for a significant contribution to schools and community knowledge about the area. This approach maximises the use of these community assets; provides a key entry / recruitment point for building community appreciation of Liverpool's distinctive identity (especially for culturally and linguistically diverse communities that may otherwise remain unaware) and; provides reasons for return visitation and activation.

Although not noted as a separate activation direction, Council also holds established tertiary education connections, including with Western Sydney University, which could develop into site-based programs related to coursework, work experience and research. Council is currently engaging with WSU regarding higher education opportunities involving the Collingwood property and the Courthouse - these have been canvassed across law, archaeology, history and Aboriginal studies disciplines, as well as the University's new heritage and tourism program.

6. Primary School programs

Primary school tours are already a proven success at Collingwood. With further investment in program development and marketing, this element could be expanded to provide a regular day-time activation. Refer to Appendix 6.2 for alignments with the school syllabus. The management and bookings for this activation offering could be either administered in-house or could be outsourced to an excursions agent.



Primary school students at Elizabeth Farm (Image - James Horan)

Currently / potentially resourced by:	<ul style="list-style-type: none"> Library and Museum Services Department
Additional resources required:	<ul style="list-style-type: none"> Venue Management & Operations Program development with regard to school syllabus Marketing and administration of program Program delivery costs (guides, guest speakers, collateral, props such as costumes etc., risk assessment documentation including Working with Children clearances etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral if program is run at current basis Expanded program will require \$ investment but will provide more regular activation Could become cost neutral in short – mid term

Potential partners / grants:	<ul style="list-style-type: none"> – Numerous school excursion agents exist (e.g. Macquarie Educational Tours, Away We Go Tours, etc.) who could be informed by Council of available programs. While bookings would in general remain internally administrated via direct contact with schools, this could be a non-exclusive option for booking. – Other cultural institutions such as CPAC and museum can create programs to allow a 'full day out' that many schools prefer.
Actions / Responsibility:	<ul style="list-style-type: none"> – Library and Museum Department to continue education tour pilot. – Collingwood House Management to commission program development from education specialist, in partnership with Council's Community and Culture Directorate, specifically the Library and Museum Services and CPAC (Programs Unit) Departments. Where relevant, it is to be aligned with existing exhibitions and public programming.

7. Primary Stage 3 and Secondary Schools program with focus on First Nations culture

Collingwood could provide the base for a Stage 3 and secondary school program with a particular focus on First Nations history, culture and language. Refer to Appendix 6.2 for details of school syllabus alignments. In line with best practice, Council would ideally partner with an Aboriginal enterprise owned by local custodians, to deliver this program.



Year 5 and 6 students in yarning circle at Museum of Sydney (Image - Declan May)

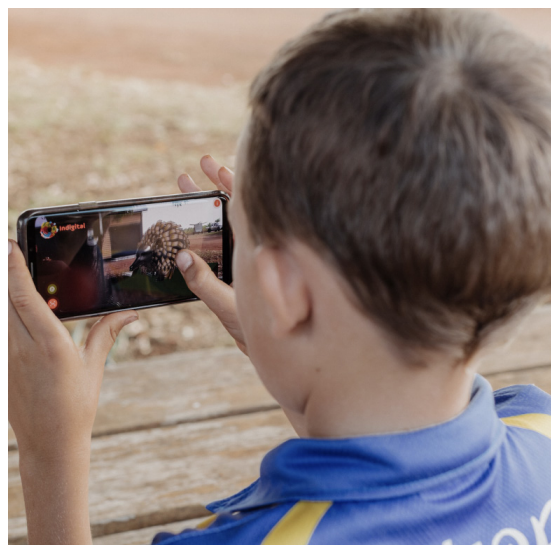


Koomurri Aboriginal incursion at William Stimson Public School, Wetherill Park (Image - Fairfield City Champion)

Currently / potentially resourced by:	<ul style="list-style-type: none"> Library and Museum Services Department
Additional resources required:	<ul style="list-style-type: none"> Venue Management & Operations Program development with regard to school syllabus Marketing and administration of program Program delivery costs (guides, guest speakers, collateral, risk assessment documentation etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Will require \$ investment but will provide more regular activation. Could become cost neutral in short – mid term
Potential partners / grants:	<ul style="list-style-type: none"> Numerous school excursion agents exist who can help develop and promote Aboriginal school programs. Ideally local custodians would be engaged to do this work. For example, potential partners who work local to Council are Koomurri Aboriginal Incursions and Jannawi Dance Clan
Actions / Responsibility:	<ul style="list-style-type: none"> Library and Museum Services Department to continue / commence secondary education tour pilot. Collingwood Management to commission program development from education specialist. Specialist to scope additional resources requirements such as staffing, training, required collateral, equipment and storage.

8. Aboriginal culture – digital platforms

As a way to embed a contemporary perspective on Aboriginal culture, Collingwood could host a targeted Aboriginal digital literacy program in partnership with Cabrogal-led digital agency Indigital. While the initial audience for this program may be Aboriginal communities, there may well be residual program content developed (e.g. online or AR content) which could remain as part of the Collingwood House / Collingwood Precinct activation offering.



Indigital delivers technology-based education programs and was founded by Cabrogal woman, Mikaela Jade.

Currently / potentially resourced by:	<ul style="list-style-type: none"> – Library and Museum Services Department – Information Technology Department
Additional resources required:	<ul style="list-style-type: none"> – Venue Management & Operations – Venue fixtures and equipment (AV screens, PA, chairs etc) – Fee for Indigital to facilitate program
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – \$
Potential partners / grants:	<ul style="list-style-type: none"> – Indigital – Potential funding available through the Australian Government's Office of the Arts' Indigenous Languages and Arts program
Actions / Responsibility:	<ul style="list-style-type: none"> – Collingwood Management to scope funding possibilities and availability of Indigital to participate.

9. Aboriginal education events

The NSW Aboriginal Education Consultative Group (AECG) runs programs in Aboriginal arts, language and culture for, by and with Aboriginal communities. These include Aboriginal literacy and STEAM programs as well as courses in diverse aspects of Aboriginal culture. Collingwood could be a prominent western Sydney venue partner for these activities and in this way, activate Collingwood House and the Precinct more broadly.

Currently / potentially resourced by:	<ul style="list-style-type: none"> – Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> – Venue Management & Operations – Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> – AECG – Create NSW's Museums and History Grants Program
Actions / Responsibility:	<ul style="list-style-type: none"> – Collingwood Management in collaboration with Council's Community Development Officer (ATSI), to contact AECG Liverpool representative and initiate venue partnership.

3.3 CIVIC

Civic events provide a public and prominent platform for Council to showcase its leadership in historical and heritage interpretation at Collingwood and the Precinct. By leveraging the current events that Council already stages in other parts of the Liverpool LGA and relocating them, Council is able to tell the broader story of its identity and origins to its stakeholders and wider Sydney communities.

10. Ceremonial events

Ordinarily, Council hosts a range of ceremonial events throughout the year such as annual Australia Day awards and citizenship ceremonies which are held monthly. Collingwood would provide an evocative backdrop for these kinds of ceremonial events that seek to invoke an appreciation of Australian history and culture.



Brothers from Iraq at a citizenship ceremony held in Macquarie Mall (Image - Simon Bennett)

Currently / potentially resourced by:	– Civic and Citizenship Unit
Additional resources required:	<ul style="list-style-type: none"> – Venue Management and Operations – Commercial kitchen fit-out – Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	– As per current arrangements
Potential partners / grants:	– N/A
Actions / Responsibility:	– Council's Civic and Citizenship / Events Unit/s to develop a scope for event delivery requirements.



Potential for NAIDOC and Sorry Day ceremonies in the Precinct – Blacktown Native Institute event 2018 (image Anna Kucera)

11. Meetings

Mayoral functions that are currently hosted in Council chambers could be occasionally be held at Collingwood House. Occasional internal and external-facing meetings hosted by Council officers and management could also be hosted at Collingwood House. As well as providing regular activation, this would help build the profile of the facility with external stakeholders.

Currently / potentially resourced by:	<ul style="list-style-type: none"> – Council and Executive Services Department – Civic and Citizenship Unit
Additional resources required:	<ul style="list-style-type: none"> – Venue Management and Operations – Commercial kitchen fit-out – Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – As per current arrangements
Potential partners / grants:	<ul style="list-style-type: none"> – N/A
Actions / Responsibility:	<ul style="list-style-type: none"> – Council's Civic and Citizenship / Events Unit/s to develop a scope for event delivery requirements. – Council's Office of the Mayor and Office of the Chief Executive Officer, to scope suitable Council events.

3.4. COMMERCIAL

House museums have an opportunity to earn revenue from a variety of sources. The success or otherwise of revenue-raising endeavours relates to many factors, including; location, facilities, stakeholder support, membership arrangements, appetite for risk, quality of offering, management expertise, reputation, volunteer support and competition, amongst other factors. Revenue from commercial activities within cultural institutions is commonly viewed as providing a source of income, that can be used within the institution to subsidise cultural activities.

Collingwood has the capacity to generate revenue from a number of sources. In all areas of potential revenue, it needs to be recognised that this requires investment, careful management and staff time and some activities are more lucrative than others. Less lucrative revenue raising activities frequently have other institutional benefits such as exposure, reputation, education, community engagement, philanthropic support, and activation.

In terms of food and beverage operators, there are essentially two operational models that could be applied to Collingwood:

- The venue could be managed by Council including sales, bookings, servicing, cleaning and staffing. All income and risk would then be the responsibility of Council. This is a model that is often used in local government infrastructure (e.g. sporting facility kiosks etc.) and is currently in place at Council's Casula Powerhouse Arts Centre.
- Council could engage an appropriately skilled and experienced operator to run the commercial offering at Collingwood. Venue hire fees would be negotiated with Council, as could the various expenses for outgoings, fit-out, furnishings etc.

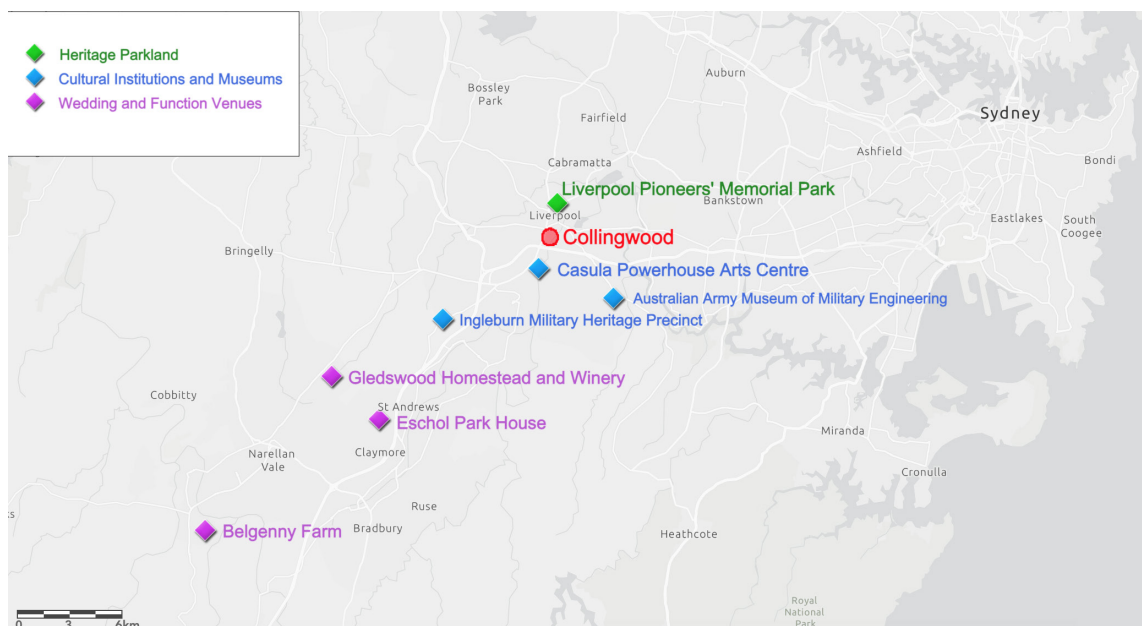
12. Weddings, private functions, conferences, workshops and business meetings

If venue access can be simplified and managed, Collingwood House would make a sought-after venue for various private events (e.g. weddings, parties, corporate functions, conferences and meetings). Council currently generates revenue from its halls and venues including Liverpool Community Centre, Casula Community Centre and Chipping Norton Recreation Centre. However, none of these offer the unique atmosphere that the historic Collingwood House can.

There are numerous private and public sector historic venues that offer colonial architecture / country-style surrounds for weddings, including Gledswood Homestead and Winery, Eschol Park House and Belgenny Farm. Please refer to the map on the following page.

Due to the small scale of Collingwood House's internal spaces and its current garden configuration, the anticipated income might be modest. However, given the unique offering of the venue, demand could be regular and continuing providing the venue is well presented and managed.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate City Economy Department
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Business and Venue Development Venue fixtures and equipment (AV screens, PA, chairs etc.) Commercial kitchen fit-out Assessment and potential simplification of garden and lawn areas to maximise potential use Additional power internal and external Additional water access external
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Positive income generation
Potential partners / grants:	<ul style="list-style-type: none"> N/A
Actions / Responsibility:	<ul style="list-style-type: none"> Additional market research and business/operations plan for commercial venue hire. Collingwood Precinct Masterplan to consider casual vehicle path and event-only access across the Precinct for VIP arrivals etc. Investigate Section 90 application, if applicable. An events policy and procedures manual should be developed for Collingwood and the precinct more broadly. This policy should address the appropriate fit of corporate, community and in-house events and activations with the curatorial positioning and venue management of the property (e.g. licences and permits, costs, relevant interpretation themes).



While Collingwood has a unique offer, it has competitors in relation to certain site, program and commercial aspects. In particular there are established wedding venues in the south west.



Wedding at Belgenny Farm, Camden (Image - Easy Weddings)

13. Café / restaurant

Cafés / restaurants in small cultural institutions are not necessarily financially viable and in some instances are cross-subsidised by an operator who has sole rights to service functions in the facility.

Establishing a café / restaurant at Collingwood would require a commercial kitchen with associated resources such as grease traps, garbage access and storage etc. The fit-out of the premises (e.g. furniture and equipment) could either be covered by Council or potentially passed onto the operator, in return for reduced rental for a specified number of years.

Due to the small scale of Collingwood and its location, any operator would be taking a significant risk in starting a food and beverage

business on site. For this reason, an extended rent-free period is suggested (up to two years) with Council only recouping income on a percentage basis during this period.

A café / restaurant would provide activation benefits, other than financial return, including the following:

- Activation of the building and museum, making it more inviting to approach and enter, in particular utilising the east and west verandahs that have precinct views and good visual exposure.
- An opportunity to sell packages (i.e. a 'visit, talk, and food and beverage' package). This can be especially useful to group visitors, such as Probus Clubs etc.
- Increases the offer to visitors.



Cafe at Lewers at Penrith Regional Gallery (Image - Penrith Regional Gallery)

Currently / potentially resourced by:	<ul style="list-style-type: none"> – City Economy Department – Property Department
Additional resources required:	<ul style="list-style-type: none"> – Venue Management and Operations – Venue fixtures and equipment (AV screens, PA, chairs etc.) – Commercial kitchen fit-out and associated infrastructure (grease trap, refrigerated and general storage etc.) – Additional power internal and external – Additional water access external
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – Positive income generation
Potential partners / grants:	<ul style="list-style-type: none"> – N/A
Actions / Responsibility:	<ul style="list-style-type: none"> – Additional market research (possibly through an Expression of Interest) and business/operations plan for commercial venue hire.

3.5. PUBLIC

There are various issues that have a significant impact on the capacity of Collingwood and the Precinct to host public events, including the following:

- The scale of the internal spaces
- The proximity to residential neighbours
- Access
- Transport and parking options
- Suitable power and amenities (e.g. toilets etc.)
- Environmental limitations (e.g. wind, shade etc.)

Nonetheless, stakeholder engagement for this report demonstrated an enthusiasm for smaller scale events in both Collingwood and the Precinct that could assist in the place's activation and public profile.

14. Heritage lectures, garden craft and design talks and demonstrations, mini festivals

Collingwood has the capacity to host a wide range of talks, lectures, demonstrations and small festivals, that are common in house museums. These might be presented in partnership with local heritage groups and other historical interest organisations (e.g. Royal Australian Historical Society, History Council of NSW, Museum of Applied Arts and Sciences, Australiana Society, Australian Garden History Society). Different CALD groups might also be engaged to generate festivals that feature their culture (dance, food, music, textiles, costume etc.). Either a dedicated Collingwood volunteer team or local volunteer-based organisations would be well placed to deliver these programs.



Horticultural education at Light Horse Park Community Garden (Image - Community Gardens Australia)

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.) Program development
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> Friends of Collingwood The Liverpool Genealogy Society The City of Liverpool and District Historical Society Moorebank Heritage Group Royal Australian Historical Society History Council of NSW Museum of Applied Arts and Sciences Special interest groups with a focus on gardens, plants, transport, craft, historic trades, antiques, food etc.
Actions / Responsibility:	<ul style="list-style-type: none"> Collingwood Management to liaise with potential partners and heritage / history groups to develop an annual program of lectures and talks

15. Library events program

The Libraries and Museum Services Department has networks and program contacts with deep reaches into the communities of the Liverpool LGA and has already started a couple of activation program series in Collingwood that have proved initially to be very successful.

While some regular programming by the Museum and Library Services Department has already been established, in the future, the number of activities could be expanded. This would be especially beneficial if Council progresses with the option of installing a café / restaurant operator in Collingwood, as the regular attendance at Libraries and Museum

related events (e.g. assisted play groups, school holiday programs, story-time etc.) would be mutually supportive to activation of the site.

Regardless, for Libraries and Museum related programming to continue beyond an ad hoc basis, a developed venue management and operations resource will need to be identified (cleaning, maintenance, security etc.). Even if Collingwood comes to be managed independently of the Libraries and Museum Services Department, it would be beneficial to the profile and reach of the program to maintain this collaboration.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> As per current Create NSW's Museums and History Grants Program
Actions / Responsibility:	<ul style="list-style-type: none"> Libraries and Museum Services Department to appraise the potential for some of its events to be based at Collingwood.



Liverpool City Library currently holds Conversation Café on Wednesdays and Thursdays at the Liverpool and Carnes Hill Libraries. In future, Collingwood could provide another session location for this and other programs.

16. Council events off-shoots

Council currently produces several of its own events, annually. These include Australia Day, Christmas in the Mall, NAIDOC Week and Liverpool on a Roll - with some of these events having a presence in more than one location within the Liverpool LGA.

Collingwood could play host to small-scale program components of some of these events as a means to spread the activation benefits of events across different wards.

This might include intimate concerts and recitals in the Collingwood Ashcroft room or in the garden.

When produced in collaboration with Collingwood management, the inclusion of these 'off-shoot' program components would not impose significant additional effort by the Events Unit. However, these events and the wide profile they attract would serve to help put Collingwood back on the map as a cultural venue in the LGA.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.) Program delivery costs
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> \$
Potential partners / grants:	<ul style="list-style-type: none"> As per current arrangements
Actions / Responsibility:	<ul style="list-style-type: none"> Council Events Unit and Management to scope what cross-programming options exist within the current events portfolio and what additional resources are required, to include Collingwood and the Precinct as locations for off-shoot events.



Liverpool on a Roll Event Image - TimeOut)

3.6. INTERPRETATION / ARTISTIC

Because there is now considerable competition for leisure time, the offering of heritage properties needs to be increasingly imaginative and sophisticated in order to support activation goals. It is no longer a sufficiently attractive prospect for house museums to act as repositories for historical objects on the assumption that visitors want to know about them. Visitors want to engage mentally, emotionally, and physically with the heritage context that they are visiting.

In this context, the role that the arts can play cannot be underestimated. Arts projects, when directed in concert with interpretation goals to tell stories specific to place, have the capacity to provide visitors with an imaginative and engaging experience.

17. Arts residencies

While it is neither possible nor appropriate for overnight-stay residencies to take place in Collingwood, there would be a great benefit in initiating an annual artist-in-residence program with artists being given a dedicated work space within the property (e.g. upstairs bedrooms, detached building rear room) for a set term (recommended 1-month minimum and 3-month maximum).

The residency program could be set up in such a way that artists are chosen and given free workspace, in return for developing work that speaks directly to interpretation themes that are relevant to the site. The developed work would then be showcased in an activation that the artist promotes and produces on site.

This model has numerous benefits, including the following:

- Creates a regular presence in the building;
- Provides regular activation content that speaks to the site's history;
- Potentially provides content for a display or exhibition in the house;
- Fulfills a gap in current arts residency infrastructure in South West Sydney so should attract significant attention and good quality artists; and
- Could potentially offer a residency partnership with organisations that do not have infrastructure in place (e.g. Greater Sydney Parklands).



Artist in residence Andrei Davidoff at Vacluse House (Image - Sydney Living Museums)

Currently / potentially resourced by:	<ul style="list-style-type: none"> – City Design and Public Domain Unit (Public Art) – CPAC Department
Additional resources required:	<ul style="list-style-type: none"> – Venue Management and Operations – Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> – Greater Sydney Parklands – Create NSW's Museums and History Grants Program
Actions / Responsibility:	<ul style="list-style-type: none"> – Management to scope artist in residence program with CPAC Department's Curatorial Unit. – Management to commission Interpretation Plan for Collingwood and the precinct more broadly, in order to identify key interpretation themes and platforms.

18. Interpretive performance, exhibitions and installations (in-house and externally produced)

When thoughtfully programmed, live performance and installations that respond to the site can provide potent interpretation of the themes of Collingwood and the precinct. In this way they can strongly affect visitors' understanding and associations with the place. Although typically more expensive to develop than 'off the shelf' programs (if produced in-house) they return a far higher yield in terms of a unique value proposition.

Externally-produced programs and exhibitions that are either partnered or presented on the site via venue hire are less likely to be site relevant. However, an events policy and procedures document (see direction 12 above) can help communicate and encourage this direction for external hirers.

Either way, these activations have the capacity to draw visitors to the site, increase its profile and provide some income from associated activities such as lectures, café, and corporate events.



Venessa possum - Ngurra Bayali for Biennale of Sydney, Blacktown Native Institute.

Currently / potentially resourced by:	<ul style="list-style-type: none"> – CPAC Department
Additional resources required:	<ul style="list-style-type: none"> – Venue Management and Operations – Venue fixtures and equipment (AV screens, PA, chairs etc)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> – Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> – Greater Sydney Parklands
Actions / Responsibility:	<ul style="list-style-type: none"> – Management to commission interpretation plan for Collingwood and the precinct more broadly, in order to identify key interpretation themes and platforms. – Suitable external events to be curated with regard to interpretation plan (above) and in line with events policy and procedures (see direction 12 above).

3.7. COMMUNITY

In order for Council to realise the investment it has already made in Collingwood, it needs to encourage the community as a whole to actively embrace it as a place for meeting up, for leisure, and for learning. It needs to attain a profile and reputation as a place that both residents and visitors can regularly enjoy. Council can facilitate this by brokering relationships through its current community networks so that gradually, by exposure, communities are exposed to its potential as a key local cultural destination within the Liverpool LGA.



The Ramadan Eid Bazaar is currently held at the Whitlam Leisure Centre. In future, an outdoor offshoot of this and other cultural festivals could be feasible in the precinct parkland.

19. Small to mid-scale cultural festivals

The majority of community events in the Liverpool LGA are currently hosted in Woodward Park. Collingwood and the adjoining parklands could be used for small-scale events that are better suited to a more intimate venue.

If possible, it would be beneficial to the profile of Collingwood and the broader precinct if celebrations from culturally and linguistically diverse (CALD) groups could be hosted here. This would provide an opportunity to share the histories of Aboriginal / colonial Australia with CALD communities and reinforce the activation theme of the precinct being a meeting place for all people in the community.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> As per current arrangements
Actions / Responsibility:	<ul style="list-style-type: none"> Management to liaise with Council's Events Unit to determine if there is a good fit between Collingwood and small to mid-scale cultural festivals.

20. Meetings for Community Groups

To reinforce the overarching activation theme of 'meeting place', consideration could be given to hosting the activities of some of Council's current community groups in Collingwood.

While it might not be appropriate to promote the venue on Council's community venues page, management could liaise with the Community Venues Unit to see if there are potential users who would be a good fit for the premises.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> Liverpool Migrant Resource Centre Liverpool Migrant Interagency Group
Actions / Responsibility:	<ul style="list-style-type: none"> Management to liaise with Council's Community Venues Unit and Community Development Unit to see how suitable community groups could be best accommodated. Opportunity for venue usage to be promoted through CALD networks in the LGA.

21. Community services programs

Council currently offers a wide range of community services for a wide range of its residents. These include community health programs, social groups and activities for seniors, families, and children. These programs include the "Discovery Tours" that are run by Council's Community Development Unit as a cultural orientation for new residents and migrant groups that have moved to the Liverpool LGA. Collingwood House once featured prominently on these tours (and now that the renovations are complete), the house and Precinct more broadly will offer a significant point interest.

Youth is another group in the community that could be addressed through services and programs held at the property. Council could partner with organisations like KARI and CPAC for programs or information sessions run in the spaces. For example, the KARI Youth Leadership program could complete a day of activities at Collingwood.

Some of these activities would be well-suited to taking place at Collingwood and the broader precinct. They would also provide mutually beneficial outcomes for the community and a café / restaurant located in Collingwood, if that option is pursued.

Currently / potentially resourced by:	<ul style="list-style-type: none"> Community and Culture Directorate
Additional resources required:	<ul style="list-style-type: none"> Venue Management and Operations Venue fixtures and equipment (AV screens, PA, chairs etc.)
Finances – approximate cost / potential revenue:	<ul style="list-style-type: none"> Cost neutral
Potential partners / grants:	<ul style="list-style-type: none"> Community Development Discovery Tours KARI As per current arrangements
Actions / Responsibility:	<ul style="list-style-type: none"> Management to liaise with Council's Community Development Unit to see if any of its current community activities program could be accommodated at Collingwood.

PRECEDENT 3. ARMIDALE AND REGION ABORIGINAL CULTURAL CENTRE AND KEEPING PLACE, ARMIDALE



BACKGROUND AND PRESENTATION

The Armidale and Region Aboriginal Cultural Centre and Keeping Place (ACCKP) is not based within or on a heritage listed property. However, this centre has been included as a precedent case study because it demonstrates a range of Aboriginal community uses, has some general physical site similarity and additionally demonstrates the tourism and economic

development impacts of facilities that support Aboriginal cultural expression.

The ACCKP was established with a Bicentennial Program grant and was opened in 1988. Initially managed by higher education institutions, it was incorporated in 1997 and governance was transferred to a Board of Custodians. The centre receives annual funding from the Armidale Regional Council as well as state and federal



support, including a grant in 2018 to complete expanded gallery spaces. The centre's activities are focused around the Aboriginal population of the New England Tablelands, which the website notes as comprising Anaiwan, Kamilaroi, Dainggatti, Ngarabal, Banbai, Gumbainggier and Bigambul nations.

The 1-hectare curtilage includes parkland and the centre is located next door to the New England Regional Art Museum. Apart from local community uses, this co-location with the NERAM also positions the ACCKP for tourist visitation as part of a combined stop for buses and groups, as opening hours are generally aligned.

OPERATIONS AND USE

The ACCKP is open 9:00am - 4:00pm Monday to Friday and from 10:00am - 2:00pm on Saturdays. The centre includes two Aboriginal artwork galleries, café, a family history centre, meeting and seminar rooms, an outdoor covered function area with pavilion, and a gift shop selling Aboriginal merchandise. The website describes the ACCKP as a 'major tourist destination for international, domestic and local visitors and a meeting place for the local community groups

and related service providers.' The program included 30 exhibitions across the two galleries in 2019.

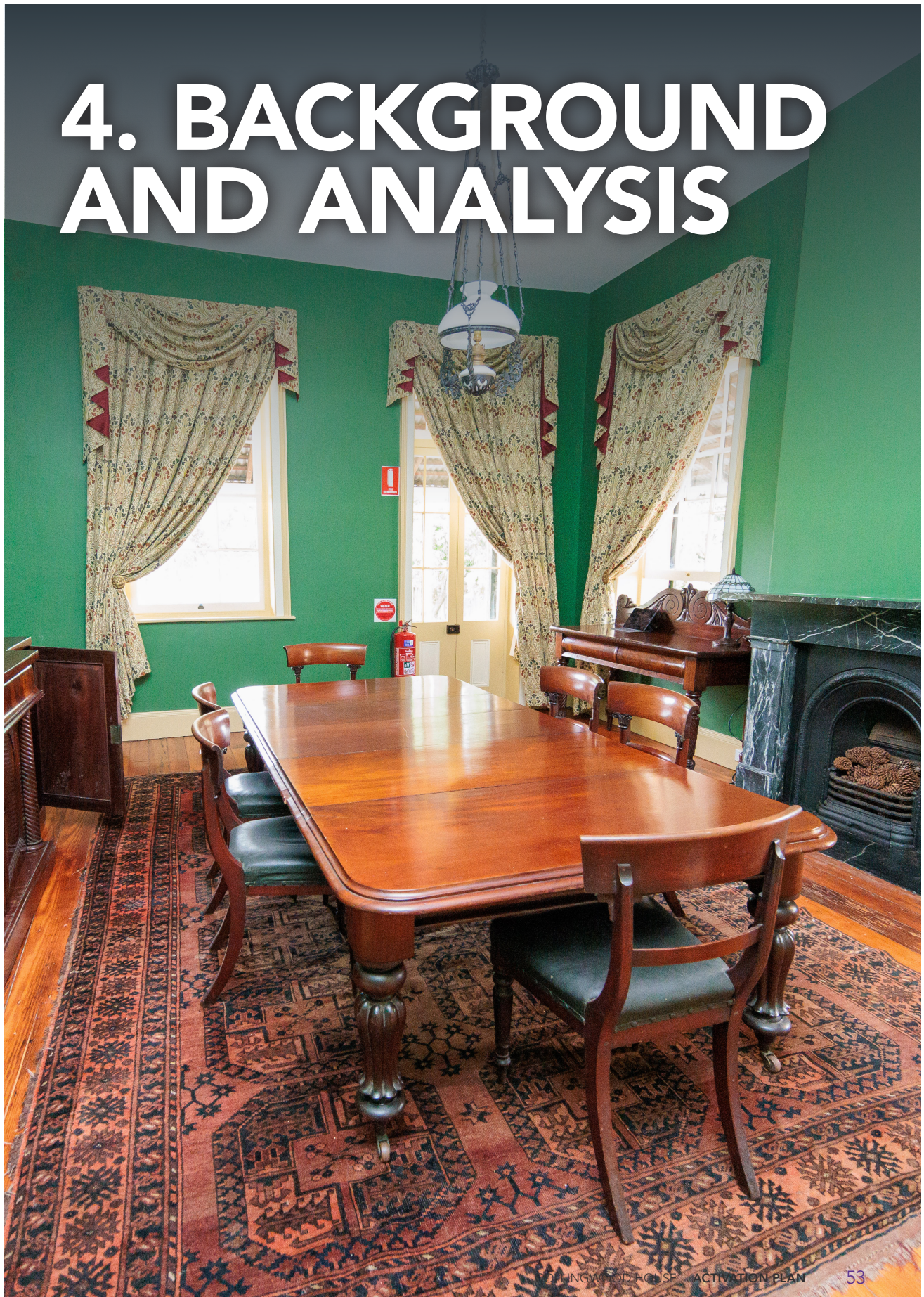
The centre runs Aboriginal cultural activities and workshops, school holiday programs and art classes. An Aboriginal Men's Group and an Aboriginal Women's Group run functions and events for local community members (these are funded by corporate sponsorship from Transgrid). An Elders Group was launched in 2019. NAIDOC Week events are held at the ACCKP, including the all-ages Day in the Dale event with live music. Event management of larger scale events are coordinated in partnership with the local council's staff, including the Aboriginal Community Development Officer.

A Friends of ACCKP support group exists for fundraising and advocacy, including from non-Aboriginal community members. The Board of Custodians meets quarterly but met fortnightly during redevelopment works. A Management Committee works with the Board to guide the implementation of programs and centre uses in line with strategic priorities.

LESSONS

- Instructive combination: uses and services for Aboriginal community members, as well as opportunities for sharing culture with other communities and visitors;
- Demonstrates the tourism impacts that professionally-run Aboriginal cultural programming can potentially deliver; and
- With declared Aboriginal Place status and its significance, Collingwood can go further than being infrastructure for cultural expression and additionally present a unique interpretation and story sharing opportunity that is embedded in the place.

4. BACKGROUND AND ANALYSIS



4.1. METHODOLOGY

This activation plan was developed over three stages: analysis and review; external stakeholder engagement and plan structuring and; drafting and finalisation. Stage one activities included review of relevant existing studies, documents and policy; site visits; preliminary audit of comparable cultural facilities; interviews with Council staff; literature review of best practice activation for similar sites and; development of stakeholder engagement plan in collaboration with Council. Stage two included the engagement process and stakeholder interviews; SWOT analysis; consideration of use scenarios and; the confirmation of the structure of the activation plan document.

Stage three commenced with submission of a 75% draft of the document and was followed by further feedback and drafting before submission of the final document.

4.2. SITE CONTEXT

The study area is approximately 4.36 hectares in total area. The Collingwood Homestead sits on 0.17 hectares.



Aerial view with Collingwood Precinct outlined in red (Source - CMP p. 2. NearMap, 14 June 2019)

4.3. PLANNING CONTEXT

Zoning

The Collingwood Precinct area is governed by multiple layers of environmental controls: the State Heritage item controls and the declared Aboriginal Place status, as well as controls applicable to each lot within it. Collingwood Precinct is listed as a Heritage - General Item under the Liverpool Local Environmental Plan (LEP) 2008, which corresponds to the State Heritage Register item of the 7 contiguous lots. Within this area, the LEP zoning for the lots is as follows (names and addresses used correspond to property names in the Council planning portal):

- SP2 - Infrastructure:
 - Liverpool Regional Museum (462 Hume Highway).
- RE1 - Public Recreation:
 - College Park (470 Hume Highway).
 - Former Tourist Information Centre site (460 Hume Highway).
 - 107 Congressional Drive.
 - Discovery Park (40 Atkinson Street).
 - 15 Birkdale Crescent.
 - Collingwood - Captain Bunker's Cottage (13 Birkdale Crescent).

Apart from Collingwood House and its parking at 15 Birkdale Crescent, the RE1 land forms continuous parkland dividing the Bunker house and the Museum and extending south to north from Congressional Drive up to Atkinson Street.

The declared Aboriginal Place curtilage includes the land noted above, apart from the three lots fronting the Hume Highway: the Liverpool Regional Museum and its carpark, the former Tourist Centre site and a bounded section of College Park (CMP 2021, p. 9).

During the gazettal process for the declared Aboriginal Place, a blanket Section 90 approval was provided for Council development and use related to required maintenance of the land and properties. Any other use, including for example a DA for a larger scale event, is possible under a Section 90, assuming the application demonstrates that cultural

values, significant elements and items are not affected. The NSW Office of Environment and Heritage has a set of Declared Aboriginal Places Management Plans Guidelines which lists specific considerations of activities on land in relation to its type of significant elements (2017, p. 10-13). With reference to these guidelines and with community consultation, a new blanket Section 90 may be possible, that provides for general approval of events of a certain type or scale. Any new landscape works should also consider these guidelines since tree-clearing, for example, is generally cited as harmful across a range of Aboriginal Place types.

Community and population

2016 ABS census data provides a snapshot of the cultural diversity, relative youth and volunteering habits of those living in Liverpool:

- 41% of Liverpool residents were born overseas.
- 52% speak a language other than English at home.
- Median age 33.
- 37% less than 27 years old.
- Top languages spoken at home are: English, Arabic, Vietnamese, Hindi, Italian.
- Fewer persons spent time doing unpaid voluntary work through an organisation or group (11 per cent), compared to the Greater Sydney population (17 per cent), and across all of NSW (18 per cent).

Key facts from Council's Destination Management Plan 2018/2019 - 2022/2023:

- Liverpool is one of the most ethnically diverse communities in Australia with residents from 150 different countries.
- Liverpool is home to one of the fastest growing populations in Australia.
- Population of 212,000 in 2016 expected to grow to 331,000 by 2036.
- 630,000 visitors p.a. to Library and Liverpool Regional Museum.
- 90,000 visitors p.a. to Casula Powerhouse Arts Centre.

'It is important to ensure that the visitor economy and tourism experiences are accessible and affordable to families, younger children, those with lower incomes, whilst providing a social and welcoming environment, and a point of difference to other visitor experiences across the region.'

Liverpool City Council's Destination Management Plan 2018/2019 - 2022/2023

District-level development will also shape the future population of Liverpool, for example the Western Sydney International (Nancy-Bird Walton) Airport development 'is expected to transform and drive future investment, jobs reorientation, and settlement patterns' (James et al, 2018).

4.4. STAKEHOLDER REPORT

Stakeholder Consultation Overview

From December 2021 - March 2022, the City People team conducted targeted interviews with representatives from key local history and heritage groups nominated by Council. These stakeholders were selected based on their relationships with and expertise on Collingwood House specifically, or for their general expertise on heritage sites in Sydney, in particular the Liverpool area. An additional interview was conducted with Jennifer Shearer French, private owner of the Glenfield heritage property in Casula. These structured interviews were designed and run by City People team members Michael Cohen and Eugene Ward, with specialist advisor Peter Watts.

The groups consulted included the following:

- Friends of Collingwood;
- The Liverpool Genealogy Society;
- The City of Liverpool and District Historical Society; and

- Moorebank Heritage Group.

As well as Alison Cukic OLO, descendant of Eber Bunker and key member of the Friends of Collingwood group, in a personal capacity as a stakeholder.

Consultation was also conducted during this period with local Aboriginal community members by project team member, Thelmerie Rudd.

Key themes, views and ideas that emerged from stakeholder consultation about activation for Collingwood House and the Precinct are detailed in the sections below.

History and Heritage Groups

Future uses or adaptation

There were a range of views expressed by stakeholders regarding possible future uses of the house. While multiple history and heritage group members supported new uses combined with small-scale improvements to the property, other stakeholders expressed a strong desire that the entire property be maintained as a historic house and that only the most basic updates be considered. These views can be summarised as being in favour of either of the following:

- Greater changes: one period furnished historic room maintained and the rest adapted for other uses, potentially including a small cafe; and
- Minimal changes: modern kitchen update only while maintaining multiple historic house rooms with period furnishing throughout.

Insights were provided about perceived and actual limitations as a venue site for events both inside and out, including the following:

- Limited indoor and outdoor capacities;
- Amplified music not being feasible with such close proximity to residences; and
- Infrastructure and way-finding issues for weddings and large events.

Regarding activation programs, these included following:

- All interviewees supported community group meeting rooms, arts workshop and other craft or educational activity uses; and
- Everyone emphasised that there should be greater multicultural and Aboriginal

programming and engagement both within the house and on the parkland.

Curatorial (interior)

- Some interviewees cited collection issues regarding accuracy and period representation. According to some stakeholders, there is a combination of periods represented in the objects yet it is generally presented as Bunker period. They felt that, should historic house rooms remain, each should aim for a specific ownership era and be fully furnished with objects of that era only (in line with principles of the Lucas conservation vision), with curatorial decisions based on what objects are held and the best furnishing outcome that can be achieved with them; and
- Most interviewees supported temporary exhibitions that could build up and diversify the curatorial and historical content beyond the Eber Bunker story. While acknowledging the significance and continued place of Bunker in any presentation of the property, there was a sense that the house could also 'tell the story of Liverpool,' include the subsequent owners and include Aboriginal stories.

Income sources

- There was a unanimous comment that entry fees should be charged for all future tours and education visits, including school groups, or any exhibitions;
- Fundraising food stalls and BBQs run by community groups were noted as an income source in the past, including on parkland. However, it was noted that precinct parkland / public space controls would need to allow this again; and
- A café was noted by those that supported greater adaptation of the property.

Education and learning

- There was strong support for continued school visits;
- Suggested expansion to historic themed learning activities (e.g. colonial cooking / craft / trades workshops). For higher education: architecture student visits.

Aboriginal site significance and community use

- All heritage and local history stakeholders

supported Aboriginal community involvement and use of both parkland and the house, including the integration of new interpretive materials and that everywhere be a site for cultural expression (i.e. including inside house, outdoors within the Bunker curtilage, on wider precinct land); and

- Noted support for Aboriginal enterprise including temporary stalls or markets.

Operations and responsibilities

- There was a desire to see property management, repairs, maintenance, cleaning, bookings and building access to be fully Council-managed; and
- All interviewees encouraged consideration of a professional curatorial and programs resource, noting that this might be a position shared with LRM or CPAC. However, all noted that a dedicated Collingwood House position would be ideal, if possible.

Collingwood House and Liverpool Regional Museum relationship

- There were differing governance views: some supported combined management while others emphasised independent resourcing for Collingwood House, if possible;
- All groups noted that, whatever the management arrangement, there must be synergy and coordination between the two facilities and additionally that Collingwood House must end operational reliance on volunteers, while still including them on a programming level; and
- The museum and the house should open with aligned hours to maximise the potential of the overall destination.

Future involvement of heritage and history group volunteers

Volunteers in the interviewed groups noted they were available for historical research to support future exhibitions and programs. The Friends of Collingwood mentioned willingness to continue tour guiding and historical costume performances (as permitted by volunteers' schedules).

Aboriginal Community Members and Organisations

To generate the recommendations for this Activation Plan, a dutiful consultation process took place, incorporating the local Land Council, site specific Custodians and First peoples with a life connection to the site. Feedback from site specific Custodians and local First Peoples groups was that Land Councils do not speak for them.

My home is my home and when people come, I make them feel at home - but I don't call it their home.

Use and access

All community members interviewed agreed that Collingwood House should be a meeting place. Both the house and the parkland should be available for free for community organisation use. Consideration of social support uses was emphasised as a way of making the space known and welcoming for First Nations people. Some use opportunities and aspects noted were as follows:

- ‘Mums and bubs’ groups;
- Pop-up community health clinics;
- Aboriginal Education Consultative Group (AECG) events; and
- That fees should be charged for weddings and commercial use.

Interpretation

Despite it being its official, gazetted name, everyone who was consulted noted they did not like the term ‘Collingwood Precinct Aboriginal Place’ - as this phrase does not mean anything to any community members. There is a preference for it to be called Cabrogal Land. Thelmerie Rudd offered this quote to summarise the feeling of Cabrogal Custodians: ‘My home is my home and when people come, I make them feel at home - but I don't call it their home’. There was support for either ‘You are on Cabrogal Land’ or ‘Cabrogal Meeting Place’ signs. This would align with the level of specificity that is now conventional and best practice in interpretation, signage and wayfinding in places with significance to Aboriginal people. Dual language signage should also be considered.

Other aspects of interpretation covered included:

- Historical interpretation should note the significance of the backroom in the Bunker Cottage where Aboriginal people were hidden from soldiers by Eber Bunker;
- Research should be completed regarding original scar tree that was on the site;
- Community would like to see photos of the area over time, to see how the landscape has changed; and
- There is a great opportunity for signage telling the stories that connect the Cabrogal Meeting Place to the hiding place in Collingwood House - the historical connection between the Bunker house and the Cabrogal people is a means of building up the cohesiveness of the whole site. The house is formally part of the declared Aboriginal Place land - there is an opportunity to build up this relationship interpretively.

Governance

- While use for all communities was welcomed, there was a desire for Cabrogal descendants to be specifically recognised and provided access to the precinct land for community gatherings;
- There is interest in a Cabrogal Elders Group being formed and this group could provide future governance input; and
- Liverpool City Council's Aboriginal Consultative Committee should consider plans and activities for the Precinct. For these discussions, invitations should be made to Cabrogal Custodian members, to Land Council representatives and to a Darug Elder (if there isn't already this representation in the advisory group).

4.5. SIGNIFICANCE

A comprehensive synthesis of significance assessments and heritage register details is provided in section 6 of the CMP (p. 85-106). The Summary Statement of Significance in the 2021 CMP is as follows:

Collingwood House is of state significance as a remnant cultural landscape demonstrating the layers of Indigenous and non-Indigenous history and the significant transition of the place from an agricultural estate to an industrial estate during the nineteenth century. The place is of exceptional significance.

Section 6 of the CMP - via the historical details used to describe the various forms of significance - provides an excellent resource for considering the layers of cultural values and curatorial parameters for Collingwood and the Precinct. Summary statements for the forms of significance include (p. 97-98):

- Social and cultural significance to the Darug, Tharawal, and Gundungurra groups as a known meeting place, and the ancestral connections of contemporary communities to these gathering events. It is an important place of gathering, connection, exchange, ceremony and cooperation.
- Collingwood House is significant as a part of New South Wales' early Colonial history, being one of the earliest estates established within the Liverpool area.
- The place is significantly associated with its original builder, the American Loyalist, mariner and trader Captain Eber Bunker (1761-1836).
- The Collingwood Estate was owned and/or occupied by several important colonial figures prominent in the fields of agriculture, commerce and law, including Samuel Dean Gordon; James Henry Atkinson; and Sir Saul Samuel.

- The site possesses local social significance for the people of Liverpool, many of whom have participated in its conservation and continuing presentation to the public. The site was conserved through community petitions and community action, which is indicative of the strong connections the local community has with the site.
- Collingwood House has aesthetic significance as a highly modified, colonial Georgian residence with later Victorian additions and intact rear service wing.
- Collingwood House is rare as one of several surviving houses exemplifying the strict building codes introduced by Governor Macquarie on 26 December 1810 and as one of the earliest land grants (1804) in the Liverpool area that retains, to some degree, its surrounding landscape. The site is also rare as the only surviving residence of prominent figure Eber Bunker.

Regarding the wider environmental settings of parkland by the Georges River and place significance for Aboriginal people, in a plan of management for the river corridor, Turf Design Studio noted:

Contemporary Western Sydney has one of the largest Aboriginal populations in NSW and the Aboriginal connection to the Georges River has remained strong. Older Aboriginal people interviewed as part of a River Revival Project recalled the river as a place for swimming, fishing and gathering well into the 1960s. The river functioned as a logical destination for family events and held a significant role in Aboriginal understanding of place.

Turf Design Studio, Georges River Corridor - Plan of Management and Master Plan, October 2002.

4.6. EXISTING INFRASTRUCTURE

This section is provided as a brief overview of present infrastructure and services. The CMP provides detailed descriptions in each of these categories, as well as commentary on recommended changes to suit future increased use of the property. Much of the recommendations presented by Extent in the CMP are applicable, regardless of the future balance of room uses and direction of the property. For example, additional toilets are noted regardless of whether Collingwood is maintained as a historic house museum throughout or if it becomes a multi-use space.

Toilets

There are two current toilets including an accessible toilet, located in the western elevation of the services building extension at the rear of the property. There are no toilets in the main house. An assessment should be made of the capacity that would be allowed for café use with this number of toilets as this will have a bearing on the numbers of people who can attend the café and functions.

Kitchen

There is a contemporary kitchenette in the main room, including cabinetry, single sink and compact oven, as well as a standard domestic refrigerator. Like an office kitchenette, it is suitable for basic preparation of pre-prepared food, tea and coffee. It is not suitable for a café or functions operation.

Water

There is a water and heating system that services both buildings.

Power and internet

There is currently only 240w power access throughout the House. When subsequent electrical works are undertaken at the property, it is recommended that the provision of 3-phase power and suitable external power access be investigated and implemented.

Currently, there is no internet service cable running to Collingwood House. The property never had a phone line and requires 'new build' NBN works. The proposed approach to installing this service is currently being drafted by Council in line with heritage-sensitive trenching and compliance with the CMP. It is proposed that the termination point will be the cellar with the

current electrical services. While the avoidance of any within-site embedded ethernet data cables is protective of heritage fabric, Council should procure technical advice on whether a Wi-Fi signal transmitted from the cellar will be usable across the property. Adequate Wi-Fi throughout the house should be a priority as this will facilitate interpretation and future public programs, office space use and visitor amenity.

Vehicle access

Access is via Birkdale Crescent, up the property's driveway to a small parking lot with capacity for 8-10 vehicles. Access is possible for small trucks and this has been the point for deliveries, builders and trades access for recent and past conservation work. Access and manoeuvrability may not be feasible for vehicles with oversize length, including for example stretch limousines (if, for example, this was desired for wedding hire).

Visitor parking

Apart from the small number of parking bays of Birkdale Crescent the main parking for the property is at the Liverpool Regional Museum. There is no paved pedestrian access from this carpark to the property.

Equipment

There is currently a limited supply of tables and chairs in the property and no provision of technical equipment (e.g. LED screens, data projector, audio equipment etc.). A full suite of up-to-date equipment will be required to implement the activation strategies. How each specific tech and A/V equipment requirement maps to each specific activation is covered in Chapter Three of this report.

4.7. CURRENT AND PAST OPERATIONS

Opening hours

The property is not operational. It is cleaned by volunteers from the Friends of Collingwood. It is opened to visitors or activities by arrangement. Recently, following eased COVID-19 restrictions, this includes scheduled activities programmed by Liverpool City Library.

Staffing

There are currently no staff dedicated to the activation of Collingwood House. In the past it has been managed by an ad hoc and changing

arrangement between Council's Heritage Officer, Liverpool Regional Museum and Friends of Collingwood. This has never been defined nor particularly effective for ongoing activation to be achieved. For approximately the past decade (though suspended during COVID-19), enquiries for use or viewing of the house have been made to Council who then referred these on to the Friends of Collingwood volunteers, to arrange access.

It is likely that the best period for coordinated staffing was following the opening of Liverpool Regional Museum in 1989 when the museum and Collingwood shared management, a curator and education and other programs.

Interpretation

The house is presented as a furnished house of the mid 19th century with little other interpretation. On the parklands, a sign notes the Aboriginal Place status of Collingwood Precinct and provides a general description of its significance via notes on the physical characteristics of the high land and its vistas. It does not include any specific references to Clan, Nation or Language and there is a gap in detail between the cultural values indicated in its declared Aboriginal Place documentation and the interpretive signage displayed.

Visitation figures

Visitation is general not possible at present, following a major conservation project in the past few years. When operated jointly with the Liverpool Regional Museum in the 1990s visitation was generally about 5,000 p.a. though there is no breakdown of types or days available. During this time Collingwood was managed together with the museum by a joint Curator with an active shared education program.

Program

Liverpool City Library has recently advertised for several programs at Collingwood including:

- High Tea and Tour of Collingwood for Seniors Week; and
- Arts program (including monthly painting classes)

Further library and museum related programs are encouraged and are a key means of activating the property. Care should be taken to program events that cater to a variety of community members to avoid the perception of there being selective or exclusive uses of the property while it is not regularly open to the public.

Friends of Collingwood

The Friends of Collingwood comprises descendants of Bunker as well as local history enthusiasts and researchers. For the past ten years, they have undertaken voluntary cleaning and maintenance work at the house and have presented house tours and school visit programs focused on Eber Bunker. Over this period, the Friends have been responsible for providing access to the property for interested visitors via appointment, with a focus on facilitating primary school visits. In the past - when this was permitted on the parkland - they ran fundraising BBQs to support the organisation and its voluntary work on the property.

4.8. COUNCIL POLICY FRAMEWORK

Council has a number of policy and strategic documents that are relevant to the activation of Collingwood House and the Precinct. Those considered most relevant are as follows:

Liverpool City Council Destination Management Plan 2018/2019 – 2022/2023

This document provides the following vision and objectives (p. 23):

Vision: A place locals are proud to call home; celebrating and sharing our diversity, heritage and nature.

Objective: To build a thriving visitor economy and increase the economic benefits that flow from tourism to local businesses and communities through unique visitor experiences.

The document anticipates a significant increase in the visitor economy, part of which will be driven by its history and heritage.

The report notes (p. 16):

Liverpool has a rich heritage with major cultural and arts focus. There are a number of significant heritage buildings and places which are protected at local and state levels, which contribute to Liverpool's identity. Maintenance of historical buildings often involves significant building works which come at a high cost. A challenge for Council is to balance the need to protect the community identity and heritage with budgeting pressures.

Collingwood is considered one of the key heritage tourism assets, together with Aboriginal history and heritage (both are listed under 'core products and experiences' on p. 20). Other assets include multicultural cuisine, specialty shopping, vibrant arts scene including festivals and events, health and innovation and universities.

Liverpool City Council First Nations Cultural Protocols, 2021

This policy document is designed to assist Council staff in working, communicating and consulting with First Nations community. The document provides some background around local First Nations people in the Liverpool area as well as details around traditional and cultural protocols. The document provides a good starting point regarding cultural considerations when consulting with Aboriginal people or engaging Aboriginal people for services. Knowledge of these protocols should be the foundational point of reference for Council staff members who collaborate with Aboriginal stakeholders in realising future activation of the Precinct. One particularly relevant element is the calendar of significant events which can be viewed as a guide for activation opportunities but also as a consideration for when stakeholders and community members are likely to be busy, which may affect planning.

Liverpool City Council, Liverpool Heritage Strategy, 2019 – 2023

The document identifies a range of actions under the headings Knowing, Protecting, Supporting, Celebrating and Indigenous. These actions are not listed as they are too numerous. Some of them are specific to Collingwood and have already been, or are being, implemented. These include substantial conservation work, preparation of a new CMP and a Landscape Masterplan for the adjacent parkland.

Collingwood could take a lead and/or contributory role in the implementation of other proposed actions and these have informed parts of the SWOT Analysis and proposals outlined in this report.

Liverpool City Council, Cultural Strategy 2017 – 2021

This strategy sets out a series of Key Outcomes under the general themes of:

- *Enhance: Council's existing creative and cultural offerings*
- *Generate: new opportunities for arts creation, creative outcomes, and audience participation*
- *Promote: Liverpool's cultural assets and reputation as the cultural destination of south west Sydney*
- *Celebrate: recognise and share our diversity, uniqueness and the cultural heritage of our communities*

The strategy indicates that Council, in recognition that cultural activity are key mechanisms for community engagement has a clear intent to significantly drive cultural activity, in all its forms (p. 19). Further it sees that activity as being innovative, inclusive, diverse and maximising the value of existing assets.

Almost all of the Key Outcomes identified in the strategy are relevant to Collingwood and are not repeated here. However, they should be read in conjunction with this report.

4.9. CONSTRAINTS

The full range of planning implications of the zoning and controls settings are outlined in the CMP. This section is structured as a commentary on the CMP in relation to activation.

Conservation Management Plan - aspects informing this plan

Of particular interest to this Activation Plan are the constraints, opportunities and issues that arise from the CMP (p. 107-108). In broad terms these overriding matters can be described as follows:

- Requirement to protect and enhance cultural significance;
- Requirement to ensure the conservation of the significant fabric of the place;
- Requirement to interpret and prompt the history and significance of the place;
- Requirement to comply with statutory obligations of NSW Heritage Act 1977, National Parks and Wildlife Act 1974 and Liverpool Council Local Environment Plan 2008, Disability Discrimination Act 1992;
- Desire to manage the place for the public benefit;
- Opportunity to enhance access and reinforce importance to community;
- Opportunity to retain and enhance landscape and gardens.

More specifically the CMP notes that *the heritage significance of the place does not prevent future changes. Ongoing use is the best way to ensure conservation into the future* (p. 108).

It also notes that historic buildings left vacant are at greater risk of damage or decay. The best way to protect a building is to keep it occupied, even if the use is on a temporary or partial basis (p. 116).

Specifically in relation to interpretation, of which activation can be a critical part, the CMP (p. 117) suggests the following needs to be considered:

- the types of audiences who will interact with the site;
- where audiences are most likely to interact with the site (i.e. on-site, print, or digital);
- the most appropriate types of interpretation;
- site user requirements and privacy; and
- avoid adverse physical or visual impacts to heritage fabric.

The CMP does not anticipate any particular use of the property but notes (p. 117) *that the policies that follow in this report should guide any future leasing or other usage arrangement for Collingwood to ensure the conservation and maintenance of the house, kitchen, and landscape elements which contribute to the significance of the place*. It does, however, suggest (pp. 339–342) how the spaces might be configured for two alternative uses: Living Museum and primarily as a function space.

Conservation Management Plan - relevant policies

The CMP contains an extensive policy framework. The most relevant parts for this Activation Plan are:

Policy 26.1

The place is significant for its historic, associative, social and representative values stemming from its origins as a grand Georgian residence. Future uses should be compatible with this significance, highlighting its original use. Compatible future uses include:

- residence;
- community space;
- museum or gallery; and
- café or restaurant.

Policy 26.4

Where a new use for a space, element, or building is proposed, an adaptive re-use study is recommended to be prepared to determine that the new use will support the significance of the place.

Policy 49.3

The interpretation of the place should be based upon the historic thematic associations and evidence presented in the CMP.

Policy 49.4

The Interpretation Plan is recommended to achieve a consistent approach to interpreting the site and communicating to the wider public Collingwood House's history and heritage.

Policy 49.5

Interpretation is recommended to encourage an appreciation of the significance of the site and long-term conservation for present and future generations.

Policy 51.2

Interpretation is to avoid physical impacts to significant heritage fabric.

Policy 51.4

Interpretation is recommended to take advantage of opportunities where spaces can be restored as interpretive displays, incorporating built features as well as movable heritage items.

Policy 53.1

Records and reports relevant to the history and management of Collingwood House that are held in other locations should be sought and copies added to its archival records.

Policy 53.2

Original plans and documents should be digitised and archived, and the digital records made available for research purposes.

4.10. INTERPRETATION THEMES

The CMP identifies many national and NSW state historical themes that are relevant to the place (pp. 53–54). These are as follows:

- Aboriginal Cultures and interactions with other cultures
- Convict
- Agriculture
- Commerce
- Pastoralism
- Environment: cultural landscape
- Industry
- Land Tenure
- Accommodation
- Domestic Life
- Creative endeavour
- Persons

All of these themes offer plenty of opportunities for interpretation, both in semi-permanent displays and in other forms of more temporary or transitory programming such as exhibitions, displays, lectures, workshops, demonstrations, art installation and performances.

5. RECOMMENDATIONS



It is noted that realisation of any of the projects, initiatives and recommendations identified within this activation plan will be subject to available resource and funding allocation.

In the absence of some critical information in relation to governance, management and curatorial direction (including interpretation) for Collingwood House, and the development of the Precinct, it is difficult to make precise recommendations. Rather, this report has set out various opportunities that can be given further consideration as decisions about these matters are resolved.

Nevertheless, and within this context, the following recommendations are made:

1. A hybrid approach to the presentation and management of the property is recommended to maximise the activation of the property. A proposal for how this might look is shown on plans in Section 2.4.
2. It is recommended that Council appoint a dedicated Curator/Manager and at least one other supporting staff member for Collingwood House. This will allow for greatest flexibility and capacity to make the above model a success. Regardless what staffing model is adopted, resourcing should be subject to review after two years when patterns in visitation and activity begin to emerge.
3. In order to better accommodate outdoor events in the gardens surrounding Collingwood House, it is recommended that the landscaping be simplified, in particular:
 - that the area within the carriage loop be simply grassed so an audience can be seated with the front façade of the house as a backdrop;
 - the existing pebble driveway be replaced with fine crushed granite to facilitate movement of equipment and people; and
 - that the area to the north of the house be grassed or gravelled in a flat rectangular area that could accommodate a marquee from time to time.
4. In order to maximise the range of opportunities it is recommended a commercial kitchen replace the existing kitchen within the main house.

5. In relation to the Precinct more broadly, it is recommended that the brief for the masterplan should consider including the following, so as to be compatible with some of the opportunities for Collingwood:
 - Reinstatement of the original carriage drive to Collingwood that is clearly visible in the grassland;
 - Collaboration with a First Nations artist to help inform the design of the park;
 - Development of a Yarning Circle;
 - The opportunity for a bush tucker garden; and
 - A celebration of endemic plant species.

6. In relation to governance, it is recommended at a minimum that a Council Management Committee is formed, comprising representatives of those Units who would/ could have an impact on the activation of the property including: CPAC, Library Information and Heritage, Parks and Gardens, Events, Business Development (Visitor Economy), and Liverpool Regional Museum.

If a dedicated resource is not appointed, responsibility for the creation of planning and implementation documents could sit with this committee. An internal resource could be nominated to undertake necessary work, reporting directly to the committee.

5.1. ACTIONS

As specified in Recommendation no.2 above, ideally, an experienced curator / manager, together with an assistant, will be engaged to advance the recommendations in this report working to achieve an holistic approach to the management, presentation and activation of the property. These staff members could then implement the key tasks for the short- to mid-term to put the direction and operations of Collingwood House on a secure footing. This would be a better and more cost effective investment of funds than commissioning a Curatorial and Interpretation Strategy (and other planning documentation) as it recognises the interrelationship of all parts of the development and operation of the property.

SHORT TERM	– Investigate the possibility of establishing an office in Collingwood House, and build a network within Council and amongst various community groups for the House
	– Identify a key responsible resource to act as secretary for chosen governance structure
	– Seek funding to implement initiatives identified in this Activation Plan
	– Develop a detailed curatorial plan for the interiors of Collingwood House
	– Integrate the initiatives identified in this Activation Plan, with the Master Plan for the Collingwood Parklands
	– Conduct an Expressions of Interest (EOI) process for a commercial food and beverage tenant to operate on-site
	– Develop and trial, at an early stage, primary school education programs
MID-TERM	– Establish a Manual of Policies and Procedures for the operations of Collingwood House and the Precinct
	– Develop and manage any support groups and Volunteers
	– Manage any events held in the precinct, as they are developed

6. APPENDICES



APPENDIX 6.1. COMMERCIAL EVENTS VENUE HIRE COMPARISON: FACILITIES AND RATES

Collingwood House has an estimated internal capacity of 50 persons and an external capacity of approximately 100-200, depending on the configuration. This is a non-exhaustive overview of select properties that are comparable in some way to Collingwood, provided as context for guiding the potential venue hire rates chargeable.

Venue	Overview	Kitchen	Features and Notes	Rates
Chipping Norton Recreation Centre (The Lakes Boatshed)	Council property. Popular wedding reception and birthday venue. Large function room on first floor. Though not a similar property, this is Included as indicative of infrastructure needed for larger function and reception hosting.	Basic, non-commercial fit-out with large amount of bench space for catering preparation.	Indoors venue only. Air conditioning and heating. Car park.	Weekend day block rate (7 Hrs) \$345 + Deposit Bond: \$1,200
Eskbank House	Lithgow City Council property. Refer to Precedent 2 case study, for details.	Basic kitchenette.	Secluded grounds. Limited indoor capacity - primarily used for outdoor events.	Venue hire: \$150 Wedding ceremony: \$250 Bond: \$250 Wedding ceremony attracts different rate to general event hire. Events may run any length within opening hours.
Experiment Farm Cottage, Harris Park	National Trust property. Verandah, gardens and courtyard available for small event hire. Internally there are only guided tours of house.	None.	No internal use. Small events, cocktail parties, receptions in courtyard or front garden.	Event hire \$110 p/Hr (minimum 2 Hrs) Wedding ceremony: \$220–\$357.50 depending on photography package options. Available for 1 or 1.5 Hrs.
Elizabeth Farm, Parramatta	Sydney Living Museums property. Verandahs, gardens, courtyard, furnished house museum, tea room available on weekends only.	Modest commercial kitchen in tearoom.	Very professional and highest standards in all areas of operation. Special services negotiated separately. All fees include professional support and supervision from venue.	Outdoors Garden party: \$3,000 for 3 Hrs Wedding ceremony: \$1,800 for 2 Hrs Wedding ceremony and garden cocktails: \$3,800 for 4 Hrs Picnics and children's parties: \$2,000 for 2 Hrs Indoors Dining & Drawing Room drinks and dinner for up to 16: \$2,200 for 5 Hrs Drawing Room cocktail for up to 40: \$2,200 Indoors and Outdoors Photography: \$250 per hour (min. 3 hours) Equipment (chairs, cushions, umbrellas), technical support available at additional cost

APPENDIX 6.2. PROGRAMMING – EDUCATION – CURRICULUM LINKS

This section provides an overview of the NSW curriculum links that can motivate and guide development of education programs at Collingwood House and the Precinct.

All references to primary and secondary syllabi refer to current NSW Education Standards Authority (NESA) syllabus documents for the year levels and subject named in each instance (retrieved February–March 2021 from <https://educationstandards.nsw.edu.au/wps/portal/nesa>). While there is generally year-to-year stability, each of the subjects and syllabi named should be reviewed in detail on NESA prior to development of any materials as the status of any element of the curriculum is subject to change.

History (Primary level)

If period presentation is maintained, Collingwood could provide an appropriate excursion location for Stages 1 and 2 introductory history - in line with existing programming. This level of history is based around students making early steps into historical inquiry, including by observing differences in daily life between the present and the past. Sydney Living Museums learning pages, including for Elizabeth Farm, are instructional for how professionally developed school visit programs and resources for these cohorts are presented.

Aboriginal History and Culture

Aboriginal Studies is an elective secondary subject for Stages 4 and 5 (Years 7-10) as well as an HSC elective subject for Stage 6 (Years 11 and 12). There is also an option in some school contexts for primary (Stages 1-3) learning of Aboriginal perspectives in English, Mathematics, PDHPE, Creative and Practical Arts and Science and Technology, delivered under the Human Society and Its Environment (HSIE) syllabus. For the HSC Aboriginal Studies syllabus, the content includes the study of both historical and contemporary experiences of Aboriginal people, including a Local Community Case Study research project.

The Aboriginal Languages NESA subject is again delivered as part of an HSIE syllabus in

primary before becoming an elective for years 7-10. The NESA syllabus provides the framework for Years K-10 for structuring the learning of an Aboriginal language. For Stage 6, the Aboriginal Languages HSC elective is a Content Endorsed Course. For the K-10 syllabus, 'learning about cultural features of the local community' is an outcome under the Moving Between Cultures syllabus Objective.

European History

Colonialism and the impact of First Contact are part of the Core Study at Stage 5 of the mandatory History syllabus. This Core Study History unit on 'Rights and Freedoms' suggests school excursion sites including: a museum visit, a local site of significance or a heritage site. There is an optional Stage 4 History module dedicated specifically to colonisation and 'contact history' internationally, with an emphasis on Australia. Colonialism and First Contact are also part of the Aboriginal Studies senior secondary elective detailed above.

Local History

Local history research may be a component of the Personal Interest Project for HSC Society and Culture students.

At the tertiary level, links may be realized with numerous Australian history units of study at Western Sydney University (WSU), such as 101999 Twentieth Century Australia. WSU teaching and research institute staff include Australian historians; Tim Rowse, Carol Liston and Bridget Brooklyn, whose areas of interest align to various aspects of Collingwood. Once primary and secondary educational resources have matured (which should be priority as visitation impact will be greater from these), there could be consideration around higher education partnerships, including embedding Collingwood visits into WSU unit content.

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Collingwood House Activation Strategy External Stakeholder Engagement Plan

This engagement plan allows us to identify:

- which external stakeholders we will engage with
- what we will say to them
- what level of input we would like from them
- the channels we will use to undertake this engagement
- how long it will take
- necessary budget items

Purpose

- **To consult** key stakeholders on what is their understanding or involvement with Collingwood House and precinct
- To **consult** and seek guidance from communities and stakeholders on what activation options or opportunities might happen there in the future.
- To identify interest from stakeholders and community members **to collaborate** on the development of activation programs at Collingwood House / precinct in the future

What is the scope of the engagement?

Our engagement focus is:

- Aboriginal communities and organisation stakeholders
- New migrant and culturally & linguistically diverse (CALD) communities and organisations
- Historical and heritage interest groups in the area

How will we meet our engagement purposes?

- Interviews and presentation - online and in person (with regard to NSW public health recommendations)
- Facilitated collaboration discussions

Engagement Activity Expenses (as subset of City People contract fees):

- Community participation honoraria (where applicable) to involve Aboriginal stakeholders and communities

When and where will we engage with external stakeholders?

- The intention is to conduct interviews during 24 November – 17 December 2021
- Interviews will mostly be conducted via Microsoft Teams.



Roles and responsibilities

Person / Body (internal and external participants)	Role	Responsibilities
Liverpool City Council Heritage Officer (Thomas Wheeler)	Project leader	<ul style="list-style-type: none">Facilitate introductions between heritage/history groups and City People
Liverpool City Council Public Art Officer (Dr Clare Cochrane)	Internal stakeholder	<ul style="list-style-type: none">Facilitate introduction between “Haig Park Coffee Club” and City People First Nations Specialist Advisor
City People Lead (Michael Cohen) and Research Assistant (Eugene Ward)	Cultural agency / stakeholder broker	<ul style="list-style-type: none">Liaise with stakeholders to confirm engagement detailsConduct interviews / presentations with Specialist AdvisorDocument feedback from stakeholders
City People Specialist Advisor, Heritage Infrastructure (Peter Watts AM)	Stakeholder broker	<ul style="list-style-type: none">Conduct interviews with stakeholders
City People Specialist Advisor, First Nations (Thelmerie Rudd)	Community and stakeholder broker	<ul style="list-style-type: none">Set direction for Aboriginal community and stakeholder liaisonConduct interviews with stakeholders
City People Specialist Advisor, First Nations (Venessa Possum)	Community and stakeholder broker	<ul style="list-style-type: none">Set direction for Aboriginal community and stakeholder liaison

Who are we engaging and how do we reach them?

Stakeholder organisations:

Stakeholder name	Methods to reach them
Aboriginal community groups and stakeholders <ul style="list-style-type: none">Local custodians and Cabrogal people (e.g., Uncle Des, Aunty Glenda)Haig Park “Coffee Club” (TBC)Melissa Williams, CEO Gandangarra Land CouncilDharawal Land CouncilDarug Traditional Owners Network	<ul style="list-style-type: none">First Nations specialist advisors to contact stakeholders through their networksLiverpool Council Public Art Officer to facilitate introduction to Haig Park “Coffee Club”City People to send out Collingwood House / Precinct overview document prior to meeting
History and Heritage Groups <ul style="list-style-type: none">Friends of CollingwoodMoorebank Heritage GroupLiverpool Historical Society	<ul style="list-style-type: none">Liverpool Council Heritage Officer to facilitate introductions to history and heritage group stakeholdersCity People to send out Collingwood House / Precinct overview document prior to meeting
New migrant / CALD communities stakeholder <ul style="list-style-type: none">Liverpool Migrant Resource Centre	<ul style="list-style-type: none">City People to contact directlyCity People to send out Collingwood House / Precinct overview document prior to meeting



Heritage Significance Assessment

Former Liverpool Scout Hall – 124 Moore Street, Liverpool

June 2021
EHC2020/0149

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1.0 EXECUTIVE SUMMARY

In early February 2021, a Mayoral Direction of Liverpool City Council ('Council') was made, to issue an Interim Heritage Order under Section 25 of the *Heritage Act 1977* on the former Liverpool Scout Hall at 124 Moore Street, Liverpool.

Interim Heritage Order No.2 was published in the NSW Government Gazette No.57 on 12 February 2021 (see **Appendix B**).

Consequently, this Heritage Significance Assessment has been prepared at the request of Liverpool City Council to establish the cultural heritage significance of the Liverpool Scout Hall and to determine if it reaches the threshold for listing as an item of heritage significance on Schedule 5 of the *Liverpool Local Environmental Plan 2008*.

The site is situated within the Liverpool City Council local government area and in the locality of Liverpool, which is 27 kilometres southwest of Sydney city. The site comprises Lot 1 in Deposited Plan 10447, commonly known as 124 Moore Street, Liverpool.

Situated on the site is a single-storey, timber hall of weatherboard construction, displaying characteristics and features which attribute it to the small-scaled community hall vernacular of the early 20th century Inter-War period.

This report has assessed the heritage significance of the former Liverpool Scout Hall, based on a visual analysis of the site and historical research. The report includes a detailed assessment of the site against the Heritage Council of NSW significance assessment criteria (being the standard evaluation criteria) to determine the significance of the place to the Liverpool context and, more broadly, the NSW context.

This report establishes and demonstrates that the former Liverpool Scout Hall, satisfies the NSW Heritage Council significance assessment criteria for its historical, associative, aesthetic, social, rarity and representative values and is of cultural heritage significance at the local level for the following reasons:

- The Liverpool Scout Hall evidences the culmination of a five-year, grassroots fundraising effort by the community, opening in the height of the Great Depression – a major achievement and testament to the determination and cooperative nature of the local community.
- Its opening in 1930 was a significant event in local history that involved the Governor of New South Wales and local dignitaries.
- The hall has important historical associations with the Scouts movement and specifically, Liverpool Scouts, but also with the Liverpool community, having been the focus of a large and varied number of community and social events for 90 years.
- The building was used as the training venue of the local Volunteer Defence Corps during the Second World War and has an important contribution to the historical narrative of the Liverpool area.
- The building retains a high degree of design integrity, having been little altered from its original form and style. This makes it of architectural interest and value and is considered a good representative example of an early 20th century Inter-War period community hall.
- The Liverpool Scout Hall is rare in the locality, as a rare surviving example of a small-scaled timber community hall. Its purpose-built association with the Scouts movement makes it of particular rarity value in the locality, with few Scout halls provided for in any one locality.
- The building is an important and visually prominent feature in the streetscape.

2.0 INTRODUCTION

2.1 Context of the report

In early February 2021, a Mayoral Direction of Liverpool City Council ('Council') was made, to issue an Interim Heritage Order under Section 25 of the *Heritage Act 1977* on the former Liverpool Scout Hall at 124 Moore Street, Liverpool.

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The report considers:

1. An analysis of the physical attributes and characteristics of the property.
2. An analysis of the historical context of the property.
3. A comparative analysis with other items or places displaying similar characteristics and attributes.
4. An assessment of the property to establish its cultural heritage significance, using the NSW Heritage Significance Assessment Criteria, with the formulation of a Statement of Significance.
5. Recommendations on future management of the item or place.

2.2 Methodology

This report has been prepared in accordance with guidelines outlined in the publication '*Assessing Heritage Significance*' as contained in the NSW Heritage Manual, produced by the Heritage Council of NSW.

The assessment is based on a visual examination of the subject site and analysis of the site in its context. The historical analysis is based on material sourced from, Liverpool Council files, Liverpool Local Studies Library, NSW Land and Property Information and other various archival resources and information repositories.

The analysis of the site in its context and historical analysis is then proceeded by a significance based desktop assessment of the cultural significance of the subject site.

The overarching philosophy and approach to this report is guided by the conservation principles and guidelines of the Australia ICOMOS *Charter for the Conservation of Places of Cultural Significance (Burra Charter)* 2013.

The objective of this report is to analyse, assess and establish the heritage values and cultural significance of the subject site and its heritage curtilage, followed by providing preliminary guidelines and recommendations to ensure that any identified heritage values are retained, protected and appropriately managed.

2.3 Authorship

This Heritage Impact Statement has been prepared by Michael Edwards B.Env.Plan M.Herit.Cons, M.ICOMOS, JP, Director & Principal Heritage Consultant / Advisor, Bethany Robinson BA, M.Mus&Herit, Heritage Consultant and Isabelle Adamthwaite BA, M.Herit.Cons, Heritage Consultant for Edwards Heritage Consultants.

The report has been reviewed and endorsed by Michael Edwards.

Ms Robinson is a young and vibrant Heritage Consultant who is passionate about the historic built environment. Her fast-growing skills set is underpinned by her background and experience in cultural heritage management and conservation practice with various museums collections.

Ms Adamthwaite is an enthusiastic Heritage Consultant whose combined skills and experience in history and heritage management and conservation practice, reinforces her well-rounded, balanced approach to effective research and conservation theory and practice.

Mr Edwards has over 15 years extensive experience in both the town planning and heritage conservation disciplines and has held previous positions in Local and State Government. Mr Edwards has previously worked with the former Heritage Division of the NSW Office of Environment and Heritage and is currently Heritage Advisor to the City of Ryde Council, Cessnock City Council and Georges River Council.

2.4 Limitations

This Heritage Significance Assessment:

- Considers the site, external structures and internal rooms and spaces that were visually and physically accessible by EHC on the day of the inspection. It is noted that access to the site, including internal access, was not obtained.
- Is based on information that is available 'in the public domain', including information that is accessible online.
- Is limited to the investigation of the non-Aboriginal cultural heritage of the site. Therefore, it does not include any identification or assessment of Aboriginal significance of the place.
- Is limited to a due-diligence archaeological assessment only and does not present a detailed archaeological assessment of the site.
- Does not provide a structural assessment or advice. Subsequently, this report should be complemented by advice from a Structural Engineer with demonstrated heritage experience.
- Is not intended to establish a comprehensive conservation management framework to guide the ongoing use, management and protection of the place.

2.5 Terminology

The terminology used throughout this report is consistent with the NSW Heritage Manual and the *Burra Charter*.

A glossary of common terms used is listed in Appendix A.

2.6 Physical Evidence

A visual examination of the site and the surrounding area was undertaken on 8 June 2021. All contemporary photography used in Section 2 of this report was captured at this time.

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3.0 SITE ASSESSMENT

3.1 Context

The site is situated within the Liverpool City local government area and in the locality of Liverpool, which is 27 kilometres southwest of Sydney city. The site comprises Lot 1 in Deposited Plan 10447, commonly known as 124 Moore Street, Liverpool, or the 'Liverpool Scout Hall'.

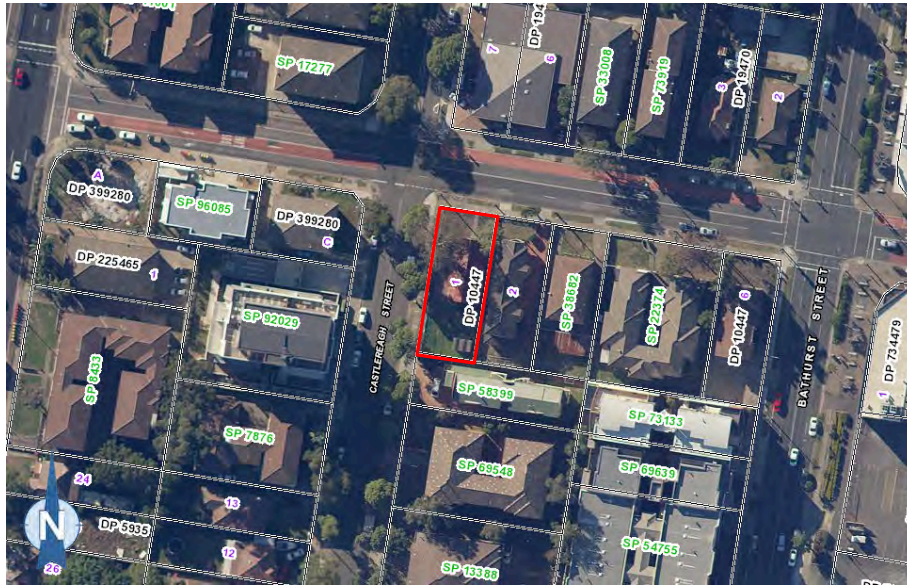


Figure 1: Aerial view of the locality, subject site denoted in red.
[Source: NSW Land and Property Information, 2021]



Figure 2: Aerial view of the site.
[Source: NSW Land and Property Information, 2021]

3.2 Description of the site

Inherent characteristics

The subject site is located on the south side of Moore and is situated within an established urban streetscape, which is largely characterised by four-storey and five-storey residential apartment buildings.

The site is rectangular in shape and comprises an area of approximately 594sqm.

The site is adjoined to the north by Moore Street, to the east by a four-storey residential apartment building, to the south by a three-storey residential apartment building and to the west by Castlereagh Street. The site is described as a 'corner allotment', being bound on two sides by public roads.



Figure 3: View of the subject dwelling and surrounding buildings, looking south.

Form, materiality and detailing

The hall is a simple, rectangular, timber weatherboard building with brick foundations. It has a gabled roof form, which is clad in short sheets of corrugated metal. The sheeting is substantially corroded.

The building has a deep setback from the street. The front elevation is symmetrical and features two double casement windows on either side of a double-leaf door. The windows have been partially covered with paint and do not appear to open. The window frames and sills are timber, and the lintels are angled on the left and right sides. There are two cement steps leading to the main entry door, the second of which is capped with bricks. Above the door there is a flat awning supported by two timber brackets. Near the apex of the front gable, above the door, there is a wide timber louvre vent. The gable is bordered by simple timber bargeboards. There is a flag post projecting from the apex of the gable which is supported by thin, horizontal timber beam in line with the top of the louvre vent.

On the eastern elevation there are four double casement windows which match the windows on the front elevation. There are another three of these windows on the western elevation as well as a double-leaf

door with steps, both of which matches the entryway at the front of the hall. The rear elevation has a louvre vent in the same position as the one on the front elevation. A rainwater pipe crosses the rear of the building below the gable and connects to a large, cylindrical rainwater tank made of corrugated metal which sits on the western side of the rear elevation.

In the south-eastern corner of the site there is a rectangular toilet block of masonry construction which post-dates the hall.

The definitive framework for identifying architectural styles within Australia is that developed by Apperly, Irving and Reynolds in *'Identifying Australian Architecture: Style and Terms from 1788 to the Present'*. The authors provide a perceptive account of what constitutes and defines a style. Mostly concerned with 'high' or 'contrived' architectural styles, rather than the 'popular' styles or the vernacular, it is accepted that the boundaries between identified styles are not always clear-cut.

Subsequently, the terminology for a style and the framework to be applied in defining the style, comprises two parts, firstly identifying the period in which the building belongs and secondly describing the major characteristics.

In this manner, the building displays characteristics that are attributed to the early 20th century Interwar period and of the timber hall vernacular typical of the period. The building is not considered attributed to any one particular or definitive architectural style.



Figure 4: Front elevation of the subject building, looking south.



Figure 5: Front elevation, looking east.



Figure 6: Western elevation.



Figure 7: Rear of the hall, looking east.



Figure 8: Toilet block at the southern side (rear) of the hall, looking east.



Figure 9: Rear elevation of the hall, looking north.



Figure 10: Front elevation of the building, looking southwest.

Interior

Internal access was not provided, whereby the interior of the hall has not been inspected.

Landscape

The hall is set on a flat, grassed site, with a minimalistic landscaped setting. A straight concrete path leads from the main street (Moore Street) to the front entry of the hall and a rectangular area paved with bricks which adjoins the doors on the western elevation. Beside this paved area is a raised rectangular vegetable garden. At the north end of the west side of the hall there is a small, rectangular, covered barbeque structure with a flat roof.

The site is bordered on the north and part of the west side by a low metal post and mesh fence. On the west side, this transitions into a high metal chain link fence. There is a high Colourbond post and panel fence on the east and south sides of the property.



Figure 11: View of the front garden facing south.



Figure 12: View of the front garden facing south east.



Figure 13: View of the rear garden facing southeast.



Figure 14: View of the rear garden facing northeast.

3.3 Streetscape contribution

Built c1930, the Liverpool Scout Hall forms a part of the early 20th Century character of Moore and Castlereagh Streets being prominently situated on a corner allotment. The building is unique, in its form and architectural language being one of the only surviving Inter-War period civic buildings within the immediate vicinity. The remainder of the built form is largely detached multi-storey residential flat buildings, commercial buildings and civic buildings.

Individually, the building is considered visually distinctive by virtue of the simple form, scale, and architectural style and detailing, having architectural features that distinguish the Liverpool Scout Hall from other built forms within the street.

The attributes and characteristics of the Liverpool Scout Hall make an important contribution to the streetscape character and pattern of development, evidencing an early built form and thus contributing to the sensory appeal of the streetscape.

As a result, the Liverpool Scout Hall is considered a contributory element to the streetscape and its loss through demolition or unsympathetic alterations and additions would erode the integrity of the area, as one of the last remaining built forms from the Inter-War period within the immediate vicinity.

3.4 Integrity and condition

A visual inspection of the subject site and analysis of the surrounding streetscape evidence that little change has occurred to the streetscape, whereby the setting and context of Liverpool Scout Hall has remained largely unchanged since its construction.

Documentary and physical evidence shows that a number of minor changes have been undertaken to the building, although the principal characteristics of the architectural style remain. The construction of the toilet block at the rear is the most notable change to the site and does not impact the existing form and language of the building. As such, the scout hall retains the overall original silhouette when viewed from the streetscape.

Overall, the changes that have occurred to the dwelling have not detracted from the character and appearance when viewed in the context of the streetscape. The dwelling appears in sound and good condition and is considered to be a good example of an early 20th Century civic building, attributed to the early 20th century Inter-War period and of the timber hall vernacular.

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4.0 HISTORICAL OVERVIEW

4.1 Introduction

This section attempts to place 124 Moore Street, Liverpool, into the context of the broader history of the region as well as outlining the sequence of development, occupation and use of the site.

Analysing and understanding the historical context of the site is an important consideration in the assessment of cultural significance (see Section 9.0), informing the assessment of historical significance and historical associations of significance.

The history of the site is presented in a narrative form and is mainly derived from the documentary sources referenced throughout. The historical analysis also builds on existing extensive publication and research and assumes a prior knowledge of the Aboriginal history of the area.

4.2 First land grants and early settlement

Soon after arriving in the colony, Matthew Flinders and surgeon George Bass sailed up the Georges River, camping at its junction with Prospect Creek. Their favourable report of the area led to the first land grants in 'Banks Town.' The first grants in the area were issued by Governor Hunter to Bass and Flinders in April 1798. Captains George Johnson and Thomas Rowley also received grants along the river.¹

Land grants within Liverpool itself were made between 1798 and 1805, with many issued to marines and soldiers.² Early settlers included Thomas Moore, who received 750 acres at the Georges River in December 1805. Moore had arrived in Sydney in 1792 as the carpenter on the whaling boat *Britannia* and was appointed surveyor of timber for naval purposes in March 1803. He retired as master boatbuilder in 1809 and built a house at his property at Moorebank. Another whaler, Captain Eber Bunker, was granted land opposite Moore's in 1803.³ By 1810, serving military officers owned over a quarter of all grants in the area.⁴



Figure 15: Drawing by Edward Mason of Moore Bank, the residence of Thomas Moore, and the town of Liverpool on the right. The church's spire is artistic licence.

[Source: Ian Jack, *Macquarie's Towns* (Sydney: Heritage Council of New South Wales, 2010), 18]

¹ Christopher Keating, 'European Foundations, 1810-22,' *On the Frontier: A Social History of Liverpool* (Sydney: Hale & Ironmonger, 1996), 9.

² Keating, 'European Foundations, 1810-22.'
Carol Liston, 'Earliest Grants,' *Pictorial History: Liverpool and District* (Alexandria: Kingsclear Books, 2018), 8.

³ Liston, *Pictorial History*, 8.

⁴ Lynne McLoughlin, 'Landed Peasantry or Landed gentry: A Geography of Land Grant,' in Christopher Keating, 'European Foundations, 1810-22,' *On the Frontier: A Social History of Liverpool* (Sydney: Hale & Ironmonger, 1996), 12.

Governor Macquarie arrived in the fledgling township on 7 November 1810 and named it 'Liverpool' after Robert Banks Jenkinson, the 2nd Earl of Liverpool and Secretary of State for the Colonies at the time. He later became Prime Minister of England in 1812 and held office until 1827.⁵ Liverpool was the fourth town to be established in the colony of New South Wales after Sydney, Parramatta and Toongabbie.

The George's River had flooded in 1800, 1806 and 1809.⁶ Macquarie sought to establish towns with river access but a low risk of flooding. As the George's River was deep enough at Liverpool for large ships and the land was on high ground, Liverpool was a promising site. Macquarie announced another five towns that also fulfilled these criteria on 6 December 1810 - Windsor, Richmond, Pitt Town, Wilberforce and Castlereagh – all of which are located in the Hawkesbury.⁷

Thomas Moore was appointed magistrate in May 1810.⁸ Over the ensuing years, Liverpool emerged as an agricultural district, with the town being a centre of trade. Free tradesmen were allowed to lease large allotments on the basis that they would live there permanently and built substantial houses. There was also a large common ground nearby for tradesmen who were living in town wished to graze cattle.⁹



Figure 16: The first full plan of Liverpool, approved by Governor Macquarie in 1819. It was prepared by an unnamed surveyor. The subject site is indicated in red.

[Source: Ian Jack, *Macquarie's Towns* (Sydney: Heritage Council of New South Wales, 2010), 19.]

⁵ Carol Liston, 'Governor Macquarie's First Town,' *On the Frontier: A Social History of Liverpool* (Sydney: Hale & Ironmonger, 1996), 11.

⁶ Ian Jack, 'Liverpool,' *Macquarie's Towns* (Sydney: Heritage Council of New South Wales, 2010), 15.

⁷ Carol Liston, 'Governor Macquarie's First Town,' 11.

⁸ Keating, 'European Foundations, 1810-22,' 13.

⁹ Carol Liston, 'Governor Macquarie's First Town,' 11.

A two-storey school-church was erected in 1811, although the development of private houses was slow. Surveyor James Meehan did not present a detailed plan of the town to Governor Macquarie until 1819. The town was laid out in 36 long rectangles and street names commemorated the king, British politicians and the governor and his wife, Elizabeth, in the typical manner of a 'Macquarie town.' Thomas Moore was the only local man to be recognised in a street name.¹⁰

4.3 John Payne Lloyd and William Bland

John Payne Lloyd received a grant of 1 acre, 1 rood and 13 perches, including the subject site, on the first of January 1837. Born in Devonshire in 1788, joined the army in 1806 and fought under Sir Arthur Wellesley. He traded between Madagascar and Mauritius from 1817 to 1822, when he brought a general cargo ship to Sydney. After the agents that given care of the cargo became bankrupt, Lloyd settled in the colony. He pursued agriculture before settling in Liverpool and entering business. He was one of the first members of the Freemasons in Australia. Bad fortune followed him to New Zealand, where he was shipwrecked and lost his property. Returning to Australia, he settled in Victoria.¹¹

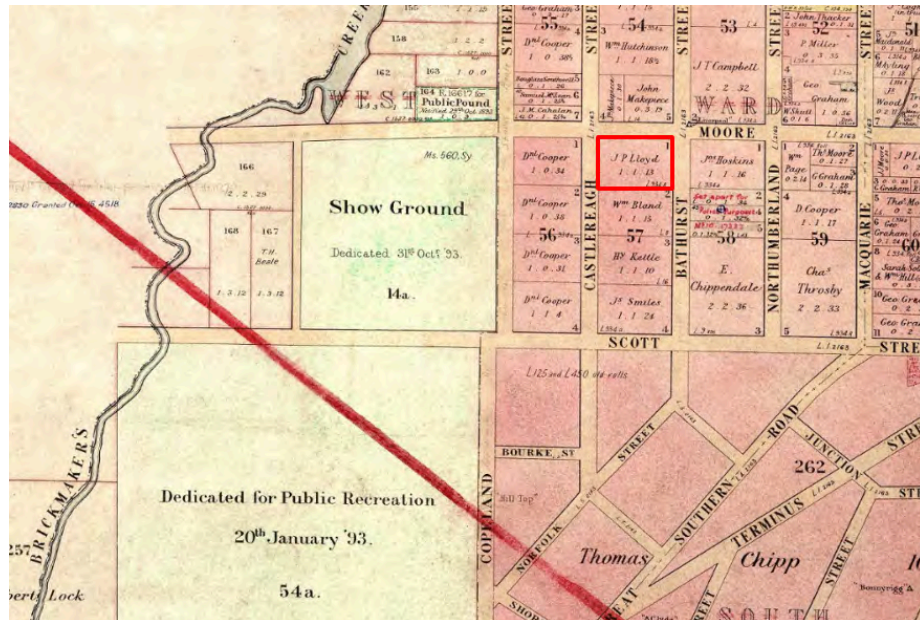


Figure 17: Detail from sheet 1, 1898 St Luke parish map, showing John Payne Lloyd's land, indicated in red.
[Source: NSW Land Registry Services Historical Land Records Viewer.]

In December 1839, John Payne Lloyd and his wife Catherine leased the property to the controversial medical practitioner William Bland.¹² Bland owned the allotment directly to the south of Lloyd's property. Bland was a naval surgeon on the *Hesper* when he became involved in an argument with the ship's purser, Robert Case. The two fought a duel in which Case was fatally wounded. Consequently, Bland was sentenced to seven years' transportation. He was sent to the Castle Hill asylum to treat inmates, but it is also known that he treated a free person during this period, so he may have been allowed to practice privately. Although Bland received a free pardon in 1815 and began private practice in Sydney, he was soon sentenced to a further twelve months imprisonment and a consequent two-year good behaviour

¹⁰ Jack, 'Liverpool,' 21.

¹¹ 'Lloyd, John Payne (1788-1872),' *Obituaries Australia*, accessed May 27, 2021, <https://oa.anu.edu.au/obituary/lloyd-john-payne-28024>.

¹² Book Q, No. 188, NSW Land Registry Services Historical Land Records Viewer.

bond for 'composing, writing and publishing ... a manuscript book, containing divers libels on His Excellency Lachlan Macquarie Esq.'¹³

He consequently returned to private practice and was involved in the Benevolent Society from 1821, treating patients at the asylum and dispensing medicines from his own home. Governor Darling praised him for his services and he became a life member in 1830. Bland was also a staff member of the Sydney Dispensary from its inauguration in 1826 to its merger with the infirmary in 1845. He was a generous philanthropist and donated money and land to build a church in Ashfield.¹⁴

Bland was also involved in public affairs. He played an instrumental role in the establishment of the Sydney School of Arts and Mechanic's Institute in 1833 and the reopening of a free grammar school in 1835. Politically, involved, he advocated for emancipation, a jury system and a representative assembly. He was involved in the Australian Patriotic Association, which drew up several draft Constitutions, trustee of the Australian Medical Subscription Library and trustee of the Australian Medical Association. In 1858, he was nominated to the legislative Council. Towards the end of Bland's life, Dr Evans wrote that he was 'an elegant scholar, a man of science, a gentleman of that antique school of urbanity and refinement, which modern barbarism and ruffianism have almost trampled into oblivion.'¹⁵

4.4 Early Twentieth Century



Figure 18: Robert Clyde Rowe.
[Source: 'The Late Robert Clyde-Rowe,' *Biz*, November 20, 1957: 23.]

2 acres, 2 roods and 36 ½ perches of land bounded by Moore, Castlereagh and Bathurst Streets eventually came into the possession of the auctioneer William Henry Pickersgill in November 1911.¹⁶ In 1925, this was subdivided into eighteen allotments by the Perpetual Trustee Company Limited.¹⁷ The subject lot was purchased by Robert Clyde Rowe, Lawrence Murphy, Edward Pearce, and Jamie Pirie as joint tenants in 1926.¹⁸ Robert Clyde Rowe was a well-known and respected 'Liverpudlian' who was involved in a variety of aspects of the local community. A pharmacist by trade, he was one of the first committeemen of the Liverpool District Ambulance and a life member of the organisation.¹⁹ He laid the foundation stone of the local Presbyterian Church and later opened the building. He also shared his musical talent with the Church as an organist and admired tenor.²⁰ Other organisations in which Rowe was involved included the Liverpool and Guildford Masonic Lodges, the Liverpool Rotary Club and the Memorial School of Arts, which he opened in 1925.²¹ Rowe was eventually promoted from chief chemist at Liverpool Hospital to become the manager of Waterfall Sanatorium, but retired to Liverpool.²² His death was said to have 'severed a link in the chain of historic events and persons associated with the Liverpool district's early history.'²³

¹³ Cobley, John, 'Bland, William (1789-1868),' *Australian Dictionary of Biography*, accessed May 28, 2021.

¹⁴ John Cobley, 'Bland, William (1789-1868).'

¹⁵ John Cobley, 'Bland, William (1789-1868).'

¹⁶ Certificate of Title 1832-45, NSW Land Registry Services Historical Land Records Viewer.

¹⁷ Certificate of Title 3803-40, NSW Land Registry Services Historical Land Records Viewer.

¹⁸ Certificate of Title 3952-149, NSW Land Registry Services Historical Land Records Viewer.

¹⁹ 'Noted Liverpudlian Passes,' *Biz*, November 13, 1957: 24.

²⁰ 'Noted Liverpudlian Passes.'

²¹ 'The Late Robert Clyde-Rowe,' *Biz*, November 20, 1957: 23.

²² 'Noted Liverpudlian Passes.'

²³ 'The Late Robert Clyde-Rowe,' *Biz*, November 20, 1957: 23.

'Official Opening: Memorial School of Arts,' *Cumberland Argus and Fruitgrowers Advocate*, April 3, 1925: 7.

The Late Robert Clyde-Rowe.'

²³ 'Noted Liverpudlian Passes.'

4.5 The Scouting Movement

The Scouting movement in Australia was founded in 1907 by Lord Robert Baden-Powell. Born in 1857, he spent much of his childhood outdoors and developed many skills.²⁴ Baden-Powell won a scholarship to join the British Army and served in India from 1876²⁵ and it was there that he began to test his ideas of training soldiers in 'Scouting' – skills such as stalking, being observant and fending for oneself. He outlined these ideas in *Aids to Scouting*, which became a military textbook.²⁶

During the Boer War, Baden-Powell led the defending force in the siege of Mafeking in South Africa and returned to England in 1903 as a national hero. Finding that *Aids to Scouting* was being used by youth leaders and teachers, he held an experimental camp on Brownsea Island in 1907.²⁷

In response to the success of the camp, Baden-Powell published *Scouting for Boys* in fortnightly instalments from January 1908. Every issue sold out and it became the fourth best-selling book of the twentieth century after the Bible, Koran and Mao's *Little Red Book*.²⁸

Scout patrols and Troops formed across Britain while *Scouting for Boys* was being published, and the movement quickly spread to Australia, New Zealand and India. A rally at Crystal Palace in 1909 attracted 10,000 boys. Baden-Powell retired from the army in 1910 to focus on the new Scouting Movement. His sister Agnes formed the Girls Guides in the same year. Robert Baden-Powell was declared World Chief Scout at the first Jamboree in the United Kingdom in 1920. He visited Australia in 1912, 1931 and during the first Australian Jamboree in 1934-35. There are now over twenty-eight million Scouts worldwide.²⁹

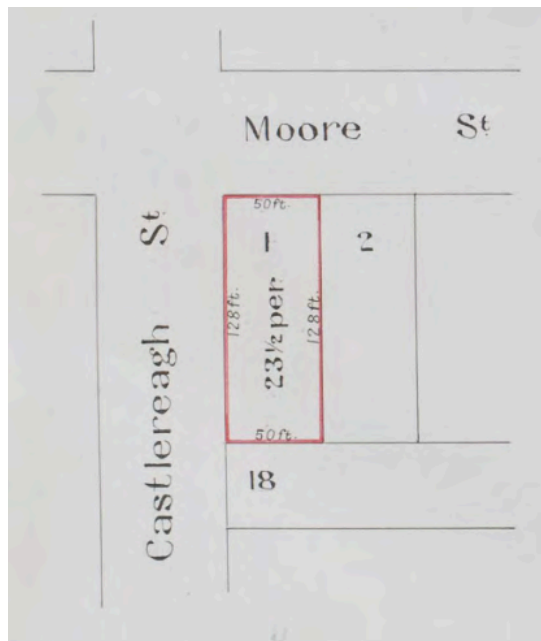


Figure 19: The subject site, purchased by Robert Clyde Rowe and others in 1926.

[Source: Certificate of Title 3952-149, NSW Land Registry Services Historical Land Records Viewer.]

²⁴ 'The History of Scouting,' Scouts Australia, accessed May 28, 2021, <https://scouts.com.au/about/what-is-scouting/history/>.

²⁵ 'Baden-Powell,' Scouts, accessed June 2, 2021, <https://www.scout.org/node/52292/introduction>.

²⁶ 'The History of Scouting.'

²⁷ 'The History of Scouting.'

²⁸ 'Baden-Powell.'

²⁹ 'Baden-Powell.'

²⁹ 'The History of Scouting.'



Figure 20: Lord Robert Baden-Powell with a group of young scouts in New South Wales, 1931.
[Source: Sydney Morning Herald.]

4.6 The Liverpool Scouts and plans for a hall

The land held by Robert Clyde Rowe and others was transferred to the Boy Scouts Association New South Wales Branch in 1929.³⁰

The Liverpool Boy Scouts had been working towards securing a hall of their own for several years. In May 1925, a meeting was held to form a committee to aid the local Boy Scout movement. The district scoutmaster at the time was Mr Tibbits.³¹ Consequently, many functions were held in aid of the building fund, including a 'Scout's Queen' dance competition in 1926, a 'Popular Boy' competition in 1928 and a dance in 1930.³²

In November 1930 the hall was officially opened by the then Governor of New South Wales, Sir Phillip Game, G.B.E., K.C.B., D.S.O. The local newspaper described the hall as of 'a respectable size and neat in appearance.'³³ The event was of regional significance, with Scout Troops from Liverpool, Campbelltown, Fairfield, Camden, Ingleburn and 2nd Glenfield participating in a march from the railway station to the site. They were later joined by the Fairfield Girl Guides. The opening was also attended by Liverpool Police, the Mayor of Liverpool and District Scout leaders. The Liverpool scoutmaster was Mr Tepper. Merrylands Band was engaged for the occasion, and a fair was held in the grounds of the hall. In his speech, the Governor spoke of the hall as a n honour for the town. He also acknowledged the Great Depression and reassured the audience that he was sure Australia would soon return to prosperity. Mr W. F. Nicholls, president of the Liverpool Scouts Committee, presented a carved wooden stud-box to the Governor.³⁴

³⁰ Certificate of Title 3952-149, NSW Land Registry Services Historical Land Records Viewer.

³¹ 'Liverpool: Boy Scout Meeting,' *Cumberland Argus and Fruitgrowers Advocate*, May 26, 1925: 5.

³² 'Liverpool: Scouts' Queen,' *Cumberland Argus and Fruitgrowers Advocate*, October 29, 1926: 6.

'Liverpool Scouts: Popular Boy Competition,' *Cumberland Argus and Fruitgrowers Advocate*, May 4, 1928: 3.

'Liverpool Scouts: Dance Held,' *Cumberland Argus and Fruitgrowers Advocate* September 11, 1930: 9.

³³ 'Governor at Liverpool: Opens Scouts' Hall,' *Biz*, November 28, 1930: 6.

³⁴ 'Governor at Liverpool: Opens Scouts' Hall.'

4.7 The Liverpool Scout Hall: 1930 – 1950s

In addition to being home to the Liverpool Scouts, the building served as a community hall. It was the venue for many dances and social evenings in the 1930s, a large number of which were organised by the 'Waratah Club'.³⁵ The local Catholic Church held several fundraising events at the hall, including a dance in aid of the All-Saint's Church building fund in 1934 and multiple dances for St Anne's Orphanage in 1934 and a celebration of the first birthday of the Liverpool Catholic Club in 1937.³⁶ The hall was also hired for personal celebrations such as wedding receptions and birthday parties.³⁷ Other events include a dance for the Liverpool Tennis Club in 1934 and a social evening for the Liverpool Parents and Citizens' Association in 1937.³⁸ In 1938, a representative from the Women's Employment Agency visited every Thursday to 'facilitate the finding of employment by women and girls from 14 years upwards'.³⁹

During the Second World War, the hall was used as the training venue for the local Volunteer Defence Corps. The group met on Monday evenings to receive training from returned personnel on how to defend the home front in the case of an attack by foreign forces.⁴⁰



Figure 21: 1943 aerial photograph of the subject site, indicated in red.
[Source: NSW Historical Imagery Viewer]

- ³⁵ 'Old-Time Dance: Liverpool Attraction,' *Cumberland Argus and Fruitgrowers Advocate*, January 25, 1934: 11.
'Waratah Club: Liverpool Dance,' *Cumberland Argus and Fruitgrowers Advocate*, January 25, 1934: 15.
'Liverpool Dance: Waratah Club,' *Cumberland Argus and Fruitgrowers Advocate*, March 22, 1934: 18.
'Old-time success: Liverpool Dance,' *Cumberland Argus and Fruitgrowers Advocate*, May 21, 1934: 6.
'Gents Were Guests: Liverpool Tennis Dance,' *Cumberland Argus and Fruitgrowers Advocate*, March 29, 1934: 11.
³⁶ 'For Church: Liverpool Catholic Effort,' *Cumberland Argus and Fruitgrowers Advocate*, April 19, 1934: 7.
'Dance for Orphanage,' *Catholic Press*, May 24 1934: 10.
'For Orphanage,' *Cumberland Argus and Fruitgrowers Advocate*, May 3, 1934: 13.
'Orphanage Dance: Liverpool Effort,' *Cumberland Argus and Fruitgrowers Advocate*, May 17, 1934: 9.
'First Birthday: Liverpool Catholic Club,' *Cumberland Argus and Fruitgrowers Advocate*, August 19, 1937: 6.
³⁷ 'Liverpool Bride: Stanford – Downey,' *Cumberland Argus and Fruitgrowers Advocate*, April 15, 1937: 15.
'Kitchen Tea: Liverpool Couple,' *Liverpool News*, March 31, 1938: 2.
'21st Birthday Party: Eddie Robinson, Liverpool,' *Liverpool News*, November 2, 1939: 2.
³⁸ 'Gents Were Guests: Liverpool Tennis Dance,' *Cumberland Argus and Fruitgrowers Advocate*, March 29, 1934: 11.
'Social Evening: Parents and Citizens,' *Cumberland Argus and Fruitgrowers Advocate*, April 29, 1937: 6.
³⁹ 'Work for Girls and Women,' *Liverpool News*, June 1938, 3.
⁴⁰ 'The Home Guard: Volunteer Defence Corps,' *Biz*, February 25, 1942, 5.
'Guildford V.D.C.,' *Biz*, August 6, 1942: 5.
'Voluntary Defence Corps,' *Biz*, August 27, 1942: 6.

In March 1950, a social evening was held to farewell the District Scout Commissioner, Mr S. V. (Peter) Nicholls. The *Biz* reported that 'the strong position of the Scout movement in the District was due in no small measure to Peter Nicholl's efforts.'⁴¹

The Liverpool Rotary Club held a working bee in October 1953 to paint the Scout Hall.⁴²

4.8 Decline in the Liverpool Scout Hall: 1960s - Present

The Scouts movement in the Liverpool area remained popular during the Post-War period. This is demonstrated in the continued use of the Liverpool Scout Hall and the various improvements made during this time. Aerial photographs indicate that a shed was erected in the south-eastern corner of the property between 1965 and 1975. The form of the hall has remained unchanged to the present-day⁴³.

However, despite the Scouts being a familiar term within local communities around Australia, by the late 20th century a steady decline in numbers were being reported by the many branches. In 1979, the organisation was recorded as having 114,500 youth members, which has since dropped to approximately 52,000 in 2014. Annual reports showed that between 2001 and 2005 the number of participants dropped by 20,000.

The continuing declining numbers were likely the result of the subject site no longer being effectively utilised for the Liverpool Scouts. As such, the Liverpool Scouts group relocated to Lurnea, effectively ceasing the use of the hall in Moore Street.

The site was listed for sale in January 2021 by Colliers International, being marketed as 'B4 Mixed Use Opportunity', with the advertising signage promoting the salient aspects of the site to appeal to opportunists for redevelopment. The property was scheduled to go to public auction on 11 February 2021.



Figure 22: View of the former Liverpool Scout Hall in January 2021.
[Source: South West Voice, 2021]

⁴¹ 'Farewell to District Scout Commissioner,' *Biz*, March 2, 1950: 4.

⁴² 'Liverpool Rotary Club, *Biz*, October 22, 1953: 13.

⁴³ NSW Historical Imagery Viewer.

4.9 Interim Heritage Order

Following the advertising of the property for sale, a Mayoral Direction of Liverpool City Council was made on 9 February 2021 to issue an Interim Heritage Order under Section 25 of the *Heritage Act 1977* on the former Liverpool Scout Hall on the basis that the Council perceived the sale of the property to represent a threat of harm to the future of the building.

Consequently, Interim Heritage Order No.2 was published in the NSW Government Gazette No.57 on 12 February 2021 (see **Appendix B**).

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5.0 HERITAGE LISTING STATUS

5.1 Introduction

Identification of the existing statutory and non-statutory heritage listings applicable to the subject site is as follows:

5.2 Statutory and non-statutory heritage listings

Statutory lists

The subject site **is not** identified as an item of local heritage significance, listed under Schedule 5 of *Liverpool Local Environmental Plan 2008*.

The subject site **is not** located within a Heritage Conservation Area listed under Schedule 5 of *Liverpool Local Environmental Plan 2008*.

Non-statutory lists

The subject site **is not** identified on any non-statutory heritage lists or registers.

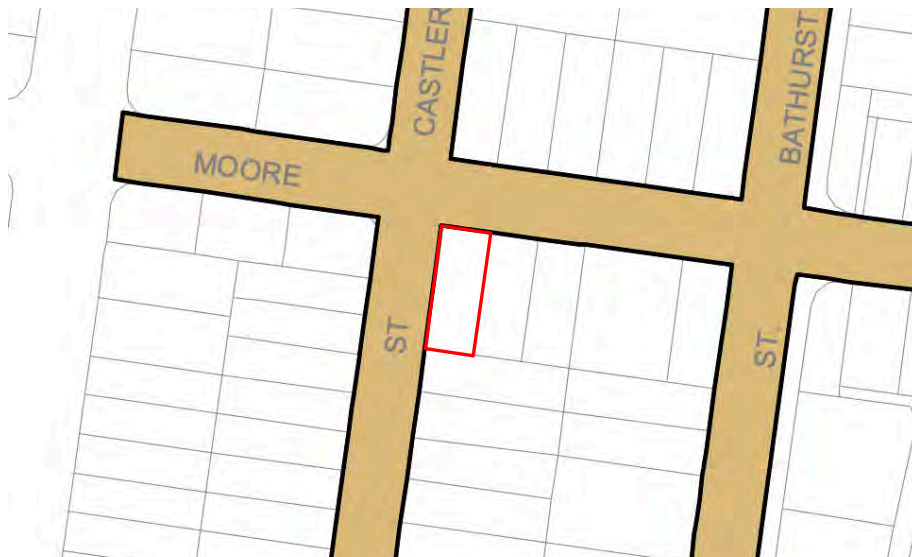


Figure 23: Map showing the heritage status of the subject site and surrounding allotments.
[Source: *Liverpool LEP 2005*, Heritage Map HER_011]

5.3 Items of heritage significance within the vicinity of the site

For the purposes of this heritage impact assessment, the term 'in the vicinity' is taken to be any item or items that:

- i) Are within an approximate 100m radius of the boundaries of the subject site;
- ii) Have a physical relationship to the subject site i.e. adjoin the property boundary;
- iii) Are identified as forming a part of a group i.e. a row of terrace houses;
- iv) Have a visual relationship to and from the site; or
- v) Are a combination of any of the above.

In applying the above criteria, items of local heritage significance (listed under Schedule 5 of *Liverpool Local Environmental Plan 2005*) within the vicinity of the subject site include:

- 'Plan of Town of Liverpool (early town centre street layout – Hoddle 1827)' Streets in the area bounded by the Hume Highway, Copeland Street, Memorial Avenue, Scott Street, Georges River and Main Southern Railway Line (excluding Tindall Avenue and service ways) (Item No.189)

There are no items of state heritage significance (listed on the State Heritage Register (SHR) under the *Heritage Act 1977*) within the vicinity of the subject site.

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6.0 COMPARATIVE ANALYSIS

6.1 Introduction

Comparative analysis of the site is an important consideration in the assessment of cultural significance (see Section 9.0), helping to determine whether a place is 'rare' or 'representative' and also helps to locate it within patterns of history or activity.

The level of design and condition integrity may impact upon how a site compares with other similar examples.

It is important that the comparative analysis is based upon selected examples that display similarities in terms of context of place, or share key features, use, characteristics, attributes, style, association and / or historic themes.

This section of the report examines Liverpool Scout Hall in the context of place, with the following selection criteria applied:

- Scout or community halls in the Sydney region with particular reference to halls dating from c1900 to c1950.

6.1.1 Selection of comparative examples by location

A search of the NSW State Heritage Inventory (SHI) for heritage-listed properties within the Liverpool Council local government area (LGA), did identified two listed church halls and no listed Scout Halls or general community halls. In this regard, the subject site is a rarity.

Three halls have from the wider Sydney region which fulfill the selection criteria will be examined in the following comparative analysis:

- 1st Boronia Scout Hall, 21C Farnell Street Hunters Hill (not a listed heritage item)
- Hawkins Hall, 2 Sefton Road Thornleigh (not a listed heritage item)
- Concord Scout Hall, 19 Park Avenue Concord (within a heritage conservation area)

6.1.2 Comparative examples

a) 1st Boronia Scout Hall, 21C Farnell Street Hunters Hill

Consideration	Response	Similar ✓/X
Class of building	Scout Hall	✓
Construction date	C1930s	✓
Level of significance	-	✓
Context	Low-rise suburban street with flat, grassed, landscape setting.	X
Design integrity	Intact	✓
Condition	In good repair	✓
Historical associations	William A. Windeyer (Bill)	X
Use	Continues to be used as a Scout Hall.	X
Technology	Typical weatherboard construction.	✓
Architectural Style	Interwar	✓
Materiality	Weatherboard	✓
Scale	Small scale, single-storey	✓
Architectural form	Rectangular, gabled	✓

1st Boronia Scout Hall is of a similar age, form, scale and materiality as the hall at 124 Moore Street Liverpool. They both date from the 1930s, are rectangular in shape and feature a single gable at the front and rear elevations.

This hall exemplifies the simple and functional style of Scout Halls from this time and is in good condition. Unlike the subject building, the 1st Boronia Scout Hall continues to be used as a Scout Hall. The 1st Boronia Scout Hall is considered a good comparative example.



Figure 24: 1st Boronia Scouts Hall, Hunters Hill.
[Source: 1st Boronia Scout Hall website, 2021]

b) *Hawkins Hall, 2 Sefton Road Thornleigh*

Consideration	Response	Similar ✓/X
Class of building	Community Hall	✓
Construction date	C1930-1940s	✓
Level of significance	-	✓
Context	Low-rise suburban street with flat, grassed, landscape setting.	X
Design integrity	Intact	✓
Condition	In good repair	✓
Historical associations	Local community	✓
Use	Continues to be used as a Scout Hall.	X
Technology	Typical weatherboard and fibrous cement sheeting construction.	✓
Architectural Style	Interwar	✓
Materiality	Weatherboard and fibrous cement sheeting.	X
Scale	Small scale, single-storey	✓
Architectural form	Rectangular, gabled	✓

Although Hawkins Hall is not a Scout Hall, it is used by a range of community groups and individuals in a similar way to the former Liverpool Scouts Hall and dates from approximately the same period. It displays a similar form and detailing to the subject hall, with a single gable on both the front and rear elevations and timber framed windows.

The hall is partially constructed in weatherboard, however it is mostly constructed of fibrous cement sheeting. Nevertheless, it bears strong similarities to the design of the former Liverpool Scout Hall. It has also retained its design integrity and is intact.

Hawkins Hall is considered a good comparative example.



Figure 25: Hawkins Hall, Thornleigh.
[Source: Hornsby Shire Council, 2021]

c) *Concord Scout Hall, 19 Park Avenue Concord*

Consideration	Response	Similar ✓/X
Class of building	Scout Hall	✓
Level of significance	Local / within a Conservation Area	X
Context	Low rise suburban street with minimal landscaping, typically grassed flat landscaping.	✓
Design integrity	Intact	✓
Condition	In good repair	✓
Historical associations	Ongoing association with the Scouts	✓
Use	Continues to be used as a Scout Hall.	✓
Technology	Typical weatherboard masonry construction	X
Architectural Style	Interwar	✓
Materiality	Masonry with tiled roof.	X
Scale	Small, single storey.	✓
Architectural form	Rectangular, gabled	✓

1st Concord Scouts Hall is of a similar age, form, scale and as the hall at 124 Moore Street Liverpool. They both date from the 1930s, are largely rectangular in shape. They have distinctly different roof forms despite both having gabled roofs.

The Concord Scout Hall roof is steeply pitched and clad in terracotta tiles, whilst the subject site is clad in corrugated sheet metal. The Concord Scout Hall exemplifies the simple form that is typical of Scout Halls, however varies in materiality giving it a different aesthetic, feel and architectural style. The 1st Concord Scouts Hall is not considered a good comparative example.



Figure 26: 1st Concord Scout Hall, Concord.
[Source: Google Images, 2021]

6.1.3 Summary observations of the comparative analysis

The comparative analysis has considered two styles of Scout or community halls located in New South Wales that were constructed during the first half of the 20th century. The dominant style is broadly defined as Interwar and consists of a rectangular building with a single gable on both the front and rear elevations.

In contrast, the Concord Scout Hall has a steeply-pitched roof of a style that is more often found in Arts and Crafts architecture.

A similar pattern emerges when comparing the materiality and detailing of the three selected halls with the former Liverpool Scout Hall. The 1st Boronia Scout Hall and Hawkins Hall both feature weatherboards and timber framed windows and are roofed in corrugated sheet metal, whilst the Concord Scout Hall is face brick and has a tiled roof.

Ultimately, the comparative study has revealed that the Liverpool Scout Hall is representative rather than rare in the Sydney region due to its similarity to the halls in Hunters Hill and Thornleigh. This does not diminish the rarity of the former Liverpool Scout Hall in its immediate locality. It is important to note that this comparative study is limited in scale and more halls could be examined in the future to determine the extent to which the subject hall is rare and/or representative.

7.0 ASSESSMENT OF CULTURAL SIGNIFICANCE

7.1 Introduction

Within New South Wales, there are different types of statutory heritage listings for local, state and national heritage items.

A property is considered a 'heritage item' if it is:

- Listed in the heritage schedule of a Local Council's Local Environmental Plan (LEP) or a State Environmental Planning Policy (SEPP);
- Listed on the State Heritage Register (SHR), a register of places and items of particular importance to the people of NSW;
- Listed on the National Heritage List established by the Australian Government to list places of outstanding heritage significance to Australia.

7.2 Identifying heritage significance

Assessments of heritage significance aim to identify whether a place has heritage values, establish what those values may be, and determine why the item or place (or element of a place) may be considered important and valuable to the community.

The terms 'heritage value' and 'heritage significance' are broadly synonymous with 'cultural significance', which is the term that the Burra Charter uses to mean '*aesthetic, historic, scientific or social value for past, present or future generations*'⁴⁴.

These definitions are broadly consistent with the definitions used and adopted by other organisations including the Australian Heritage Council, the National Trust of Australia (NSW) and the Heritage Division (Office of Environment and Heritage).

Assessments of cultural significance rely on an understanding and analysis of these values, which have been derived from an examination of the context of the item or place, the way in which the extant fabric demonstrates function, associations and aesthetic qualities. An understanding of the historical context of an item or place and consideration of the physical evidence are therefore, key components in the heritage significance assessment.

In order to make informed decisions regarding the ongoing use and future management of the former Liverpool Scout Hall it is necessary to establish the nature of the significance involved.

Article 26.1 of the *Burra Charter* states that:

'Work on a place should be preceded by studies to understand the place which should include analysis of physical, documentary oral and other evidence, drawing on appropriate knowledge, skills and disciplines'.

7.3 Methodology

The assessment of cultural significance follows the methodology recommended in *Assessing Heritage Significance*⁴⁵ by using the NSW Heritage Assessment Criteria and is consistent with the guidelines as set out in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (The Burra Charter 2013)*⁴⁶.

⁴⁴ Australia ICOMOS, 2013. '*The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*', 2013.

⁴⁵ NSW Heritage Branch, 2001. '*Assessing Heritage Significance*'.

⁴⁶ Australia ICOMOS, 2013. '*Burra Charter*'.

An item or place will be considered to be of heritage significance if it meets at least one or more of the following criteria:

Criterion:	Significance theme:	Explanation:
Criterion (a)	Historical	An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (b)	Historical association	An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (c)	Aesthetic	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).
Criterion (d)	Social	An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.
Criterion (e)	Technical / Research	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (f)	Rarity	An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).
Criterion (g)	Representative	An item is important in demonstrating the principal characteristics of a class of NSW's (or the local area's) cultural or natural places or cultural or natural environments.

It is important to note that only one of the above criteria needs to be satisfied for an item or place to have heritage significance. Furthermore, an item or place is not excluded from having heritage significance because other items with similar characteristics have already been identified or listed.

7.4 Assessment against NSW Heritage Assessment Criteria

7.4.1 Criterion (a) – Historical Significance

An item or place is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Shows evidence of a significant human activity.	✓	• Has incidental or unsubstantiated connections with historically important activities or processes.	X
• Is associated with a significant activity or historical phase.	✓	• Provides evidence of activities or processes that are of dubious historical importance.	X
• Maintains or shows the continuity of a historical process or activity.	✓	• Has been so altered that it can no longer provide evidence of a particular association.	X

Assessment of Significance

- The subject site contributes to the historical narrative of the subdivision and development of Liverpool. The Scout Hall is located on the former land of John Payne Lloyd, a soldier, businessman, agriculturist, and early settler in Liverpool. He leased the property to the medical practitioner, politician and philanthropist William Bland. However, there is insufficient evidence to suggest that significant historical events occurred at the site during this period.
- A community-based campaign to raise funds for a local Scout Hall began in 1925. Following five years of fundraising, the Scout Hall was opened in 1930 by the then Governor of New South Wales, Sir Philip Game. A large celebration to commemorate the opening which involved Scout groups from across the region.

- The hall served as the venue for countless community events during the twentieth century, including dances, birthdays, wedding receptions, social evenings and fundraising nights.
- During the Second World War, the local Volunteer Defence Corps trained at the hall weekly.
- The Liverpool Scout Hall is connected to multiple historical events and processes that are significant to the local area. Its subdivision pattern and low-scale development reflect early planning in Liverpool. Its construction was the result of a substantial period of fundraising by the local community and its opening was a notable event that involved the Governor of New South Wales and the Mayor of Liverpool, amongst other local leaders. Particularly in the 1930s and 40s, the hall was used for a multitude of charity events and in this way reflects a period when community-based fundraising was highly prevalent in the area. In addition, the hall was directly associated with the town's defence measures during the Second World War as the training venue for the local Volunteer Defence Corps.

The former Liverpool Scout Hall satisfies this criterion in demonstrating historical significance at a local level.

7.4.2 Criterion (b) – Historical Association Significance

An item or place has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Shows evidence of a significant human occupation.	✓	• Has incidental or unsubstantiated connects with historically important people or events.	X
• Is associated with a significant event, person or group of persons.	✓	• Provides evidence of people or events that are of dubious historical importance.	X
		• Has been so altered that it can no longer provide evidence of a particular association.	X

Assessment of Significance

- The Scout Hall is located on the former land of John Payne Lloyd, a soldier, businessman, agriculturist, and early settler in Liverpool. He leased the property to the medical practitioner, politician and philanthropist William Bland. Nevertheless, neither Lloyd nor Bland is believed to have had strong associations with the site.
- The Liverpool Scouts used the hall continuously from its opening in 1930 until recently and it therefore has a strong association with the Scouts group and movement.
- A range of other local community groups also used the hall frequently during the twentieth century.

The former Liverpool Scout Hall satisfies this criterion in demonstrating historical associative significance at a local level.

7.4.3 Criterion (c) – Aesthetic Significance

An item or place is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

Guidelines for Inclusion	✓/✗	Guidelines for Exclusion	✓/✗
• Shows or is associated with, creative or technical innovation or achievement.	✗	• Is not a major work by an important designer or artist.	✓
• Is the inspiration for a creative or technical innovation or achievement.	✗	• Has lost its design or technical integrity.	✗
• Is aesthetically distinctive.	✓	• Its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded.	✗
• Has landmark qualities.	✓	• Has only a loose association with a creative or technical achievement.	✓
• Exemplifies a particular taste, style or technology	✓		

Assessment of Significance

- The Liverpool Scout Hall is a typical example of a 1930s Scouts or community hall. It does not show evidence of technical innovation or achievement but exemplifies the vernacular style of small-scaled timber halls of its time.
- The hall is the only known surviving example of its type in Liverpool and is therefore aesthetically distinctive at a local level.
- As the hall is located on a prominent corner block near the centre of Liverpool and is the only single-storey building dating from the early twentieth century in the vicinity, the hall has landmark qualities.

The former Liverpool Scout Hall satisfies this criterion in demonstrating aesthetic significance at a local level.

7.4.4 Criterion (d) – Social Significance

An item or place has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons.

Guidelines for Inclusion	✓/✗	Guidelines for Exclusion	✓/✗
• Is important for its associations with an identifiable group.	✓	• Is only important to the community for amenity reasons.	✗
• Is important to a community's sense of place.	✓	• Is retained only in preference to a proposed alternative.	✗

Assessment of Significance

- The hall has distinct and strong associations with the Scouts movement and specifically, the Liverpool Scouts, being the home of the group from 1930 until c2021, when the Liverpool Scouts group relocated to Lurnea.
- The hall has also served the social needs of the local community for the past 90 years, serving as the venue for a wide variety of community events during the 20th century, including social dances, birthdays, wedding receptions, social evenings and fundraising nights. Such social events have catered for a variety of individuals, families and community groups.
- The building has been the focus of community events from 1930 to c2021.
- During the Second World War, the building was used for the weekly meeting and training venue for the local Volunteer Defence Corps.

The former Liverpool Scout Hall satisfies this criterion in demonstrating social significance at a local level.

7.4.5 Criterion (e) – Technical / Research Significance

An item or place has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
<ul style="list-style-type: none"> Has the potential to yield new or further substantial scientific and/or archaeological information 	X	<ul style="list-style-type: none"> The knowledge gained would be irrelevant to research on science, human history or culture. 	✓
<ul style="list-style-type: none"> Is an important benchmark or reference site or type. 	X	<ul style="list-style-type: none"> Has little archaeological or research potential. 	✓
<ul style="list-style-type: none"> Provides evidence of past human cultures that is unavailable elsewhere. 	X	<ul style="list-style-type: none"> Only contains information that is readily available from other resources or archaeological sites. 	✓

Assessment of Significance

- Although the site was previously owned by John Payne Lloyd and William Bland, it is unlikely that it contained any structures prior to the construction of the current Scout Hall.
- The site has a low potential to yield new or substantial scientific and/or archaeological information.

The former Liverpool Scout Hall does not satisfy this criterion in demonstrating technical / research significance.

7.4.6 Criterion (f) – Rarity

An item or place possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
<ul style="list-style-type: none"> Provides evidence of a defunct custom, way of life, or process. 	✓	<ul style="list-style-type: none"> Is not rare. 	X
<ul style="list-style-type: none"> Demonstrates a process, custom or other human activity that is in danger of being lost. 	X	<ul style="list-style-type: none"> Is numerous but under threat. 	X
<ul style="list-style-type: none"> Shows unusually accurate evidence of a significant human activity. 	✓		
<ul style="list-style-type: none"> Is the only example of its type. 	✓		
<ul style="list-style-type: none"> Demonstrates designs or techniques of exceptional interest. 	X		
<ul style="list-style-type: none"> Shows rare evidence of a significant human activity important to the community 	✓		

Assessment of Significance

- The Liverpool Scout Hall is the only example of its style and class of building in the Liverpool area and has remained largely unchanged since its construction in c1930.
- The building provides rare evidence of the early Scouts movement in Liverpool.

The former Liverpool Scout Hall satisfies this criterion in demonstrating significance through the item's rarity at a local level.

7.4.7 Criterion (g) - Representativeness

An item or place is important in demonstrating the principal characteristics of a class of NSW's:

- Cultural or natural places; or
- Cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments.).

Guidelines for Inclusion	✓/X	Guidelines for Exclusion	✓/X
• Is a fine example of its type.	✓	• Is a poor example of its type.	X
• Has the principal characteristics of an important class or group of items.	✓	• Does not include or has lost the range of characteristics of a type.	X
• Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity.	✓	• Does not represent well the characteristics that make up a significant variation of a type.	X
• Is a significant variation to a class of items.	✓		
• Is part of a group which collectively illustrates a representative type.	✓		
• Is outstanding because of its setting, condition or size.	✓		
• Is outstanding because of its integrity or the esteem in which it is held.	✓		

Assessment of Significance

- The Liverpool Scout Hall is typical of a 1930s small-scaled timber community hall and remains largely intact, having been little altered externally, with no notable additions to the original building's form or silhouette and retaining many of the original architectural features.
- As the only example of its type in Liverpool, it has outstanding representative value at a local level. It is also associated with other Australian Scout Halls dating from a similar period which collectively illustrate a representative building type.

The former Liverpool Scout Hall satisfies this criterion in demonstrating representative significance at a local level.

7.5 Summary level of significance

The following table summarises the assessed level of significance against each criterion for assessing heritage significance:

Criterion	What is the assessed level of significance?
Criterion (a) – Historical Significance	LOCAL
Criterion (b) – Historical Association Significance	LOCAL
Criterion (c) – Aesthetic Significance	LOCAL
Criterion (d) – Social Significance	LOCAL
Criterion (e) – Technical / Research Significance	Does not satisfy criterion
Criterion (f) – Rarity Significance	LOCAL
Criterion (g) – Representativeness Significance	LOCAL
Overall assessed level of cultural significance	LOCAL

7.6 What is a Statement of Cultural Significance?

A Statement of Cultural Significance is a concise, authoritative declaration of the value and importance given to a place or item. It acknowledges the concept of a place or item having an intrinsic value, which is separate from its economic value.

Based upon the assessment of cultural significance above, a Statement of Cultural Significance has been developed as follows:

7.7 Recommended Statement of Cultural Significance

The Liverpool Scout Hall at 124 Moore Street is of historical significance at the local level, as the home of the Liverpool Scouts from its opening in 1930 until c2021.

The building has historical importance and significance as it evidences the culmination of a five-year, grassroots fundraising effort by the community, opening in the height of the Great Depression – a major achievement and testament to the determination and cooperative nature of the local community.

The opening of the hall was a significant event in local history that involved the Governor of New South Wales and local dignitaries. The hall also has historical significance as the training venue of the local Volunteer Defence Corps during the Second World War.

In addition, the Liverpool Scout Hall has associative and social significance at the local level, owing to its strong connections not only to the Scouts movement and specifically, Liverpool Scouts, but also to the Liverpool community, having been the focus of a large and varied number of community and social events.

The hall is of a modest single storey scale, simple in its form and detailing, and is considered a typical and intact example of an early 20th century community hall. Its symmetrical, gabled form and weatherboard construction are architectural qualities that are reflective and representative of its style and class. The building retains a high degree of design integrity, making it of architectural interest and value and representative significance at the local level.

The building has rarity significance at the local level, being a rare surviving example of a small-scaled timber community hall in Liverpool. Its purpose-built association with the Scouts movement makes it of particular rarity value in the locality, with few Scout halls provided for in any one locality.

The Liverpool Scout Hall has aesthetic significance at the local level, being prominently positioned in the streetscape owing to its corner allotment orientation. The prominence of the building together with its distinguished architectural form against the backdrop of late-20th century built forms, makes it of local landmark quality.

Overall, the Liverpool Scout Hall makes an important contribution to the historical narrative of Liverpool and has historical, associative, aesthetic, social, rarity and representative significance at the local level.

8.0 HERITAGE CURTILAGE ASSESSMENT

8.1 Introduction to heritage curtilage

The NSW Heritage Council publication *Heritage Curtilages*⁴⁷ defines 'curtilage' as the area of land surrounding an item or area of heritage significance, which is essential for retaining and interpreting its heritage significance.

This area is most commonly, but not always, the lot or lots on which the item is situated and is usually, but not always, restricted to land in the same ownership as the item.

It is important to note that the heritage curtilage for an item or place or heritage significance does not preclude development within the defined heritage curtilage boundary, but requires particular care in the consideration of the nature and extent of such development.

A suitable heritage curtilage should contain all elements, structures and features that contribute to the heritage significance of the site, including, but not limited to:

- a) The historic site boundaries;
- b) Significant buildings and structures including their settings;
- c) Spatial relationships between buildings, landscape features and other important structures;
- d) Significant or important views both to and from the place; and
- e) Any items of moveable heritage significance;

The Australia ICOMOS *Burra Charter 2013* places increased emphasis on the importance of the settings of cultural heritage places, which states that:

'Conservation requires the retention of an appropriate visual setting and other relationships that contribute to the cultural significance of the place.'

New construction, demolition, intrusions, or other changes that would adversely affect the setting or relationship are not appropriate' (Article 8).

The Heritage Council of NSW publication *Heritage Curtilages*⁴⁸ identify four different types of heritage curtilages:

Heritage Curtilage Type	How is the heritage curtilage is defined?
<i>Lot boundary heritage curtilage</i>	The legal boundary of the allotment is defined as the heritage curtilage. The allotment will in general contain all related features, for example outbuildings and gardens within its boundaries
<i>Reduced heritage curtilage</i>	An area less than total allotment is defined as the heritage curtilage, and is applicable where not all parts of a property contain places associated with its significance.
<i>Expanded heritage curtilage</i>	The heritage curtilage is actually larger than the allotment, and is predominantly relevant where views to and/or from a place are significant to the place.
<i>Composite heritage curtilage</i>	The heritage curtilage relates to a larger area that includes a number of separate places, such as heritage conservation areas based on a block, precinct or whole village.

Subsequently, care must be taken in the development and management of the surroundings of a significant cultural heritage place.

⁴⁷ NSW Heritage Office and the Department of Urban Affairs and Planning. 1996. *'Heritage Curtilages'*
⁴⁸ Ibid.

8.2 Heritage curtilage assessment

The Liverpool Scout Hall is situated within an established urban precinct. The site is adjoined to the north by the Indonesian Presbyterian Church, and to the east, west and south by multi-storey residential flat buildings.

To help understand and appreciate the curtilage, the scout hall in its present setting can be classified by two distinct precincts:

1. **The building** – comprising the dwelling and the garage at the centre of the site; and
2. **Minimalist garden setting** – comprising the lawn area at the rear of the dwelling, gardens, pathways, and swimming pool.

The building

The primary feature of the site is the intact Scout Hall in the centre. The hall is from the Inter-War period and of the 'austere' architectural style having a simple form and language. The building is evidence of the community's desire for a local scout hall and community hall, raising money to construct and open the building in the 1930.

Minimalist garden setting

The hall is set on a flat, grassed site with a straight concrete path leading from the street to the hall and a rectangular area paved with bricks which adjoins the doors on the western elevation. The low-scale garden setting is reminiscent of the 1930s era depression style garden, being minimalistic but reinforcing the site as a pleasant community meeting space.

8.3 Recommended Heritage Curtilage

The curtilage assessment suggests that a lot boundary heritage curtilage (whereby defined by the existing allotment boundaries) is appropriate in any future management of the site as a heritage item, so as to preserve the context and setting.

8.4 Grading of Significance

A 'five-level' grading of significance has been applied to the built form and landscaped curtilage for the site and is identified as follows:

Grading	Justification
Exceptional Significance	Rare or outstanding and original element directly contributing to an item's local and state significance.
High Significance	High degree of original fabric. Demonstrates a key element of the item's significance. Alterations do not detract from significance.
Moderate Significance	Altered or modified elements. Elements with little heritage value, but which contribute to the overall significance of the item.
Little Significance	Alterations detract from significance. Difficult to interpret.
Intrusive	Damaging to the item's heritage significance.

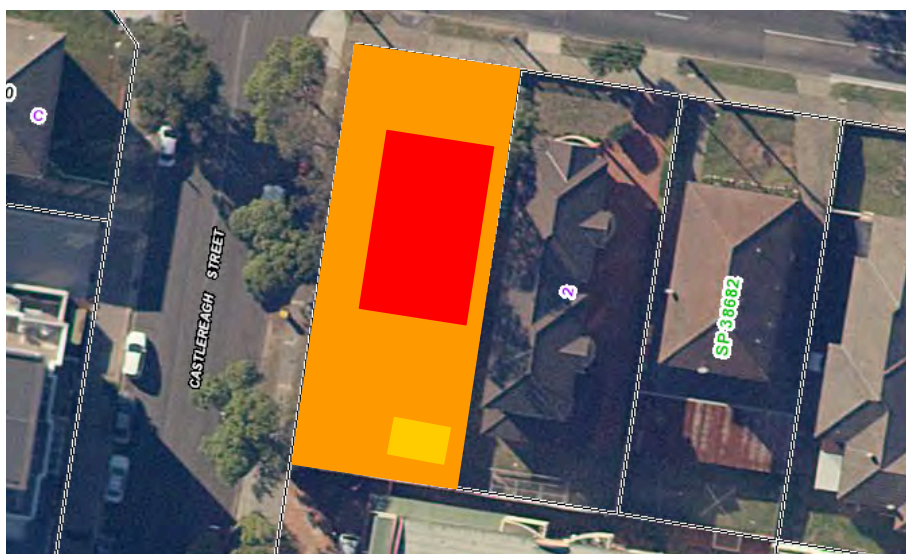


Figure 27: Grading of significance map, aerial photograph of the site with EHC overlay.

8.5 Tolerance for Change

Good conservation practice encourages change, adaptation or removal of elements that have a lesser contribution to the overall significance of the item – having a higher tolerance to change. Whereas elements that provide a high contribution to the heritage significance of the site have a lesser tolerance for change and should generally be left intact or altered in a most sympathetic manner that does not detract from the interpretation of the heritage significance.

The 'tolerance for change' based on the equivalent grading of significance is demonstrated in the following table:

Grading of Significance	Grading	Tolerance for Change
Exceptional Significance	Low to no tolerance	Low or no change possible
High Significance	Low to some tolerance	Minor changes possible
Moderate Significance	Moderate tolerance	Some changes possible
Little Significance	Moderate tolerance	Moderate changes possible
Intrusive	High tolerance	Considerable changes possible

9.0 CONCLUSION AND RECOMMENDATIONS

9.1 Conclusion

This report has assessed the heritage significance of the former Liverpool Scout Hall, based on a visual analysis of the site and historical research. The report includes a detailed assessment of the site against the Heritage Council of NSW significance assessment criteria (being the standard evaluation criteria) to determine the significance of the place to the Liverpool context and, more broadly, the NSW context.

This report establishes and demonstrates that the former Liverpool Scout Hall at 124 Moore Street, Liverpool, satisfies the NSW Heritage Council significance assessment criteria for its historical, associative, aesthetic, social, rarity and representative values and is of cultural heritage significance at the local level for the following reasons:

- The Liverpool Scout Hall evidences the culmination of a five-year, grassroots fundraising effort by the community, opening in the height of the Great Depression – a major achievement and testament to the determination and cooperative nature of the local community.
- Its opening in 1930 was a significant event in local history that involved the Governor of New South Wales and local dignitaries.
- The hall has important historical associations with the Scouts movement and specifically, Liverpool Scouts, but also with the Liverpool community, having been the focus of a large and varied number of community and social events for 90 years.
- The building was used as the training venue of the local Volunteer Defence Corps during the Second World War and has an important contribution to the historical narrative of the Liverpool area.
- The building retains a high degree of design integrity, having been little altered from its original form and style. This makes it of architectural interest and value and is considered a good representative example of an early 20th century Inter-War period community hall.
- The Liverpool Scout Hall is rare in the locality, as a rare surviving example of a small-scaled timber community hall. Its purpose-built association with the Scouts movement makes it of particular rarity value in the locality, with few Scout halls provided for in any one locality.
- The building is an important and visually prominent feature in the streetscape.

9.2 Future Management of the Site

The following recommendations arise from the assessment findings and observations of this report:

1. The former Liverpool Scout Hall should be listed as an item of local heritage significance on Schedule 5 of the *Liverpool Local Environmental Plan 2008*. This accords with the Australia ICOMOS *Burra Charter* (2013), which advocates that items and places of cultural significance should be retained and safeguarded.
2. The former Liverpool Scout Hall should be retained in its current form and location. This is because the significance of the building is embodied in its physical tangible attributes and setting, as well as the intangible (social) values.
3. Presently, the former Liverpool Scout Hall is vacant and disused. The most appropriate use of a heritage item is often the use for which the building was originally purposed. However, Liverpool Scouts has ceased use and occupation of the building, which is a demonstration that the building is no longer required for the group's needs. This presents opportunities for adaptation and

maintaining an active use of a building is often considered the best way to safeguard by ensuring an active presence, ongoing maintenance and general care and regard. It is recommended therefore, that a suitable alternative use be considered for the building.

4. There is scope for the adaptive re-use of the building. The site is zoned B4 Mixed Use under the *Liverpool Local Environmental Plan 2008*. The objectives of the B4 Mixed Use zone are:
 - a. *To provide a mixture of compatible land uses.*
 - b. *To integrate suitable business, office, residential, retail and other development in accessible locations so as to maximise public transport patronage and encourage walking and cycling.*
 - c. *To allow for residential and other accommodation in the Liverpool city centre, while maintaining active retail, business or other non-residential uses at street level.*
 - d. *To facilitate a high standard of urban design, convenient urban living and exceptional public amenity.*

Permissible land uses within the B4 Mixed Use zone include:

Amusement centres; Artisan food and drink industries; Boarding houses; Car parks; Centre-based child care facilities; Commercial premises; Community facilities; Depots; Educational establishments; Entertainment facilities; Environmental facilities; Environmental protection works; Flood mitigation works; Function centres; Helipads; High technology industries; Home businesses; Home industries; Hostels; Hotel or motel accommodation; Information and education facilities; Medical centres; Multi dwelling housing; Oyster aquaculture; Passenger transport facilities; Places of public worship; Public administration buildings; Recreation areas; Recreation facilities (indoor); Recreation facilities (outdoor); Registered clubs; Residential flat buildings; Respite day care centres; Restricted premises; Roads; Seniors housing; Service stations; Shop top housing; Signage; Tank-based aquaculture; Tourist and visitor accommodation; Vehicle repair stations; Veterinary hospitals; Water recreation structures

Clause 5.10(10) of the *Liverpool LEP 2008* provides for incentive provisions, which, in turn, may provide opportunity for a variety of alternative but compatible land uses to be considered. It is noted that reliance on the 'indulgences' of the incentive provisions, requires first and foremost, the conservation of the heritage item.

5. The strong associations with the community should be maintained and preference should be given to any future adaptive re-use of the Liverpool Scout Hall that allows for the continuation of its community use. In this regard, Council should give consideration to the acquisition of the former Liverpool Scout Hall to enable its continued use as a community facility.
6. As the former Liverpool Scout Hall retains a high degree of design integrity, there is a lesser degree of tolerance to alterations and additions occurring. However, there is opportunity for horizontal alterations and additions occurring at the rear of the building and in such manner that do not obscure the original form and silhouette. There should be no vertical additions to the original building.
7. Prior to the development of a specific proposal for the site, further specialist heritage advice should be sought to assist in the formulation of the proposal and to appropriately guide changes to the place.
8. An inventory of moveable heritage objects and items should be undertaken and Significant memorial plaques and the like should be retained in-situ.

End of Report

Appendix A

Common Terms Used

The following is a list of terms and abbreviations adopted for use in the NSW Heritage Manual (prepared by the Heritage Council of NSW), and other terms used by those involved in investigating, assessing and managing heritage, including terms used within this Heritage Impact Statement:

Aboriginal significance: An item is of Aboriginal heritage significance if it demonstrates Aboriginal history and culture. The National Parks and Wildlife Service has the primary responsibility for items of Aboriginal significance in New South Wales.

Adaptation: Modification of a heritage item to suit a proposed, compatible use.

Aesthetic significance: An item having this value is significant because it has visual or sensory appeal, landmark qualities and/or creative or technical excellence.

Archaeological assessment: A study undertaken to establish the archaeological significance (research potential) of a particular site and to propose appropriate management actions.

Archaeological feature: Any physical evidence of past human activity. Archaeological features include buildings, works, relics, structures, foundations, deposits, cultural landscapes and shipwrecks. During an archaeological excavation the term 'feature' may be used in a specific sense to refer to any item that is not a structure, a layer or an artefact (for example, a post hole).

Archaeological significance: A category of significance referring to scientific value or 'research potential' that is, the ability to yield information through investigation.

Archaeological sites: A place that contains evidence of past human activity. Below-ground archaeological sites include building foundations, occupation deposits, features and artefacts. Above-ground archaeological sites include buildings, works, industrial structures and relics that are intact or ruined.

Archaeology: The study of material evidence to discover human past. See also historical archaeology.

Artefacts: Objects produced by human activity. In historical archaeology the term usually refers to small objects contained within occupation deposits. The term may encompass food or plant remains (for example, pollen) and ecological features.

Australia ICOMOS: The national committee of the International Council on Monuments and Sites.

Burra Charter: (and its guidelines). Charter adopted by Australia ICOMOS which establishes the nationally accepted principles for the conservation of places of cultural significance.

Comparative significance: In the NSW Heritage Assessment Procedure there are two

values used to compare significance: representativeness and rarity.

Compatible use: A use for a heritage item, which involves no change to its culturally significant fabric, changes which are substantially reversible or changes, which make a minimal impact.

Cultural landscapes: Those areas of the landscape, which have been significantly modified by human activity. They include rural lands such as farms, villages and mining sites, as well as country towns.

Cultural significance: A term frequently used to encompass all aspects of significance, particularly in guidelines documents such as the Burra Charter. Also one of the categories of significance listed in the Heritage Act 1977.

Curtilage: The geographical area that provides the physical context for an item, and which contributes to its heritage significance. Land title boundaries and heritage curtilages do not necessarily coincide.

Demolition: The damaging, defacing, destroying or dismantling of a heritage item or a component of a heritage conservation area, in whole or in part.

Conjectural reconstruction: Alteration of a heritage item to simulate a possible earlier state, which is not based on documentary or physical evidence. This treatment is outside the scope of the Burra Charter's conservation principles.

Conservation: All the processes of looking after an item so as to retain its cultural significance. It includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation and will be commonly a combination of more than one of these.

Conservation Management Plan: (CMP) A document explaining the significance of a heritage item, including a heritage conservation area, and proposing policies to retain that significance. It can include guidelines for additional development or maintenance of the place.

Conservation policy: A proposal to conserve a heritage item arising out of the opportunities and constraints presented by the statement of heritage significance and other considerations.

Contact sites: Sites which are associated with the interaction between Aboriginal and non-Aboriginal people.

Excavation permit: A permit issued by the Heritage Council of New South Wales under

section 60 or section 140 of the Heritage Act 1977 to disturb or excavate a relic.

Façade: The elevation of a building facing the street.

Heritage Act 1977: The statutory framework for the identification and conservation of heritage in New South Wales. The Act also describes the composition and powers of the Heritage Council.

Heritage Advisor: A heritage consultant engaged by a local council, usually on a part-time basis, to give advice on heritage matters to both the council and the local community.

Heritage assessment criteria: Principles by which values for heritage significance are described and tested. See historical, aesthetic, social, technical/ research, representativeness, rarity.

Heritage conservation area: An area which has a distinctive character of heritage significance, which it is desirable to conserve.

Heritage Council: The New South Wales Government's heritage advisory body established under the Heritage Act 1977. It provides advice to the Minister for Urban Affairs and Planning and others on heritage issues. It is also the determining authority for section 60 applications.

Heritage fabric: All the physical material of an item, including surroundings and contents, which contribute to its heritage significance.

Heritage inventory: A list of heritage items, usually in a local environmental plan or regional environmental plan.

Heritage item: A landscape, place, building, structure, relic or other work of heritage significance.

Heritage Division: The State Government agency of the Office of Environment and Heritage, responsible for providing policy advice to the Minister for Heritage, administrative services to the Heritage Council and specialist advice to the community on heritage matters.

Heritage precinct: An area or part of an area which is of heritage significance. See also heritage conservation area.

Heritage significance: Of aesthetic, historic, scientific, cultural, social, archaeological, natural or aesthetic value for past, present or future generations.

Heritage study: A conservation study of an area, usually commissioned by the local council. The study usually includes a historical

context report, an inventory of heritage items within the area and recommendations for conserving their significance.

Heritage value: Often used interchangeably with the term 'heritage significance'. There are four nature of significance values and two comparative significance values. See heritage significance, nature of significance, comparative significance.

Hierarchy of significance: Used when describing a complex heritage site where it is necessary to zone or categorise parts of the area assigning each a particular significance. A commonly used four level hierarchy is: considerable, some, little or no, intrusive (that is, reduces the significance of the item).

Industrial archaeology: The study of relics, structures and places involved with organised labour extracting, processing or producing services or commodities; for example, roads, bridges, railways, ports, wharves, shipping, agricultural sites and structures, factories, mines and processing plants.

Integrity: A heritage item is said to have integrity if its assessment and statement of significance is supported by sound research and analysis, and its fabric and curtilage are still largely intact.

International Council on Monuments and Sites (ICOMOS): An international organisation linked to UNESCO that brings together people concerned with the conservation and study of places of cultural significance.

There are also national committees in sixty countries including Australia.

Level of significance: There are three management levels for heritage items in New South Wales — local, regional and state. The level is determined by the context in which the

item is significant. For example, items of state heritage significance will either be fine examples or rare state-wide or will be esteemed by a state-wide community.

Local significance: Items of heritage significance which are fine examples, or rare, at the local community level.

Moveable heritage: Heritage items not fixed to a site or place (for example, furniture, locomotives and archives).

Occupation deposits: (In archaeology.) Accumulations of cultural material that result from human activity. They are usually associated with domestic sites, for example, under-floor or yard deposits.

Post-contact: Used to refer to the study of archaeological sites and other heritage items dating after European occupation in 1788 which helps to explain the story of the relationship between Aborigines and the new settlers.

Preservation: Maintaining the fabric of an item in its existing state and retarding deterioration.

Rarity: An item having this value is significant because it represents a rare, endangered or unusual aspect of our history or cultural heritage.

Reconstruction: Returning a place as nearly as possible to a known earlier state by the introduction of new or old materials into the fabric (not to be confused with conjectural reconstruction).

Relic: The Heritage Act 1977 defines relic as: '...any deposit, object or material evidence relating to non-Aboriginal settlement which is more than fifty years old.' The National Parks and Wildlife Act 1974 defines a relic as: '...any

deposit, object or material evidence (not being a handicraft made for sale) relating to indigenous and non-European habitation of the area that comprises New South Wales, being habitation both prior to and concurrent with the occupation of that area by persons of European extraction, and includes Aboriginal remains.'

Representativeness: Items having this value are significant because they are fine representative examples of an important class of significant items or environments.

Restoration: Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without introducing new material.

Social significance: Items having this value are significant through their social, spiritual or cultural association with a recognisable community.

State heritage inventory: A list of heritage items of state significance developed and managed by the Heritage Division. The inventory is part of the NSW Heritage Database.

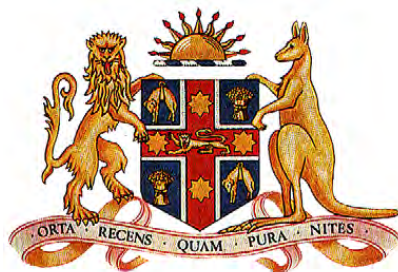
State significance: Items of heritage significance which are fine examples, or rare, at a state community level.

Statement of heritage significance: A statement, usually in prose form which summarises why a heritage item or area is of importance to present and future generations.

Technical/research significance: Items having this value are significant because of their contribution or potential contribution to an understanding of our cultural history or environment.

Appendix B

Interim Heritage Order No.2



Government Gazette

of the State of
New South Wales

Number 57—Planning and Heritage
Friday, 12 February 2021

The New South Wales Government Gazette is the permanent public record of official NSW Government notices. It also contains local council, non-government and other notices.

Each notice in the Government Gazette has a unique reference number that appears in parentheses at the end of the notice and can be used as a reference for that notice (for example, (n2019-14)).

The Gazette is compiled by the Parliamentary Counsel's Office and published on the NSW legislation website (www.legislation.nsw.gov.au) under the authority of the NSW Government. The website contains a permanent archive of past Gazettes.

To submit a notice for gazettal, see the Gazette page.

HERITAGE ACT 1977

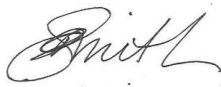
INTERIM HERITAGE ORDER NO. 2

Under Section 25 of the Heritage Act 1977 Liverpool City Council does by this order:

- i. make an interim heritage order to cover the item of environmental heritage specified or described in Schedule "A"; and
- ii. declare that the Interim Heritage Order shall apply to the curtilage or site of such item, being the land described in Schedule "B".

This Interim Heritage Order will lapse six months from the date that it is made unless the local Council has passed a resolution before that date; and

- (i) in the case of an item which, in the council's opinion, is of local significance, the resolution seeks to place the item on the heritage schedule of a local environmental plan with appropriate provisions for protecting and managing the item; or
- (ii) In the case of an item which, in the Council's opinion, is of State heritage significance, the resolution requests the Heritage Council to make a recommendation to the Minister for Heritage under section 32(2) of the Heritage Act to include the item on the State Heritage Register.



David Smith
A/Director City Economy and Growth
Liverpool City Council

Liverpool, 10 February 2021

Schedule "A"

The property known as the Liverpool Scout Hall, situated at 124 Moore Street, Liverpool on land described in Schedule B.

Schedule "B"

All those pieces or parcels of land known as (Cnr Lot 1 DP 10447) in Parish of St Luke, County of Cumberland.



planning consultants

Heritage Significance Assessment

Liverpool Scout Hall

124 Moore Street, Liverpool

Prepared for: Scouts NSW
April 2023

Printed: 26 April 2023
File Name: 21849A.BMcD_Heritage Assessment
Project Manager: Brian McDonald
Client: Scouts NSW
Project Number: 21849A

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Rev_1, Draft	Brian McDonald	Kendal Mackay	Client	30 March 2023
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1 Introduction

1.1 Commission

DFP has been commissioned by Scouts NSW to prepare an independent Heritage Significance Assessment of the existing Scout Hall at 124 Moore Street Liverpool.

The report has been prepared by Brian McDonald, Principal Urban Designer and Heritage Consultant, DFP Planning and reviewed by Kendal Mackay, Director DFP Planning.

1.2 Background

The NSW Government Gazette No 57- Planning and Heritage 12 February 2021 gave notice that an Interim Heritage Order had been placed on “*the property known as Liverpool Scout Hall situated at 124 Moore Street Liverpool*”. On 1 July 2021 Liverpool Council advised the Scout Association of NSW of planning proposal RZ-4/2021, which seeks to include 124 Moore Street, Liverpool as a local heritage item under Schedule 5 – Environmental Heritage of *Liverpool Local Environmental Plan 2008*. Scouts NSW requested that listing be deferred to allow time for an independent assessment to be undertaken to accompany a submission to the Council.

1.3 Methodology and Structure

The methodology used in the preparation of this Heritage Significance Assessment is in accordance with the principles and definitions as set out in the guidelines to *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance October 2013*) and *Assessing Heritage Significance (2001)*, produced by the NSW Heritage Office, Department of Environment and Planning.

The assessment relies on documentary material provided by Scouts NSW and the Historical Overview contained in the Heritage Significance Assessment by Edwards Heritage Consultants June 2021 for Liverpool Council. The information contained in the Heritage Significance Assessment by Edwards Heritage Consultants June 2021 is not in dispute. However, this significance assessment independently evaluates the weight that should be given to the documentary evidence in assessing the historic and associational significance of Liverpool Scout Hall.

1.4 Site Identification

The Site is known as 124 Moore Street, Liverpool and legally described as Lot 1 DP 10447.

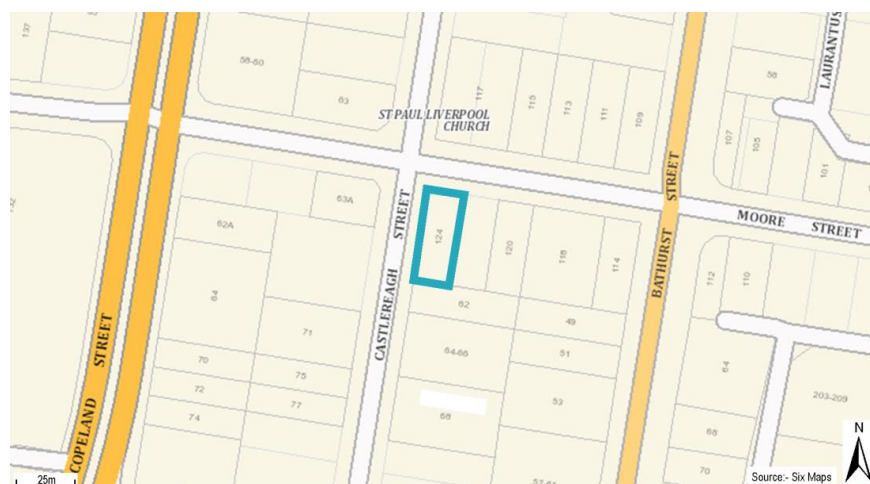


Figure 1 Site Location

1 Introduction



Figure 2 Aerial Photograph

1.5 Report Limitations

This report is limited to the investigation of the European history of the site. The assessment has been made based on documentary evidence reviewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

1.6 Abbreviations and Definitions

ICOMOS International Council on Monuments and Sites

Burra Charter refers to 'The Burra Charter' prepared by Australia ICOMOS October 2013

The conservation terms used throughout this report are based on the terms and definitions adopted by *The Burra Charter*, *The Australia ICOMOS Charter for places of cultural significance* (Australia ICOMOS October 2013). *The Burra Charter* forms the basis for cultural conservation within Australia and is acknowledged by government heritage agencies around Australia. Terms used in this plan are defined below:

Place, means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

Cultural Significance, means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects.

Fabric means all the physical material of the place including fixtures, contents and objects.

Conservation means all the processes of looking after a place so as to retain its cultural significance, as listed in the History Section of this report.

Maintenance means the continuous protective care of the fabric, and setting of a place, and is to be distinguished from repair. Repair involves restoration or reconstruction.

Integrity (not a Burra Charter definition) means the degree to which a place or component of a place retains the form and completeness of its physical fabric, historical associations, use or social attachments that give the place its cultural significance.

1 Introduction

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

Restoration means returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction means returning a place to a known earlier state and is distinguished from restoration by the introduction of new material into the fabric.

Adaptation means modifying a place to suit the existing use or a proposed use. [Article 7.2 states regarding use that: *a place will have a compatible use*]

Compatible use means a use, which respects the cultural significance of a place. Such a use involves no, or minimal impact on cultural significance.

Interpretation means all the ways of presenting the cultural significance of a place.

2 Historical Summary

2.1 Introduction

The historical overview provided by Edwards Heritage Consultants is well researched and comprehensive. No useful purpose would be served by replicating this work and there is no contention about its completeness and accuracy. Therefore, this independent assessment of significance acknowledges the historical overview undertaken by Edwards Heritage Consultants and relies upon it to form opinions on the degree of significance of Liverpool Scout Hall.

2.2 Pre-European Settlement

Assessment of the use and occupation of the land by the indigenous population is outside the scope of this report. There can be no doubt that the area now known as the Liverpool Town Centre was traversed by Aboriginals over millennia. The Scout Hall site is one small part of this territory.

2.3 Area History

Edwards Heritage consultants have provided an informative chronology of the chain of ownership of the land from the first land grants to Matthew Bass and George Flinders, through the various landholders and their backgrounds up to the time the site was transferred by Robert Clyde Rowe and his associates to the Scouting movement in 1929. The backgrounds of those associated with the site, including John Payne, William Bland and Robert Clyde Rowe demonstrate their achievements and contributions to the establishment and civic affairs of Liverpool.

2.4 Site History

The evolution of the subject site through a series of subdivisions and sales is described up to creation as a subdivision of 18 allotments in 1925, and transfer to the Boy Scouts Association of NSW in 1929. Events leading to formation of the Liverpool Scout troop and the role the Scout Hall played in community affairs and during the Second World War up to its closure in 2008 are well detailed.

2.5 The Scouting Movement

The Historical Overview places Liverpool Scout Hall within the context of formation of the Scouting movement by Lord Baden Powell in 1907. The writer is very familiar with this background having been a member of the Scouting movement between the ages of 8 and 18.

It is interesting to note that the movement established very quickly in Australia with the formation of the first Scout group at Mosman as early as 1908 followed by steady growth through the pre-World War 1, Inter War and post-World War 2 periods. Regrettably, the decline in interest in the Scouting movement has resulted in the closure of many Scout groups, including 1st Earlwood, the Scout group attended by the writer.

3 Physical Description

3.1 Site Context

Liverpool Scout Hall is located on the south east corner of the intersection of Moore Street and Castlereagh Street.

Existing development in the immediate vicinity consists of three and four-storey flat buildings along the western and eastern side of Castlereagh Street, a seven-storey flat building at 65-69 Castlereagh Street and a few surviving single storey cottages. There is a six-storey flat building at 128 Moore Street and three-storey flat buildings between Castlereagh and Bathurst Streets. Three and four-storey flat buildings line the north side of Moore Street. Liverpool Presbyterian Church is immediately opposite the site in Moore Street.

The area is in transition. Current zonings in *Liverpool Local Environmental Plan 2008* place the site in the B4 Mixed Use zone. Permissible building heights are 45 metres along the east side of Castlereagh Street, including the subject site, 35 metres on the western side of Castlereagh Street and 80 metres to the east of the block in which the site sits. While zoning is not a criterion for heritage assessment, it should be recognised that the setting and heritage curtilage of the Scout Hall will drastically change.

3.2 Physical Evidence

EXTERIOR

Liverpool Scout Hall represents no architectural style and may be described as Inter War vernacular.

It is a simple rectangular structure comprising a pitched corrugated steel gable roof and weatherboard wall cladding. The front (northern) elevation facing Moore Street is symmetrical with a central flush lined timber door under a flat strutted awning and two windows (**Figure 3**). Access is gained by two steps. The weatherboard wall cladding extends into the gable which has plain timber barge boards. A timber louvred ventilator is located at the apex of the gable which also has a simple timber finial supported on thin collar tie. The sub floor is bricked in. The windows have architraves at the sides and the head, a central mullion and fixed glazing. Evidence of previous hinge locations for casements can be seen on the jambs.

The east elevation facing Castlereagh Street contains a flush lined double door and three windows identical to the windows in the front elevation (**Figure 4**). Three concrete steps flanked by kennels lead the door. The weatherboards about a square vertical bead at the corners. Brick piers (230mm x 230mm) with metal ant caps can be seen at the base of the wall. The eaves detail consists of a thick fascia beam supported on exposed rafter ends. A high-fronted modern gutter has been installed to collect roof water.

The weatherboard south elevation has no doors or windows (**Figure 5**). The louvred vent at the apex of the gable and the barge boards are detailed as for the front elevation. Brick piers can be seen at the base of the wall. The high front gutters are connected to a horizontal downpipe running across the wall and discharging into a corrugated steel rainwater tank. There is evidence of earlier conventional downpipes on the east and west elevations at the corners of the building (**Figure 6**).

The west elevation has a narrow setback faces the adjacent property. There are four windows identical to those in the north and east elevations. The eaves have been lined with boards above the exposed rafters. Brick piers are visible at the base of the wall.

The corrugated steel roof shows evidence of red paint. The ridge capping and barge rolls are painted galvanised steel. The downpipe arrangement at the south end is described above. A conventional rectangular downpipe is located at the north east and north west corner.

3 Physical Description

INTERIOR

The floor plan comprises an open hall with two rooms flanking an entrance corridor at the north end. The north west room functioned as the den for the Scout leaders. The walls are lined in plywood sheeting with vertical grooves to imply joints. The ceiling is lined with T & G boards. The floor is hardboard sheeting, probably laid over the original T & G boards (**Figure 7**).

The north east room is a kitchen with a very basic joinery fit out and a tile splashback. The walls and ceiling are white painted hardboard sheeting. The floor is hardboard sheeting, probably laid over the original T & G boards (**Figure 8**). There is a hatch to the main hall.

The main hall (**Figure 9**) has no ceiling lining. The roof trusses with steel rod tension members, the purlins and corrugated steel sheeting are exposed. The walls are white painted plywood with battened joints. The floor is sheathed in plywood, probably over the original T & G boarding. A ladder provides access to storage over the ceilings of the den and kitchen. The inside face of the front door and side door can be seen as framed. Suspended fluorescent battens are positioned in the roof space.

SITE ELEMENTS

The front of the site has a roll top galvanised steel fence and gate to a concrete path. On the Castlereagh Street boundary there is a steel wire mesh security fence. The west and south fences are a steel sheet type. A concrete block toilet block with a corrugated steel skillion roof stands at the south end of the site (**Figure 10**). Near the north east corner of the scout hall there is a flat roofed shelter structure. The grass surrounding the hall is overgrown. There are no trees or landscape features.



Figure 3 Front (north): Source: Brian McDonald 13 March 2023

3 Physical Description



Figure 4 East side of Scout hall. Source: Brian McDonald 13 March 2023



Figure 5 South side of Scout hall. Source: Brian McDonald 13 March 2023

3



Figure 6 South-east corner of Scout hall showing brick piers, former downpipe location and corner bead for weatherboards. Source: Brian McDonald 13 March 2023



Figure 7 Den. Source: Brian McDonald 13 March 2023

3 Physical Description



Figure 8 Kitchen. Source: Brian McDonald 13 March 2023



Figure 9 Hall interior. Source: Brian McDonald 13 March 2023

3 Physical Description



Figure 10 Toilet Block: Source: Brian McDonald 13 March 2023

3.3 Condition

EXTERIOR

Liverpool Scout Group was disbanded in early 2008. The hall is in poor condition generally, although not beyond repair. The paint on barge boards doors and windows has deteriorated showing bare timber in some places. The weatherboards are in fair condition. Some defects have been poorly patched on the south elevation and the bottom board has deteriorated in some locations - The vent in the south gable has missing louvres (**Figure 11**).

The roof paint is extremely weathered leaving bare steel on most of the surface. Without close inspection of the roof, it is not possible to assess the full extent of corrosion of the sheeting although, when viewed from inside the building, there is evidence of corrosion at joints and overlaps of the sheets.

There is evidence of foundation settlement where brick piers are leaning (**Figure 12**). It is outside the scope of this report to determine the cause of the settlement of the piers, although such defects are common where footings have limited bearing surface on reactive soils.

The fixed glazed windows, formerly casements, do not provide any natural ventilation to the interior and do not comply with Part F4.5 of the National Construction Code.

INTERIOR

The interior is in fair condition requiring minor maintenance works and repainting. Further investigation might reveal why the original flooring has been sheeted over.

3 Physical Description



Figure 11 South elevation showing patched weatherboards and broken louvre vent. Source: Brian McDonald 13 March 2023






Figure 12 Example of leaning brick piers on the south elevation. Source: Brian McDonald 13 March 2023

4 Comparative Analysis

4.1 Methodology

A search of Scout halls in the Sydney metropolitan area has been undertaken to understand the range and diversity of Scout hall building types. It is likely that some operating and former Scout halls with common characteristics have been missed. Some Scout halls are situated in dense bushland and cannot be seen from Google Streetview. The search revealed that there is a significant number of timber Scout halls still in operation and there is also an interesting range of other designs of Scout halls for comparison with Liverpool Scout Hall.

4.2 Timber Scout Halls

SCOUT HALLS IMAGES	COMMENTS
	<p>1st Boronia Park Scout Hall</p> <p>21 Farnell Street Hunters Hill</p> <p>Troop founded 1931, built 1957</p> <p>Weatherboard rectangular building, corrugated steel gable roof with awning over front door.</p>
	<p>1st Castle Hill Scout Hall</p> <p>1 Rowallan Avenue Castle Hill</p> <p>First Scout hall built behind Council Chambers 1938, moved to present location 1948.</p> <p>Weatherboard rectangular building, corrugated steel gable roof with side porch.</p>
	<p>1st Bayview Scout Hall</p> <p>1905 Pittwater Road Bayview</p> <p>Heritage Item 2270406 Pittwater Local Environmental Plan 2014</p> <p>Weatherboard rectangular building with corrugated steel gable roof</p>

4 Comparative Analysis

	<p>1st Harbord Scout Hall 46 Stirgess Avenue Harbord Built 1957.</p> <p>Weatherboard rectangular building, corrugated steel gable roof with awning over front door.</p>
	<p>Ermington Scout Hall 6 Bartlett Street Ermington Built 1953.</p> <p>L shaped weatherboard building with awning over side entry.</p>
	<p>Normanhurst Scout Hall Now Hornsby Gang Show Dartford Road and Pennant Hills Road Normanhurst in Kenley Park.</p> <p>Weatherboard rectangular building, corrugated steel gable roof with awning over front door.</p>



4 Comparative Analysis

	<p>West Epping Scout Hall 25 Willoughby Street Epping Built 1947.</p> <p>Weatherboard rectangular building, corrugated steel gable roof with awning over front door.</p>
	<p>Hunters Hill Scout Hall 10 Durham Street Hunters Hill</p> <p>Inter War period weatherboard rectangular building, corrugated steel gable roof with awning over front door and side wing.</p> <p>Scouting in Hunters Hill has a strong association with the Windeyer family prominent citizens of Hunters Hill and legal circles in NSW.</p>
	<p>1st Clifton Gardens Sea Scout Hall</p> <p>Troop founded 1944, built 1951.</p> <p>Weatherboard rectangular two-storey building, corrugated steel gable roof with verandah.</p>


4 Comparative Analysis

	<p>3rd Mosman Sea Scouts Mosman Bay</p> <p>Timber rectangular two-storey building, corrugated steel irregular gable roof</p>
	<p>Windsor Girl Guides Hall Johnston Street Windsor</p> <p>Weatherboard rectangular building, corrugated steel gable roof with awning over front door.</p>
	<p>Kingsford Smith Scout Hall Sparks Street Eastlakes</p> <p>Formerly 1st Daceyville scouts.</p> <p>Corrugated steel L shaped building, corrugated steel gable roof with awning over front door</p>
	<p>1st Collaroy Plateau Scout Hall Matt McLelland Walk</p> <p>Built 1960s.</p> <p>Rectangular building, corrugated steel gable roof, vertical boarding and flat roofed annex</p>

4 Comparative Analysis

	<p>Balmain Scout Hall 105 Mort Street Balmain</p> <p>Inter War period weatherboard elevated rectangular building, horizontal weatherboards, front verandah access and steps.</p>
	<p>Liverpool Scout Hall 124 Moore Street Liverpool</p> <p>Troop founded 1925, built 1930</p> <p>Inter War Period rectangular weatherboard building. Gable roof and awning over front entry.</p>

4.3 Other Types of Scout Halls

SCOUT HALLS IMAGES	COMMENTS
	<p>1st Dulwich Hill - Marrickville Scout Hall 33 Lewisham Road Dulwich Hill</p> <p>Built 1921.</p> <p>Heritage Item I18 Marrickville LEP 2011.</p> <p>Brick and render Federation period free style building with decorative parapets, bay windows and front awnings.</p> <p>The building was formerly the Central West Metropolitan District Scout Shop.</p>


4 Comparative Analysis

	<p>1st Mosman Scout Hall Avenue Road Mosman Heritage Item I5 Mosman LEP 2012 and State Heritage Item.</p> <p>Sandstone two-storey rectangular building with hipped roof. Also known as the Barn. The building was erected by Archibald Mosman in 1831 and used for his whaling activities. The “Barn” was purchased in 1925 for the Mosman Scout Troop, which was formed in 1908, the oldest group in NSW.</p>
	<p>Willoughby Scout Hall 56 – 58 Laurel Street Willoughby</p> <p>Symmetrical rectangular Inter War period brick building with gabled parapet. The front door is unprotected. There is an awning over a side door at the rear.</p>
	<p>1st Concord Scout Hall Park Avenue Concord</p> <p>Inter War Period rectangular brick building with gambrel tiled roof, concrete breeze soliel panels over windows and brick dentil course at eaves level.</p>

4 Comparative Analysis

	<p>Sydney North Region Scout Hall</p> <p>6 Ellis Street Chatswood.</p> <p>Inter War period rectangular painted brick building with gable roof . The awning over central door is flanked by two windows similar to Liverpool Scout Hall.</p>
	<p>1st Epping Scout Hall</p> <p>4 Essex Street Epping</p> <p>Formed in 1915. Hall built in 1925</p> <p>Heritage item in Parramatta Local Environmental Plan 2023.</p> <p>Inter War period brick building with gable roof, central door with awning flanked by windows.</p>
	<p>Woollahra Paddington Scout Hall</p> <p>37 Paddington Street Paddington</p> <p>Heritage Conservation Area Woollahra Local Environmental Plan 2014</p> <p>Federation period former two-storey brick shop with parapet, deep cornice and multi-pane windows. Shop windows and street awning have been retained.</p>

4 Comparative Analysis

	<p>Strathfield Scout Hall</p> <p>6 Byer Street Strathfield</p> <p>Inter War period rectangular painted brick building with gable roof and skillion roofed side annex. The gable is clad in asbestos cement sheeting. Awning over central door flanked by two windows like Liverpool Scout Hall.</p>
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4.4 Discussion

The comparative analysis provides information that enables Liverpool Scout Hall to be seen in a broader context.

Liverpool Scout Hall dates from the Inter War period. Other Scout Halls found to be of this period are:

- 1st Castle Hill Scout Hall;
- Hunters Hill Scout Hall;
- Balmain Scout Hall;
- Willoughby Scout Hall;
- Concord Scout Hall;
- Sydney North Region Scout Hall;
- 1st Epping Scout Hall; and
- Strathfield Scout Hall.

Of these Scout Halls only 1st Epping is a heritage item.

In terms of materiality, it has characteristics that are shared by all the Scout Halls scheduled as being of timber construction.

In terms of built form, Liverpool Scout Hall has similarities with:

- 1st Boronia Scout Hall;
- 1st Castle Hill Scout Hall;
- 1st Bayview Scout Hall;
- 1st Harbord Scout Hall;
- Normanhurst Scout Hall;
- 1st Epping Scout Hall;
- Hunters Hill Scout Hall;
- Kingsford Smith Scout Hall;
- Sydney North Region Scout Hall; and
- Strathfield Scout Hall.

4 Comparative Analysis

A search of Schedule 5 in the local environmental plans applying to each Scout Hall found that no Scout Hall in timber construction category is heritage listed or in a heritage conservation area, except 1st Bayview.

Examples of other types of Scout Hall have been considered to make a wider comparison of the building type. Some of these examples exhibit significant architectural quality and technical values. Dulwich Hall Scout Hall is a rare example of its type dating from 1921. The writer recalls buying his Cub Scout and Scout uniforms here at the Scout shop in the 1950s. It is certainly worthy of heritage listing. 1st Mosman Scout Hall is a State Heritage item for its pre-scouting history and association with Archibald Mosman. It has a long and continuing use as Scout Hall since 1925 by a Scout Troop that was formed in 1908 warranting its listing as State heritage item. The Mosman Scout group is the oldest Scout group in Australia.

Willoughby and Concord Scout Halls have distinctive architectural characteristics of the Inter Wars period, although they are not heritage listed.

Woollahra Paddington Scout Hall is an anomaly as it has clearly been adapted from a Federation period two storey shop building, which has aesthetic and landmark value and has historic connections in demonstrating an important phase of the development of Paddington as an inner-city suburb. The building is not heritage listed individually but is within a very large and cohesive heritage conservation area.

5 Heritage Significance

5.1 What is heritage significance?

Before making decisions to list a heritage item, it is important to understand its values. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise a place's heritage values – why it is important, why a statutory listing was made to protect these values.

The conservation principles set out in *The Burra Charter*, *The Australia ICOMOS Charter for Places of Cultural Significance* (October 2013) have been utilised to undertake this heritage assessment. The following provides definitions that assist in the interpretation of the conservation principles set out in the '*The Burra Charter*'.

Cultural significance means aesthetic, historic, scientific or social or spiritual value for past, present or future generations.¹

The cultural significance of Liverpool Scout Hall has been assessed against evaluation criteria set out by the Heritage NSW.

5.2 Significance Assessment

The following assessment against the established criteria set by the Department of Planning and Environment; NSW Heritage Branch discusses how each criterion relates to the subject site.

The assessment is based on the values that the place represents as a precursor to the formal assessment.

5.2.1 Criterion (A) Evolutional Significance

An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human activity	Has incidental or unsubstantiated connections with historically important activities or processes
Is associated with a significant activity or historical phase.	Provides evidence of activities or processes that are of dubious historical importance
Maintains or shows the continuity of a historical process or activity	Has been so altered that it can no longer provide evidence of a particular association

Comment: The early history of subdivision and development in the locality has been obscured by twentieth century and early twenty first century development and site amalgamations. Although the present site remains as Lot 1 of the 1925 18-lot subdivision by the Perpetual Trustee Company Limited, comparison between the existing allotment pattern (**Figure 13** and the 1943 pattern (**Figure 14**) in which the 1925 subdivision is clearly shown demonstrates the extent to which the subdivision has been altered by consolidations and development.

The connection of the property with the Scouting movement has been broken for fifteen years. Liverpool Scout Hall demonstrates the type of facility common to the Scouting movement as it expanded throughout metropolitan Sydney and NSW after its establishment by Lord Baden Powell in 1907. As a member of the Scouting movement during the 1950s, the writer is familiar with the typical timber Scout halls up to that period.

In relative terms Liverpool Scout Hall is not assessed as being of interest but not important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).

¹ *The Burra Charter, the Australian ICOMOS Charter for Places of Cultural Significance*, (1999), p2.

5 Heritage Significance



Figure 13 Area of 1925 subdivision showing changes to the 18-lot pattern Source: Sixmaps



Figure 14 1943 aerial photograph showing 1925 18-lot subdivision Source: Sixmaps

5 Heritage Significance

5.2.2 Criterion (B) Associational Significance

An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural History (or the cultural or natural history of the local area).

Guidelines for Inclusion	Guidelines for Exclusion
Shows evidence of a significant human occupation	Has incidental or unsubstantiated connections with historically important people or events
Is Associated with a significant event, person, or group of persons	Provides evidence of people or events that are of dubious historical importance
	Has been so altered that it can no longer provide evidence of a particular association

Comment: Historic connections with the previous land holders and occupants, John Payne Lloyd, and William Bland, is tenuous. Up to the time the site was purchased by Robert Clyde Rowe, Lawrence Murphy, Edward Pearce and Jamie Pirie in 1926 there is no record of the use of the site.

While William Bland has a colourful history and a tale of redemption becoming a prominent citizen after 1821 there is little to connect the land with his activities. Similarly, Robert Clyde Lloyd's distinguished contribution to local affairs and organisations and success in his career as a pharmacist is not reflected in the physical fabric and use of the site. Transfer of ownership to the Scouting movement in 1929 and construction of the Scout Hall in 1930 was a result of philanthropy and community fund raising. This has been a common way of establishing local Scouting groups. Use of the hall for community activities and fund-raising functions are also common uses for Scout halls. The Scout hall the writer attended in the 1950s hosted film nights, Scottish dancing, Empire nights and community activities as did other Scout halls in the district. However, the link with the Scouting movement has been severed for 15 years.

Liverpool Scout Hall no longer has strong associations with the persons or groups connected with the history of the place and does not meet this criterion.

5.2.3 Criterion (C) Aesthetic Significance

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (State significance);

OR

An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area (local significance).

Guidelines for Inclusion	Guidelines for Exclusion
Shows or is associated with, creative or technical innovation or achievement	is not a major work by an important designer or artist
Is the inspiration for a creative or technical innovation or achievement	
Is aesthetically distinctive	its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded
Has landmark qualities	has only a loose association with a creative or technical achievement
Exemplifies a particular taste, style or technology	

Comment:

Liverpool Scout Hall now stands in an altered context compared to the Inter War and Post War periods and is of scale that despite its corner location does not present landmark qualities. The simple gable roofed and weatherboard building does not demonstrate any significant aesthetic or technical values. Liverpool Scout Hall does not meet this criterion.

5 Heritage Significance

5.2.4 Criterion (D) Social Significance

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons

Guidelines for Inclusion	Guidelines for Exclusion
Is important for its association with an identifiable group	Is only important to the community for amenity reasons
Is important to a community's sense of place	Is retained only in preference to a proposed alternative

Comment: Liverpool Scout Hall's link with the Scouting movement was severed in 2008 when the local Scout group was wound up. It has not had a connection with community or cultural groups for 15 years. It does not meet this criterion.

5.2.5 Criterion (E) Archaeological / Research Potential

An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)

Guidelines for Inclusion	Guidelines for Exclusion
Has the potential to yield new or further substantial scientific and/or archaeological information	The knowledge gained would be irrelevant to research on science, human history or culture
Is an important benchmark or reference site or type	Has little archaeological potential
Provides evidence of past human cultures that is unavailable elsewhere	Only contains information that is readily available from other resources or archaeological sites

Comment: The documentary evidence does not indicate any use of the land prior to construction of Liverpool Scout Hall. While assessment of aboriginal archaeological potential is not within the scope of this assessment, should any artifacts be encountered the protocols of the NSW Heritage Act would apply.

5.2.6 Criterion (F) Comparative Cultural History

An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).

Guidelines for Inclusion	Guidelines for Exclusion
Provides evidence of a defunct custom, way of life or process	Is not rare
Demonstrates a process, custom or other human activity that is in danger of being lost	Is numerous but under threat
Show unusually accurate evidence of a significant human activity	
Is the only example of its type	
Demonstrates designs or techniques of exceptional interest	
Shows rare evidence of a significant human activity important to a community	

Comment: Liverpool Scout Hall is typical of the simple vernacular form of Scout halls erected throughout the state during the early to mid-twentieth century and does not meet this criterion.

5.2.7 Criterion (G) Comparative Places

An item is important in demonstrating the principal characteristics of a class of NSW's

- cultural or natural places; or

- cultural or natural environments.

Guidelines for Inclusion	Guidelines for Exclusion
Is a fine example of its type	Is a poor example of its type
Has the principal characteristics of an important class or group of items	Does not include or has lost the range of characteristics of a type
Has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity	Does not represent well the characteristics that make up a significant variation of a type
Is significant variation to a class of items	
Is part of a group which collectively illustrates a representative type	

5 Heritage Significance

Guidelines for Inclusion	Guidelines for Exclusion
Is outstanding because of its setting, condition or size	
Is outstanding because of its integrity or the esteem in which it is held	

Comment: Liverpool Scout Hall does have the attributes of the simple form of hall usually built to a budget throughout Sydney. Although some examples of this type of Scout hall have been lost due to dwindling numbers in the scouting movement, several still exist as shown in the comparative analysis. The Scout Hall's ability to demonstrate the principal characteristics of this type of building alone does not lift it to the level of local heritage significance.

5.3 Statement of Significance

Liverpool Scout Hall has indirect connections with the previous landowners, who are of local interest. This association does not rise to the level of important in demonstrating the pattern of Liverpool's cultural history or associations with person(s) of importance in the history of the local area.

The simple built form and vernacular character of the Scout Hall is typical of Scout halls constructed throughout the Sydney metropolitan area in the Inter War and Post War periods. The weatherboard structure supported on brick piers with a gabled corrugated steel roof does not demonstrate any important aesthetic or technical characteristics.

The association with the Scouting movement was severed in 2008 when the Scout troop was transferred to Lurnea. While the Scout Hall hosted many community activities during its operation, this is common to Scout halls throughout Sydney, that advertise the availability as halls for community and social events.

Documentary evidence does not indicate the previous use of the site and it is unlikely that any significant artifacts dating from previous use would be encountered.

It can be seen from the comparative analysis that Liverpool Scout Hall is typical of the built forms and materiality of Scout halls throughout the Sydney metropolitan area in the Inter War and Post War periods.

While Liverpool Scout Hall shares characteristics with many other Scout halls throughout Sydney, none of these demonstrate any notable characteristics. Only one of the weather board examples, and one brick example of the gable roof types, at Bayview and Strathfield respectively, are heritage listed.

The foregoing assessment against the heritage significance assessment criteria finds the Liverpool Scout Hall does not qualify for listing as local heritage item.

6 Conclusion and Recommendations

6.1 Conclusions

It has been found that Liverpool Scout Hall does not meet the thresholds for heritage significance that would qualify for listing as local heritage item. There is no direct connection between the activities of the Scouting movement and personalities identified with the ownership of the land prior to its acquisition in 1929. Its association with the Scouting movement, and use by community organisations, common to Scout halls in other locations, has been severed for 15 years. The aesthetic, technical characteristics and constructional methods of the building are unexceptional and are similar to many Scout halls throughout the Sydney metropolitan area that are not listed as heritage items.

Nevertheless, there is an interesting story to be told, which can be addressed by adoption of the following recommendations.

6.2 Recommendations

6.2.1 Archival Record

Prior to disposal of the site an archival photographic record is to be made in accordance with the publication "Photographic Recording of Heritage Items Using Film or Digital Capture" published by NSW Heritage. Two copies shall be lodged with Liverpool Council.

6.2.2 Interpretation

A condition of consent is to be imposed on any development application for an interpretation plan in accordance with the publication "Interpreting Heritage Places and Items Guidelines" by Heritage NSW to be prepared prior to issue of a construction certificate. The interpretation plan shall detail the historic context, interpretation media and venue in a publicly accessible location within the development.

6.2.3 Archaeology

Any relic or artifact encountered on the site must be notified to the NSW Heritage Council in accordance with Section 146 of the NSW Heritage Act 1977.

7 Bibliography and References

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Moorebank Retail Economic Impact Assessment

Liverpool City Council

30 | 03 | 2023





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Executive summary

SGS has been engaged to test the retail impacts and suitability of a potential retail development at Lot 6 Newbridge Road, which is part of the Moorebank East Precinct and is located near the eastern edge of the Liverpool LGA. SGS has completed:

- A review of the strategic plans and documents relating to retail development in the Liverpool LGA
- An appraisal of the strategic policy framework and what it means for potential retail development at Lot 6 Newbridge Road, Moorebank
- Modelling of the potential retail trade impacts of development on the subject site on existing centres

Environmental constraints on the subject site (for example flooding) are also critical for its future development prospects but are outside of the scope of this retail assessment.

Retail impacts

Two development outcomes have been considered for the subject site, with these hypothetical development scenarios developed in consultation with Liverpool council officers:

- A specialised/discount retail centre similar to Birkenhead Point in Drummoyne in the Canada Bay LGA (31,300 sqm of retail floorspace, with the majority taken up by clothing and including a supermarket)
- A bulky goods/homemaker retail precinct (25,500sqm of retail floorspace almost entirely selling bulky household goods).

SGS has used a retail gravity model to model the future turnover at every centre in the Liverpool LGA and the surrounding area considering likely population growth, employment growth, changes in population expenditure and anticipated or underway retail developments. For modelling purposes the development scenarios above have been compared against a base case in which no retail development occurs on the subject site.

The table overleaf shows the percentage change in retail turnover per square metre of floorspace (adjusted for inflation) in a range of centres near the subject site. Scenario one was modelled to:

- Impact retail turnover by more than 10 per cent at Moorebank compared with the base case (typically regarded as a significant retail impact).
- Likely have similar impacts on other nearby centres such as Chipping Norton.
- Not threaten the trading position or existence of any other retail centre, with forecast population growth and other increases in retail spending meaning retail turnover per square metre would grow in real terms in all centres.

Under scenario two, impacts on retail turnover in other centres are much smaller (generally less than 1 per cent) and are not considered to be significant.

TABLE 1 BASE SCENARIO - % CHANGE IN TURNOVER/SQM, STUDY AREA CENTRES 2021-2036

Centre	Base case	Scenario 1 – Specialised/discount retail		Scenario 2 –Bulky goods/homemaker retail precinct	
	% change in turnover/sqm 2021-36	% change in turnover/sqm 2021-36	% difference compared to base case	% change in turnover/sqm 2021-36	% difference compared to base case
Liverpool CBD	+6	+4	-1.4	+5	-0.4
Moorebank TC	+2s0	+4	-13.2	+20	0.0
Chipping Norton	+10	+7	-2.9	+10	0.0
Bankstown Central	+14	+13	-0.6	+14	-0.2
Cabramatta TC	+4	+3	-0.6	+4	-0.2
Fairfield TC	+5	+4	-0.4	+4	-0.1
The Grove	+2	+1	-0.9	+2	-0.7

Retail need and strategic alignment

Retail development on the subject site has poor alignment with the strategic planning framework for the Liverpool LGA:

- There is no demonstrated need for retail on the subject site, as there is no identified gap in existing retail provision as considered in the Liverpool Retail Centres and Corridors Strategy (LRCCS) and associated study.
- The parts of the LGA with the highest planned and forecast population and employment growth are not near the subject site.
- A retail centre on the subject site would be out of centre, which is discouraged in the LRCCS, and would not be near public transport or social infrastructure.
- As the subject site is not well located with respect to existing and future housing, it would likely need to attract trade from a broader catchment area, which in the case of traditional retail (although not necessarily bulky goods) would have negative externalities associated with increases in vehicle kilometres travelled.

Conclusion

Notwithstanding retail impacts, retail turnover would grow in real terms in nearby centres under either modelled scenario. Given this, strategic planning considerations (including retail considerations) would determine the merits of retail development on the subject site.

A specialised/ discount retail centre with a smaller traditional retail component (scenario one) would have:

- Poor alignment with existing policy
- Limited demonstrated current or future need
- Some externalities in terms of vehicle kilometres travelled

It is therefore considered to have limited justification from a retail planning policy perspective, with any traditional retailing component of development on the subject site the most poorly aligned and with the most impacts.

A bulky goods/homemaker centre would have:

- Limited demonstrated current or future need
- Poor (although not as poor as scenario 1) alignment with existing policy
- Fewer likely externalities in terms of trade diversion and vehicle kilometres.

As a result, this development would also have limited, although better, justification in terms of retail planning policy. It is noted that the location of bulky goods retailers is less critical from a placemaking and local population services perspective than other retail, however we certainly would not want to encourage the incremental development of a new centre at this location with a bulky goods store being an initial anchor. In this sense a bulky goods retail development may be considered appropriate on the subject site but only if certain conditions are met such as: there are no alternative sites available within existing centres and it would result in an overall net community benefit when other strategic planning considerations are taken into account.

1. Introduction

1.1 Context

Lot 6 Newbridge Road, Moorebank (Moorebank East Precinct) is a potential development site on the western bank of the Georges River within what is known as the 'Moorebank East' precinct. Liverpool City Council has thus far fielded mixed use planning proposals for land uses encompassing residential apartments, community facilities and retail – but with insufficient strategic merit that adequately responds to site-specific constraints.

Council's Strategic Planning Section is now working with the landowner to understand what potential land uses would be suitable for the site. SGS has been engaged to test the suitability and merits of potential retail development (via an appropriate business zone such as B2 Local Centre). Specifically, the review is an appraisal of the justification supporting a significant volume of retail floorspace at this location, including:

- strategic policy support through state and local planning frameworks
- the need for retailing in the local region due to demand side factors
- potential trade diversion impact given this hypothetical centre would constitute an out of centre development relative to other centres in the region

1.2 About this Report

This report includes:

- a review of the site location and relevant attributes
- an appraisal of the strategic policy framework and what it means for potential retail development at Lot 6 Newbridge Road, Moorebank
- reporting on the outputs of retail gravity modelling to test trade diversion impacts
- Implications and conclusions of the above analysis

Critical to the development prospects of this site, there are also environmental/flooding constraints. Those matters are being dealt with separately.

2. Precinct Attributes & Location

FIGURE 1 PRECINCT LOCATION



Source: Liverpool City Council project brief

The Moorebank East Precinct sits on the western bank of the Georges River on the eastern edge of the Liverpool City Council area. The precinct is accessed via its Newbridge Road frontage and from Brickmakers Drive and is bounded by:

- Residential neighbourhood to west
- Industrial land to the north
- River and parkland to the east and south
- These land use patterns are repeated further afield, along with the Bankstown Airport

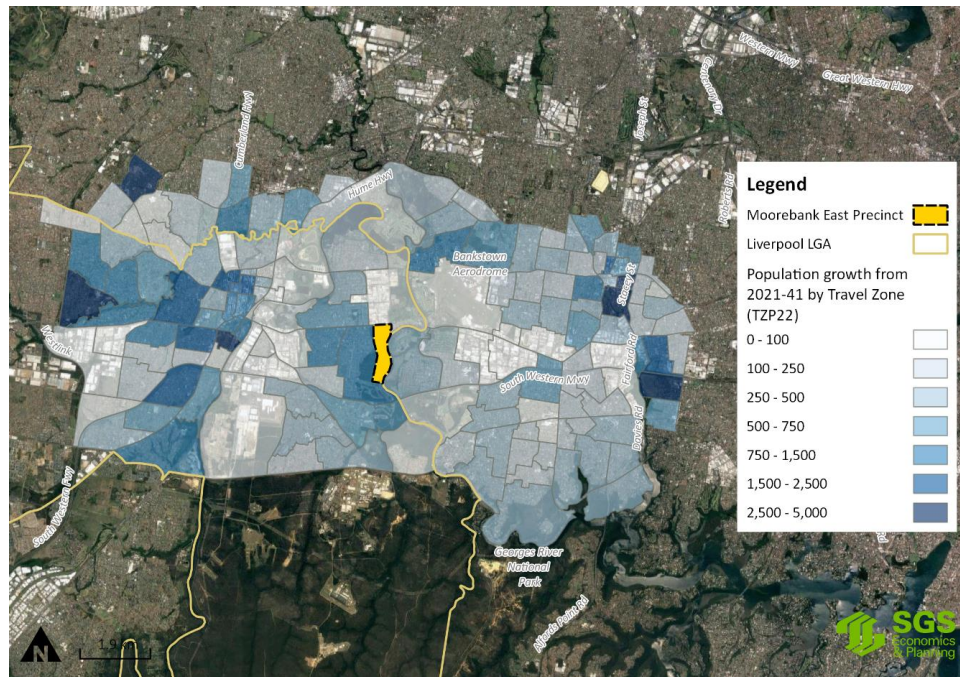
The precinct is also located along a major thoroughfare in Newbridge Road. So from an exposure and access¹ perspective, retailing, bulky goods, showrooms etc. could all be marketed and become viable in this location.

A major retail node would ideally be surrounded by as much residential land as possible. This maximises the population within its local catchment. For every non-residential land use that is nearby, the potential retail centre would need to attract shoppers from further afield – most likely increasing the vehicle kilometres travelled (vkt) for shoppers to reach this centre along with associated environmental and social externalities as a result.

¹ Subject to RMS approval

Forecasting into the future, as the map below demonstrates, most of the expected population growth in the region occurs well beyond the Moorebank East Precinct, so the distance that shoppers travel to access this hypothetical centre will continue to be significant.

FIGURE 2 POPULATION GROWTH IN SURROUNDING AREA

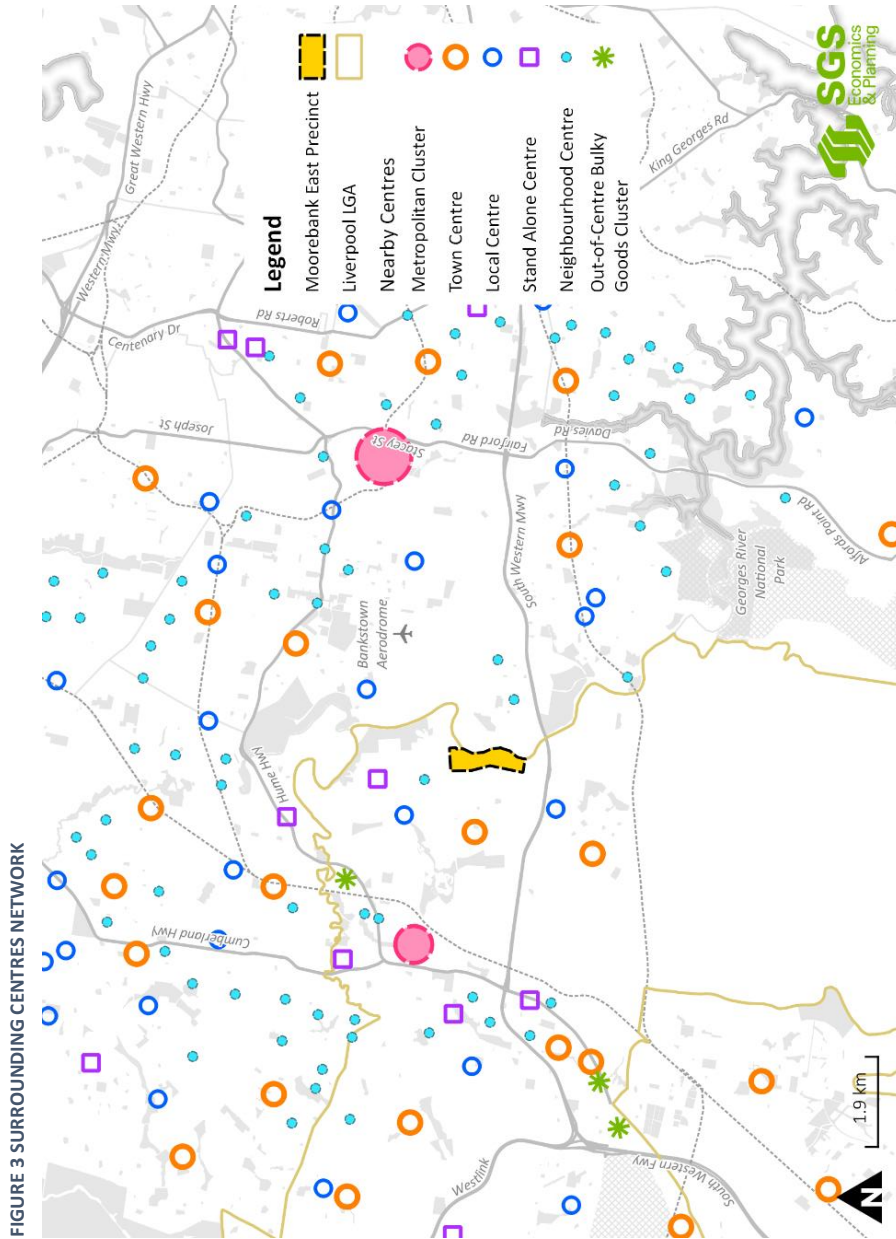


Source: SGS TZP 22

Finally it is also important to consider the surrounding centres network. Key centres in the region include:

- Liverpool CBD
- Moorebank TC
- Bankstown Central
- Cabramatta TC
- Fairfield TC
- Fashion Spree
- The Grove

Figure 3 below maps the locations of these centres relative to the Moorebank East precinct, whilst the potential trade diversion impact to these centres is tested (through a retail gravity model) and discussed in Section 4. Note how most of the areas that show up as high population growth in this broader study area (from Figure 2) are already located near a Centre (in Figure 3).



Source: SGS

SGS ECONOMICS AND PLANNING: MOOREBANK RETAIL ECONOMIC IMPACT ASSESSMENT

3. Strategy & Policy Framework

In this section we consider Council's strategic approach and policy framework around centres and the development of retail floorspace. Through these considerations, we come to an understanding of the key strategic and policy issues at hand.

The studies we have considered include:

- Six Cities Region discussion paper, 2022 (state)
- Planning for the Future of Retail discussion paper, 2018 (state)
- Liverpool LSPS: Connected Liverpool 2040 (local)
- Liverpool Centres and Corridors Strategy & Background Study, 2020 (local)
- Liverpool Economic Development Strategy, 2019 – 2029 (local)
- Liverpool City Activation Strategy, 2019-2024 (local)
- Liverpool City Centre Retail Study, 2020 (local)

Full summaries of all these relevant documents are found in Appendix A. The passages below focus on the key issues and implications coming out of them for consideration at Moorebank East.

3.1 There is limited demand for retail in the Eastern District of Liverpool LGA

Prior studies have noted that there is unmet demand for supermarket floorspace within the Liverpool LGA, with large future gaps anticipated in the City Centre District and the New Release District. However, the Moorebank site is not located in these districts, and is in the Eastern District.

Studies uncovered that with anticipated population growth and retail development, future floorspace demand in the Eastern District by 2036 is predicted to be very minor (increase by 250 sqm). Existing town centres, such as Moorebank, are also expected to have a low-moderate retail floorspace demand to 2036, with a 3,126 sqm increase. The study suggests some expansion of retail floorspace may be supportable in town centres like Moorebank, particularly of an additional supermarket. However, any necessary expansion can be accommodated in existing centres and turnover is not forecast to increase enough to indicate the need for additional town centres beyond those contemplated in existing policy settings. Although there is an overall undersupply of retail floorspace in the LGA in 2026 and 2036, for the Eastern District in 2036, there is expected to be only a small gap of -244 sqm.

Prior studies suggest there is insufficient demand in the Eastern District of the LGA, which the Moorebank site is located, for increased retail floorspace. Further to this, the long-term impacts of the pandemic have shifted consumer behaviour by heightening the market share of online retail, which may lower demand for physical retail stores². Increased retail floorspace with this shift in demand may exacerbate trade diversion impacts.

The growth in online retailing has created growth in 'click and collect' outlets as a form of retail land use. The click and collect model as a form of multi-channel retailing will mean that retailers will still need some form of physical presence.

² <https://www.abs.gov.au/statistics/industry/retail-and-wholesale-trade/retail-trade-australia/latest-release>

3.2 Out of centre development

The Moorebank site is consistent with an 'out of centre development', as it is not located within or in close enough proximity to, an existing Centre. The strategies and plans reviewed state the following in regards to 'out of centre developments':

- **Liverpool Centres and Corridors Strategy:** Guiding criteria to assist in the assessment of future planning proposals suggests:
 - The creation of new out of centre retail developments are not encouraged.
- **LSPS: Planning priority 11-** This priority notes that as there is limited demand for new centres within the LGA, Council will prioritise the future expansion of retail within local or town centres rather than stand-alone centres.
- **Planning for the future of retail discussion paper (NSW):** For the Liverpool LGA, this sets a direction for the planning of retail which would concentrate retail activity in centres which have a defined long-term place-based function. New centres may emerge around recently established out-of-centre locations, but this should be consistent with local strategic planning.

Given the above, the only considerations that could potentially support a new retail development include:

- There are some residential areas nearby,
- There are bus services (and bus stops) along Newbridge Road (but no train station nearby).

It is adjacent to open space, recreation activities (golf club), and across from industrial businesses in Chipping Norton. These areas, whilst providing high amenity or employment opportunities, reduce the viability of a potential retail development as they reduce population density in the catchment surrounding the subject site. The site would therefore then need to attract trade from a broader catchment – generating higher levels of vehicle kilometres travelled (vkt).

Furthermore, the Centres and Corridors strategy recommends that proposals must not have a significant negative impact on the retail operation of the Liverpool City Centre, town centres and local centres (including planned future centres). Therefore, retail uses on the site could be encouraged if they are deemed to have minimal negative impact on surrounding centres. Impacts are tested in this report.

3.3 Future population, housing and employment growth

The LSPS identifies Moorebank East as an 'urban development investigation area', although with limited additional information on what form development would take. It is noted that Moorebank East includes several additional sites apart from the subject site, including an area zoned R3 Medium Density Residential on which residential development is underway, and another zoned B6 Enterprise Corridor. Moorebank East is not specifically identified within the LSPS as a future location for a large centre.

Substantial residential development is planned in the LSPS for other locations in the Liverpool LGA including the Liverpool CBD, Edmondson Park, Miller, Middleton Grange and the growth areas of Austral and the future Badgerys Creek Aerotropolis. There is likely to be large-scale employment growth or in some cases retail development at most of these locations as well as other major sites like the Moorebank Intermodal Terminal.

Most of this population and employment growth is not expected to occur near the subject site, so it is not the most appropriate location for retail and services to support that growth in the LGA from the perspective of meeting local needs.

3.4 Demand for entertainment and night time economy offerings

Reviewed studies and strategies for Liverpool City Centre identify that the student population continues to grow and offers the potential to stimulate a variety of new activities to enliven the City Centre. This may include new retail and entertainment offerings to activate the night time economy.

Post pandemic, there has been a shift from traditional shopping centres and precincts towards precincts with a focus on entertainment, food retailing and local experiences. This focus is a key part of building a strong night-time and entertainment economy, along with things like car parking and public and active transport infrastructure. The best place for this is likely to be in established centres like Liverpool City Centre, particularly given the City Centre's university campuses, established mix of uses and existing hospitality and entertainment offerings.

4. Impact assessment

This section focuses on the assessment of impacts using the demand and supply figures from Section 3.

4.1 Method (Retail Gravity Model)

SGS has used a retail gravity model to test the potential impact of a hypothetical retail centre at Moorebank. The SGS Retail Model is built on previous research as well as the extensive experience SGS has gained conducting many retail studies (including previous local retail studies in Liverpool and Canterbury-Bankstown LGAs). The SGS retail model takes the following approach:

$$\text{Propensity to shop at a centre} = \frac{\text{"Attractiveness" of centre} \times \text{Floorspace of shopping centre}}{\text{Travel time to the shopping centre}^2}$$

This formula recognises that an individual is more likely to go to more 'attractive' and larger centres and less likely to go to small, lower-quality centres that are further away.

The 'attractiveness' of a shopping centre refers to a range of visual and functional attributes. Unlike other gravity models, the SGS model does not explicitly measure the effects of design layout or product mix. Instead, it uses the shopping centre's current turnover and the distribution of current demand as a basis to establish a 'current attractiveness value' for each centre. This current attractiveness value is used to forecast how the shopping centre will perform in the future given changes to floorspace (in either that centre or surrounding ones) and demand.

Why use a gravity model?

Other demand approaches (such as survey-based assessments) are expensive and data intensive and only consider current population and behaviour. Simplified 'shift-share' approaches typically focus on one or a few centres and heavily rely on judgement-based catchments with exaggerated market share thresholds. Gravity models, on the other hand, present the following benefits:

- all spending across the retail system is accounted for once and only once;
- catchments are generated through data analysis rather than through the judgement of consultants; and
- a gravity model captures the continuous and dynamic nature of catchments, based on changing demand, supply, and transport infrastructure.

4.2 Key Parameters/Assumptions

Retail expenditure forecasts

Total retail expenditure is forecast using estimates of the profile of household spending. The primary source of this is the MarketInfo estimates of expenditure per capita for different commodity types across all of Australia. This information is derived by MarketInfo from the ABS Household Expenditure Survey, which provides information on the market activities of households, and is based on demographic characteristics. MarketInfo is regarded as an industry standard.

The retail spending profiles prepared by MarketInfo are provided in a per capita format, by several different commodity categories. It is reported at the Statistical Area 1 (SA1) level to enable fine-grained estimates for retail expenditure forecasting.

These small area expenditure estimates are projected forward to 2036 using data from the ABS Retail Trade series for NSW. The Retail Trade series provides data on historical growth of real consumption by commodity category. These rates of growth are used to forecast change in real expenditure (i.e. excluding inflation).

Per capita forecasts are then used to calculate forecasts of total residential retail expenditure using the NSW Government's TZP small area population and employment forecasts for the Liverpool-Moorebank-Bankstown area.

The following issues are accounted for and steps are taken to derive forecast retail expenditure for the local retail system:

- an adjustment for online expenditure is applied by each commodity category to account for online retail purchases.
- adjustments are made to account for workers within the retail trade area.

Initial turnover

Initial turnover in each centre in the study area was estimated according to their 2021 floorspace amounts, and average retail trading density values sourced from the Urbis Shopping Centre Benchmarks 2018. These initial turnovers were adjusted to align with the total retail expenditure in 2021 and used to estimate the retail attractiveness of each centre.

The proposed floorspace is assumed to come online around 2030, noting it is 2023 at the time of writing and would take some years to go through the development process as well as find the range of tenancies that are being modelled in our scenarios.

Additional retail development at other centres in the Liverpool LGA and the surrounds in the future has been included in the model, in line with the current development pipeline, approved development developments and expected centres in greenfield areas. Retail expansion at The Grove has been included in the form of a new retail centre of around 18,000 sqm, and an expansion of the Fashion Spree of around 4,700sqm (both of these developments have DA approval).

Online Market Retail Share

SGS has created forecasts of overall online retail growth scenarios which are based on experimental time-series statistics of online retail market share produced by the ABS.

Online retail market share was broken down into shares for each retail commodity based on reported market shares for various goods and services from a variety of third-party research sources, including NAB, IBIS World, and Australia Post. These shares are lowest for supermarkets and hospitality and highest for department stores and clothing. Shares for every commodity were assumed to grow in the future, although the highest growth is expected to occur in those commodities which have the highest current online retail market penetration (department stores, clothing and household goods).

4.3 Results

Current retail supply in the study area has been estimated at around 189,000 square metres in total, spread across a variety of activity centres. The turnover in each centre in each year has been modelled with and without the proposed development (with the proposed development contributing additional floorspace as well as population and so expenditure to the retail system).

A measure of the retail performance of stores is given by the turnover per square metre of floorspace. This statistic has been calculated for the study area to gauge the impact of the proposed development on the existing retailers and the centre as a whole.

Base Case

The base scenario models a retail network that **does not** include any proposed development at Moorebank and its additional retail floorspace.

This base case shows that in business as usual scenario, turnover in most centres in the region is expected to grow significantly, with Moorebank Town Centre in particular, expected to draw trade.

It is noted that retail trading densities may increase over time as floorspace becomes on average more efficient. In this case the increase in demand for floorspace would then be slightly lower than the results shown below.

TABLE 2 BASE SCENARIO - % CHANGE IN TURNOVER/SQM, STUDY AREA CENTRES 2021-2036

	Supermarket	Other Food	Hospitality	Clothing	Household Goods	Other Retail	Department Store	Total
Liverpool CBD	10	8	23	-5	6	-9	-6	6
Moorebank TC	22	17	33			-2		20
Chipping Norton	12	7	22			-9		10
Bankstown Central	24	11	25	4	14	-5	3	14
Cabramatta TC	7	6	18	-5	-1	-10		4
Fairfield TC	11	7	18	0	-5	-9	-4	5
The Grove		5	21	-7	1	-11	-8	2

Source: SGS Economics and Planning Modelling, 2023

Impact of Hypothetical Development at Moorebank East

Development scenarios 1 and 2 model the potential impact of retail floor space at Moorebank East. The table below outlines two hypothetical scenarios, along with the real-world example's floorspace profile.

TABLE 3 HYPOTHETICAL SCENARIOS 1 AND 2 AT MOOREBANK EAST

Scenarios	Example	S'market	Other Food	Clothing and Soft Goods	Household Goods	Other Retail	D'ment Stores	Total
1. Specialised/discount retail	Birkenhead Point	4,100	600	17,200	6,400	1,500	-	31,300
2. Bulky goods/homemaker	The Grove	-	-	1,500	24,000	-	-	25,500

Two different scenarios have been chosen due to potential feasibility and fit for the location:

- Scenario 1 – Birkenhead Point (Canada Bay LGA), a brand outlet centre. Whilst Birkenhead Point itself is a dated shopping mall, a modern version with a refreshed offering at Moorebank East has the potential to attract value hunting customers from a broad catchment.
- Scenario 2 – The Grove (Liverpool LGA), a homemaker centre. The Moorebank East precinct has the access (along Newbridge Road), lot size/depth and low enough land value (due to various site constraints) to potentially support bulky goods retailing.

The factors outlined above also suggest they have the potential to divert trade away from nearby centres.

Table 4 shows the potential trade diversion impacts of the hypothetical scenario 1 (brand outlet centre) on nearby centres. This table shows that Moorebank Town Centre would go from being the highest growth centre to among the lowest due to competition from the nearby Moorebank East precinct. That said, turnover in the centres would still grow, so this should not be the only reason to stop a brand outlet centre in this location.

TABLE 4 HYPOTEHTICAL SCENARIO 1 – GROWTH OF STUDY AREA CENTRES CURRENT TO 2036 (% CHANGE IN TURNOVER/SQM)

	Supermarket	Other Food	Hospitality	Clothing	Household Goods	Other Retail	Department Store	Total
Liverpool CBD	9	7	22	-12	5	-10	-6	4
Moorebank TC	2	8	21			-10		4
Chipping Norton	8	5	20			-11		7
Bankstown Central	23	11	25	1	13	-5	3	13
Cabramatta TC	7	6	18	-9	-1	-10	0	3
Fairfield TC	11	7	18	-3	-6	-9	-4	4
The Grove		5	20	-12		-11	-8	1

Source: SGS Economics and Planning Modelling, 2023

Table 5 shows the potential trade diversion impacts of the hypothetical scenario 2 (homemaker centre) on nearby centres. This table shows that the trade diversion impacts of the potential homemaker centre would be relatively benign and unlikely to be felt in any significant way at centres in this region.

**TABLE 5 HYPOTHEITICAL SCENARIO 2 – GROWTH OF STUDY AREA CENTRES CURRENT TO 2036
(% CHANGE IN TURNOVER/SQM)**

	Supermarket	Other Food	Hospitality	Clothing	Household Goods	Other Retail	Department Store	Total
Liverpool CBD	10	8	23	-5	1	-9	-6	5
Moorebank TC	22	17	33			-2		20
Chipping Norton	12	7	22			-9		10
Bankstown Central	24	11	25	4	12	-5	3	14
Cabramatta TC	7	6	18	-5	-3	-10		4
Fairfield TC	11	7	18	-0	-7	-9	-4	4
The Grove		5	21	-8	-2	-11	-8	2

Source: SGS Economics and Planning Modelling, 2023

Net Impact

Finally Table 6 compares the net trade diversion impact of the hypothetical scenarios. Scenario 1 has a significant impact on the growth prospects of Moorebank Town Centre only, whilst Scenario 2 has a negligible impact on any centre.

TABLE 6 NET IMPACT FOR HYPOTHETICAL DEVELOPMENT SCENARIOS (%)

	Scenario 1	Scenario 2
Liverpool CBD	-1.4	-0.4
Moorebank TC	-13.2	0.0
Chipping Norton	-2.9	0.0
Bankstown Central	-0.6	-0.2
Cabramatta TC	-0.6	-0.2
Fairfield TC	-0.4	-0.1
The Grove	-0.9	-0.7

Source: SGS Economics and Planning Modelling, 2023

5. Implications & Conclusions

This review of a potential retail precinct at Moorebank East has found that the case for retailing at Moorebank East is stronger for a homemaker/bulky goods centre than a specialised/discount retail outlet.

A specialised/discount retail outlet such as Birkenhead Point in the Canada Bay LGA has:

- no existing policy support given this is an out of centre location
- little existing need given low population in the immediate surrounding catchment
- little future need either as population growth in the region is expected to occur much further afield
- a poor case from a travel externality perspective as shoppers would need to drive further given most would not reside in Moorebank East
- mixed results from a trade diversion impact perspective, with no centre expected to be under threat, but still significant trade diverted away from Moorebank Town Centre.

A bulky goods/homemaker centre has:

- Very little trading impact on other centres
- Limited policy justification, although strategic planning policies are more focused on traditional centres and retailing given it's placemaking role and stronger role in serving the day to day needs of the local community (from this perspective the location and competitive position of bulky goods centres is much less important).
- No identified need to meet an existing gap in provision in the immediate surrounding catchment
- No identified future need due to low population growth in the immediate surrounding catchment, although a bulky goods centre would likely draw a catchment from a much broader area
- Less or no impacts in terms of trade externality than a discount centre due to people generally travelling further and at lower frequencies to a bulky goods centre

These assessments are summarised below. Overall, we consider a homemaker/bulky goods centre is likely to generate a better net community benefit outcome than a specialised/discount retail outlet, although retail sites that are closer to where the greatest population growth is expected would be better where possible. Neither scenario performs well against policy and market tests.

Consideration	1. Specialised/ discount retail	2. Bulky goods/ homemaker
Policy support	x	x
Current need	x	x
Future/growth need	x	x
Travel externality	x	?
Trade diversion impact	?	✓

Appendix A: Policy Review

State Policy

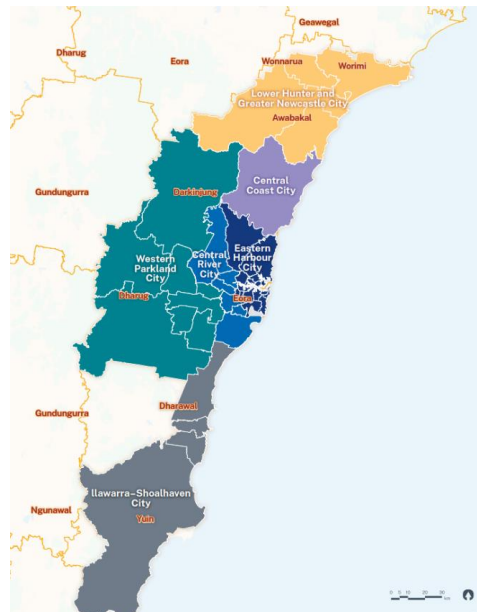
The Six Cities Region discussion paper

Greater Cities Commission's Discussion Paper on the six cities aims to stimulate conversation about the best way to plan a Six Cities Region that benefits people and captures global economic opportunities, as the Greater Cities Commission's Region Plan for the six cities develops. The Region Plan for the new Six Cities Region will be developed by the end of 2023 and will replace the existing District Plans. To realise the vision for the region, there are six Region Shapers which will guide the 2023 Region Plan. They include the following:

- An embedded First Nations voice
- A connected Six Cities Region
- Housing supply, diversity and affordability
- Inclusive places connected to infrastructure
- Powering local jobs and economies
- Climate resilient green cities

The Liverpool LGA is positioned in the Western Parkland City and is identified as a Metropolitan Cluster. In close proximity to Liverpool is other identified Metropolitan Clusters, such as Bradfield, Campbelltown-Macarthur and Penrith, as well as Greater Parramatta which is identified as a larger Metropolitan Centre.

The discussion paper identifies some growth areas for housing and employment near Liverpool CBD, as well as an innovation district near Bradfield. A possible fast rail network investigation is also identified to go through Liverpool, connecting greater Newcastle, Canberra, Wollongong, and Penrith. This may bring many more professional workers to Liverpool, potentially changing its local retail role and increasing demand for services.



Planning for the future of retail discussion paper, 2018

Additional directions for the best-practice planning of local retail is provided by a discussion paper prepared by the Department of Planning in 2018. It was associated with changes to the Standard Instrument LEP template but had a broader scope regarding the future of retail planning in response to changes in the retail sector.

The discussion paper identifies the changing role of retail in response to structural changes in how consumers shop. Building on work from the Independent Retail Expert Advisory Committee, the paper finds that the current planning framework does not provide sufficient flexibility to accommodate a dynamic and evolving sector. It finds continued strong retail demand related to population and economic growth, despite increasing competitive pressures and some high-profile store closures. As a result, the paper calls for planning which supports the important place of retail in local economies while recognising its role in the liveability of well-designed and accessible centres.

The paper identifies five outcomes for future retail planning, of which four are relevant for the Liverpool LGA:

- Clustering retail to ensure that customers have convenient easy access, multipurpose and frequent shopping. This would provide immediacy, choice and convenience for consumers;
- Orderly development of new retail formats. This ensures that the changing needs of the retail sector are met, and that retail provides destination shops focused on experiences which can compete with online retail. The most important implication of this trend is identified as retail precincts having a broad range of uses similar to traditional town centres;
- Strategic planning for innovative retail formats. Zoning flexibility is needed to ensure that there is scope for these formats. Examples given include large-format retail with a focus on tenant mix combining elements of main street, large-format and other complementary retail uses, ancillary retail supporting manufacturing, creative production techniques which combine retail and manufacturing, and pop-up retailing;
- Better planning for last-mile distribution and innovative supply chains. This requires planning for small distribution centres and logistics sites near to centres of population.

Building on these outcomes, the paper identifies three directions for retail planning and for reform:

- Better local strategic planning for retail, including updating retail strategies to reflect trends in the retail sector. Long-term place-based outcomes for retail should be established and aligned through a strategic hierarchy from strategic narratives expressed in local planning, and with statutory planning controls;
- A modern approach to retail development that reflects a range of retail formats *in centres*. This means that retail planning should be consistent with centres hierarchies such as the one in the GSRP. Councils should coordinate investment in infrastructure and amenity in centres to renew main streets and support the place-based functions of centres. Large-format retailers are tending to locate in precincts which should form part of centre hierarchies, offering a broad shopping experience with a greater range of retail types than in the past;
- Adaptability and certainty for retail, with flexible land use zoning to allow transitions in retail functions. This includes open zones and allowing undefined and innovative uses to be evaluated and potentially permitted.

For the Liverpool LGA, this sets a direction for the planning of retail which would concentrate retail activity in centres which have a defined long-term place-based function. New centres may emerge

around recently established out-of-centre locations, but this should be consistent with local strategic planning.

Local Policy

Liverpool LSPS: Connected Liverpool 2040

The Local Strategic Planning Statement aims to guide Liverpool City Council's strategic planning vision for the next 20 years. The LSPS is centred around the key themes of connectivity, liveability, productivity, and sustainability. Liverpool City Centre is the major retail and employment hub in the LGA, followed by the emerging Western Sydney Aerotropolis Core region to the west of the LGA.

The LSPS does not identify Moorebank or the study site as a centre for major housing growth to 2036, however housing growth is expected in nearby Liverpool centre (10,000- 20,000), Miller (1,000-5,000), Edmondson Park (5,000-10,000), and Middleton Grange (500-1,000). Employment growth to 2036 is expected in Moorebank Intermodal Terminal and surrounds (1,000-5,000), however the study site is not included. Surrounding areas to the study site are expected to experience profound employment growth to 2036, including Liverpool centre (10,000-20,000) and Holsworthy (500-1,000).

The LSPS identifies the site as an urban development investigation area, and aims to protect and enhance the surrounding established residential areas.

It is noted that centres act as important focal points for the local community, especially when co-located and well-integrated with gathering places such as retail stores, cafes and restaurants. The following planning priorities discuss councils position in relation to retail developments:

- *Planning priority 8: Community-focused low-scale suburbs where our unique local character and heritage are respected.* This priority outlines that council will improve the amenity of local centres and recognise the role of retail in establishing vibrant local centres;
- *Planning priority 11: An attractive environment for local jobs, business, tourism and investment.* This priority notes that the concentration of retail within centres plays an important role, and provides day to-day and specialised retail needs. It is also mentioned that the LGA has 'stand-alone centres' that contain either a supermarket or another large retail role, such as bulky goods retailing. Whilst these stand-alone centres meet the retail needs of the community, they do not provide multi-function community gathering places. As there is limited demand for new centres within the LGA, Council will prioritise the future expansion of retail within local or town centres rather than stand-alone centres.

Liverpool Centres and Corridors Strategy

The Liverpool Centre and Corridor strategy has been developed in response to Action 11.3 of Council's LSPS, which identifies the need to prepare a Centres and Corridors Strategy and review relevant planning controls. The objectives of the Strategy are to:

- Ensure that there are adequate, appropriate and accessible retail services for Liverpool's residents into the future;
- Maintain and strengthen the viability of existing centres;
- Ensure that centres have a high level of amenity for workers, shoppers, residents and visitors;

- Ensure that future centres are well planned and connected.

The strategy indicates that most of the residential areas of the Liverpool LGA are within 2km of a major supermarket, with some of those who are further away having access to a smaller local supermarket. There were some areas with limited access to supermarkets, however, these areas were not located near the study site. Furthermore, a study by SGS (2019), noted that there is unmet demand for supermarket floorspace within the Liverpool LGA, with large gaps in the City Centre District and the New Release District. The study site is not located in any of these districts.

The strategy proposes a reviewed retail hierarchy for the LGA, and suggests Moorebank remain as a Town Centre. The strategy envisages town centres to be large retail centres which act as community gathering places with a range of uses. Proposed features of town centres includes one or more full line supermarkets, a broad range of specialty retail, a concentration of social infrastructure, some other services, and good public transport and pedestrian accessibility. Proposed future development for town centres includes retail and service development as a priority. It is also noted that design integration with social infrastructure should be improved as part of any expansion in town centres.

In regards to the eastern part of the LGA where Moorebank and the study site is located, the strategy identified Moorebank as a larger town centre in the eastern region of the LGA, surrounded by smaller local centres such as Hammondville, Epsom Road and stand-alone centres like Casula Shopping Centre.

The strategy includes an outline of guiding criteria to assist in the assessment of future planning proposals. The guiding principles relating to retail development include:

Proposals must not have a significant negative impact on the retail operation of the Liverpool City Centre, town centres and local centres (including planned future centres);

- The creation of new out of centre retail developments are not encouraged;
- In all centres (except neighbourhood centres), proposals must retain the existing amount of retail and commercial floorspace as part of a mixed-use development;
- Allow additional retail uses in the B5 zone if it can be demonstrated they could not reasonably locate in another centre and they constitute a small proportion of the total retail floorspace.

Liverpool Centres and Corridors Study

SGS Economics and Planning were commissioned to review the existing retail centre hierarchy in the LGA and provide recommendations regarding future retail and business development.

The largest retail centre in the LGA is the Liverpool CBD, which is classified as a Regional City in the retail hierarchy. As of 2016, the Liverpool LGA is expected to experience retail floorspace growth by around 49.98% to 951,617 sqm in 2036. The Liverpool CBD currently contains approximately 33% of the total retail floorspace across the LGA at around 125,000 sqm, which is the largest amount of any other centre. Across the LGA, future expected retail supply growth to 2036 is expected to be highest in household goods (4.4% growth), supermarket, and clothing and soft goods (both 2.3% growth). Findings relating to the Eastern District, which the study site is located, and Moorebank are discussed below.

- Town Centres, which Moorebank is positioned in, contains approximately 65,500 sqm of retail floorspace. Commercial and retail floorspace capacities for the Eastern District is expected to range between 5,591 sqm- 118,339 sqm. This is significantly lower than the City Centre District, Established District, and New Release District;

- The study uncovered that future floorspace demand in the Eastern District by 2036 is predicted to be very minor. By 2036, retail floorspace demand in the district is expected to increase by 250 sqm, to 24,315sqm. This is a significantly lower than all the other districts in the LGA, which range from 2,056 sqm- 222,244 sqm in demand to 2036;
- Existing town centres, such as Moorebank, are also expected to have a low-moderate retail floorspace demand to 2036, with a 3,126 sqm increase. The study suggests some expansion of retail floorspace may be supportable in town centres like Moorebank, particularly of an additional supermarket. However, any necessary expansion can be accommodated in existing centres and turnover is not forecast to increase enough to indicate the need for additional town centres beyond those contemplated in existing policy settings;
- The model results indicate an overall undersupply of retail floorspace in the LGA in 2026 and 2036. In 2036 there is expected to be an overall undersupply in all districts except the New Release District, where a large amount of bulky goods retail floorspace is expected to be built between 2026-2036 and to result in the oversupply of floorspace. For the Eastern District, in the short term (to 2026) there is expected to be no gap, however in 2036 there is expected to be a small gap of - 244 sqm. This is a minor gap as compared to other centres, as evident in the figure below.

RETAIL FLOORSPACE GAP BY DISTRICT- NEGATIVE VALUES INDICATE UNMET DEMAND.

District	To 2026	To 2036
New Release District	-25,457	15,920
2168 District	946	-2,090
Established District	7,196	-6,844
Eastern District	1,561	-244
City Centre District	2,200	-10,527
Total	-13,554	-3,785

Source: SGS, 2019

Economic Development Strategy, 2019 - 2029

Liverpool's Economic Development Strategy details the economic priorities, actions and targets to guide the development of the LGA's economy. Key features identified as underpinning Liverpool's growth include:

- Land use planning which balances economic opportunities with environmental requirements
- Improved freight and passenger transport with continued investment in infrastructure projects by the public and private sector, and
- A growing and trained workforce to support contemporary business needs.

The Strategy identifies a number of opportunities and challenges for the LGA regarding industry development, infrastructure, land use/planning and skills and employment. One of the key opportunities for industry development is the continued expansion of the retail sector. One of the challenges identified is to accommodate a combined 30,000 jobs in the city centre and Georges River Precinct, which would offer a significant contribution to retail viability and vibrancy.

City Activation Strategy, 2019-2024

The primary purpose of the Strategy is to offer an innovative model for precinct activation that will ultimately encourage the development of a well-integrated and economically vibrant Liverpool City Centre. The vision of this strategy is *'To foster an 18-hour walkable city with a lively and well-integrated mix of activities, in order to attract private investment and stimulate Liverpool's communities to make greater use of the City Centre and its attributes'*. The Strategy recognises a need to improve the public domain, current business and social offering, and to make the centre a more desirable location for a range of activities.

The strategy identified that Liverpool City Centre has a rich cultural, food and retail scene which offers residents and visitors a point of difference. This includes a vibrant mix of retail outlets, education, services and amenities, and Government office support as well as residential apartments. It is emphasised that the emerging student population continues to grow and offers immense potential to help stimulate a variety of new activities to enliven the City Centre. This may include new retail and entertainment offerings, to activate the night time economy.

It is highlighted that current retail strengths of the Liverpool City Centre include a:

- Strong daytime use of the City's retail offerings and use of public spaces;
- Strong, diverse retail offer reflecting Liverpool's uniqueness;
- A major Westfield Shopping Centre and associated Events Cinema Complex.

The Liverpool City Centre Retail Study, 2020

SGS Economics and Planning were commissioned by to provide advice about the opportunities for retail development of the Liverpool City Centre and what kinds of retail spaces should be provided in mixed use developments. The study noted that Liverpool City Centre has a strong retail future driven by population growth, commercial development and an expanding health and education precinct. A summary of findings is outlined below.

- There is a risk that retail spaces which do not have a target tenant type and so are unattractive to retailers, or which are in unattractive locations, will become semi-permanent retail vacancies. Developers should consider example tenant profiles and provide appropriate spaces for them;
- Westfield Liverpool is likely to continue to play a regional retail role and be the major retail centre in Liverpool in the future. Retailing outside of Westfield should not seek to duplicate Westfield's retail mix, but should instead focus on building on the unique strengths of other parts of the City Centre: boutique and specialised retail offerings which are not found elsewhere;
- There is not expected to be enough additional retail demand in the Liverpool City Centre in the future to support a large new shopping centre or the creation of large new retail destinations outside of the existing retail area;
- There is an opportunity for the LGA to integrate more hospitality floorspace, as there are no major dining destinations nearby but significant population growth is planned in the Liverpool LGA and surrounds. Liverpool is well positioned to develop as a major destination for hospitality, filling this unmet demand.

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