



## 7. Development of a Management Policy

### 7.1 Definitions

The definitions for terms used in this report are those adopted in *The Burra Charter (The Australia ICOMOS Charter for places of cultural significance)*,<sup>66</sup> a copy of which is provided in Appendix E. Key definitions are provided 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 below].

**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.

**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 should 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.

### 7.2 Conservation Policies

The following section identifies the policies generated by the Plan of Management for the future conservation of the site. The policies will ensure that the aviation continues into the future and that the site's history is protected.

#### 7.2.1 General Policies

##### **Policy 1 Significance the Basis for Planning and Work**

The statements of significance set out in this management plan will be a principal basis for future planning and work.

<sup>66</sup> Australia ICOMOS 1999



*Implementation strategies*

- 1.1 Adopt the statement of significance as a principal basis for future planning and works.

**Policy 2 Adoption of Burra Charter**

The conservation and development of the Evans Head Memorial Aerodrome, its fabric and uses, will be carried out in accordance with the principles of *The Burra Charter*,<sup>67</sup> and any revisions of the Charter that might occur in the future.

*Implementation strategies*

- a. Adopt the *Burra Charter* as the guiding principles for conservation works and management at the aerodrome.

**Policy 3 Adoption of Policies**

The policies recommended in this management plan will be endorsed as a primary guide for management as well as future planning and work.

*Implementation strategies*

- 3.1 Endorse the policies in the Management Plan as a primary guide for management as well as future planning and work.

**Policy 4 Expert Heritage Conservation Advice**

Advice should be sought from people with relevant experience in the management and/or conservation of heritage properties in relation to complex heritage conservation issues and in the design and review of work affecting the significance of the place.

Appropriately skilled people should be used to undertake works affecting the place.

New proposals should be developed with the involvement of a range of relevant expert advice to ensure an integrated planning and design approach is adopted.

*Implementation Strategies*

- 4.1 Seek through the Heritage Office and professional bodies (as necessary) the names of people with relevant expertise and experience in the management or conservation of heritage properties for actions implementing this plan, and for other heritage related tasks.

**Policy 5 Review of the Conservation Management Plan**

The heritage assessment and conservation component of the management plan should be reviewed:

- ▶ To incorporate any new information and ensure consistency with current management circumstances every five years; or
- ▶ Whenever major changes to the place are proposed or occur by accident (such as fire or natural disaster); or
- ▶ When the management environment changes to the degree that policies are not appropriate to or adequate for changed management circumstances; or

<sup>67</sup> Australia ICOMOS 1999



- It is found to be out of date with regards to significance assessment (for example when new information is located).

*Commentary:* Review does not automatically mean change, the objective of the review being to confirm the consistency and applicability of the plan to current information and management circumstances, and to revise the plan if these are found to be out of date. The five-year review period is also to ensure that an accumulation of small or large changes which might influence the effectiveness of a plan have not gone unnoticed.

#### *Implementation Strategies*

- 5.1 Review the Management Plan at least every five years. Monitoring of performance in satisfying the policies will form part of that review.
- 5.2 Undertake a review and necessary amendment of the conservation components of the management plan at any other time if it is found to be out of date with regards to significance assessment, management obligations or policy direction.

### **7.2.2 Training**

#### **Policy 6 Training**

Training should be initiated within the Council to raise awareness of the significance of the place, its key significant features, and the policies and practices for its appropriate management. Training should include Council staff, and staff of lessees and occupants of the aerodrome.

#### *Implementation Strategies*

- 6.1 Seek opportunities to send staff to heritage awareness and training courses, such as those run by the Heritage Office and several universities.
- 6.2 Heritage practitioners engaged for conservation planning and works should be required to include a workshop or seminar for key staff and occupants of the aerodrome in their terms of engagement. Staff should also have the opportunity to be directly involved in works and planning, to increase their heritage skills.

### **7.2.3 Liaison with and Involvement of Key Stakeholders**

#### **Policy 7 Relationship with Stakeholders**

The Council should seek to liaise with all relevant stakeholders, including community and special interest groups, on developments and management decisions affecting the heritage significance of the place.

#### *Implementation Strategies*

- 7.1 Maintain a list of relevant stakeholder contacts and the scope of their interests.
- 7.2 Periodically or as developments are proposed, seek to inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments.



**Policy 8    *Involvement of Stakeholders in Management of the Place***

The Council should consider the establishment of a formal committee system for the place, to enable more direct liaison with stakeholder groups, and a mechanism for input to management decision-making in accordance with this PoM. The terms of reference should be in accordance with the intent of the Plan of Management.

*Commentary:* Given the level of community interest and commitment to the aerodrome, together with the assessed high level of social significance of the place, it is reasonable for community stakeholders to be more directly involved in the management of the place. The level of that involvement has to be determined, but options might include a formal committee for input into management of the place in accordance with this PoM. The committee membership should include a representative from:

- ▶ The Richmond Valley Council;
- ▶ NSW Heritage Office
- ▶ Retirement Village; and
- ▶ Community Stakeholders.

Any noise issues from retirement village residents should be referred to the Retirement Village Representative, who would in turn refer noise issues to the Committee in the first instance.

*Implementation Strategies*

- 8.1    Establish a formal committee system for the place.

**7.2.4    The Runways, Taxiways and Aprons**

**Policy 9    *Conservation and Use of Runway Fabric***

Original runway tarred widths should be conserved. The central surfaces of selected runways (18/36 and 09/27) should be maintained for their existing length and to the surface standard necessary to support light aircraft operations. The paved surface of runway 18/36 will be the only paved surface maintained by Council. Runway 09/27, which is partially sealed will be maintained to a standard necessary to support light aircraft operations, however the existing sealed surface will not be maintained. The surfaces of the other runways and sections not required for aviation use will be maintained as clear strips in the landscape, regularly slashed and maintained to their current levels at least to the width of the original runway (45.7m). The existing surfaces should not be disturbed. Grass can be allowed to grow through those runway surfaces, but larger vegetation should be systematically removed on an ongoing basis.

*Implementation Strategies*

- 9.1    Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that runways 18/36 would be used for light aircraft as defined in the draft 2025 ANEF and 09/27 for ultralight use.



**Policy 10 Conservation and Use of Taxiway Fabric**

The northern-most taxiway off runway 18/36 to the hangar area, which is the most likely to have the heaviest use for ongoing aviation purposes, should be maintained to a standard appropriate to its ongoing use. The next taxiway south off 18/36 should be maintained to a level appropriate to its use. Appropriate maintenance of taxiways would include regular mowing and inspections to ensure the surface condition is adequate. If the adjacent area is only used for aircraft parking, a lighter surface treatment or a gravelled surface might be sufficient.

The two taxiways off runway 14/32 are no longer connected to an operational section of runway, and if not removed in implementing development options approved in this plan (Policy 18), should be allowed to remain as elements in the landscape. The southernmost original taxiway has been destroyed by residential and road construction.

*Implementation Strategies*

- 10.1 Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that the two northern taxiways will be needed for aviation use.

**Policy 11 Conservation and Use of Hangar Aprons and Drains Fabric**

**Hangar Aprons**

The aprons for the northern suite of six hangar sites including the surviving hangar survive as eroded tarred surfaces. The apron north of the surviving hangar and connecting to the taxiway off 13/36 has been retarred for more recent use, and should be maintained as an operational hard-surfaced area. The aprons around the sites of the removed hangars should be left in their current condition unless operational standards require a higher level of surfacing. The aprons should not be removed or destroyed, and any new buildings or other development should be restricted to the footprint envelope of the former hangars (see Policy 17) in accordance with this PoM.

**Drains**

Drains associated with runways and apron areas should be regularly maintained to the operational level required to maintain aviation functions.

*Implementation Strategies*

- 11.1 Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that the apron north of the surviving hangar and connecting to the taxiway off 13/36 will be needed for aviation use.

**7.2.5 The Bellman Hangar**

**Policy 12 Conservation of the Bellman Hangar Fabric**

The Bellman hangar should be conserved. This would entail preservation and restoration of some building material, and the removal and reconstruction of elements corroded to the point where their structural integrity is compromised. The hangar may require adaptation to meet current structural standards for public access.



#### *Implementation Strategies*

- 12.1 Replacement materials required for reconstruction may be second-hand elements from other Bellmans that cannot be maintained in their original locations and whose conservation is not feasible (such as the Council Works Depot), or may be newly fabricated elements.
- 12.2 Engineering report - The conservation methods applicable to the hangar need to be informed by a detailed engineering assessment and replacement plan for non-viable structural elements.

This engineering assessment should be carried out with the involvement of a heritage architect, so that assumptions are challenged and heritage perspectives considered. The engineering assessment should, among other things:

- ▶ Identify the frame elements that need replacement, and those that can be stabilised or repaired, limiting replacement to the minimum number of prefabricated sections possible.
- ▶ Identify the extent of corrugated galvanised iron cladding that needs replacement.
- ▶ Identify the stability and necessary treatment of the hangar floor.
- ▶ Consider the stability of the structure and structural and cladding needs with the removal of the single storey extension to the east.

Initial engineering advice recommends the temporary erection of safety barriers to prevent public access to the building. The adoption of one of the Options listed above is necessary to address safety and high risk of structural failure. Such action would be covered by the Standard Exemptions for works requiring Heritage Council approval.

#### **Policy 13 Use of the Bellman Hangar**

Council should, concurrently with the engineering report, investigate in detail the use options for the hangar, and make firm recommendations for a use or mix of uses compatible with the significance of the place. Future use of the Bellman Hangar should be related to the aviation functioning of the aerodrome, and the interpretation of its history as these uses are most compatible with the significance of the place.

#### *Implementation Strategies*

- 13.1 The study should be coordinated by an architect or planner, and should consider the range of existing proposals, invite new proposals, and investigate the feasibility and use requirements of the most realistic options.

The report on future use and the engineering report (Policy 12) would be key documents in decisions about the hangar's future, and would feed into a specific conservation plan for the building (see Policy 14).

#### **Policy 14 Conservation Plan for the Bellman Hangar**

A supplementary conservation plan is required for the Bellman hangar, to provide detailed guidance for works to conserve the place and adapt it for new uses. This



plan needs to be informed by the engineering report (Policy 10) and the new uses study (Policy 11).

*Implementation Strategies*

- 14.1 It may be strategic to combine the study of use options with the first stage of the conservation plan, as long as the use study's evidence and conclusions are able to be considered in their own right.

## **7.2.6 Aerodrome Landscape**

### **Policy 15 Aerodrome Open Space Zone**

The open grassland landscape defined as the Aerodrome Open Space Zone (Figure 10) elsewhere in this Plan, should be conserved. This landscape comprises the surrounds of the runways and the spaces between them.

*Implementation Strategies*

- 15.1 Manage the cleared landscape of the aerodrome at its current levels by continuing to regularly slash, removing woody plants and mowing in accordance with this management plan.

## **7.2.7 Other Features**

### **Policy 16 Machine Gun Pit**

The machine gun pit should be conserved. In the first instance, the pit should be stabilised and protected from the weather. Restoration and reconstruction would be an appropriate longer-term option with controlled public access.

*Implementation Strategies*

- 16.1 The remaining metal capping should be recorded and removed to secure storage with adequate labelling to allow it to be relocated. A simple roof supported on posts with open sides would provide rain protection. If any degree of vandalism is observed, a chain wire fence should be erected around the site.
- 16.2 Recording and stabilisation of the pit at the Blue Pool bomb storage area should also be undertaken.
- 16.3 If restoration and reconstruction of the aerodrome pit is implemented, WWII plans of the pit type should be sought, and compared with the surviving example and that at the Blue Pool, to ensure that any reconstruction work is soundly based. Public access off the Woodburn Road should be provided, and regular monitoring of condition and any necessary maintenance works be undertaken. A protective roof would still be required to protect the pit from the elements.



## 7.2.8 Interpretation and Community Activities

### **Policy 17 Interpretation**

Interpretation of the WWII and subsequent history of the aerodrome should be provided in the conserved Bellman Hangar, in the village of Evans Head and within and around the Aerodrome.

#### *Implementation Strategies*

- 17.1 Interpretation should be one of the uses of the conserved Bellman hangar, detailed in the conservation plan for the building. Provide consistent interpretation of the aerodrome and the conservation program at the Museum.
- 17.2 Develop an internet or CD based educational program for schools which could be sold to school user groups.
- 17.3 Review all existing directional signage and implement a program of installing consistent and useful directional signage which includes information on car parking, visitor facilities and distances to the entrance of the Aerodrome where appropriate.
- 17.4 Develop a self directed walking tour supported by pamphlets and interpretative signs.

### **Policy 18 Community Activities**

The ability of community groups with close associations with the aerodrome (such as veterans groups and the local community) to hold commemorative events and meetings at the aerodrome shall be retained in future management decisions.

#### *Implementation Strategies*

- 18.1 Community events at the aerodrome associated with the history of the aerodrome, Evans Head history and heritage, Anzac Day celebrations, veterans reunions etc should be encouraged and facilitated and should be allowed for in any future sale or lease arrangements.
- 18.2 Ensure that associated activities are planned to reduce impact on the cultural and natural values of the aerodrome. Informal camping associated with events such as the Great Eastern Fly In should be limited to the open areas immediately north of the Bellman hangar and 1994 hangar area, and portable toilet and garbage facilities should be required.
- 18.3 Uncontrolled camping on aerodrome land should not be permitted. A defined camping area should be established to encourage increased use and visitation of the site (Figure 14).

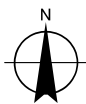




**LEGEND**

- Subject Site
- Northern Hangar Area
- + Machine Gun Pit
- Southern Hangar Area
- Proposed Camping Area
- South Eastern Area
- Proposed Car Park

1:15,000 (at A4)  
 0 100 200 300 400 500  
 Metres  
 Map Projection: Transverse Mercator  
 Horizontal Datum: Geocentric Datum of Australia  
 Grid: Map Grid of Australia 1994, Zone 56



Richmond Valley Council  
 Review of Evans Head Memorial Aerodrome PoM

Job Number 22-14289  
 Revision B  
 Date 19 December 2008

**Proposed Car Park and  
 Camping Areas**

**Figure 14**



## 7.2.9 Future Development

### **Policy 19 Car parking**

Car parking shall be limited to the area immediately north east of the Bellman hangar, east of the aerodrome fence. If parking demand increases, Council should create a defined parking in the area to the east of the hangar between the hangar and Memorial Airport Drive, with a suitably treated surface (Figure 14). Overflow parking during busy times could be provided in adjoining streets.

Car parking associated with future development of the northern hangar complex (see Policy 18) should be regulated to limit impact on the aerodrome landscape values. Parking should be limited to that essential for the operation of the new facilities.

#### *Implementation Strategies*

- 19.1 Control and plan car parking in accordance with this policy.
- 19.2 If general parking demand increases, create a defined parking in the area to the east of the Hangar, with a suitably treated surface.

### **Policy 20 Development within the Hangar Conservation and Aviation Operation Zone**

In the Hangar Conservation and Aviation Operation Zone (Northern Hangar Area relating to the six northern hangar locations), there is surviving significant evidence of the hangar locations and associated tarred aprons. Future buildings in this area should be contained within the footprints of the former hangars, and should not entail the removal or destruction of the apron areas (though resurfacing may be permitted if the new use requires adjacent hard paving).

The form, orientation, external building materials and as far as possible scale of any buildings located within the Hangar Conservation and Aviation Operation Zone should be sympathetic to those of the surviving Bellman hangar, the objective being to echo the rhythm and scale of the WWII built form and evoke the aviation associations. The mixed built form and materials of the adjacent industrial area is not appropriate within the aerodrome hangar precinct.

No building should be permitted west of the alignment of the western walls of the former hangars.

#### *Implementation Strategies*

- 20.1 Ensure that all planning and implementation of future uses and construction in the Hangar Conservation and Aviation Operation Zone complies with this policy.
- 20.2 Quote this policy to potential tenderers for the development of this area.

### **Policy 21 Development within the Southern Hangar / Works Depot Zone**

The Southern Hangar / Works Depot Zone (Southern Hangar Area relating to the 11 southern hangar sites and aprons) may be redeveloped for light industrial or residential use. Future buildings in this area should be required to reflect the general orientation, spatial arrangement and compatible external building materials and where possible the scale of the former hangars, though the location of new buildings should



not necessarily be limited to former hangar sites. The objective is to be sympathetic to the Hangar Conservation and Aviation Operation Zone and the WWII history of the site, and to differentiate this area from the mixed built form of the industrial estate to the east.

A fly neighbourly agreement (see Appendix D) would also be established to reasonably regulate aircraft noise. This agreement would need to be negotiated between those conducting business at the airfield, EMAC, the local community and RVC. The agreement would be widely circulated and a notice inserted in appropriate publications to advise that a fly neighbourly agreement is in force at Evans Head.

#### *Implementation Strategies*

22.1 Ensure that the planning of any redevelopment of the Southern Hangar / Works Depot Zone are in accordance with this policy.

22.2 Quote this policy to potential tenderers for the development of this area.

#### **Policy 22    *Development within the Southern Runway Zone***

The Southern Runway Zone immediately southwest of the Southern Hangar / Works Depot Zone, containing the surviving southern taxiway and southern end of runway 14/32, equating to Councils potential development site 3 (*and the Southern runway zone*), may be developed for residential purposes. The Southern Runway Zone is considered to be appropriate for residential purposes, given the recommendations of the heritage consultant and its current 2(v) zoning pursuant the RRSC LEP 1992. However any development of this area should be subject to appropriate development controls, which protect the continued use of the aerodrome for aviation purposes.

The alignment of runway 14/32 and the two taxiways off it should be retained in some clearly recognisable form in the landscape in any subsequent land use. This might include retention of open space, alignment of roads and adjacent building development, landscape treatment or some other approach that stressed the lineal nature of the runways and taxiways, visible from both ground level and the air.

Any buildings associated with development in the Southern Runway Zone should be located as close to existing residential development as possible to create a buffer between it and the aerodrome in order to minimise any impact from aircraft noise despite the fact that the area is well outside the 20 ANEF contour. Furthermore any buildings proposed should be treated with noise dampening devices such as insulation and double glazing.

The fly neighbourly agreement (as discussed in Policy 21) would also be established to reasonably regulate aircraft noise within the Southern Runway Zone. Buildings should be low in nature so as not to conflict with the OLS and to minimise impacts on sight lines.

The form, orientation, external building materials and as far as possible the scale of any buildings located within the Southern Runway Zone should be sympathetic to the existing landscape which includes the southern end of Runway 14/32 and the two taxiways off it, the objective being to echo the lineal nature of the aerodrome.



*Commentary:* If the Southern Runway Zone is extended to include the Works Depot Area, the most appropriate use of the works depot area would be large buildings, as this development would be in keeping with the heritage significance of the area given it would allow for larger buildings more appropriate with interpreting the 'hangar aesthetic' of the zone. Small-scale housing development would remove any opportunity to interpret the WWII history and form of the site.

*Implementation Strategies*

- 22.1 Ensure that the planning of any redevelopment of the Southern Runway Zone are in accordance with this policy.
- 22.2 Quote this policy to potential tenderers for the development of this area.

**Policy 23 *Appropriate Level of Aviation Use***

Aviation use will be limited to light aircraft operations. Regular Public Transport (RPT) aviation is not envisaged. Aircraft operation options are yet to be tested in the market place, but include:

- ▶ Aviation school training;
- ▶ Charter and recreational commercial flying;
- ▶ General sport and recreational aviation;
- ▶ Historic aircraft displays; and
- ▶ Trade show displays.

Options for mixed aviation and associated development in the adjacent Hangar Conservation and Aviation Operation Zone or further to the east include:

- ▶ Aviation visitor centre;
- ▶ Fly-in conference centre and accommodation; and
- ▶ Air park (private aircraft facilities and adjacent accommodation).

Benefits of an Air Park would include:

- ▶ Compliment and encourage continued aviation use at the aerodrome;
- ▶ Provide unique development to the region – encourage tourism, as well as additional residents; and
- ▶ Facilitate and encourage aviation events at the airfield – such as 'Great Eastern Fly In'.

Options for related use of the Hangar Conservation and Aviation Operation Zone include:

- ▶ Aircraft storage;
- ▶ Aircraft repair facilities; and
- ▶ Aviation related industry.

Most of these uses are likely to require tighter perimeter security than is currently in place at the aerodrome. The provision of such access control should recognise and respect the legitimate desire of Evans Head residents and veterans groups for access



to parts of the aerodrome for the observation of aviation activities and the commemoration of historical associations.

*Implementation Strategies*

- 23.1 Encourage the active use of the aerodrome for aviation purposes consistent with this policy.

**Policy 24 A Heritage Agreement**

A Heritage Agreement should be developed in liaison with the Heritage Office for agreement between the Minister and the current and any future owner of the site. The Heritage Agreement would commit both parties to the Plan of Management, and the directions for future use and conservation stemming from it.

A Heritage Agreement should be agreed before any transfer of ownership of any part of the place occurs.

*Implementation Strategies*

- 24.1 Pursue the development of a Heritage Agreement in accordance with this policy.

**Policy 25 Leases and Licences**

It is reasonable for Council to put in place a system for it to be able to recover some if not all of its costs for maintaining the EHMA. In the future it may be possible for example to charge a fee for entry into a museum should such a development be approved. Council would also be able to lease aerodrome land to compatible aviation industry as identified earlier in this report. An additional opportunity for cost recovery is to charge users of the aerodrome landing fees. However this would require adequate record keeping of aircraft movements at the aerodrome.

The Great Eastern Fly In is an existing event which may be able to generate some income for Council. A lease or licence agreement for the use of the aerodrome during the Great Eastern Fly In should be established, based on the duration of the event, the number of aircraft at the event and the number of aircraft movements at the aerodrome.

Any income generated from leases or licences would be quarantined for use on the aerodrome for maintaining and developing the site.

*Implementation Strategies*

- 25.1 Any approved developments for aviation related uses on aerodrome land should be subject to a lease fee payable to Council.
- 25.2 Establish a lease or licence with The Great Eastern Fly In. The lease or licence should be based on the number of days the Great Eastern Fly In utilise the aerodrome and the number of aircraft movements that occur during the Fly In.

**Policy 26 Income**

Council should attempt to recover costs associated with the operation of the aerodrome from all users. Any charges levied in relation to lease or licence use of the aerodrome should be balanced against community benefits required.



The Heritage Office NSW Heritage Incentives Program is designed to support community's identification, conservation, management and promotion of NSW heritage. Grants available under this program may be sourced by Council to assist with the conservation, management and promotion of the Aerodrome's heritage.

**Policy 27 Noise Management Plan**

A noise management plan should be prepared that supports the Fly Neighbourly Agreement to limit any noise related complaints. The plan will describe in detail, operational procedures for aircraft flying to or around the aerodrome.

**Policy 28 Residential Acoustic Design Requirements**

All development proposals within the Hangar Conservation and Operation Zone, Southern Hangar / Works Depot Zone and Southern Runway Zone which include a residential use, must satisfy the design requirements of the Australian Standard AS 2021-2000: Acoustics - Aircraft noise intrusion - Building siting and construction.

## 7.3 Conservation and Maintenance

### 7.3.1 Bellman Hangar (Refer to Policy 12)

Adaptation may entail the introduction of additional structural members, which should be located and attached as far as possible to avoid diminishing the significance of the original structure or hiding it from view. Other adaptation work may be required to provide services for new uses. Much of the adaptation work may be work satisfying the Standard Exemptions from approval under s. 57(1) of the Heritage Act, in relation to repairs. However, the scale of the works potentially involved and the impact on the surviving fabric of the hangar is likely to require a full IDA approval process.

GHD was commissioned to carry out an inspection of the existing Bellman hangar building within the Northern Hangar Area of the Evans Head Aerodrome. A copy of this report is included in Appendix F. The following options were considered in the report to restore the existing Bellman Hangar:

- ▶ **Option 1** – Rectify the whole of the existing structure and maintain the same overall dimensions.
- ▶ **Option 2** – Rectify part of the existing structure and reduce the overall dimensions.
- ▶ **Option 3** – Rectify the whole of the existing structure, maintaining the same overall dimensions and salvaging components from the nearby Council Works Depot building.
- ▶ **Option 4** – Install new steel portal frames adjacent to the existing frames and connect the separate framing systems together.



## 8. Action Plan

### Implementation Strategies

|   | Responsibility | Priority |     |     |         |
|---|----------------|----------|-----|-----|---------|
|   |                | High     | Med | Low | Ongoing |
| <p><b>Policy 1: Significance the basis for planning and work</b></p> <p>Adopt the statement of significance as a principal basis for future planning and works.</p>   | RVC            | ✓        |     |     |         |
| <p><b>Policy 2: Adoption of Burra Charter</b></p> <p>Adopt the <i>Burra Charter</i> as the guiding principles for conservation works and management at the aerodrome.</p>   | RVC            | ✓        |     |     |         |
| <p><b>Policy 3: Adoption of policies</b></p> <p>The Council will endorse the policies in the Management Plan as a primary guide for management as well as future planning and work.</p>   | RVC            | ✓        |     |     |         |
| <p><b>Policy 4: Expert heritage conservation advice</b></p> <p>Seek through the Heritage Office and professional bodies (as necessary) the names of people with relevant expertise and experience in the management or conservation of heritage properties for actions implementing this plan, and for other heritage related tasks.</p>  | RVC            |          |     |     | ✓       |
| <p><b>Policy 5: Review of the conservation management plan</b></p> <p>Review the Management Plan at least every five years. Monitoring of performance in satisfying the policies will form part of that review.</p> <p>Undertake a review and necessary amendment of the conservation components of the management plan at any other time if it is found to be out of date with regards to significance assessment, management obligations or policy direction.</p> | RVC            |          |     | ✓   | ✓       |



## Implementation Strategies

|   | Responsibility | Priority |     |     |         |
|---|----------------|----------|-----|-----|---------|
|   |                | High     | Med | Low | Ongoing |
| <b>Policy 6: Training</b>   |                |          |     |     |         |
| Seek opportunities to send staff to heritage awareness and training courses, such as those run by the Heritage Office and several universities.   | RVC            |          |     |     | ✓       |
| Heritage practitioners engaged for conservation planning and works should be required to include a workshop or seminar for key staff and occupants of the aerodrome in their terms of engagement. Staff should also have the opportunity to be directly involved in works and planning, to increase the heritage skills available to Council. | RVC            |          |     |     | ✓       |

## Policy 7: Relationship with stakeholders

|  |     |  |  |  |   |
|--|-----|--|--|--|---|
| Maintain a list of relevant stakeholder contacts and the scope of their interests.   | RVC |  |  |  | ✓ |
| Periodically or as developments are proposed, seek to inform stakeholders of activities in a timely fashion and provide them with an opportunity to comment on developments. | RVC |  |  |  | ✓ |

## Policy 8: Involvement of stakeholders in management of the place

|   |     |  |  |  |   |
|---|-----|--|--|--|---|
| Establish a formal advisory committee system for the place. | RVC |  |  |  | ✓ |
|---|-----|--|--|--|---|

## Policy 9: Conservation and use of runway fabric

|   |     |  |  |  |   |
|---|-----|--|--|--|---|
| Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that runways 18/36 would be used for light aircraft as defined in the draft 2025 ANEF and 09/27 for ultralight use. | RVC |  |  |  | ✓ |
|---|-----|--|--|--|---|

## Policy 10: Conservation and use of taxiway fabric

|   |     |  |  |  |   |
|---|-----|--|--|--|---|
| Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that the two northern taxiways will be needed for aviation use. | RVC |  |  |  | ✓ |
|---|-----|--|--|--|---|





## Implementation Strategies

|  | Responsibility | Priority |     |     |
|--|----------------|----------|-----|-----|
|  |                | High     | Med | Low |

### ***Policy 11: Conservation and use of apron fabric***

Until the final mix of aviation uses of the place are decided, the policy should be implemented with the assumption that the apron north of the surviving hangar and connecting to the taxiway off 13/36 will be needed for aviation use.

RVC ✓

### ***Policy 12: Conservation of Bellman hangar fabric***

Replacement materials required for reconstruction may be second-hand elements from other Bellmans that cannot be maintained in their original locations and whose conservation is not feasible (such as the Council Works Depot), or may be newly fabricated elements.

RVC ✓

Engineering report—The conservation methods applicable to the hangar need to be informed by a detailed engineering assessment and replacement plan for non-viable structural elements.

RVC in consultation with the NSW Heritage Office ✓

This engineering assessment should be carried out with the involvement of a heritage architect, so that assumptions are challenged and heritage perspectives considered. The engineering assessment should, among other things:

RVC in consultation with the NSW Heritage Office ✓

- ▶ Identify the frame elements that need replacement, and those that can be stabilised or repaired, limiting replacement to the minimum number of prefabricated sections possible.
- ▶ Identify the extent of corrugated galvanised iron cladding that needs replacement.
- ▶ Identify the stability and necessary treatment of the hangar floor.
- ▶ Consider the stability of the structure and structural and cladding needs with the removal of the single storey extension to the east.

Initial engineering advice recommends the temporary erection of safety barriers to prevent public access to the building. The adoption of one of the options listed above is necessary to address safety and high risk of structural failure. Such action would be covered by the Standard Exemptions for works requiring Heritage Council approval.

RVC ✓



## Implementation Strategies

|  | Responsibility | Priority |     |     |
|--|----------------|----------|-----|-----|
|  |                | High     | Med | Low |

### **Policy 13: Use of the Bellman hangar**

The study should be coordinated by an architect or planner, and should consider the range of existing proposals, invite new proposals, and investigate the feasibility and use requirements of the most realistic options.

RVC in consultation with the NSW Heritage Office ✓

The report on future use and the engineering report (Policy 10) would be key documents in decisions about the hangar's future, and would feed into a specific conservation plan for the building (see Policy 12).

RVC in consultation with the NSW Heritage Office

### **Policy 14: Conservation plan for the Bellman hangar**

It may be strategic to combine the study of use options with the first stage of the conservation plan, as long as the use study's evidence and conclusions are able to be considered in their own right.

RVC ✓

### **Policy 15: Landscape conservation**

Manage the cleared landscape of the aerodrome at its current levels by continuing to regularly slash, removing woody plants and mowing in accordance with this management plan.

RVC ✓

### **Policy 16: Machine gun pit**

The remaining metal capping should be recorded and removed to secure storage with adequate labelling to allow it to be relocated. A simple roof supported on posts with open sides would provide rain protection. If any degree of vandalism is observed, a chain wire fence should be erected around the site.

RVC ✓

Recording and stabilisation of the pit at the Blue Pool bomb storage area should also be undertaken.

RVC in consultation with the NSW ✓



## Implementation Strategies

|  | Responsibility                                   | Priority |     |     |         |
|--|--|----------|-----|-----|---------|
|  |  | High     | Med | Low | Ongoing |
|  | Heritage Office                                  |          |     |     |         |
| If restoration and reconstruction of the aerodrome pit is implemented, WWII plans of the pit type should be sought, and compared with the surviving example and that at the Blue Pool, to ensure that any reconstruction work is soundly based. Public access off the Woodburn Road should be provided, and regular monitoring of condition and any necessary maintenance works be undertaken. A protective roof would still be required to protect the pit from the elements. | RVC in consultation with the NSW Heritage Office |          |     |     | ✓       |
| <b>Policy 17: Interpretation</b>   |  |          |     |     |         |
| Interpretation should be one of the uses of the conserved Bellman hangar, detailed in the conservation plan for the building. Provide consistent interpretation of the aerodrome and the conservation program at the Museum.   | RVC  |          | ✓   |     |         |
| Develop an internet or CD based educational program for schools which could be sold to school user groups.   | RVC  |          | ✓   |     |         |
| Review all existing directional signage and implement a program of installing consistent and useful directional signage which includes information on car parking, visitor facilities and distances to the entrance of the Aerodrome where appropriate.  | RVC in consultation with the NSW Heritage Office |          | ✓   |     |         |
| Develop a self directed walking tour supported by pamphlets and interpretative signs.  | RVC  |          | ✓   |     |         |
| <b>Policy 18: Community activities</b>   |  |          |     |     |         |
| Community events at the aerodrome associated with the history of the aerodrome, Evans Head history and heritage, Anzac Day celebrations, veterans reunions etc should be encouraged and facilitated by Council and should be allowed for in any future sale or lease arrangements.   | RVC  |          | ✓   |     |         |
| Ensure that associated activities are planned to reduce impact on the cultural and natural values of the aerodrome. Informal camping associated with events such as the Great Eastern Fly In should be limited to the open areas immediately north of the Bellman hangar and 1994 hangar area, and portable toilet and garbage   | RVC  |          | ✓   |     |         |



## Implementation Strategies

|   | Responsibility                                   | Priority |     |     |         |
|---|--|----------|-----|-----|---------|
|   |  | High     | Med | Low | Ongoing |
| facilities should be required.  |  |          |     |     |         |
| Uncontrolled camping on aerodrome land should not be permitted. A defined camping area should be established to encourage increased use and visitation to the site (Figure 14). | RVC  | ✓        |     |     |         |
| <b>Policy 19: Car parking</b>   |  |          |     |     |         |
| Control and plan car parking in accordance with this policy.  | RVC  |          | ✓   |     |         |
| If general parking demand increases, create defined parking in the area to the east of the hangar, with a suitably treated surface.   | RVC  |          | ✓   |     |         |
| <b>Policy 20: Development within the Northern Hangar Area</b>   |  |          |     |     |         |
| Ensure that all planning and implementation of future uses and construction in the Hangar Conservation and Aviation Operation Zone complies with this policy.                   | RVC in consultation with the NSW Heritage Office | ✓        |     |     |         |
| Quote this policy to potential tenderers for the development of this area.  |  |          |     |     |         |
| <b>Policy 21: Development within the Southern Hangar / Works Depot Zone</b>   |  |          |     |     |         |
| Ensure that the planning of any redevelopment of the Southern Hangar / Works Depot Zone are in accordance with this policy.   | RVC in consultation with the NSW Heritage Office | ✓        |     |     |         |
| Quote this policy to potential tenderers for the development of this area.  |  |          |     |     |         |



## Implementation Strategies

|  | Responsibility                                   | Priority |     |     |         |
|--|--|----------|-----|-----|---------|
|  |  | High     | Med | Low | Ongoing |
| <b>Policy 22: Development within the Southern Runway Zone</b>  |  |          |     |     |         |
| Ensure that the planning of any redevelopment of the Southern Runway Zone are in accordance with this policy.  | RVC in consultation with the NSW Heritage Office | ✓        |     |     |         |
| Quote this policy to potential tenderers for the development of this area.   |  |          |     |     |         |
| <b>Policy 23: Appropriate level of aviation use</b>  |  |          |     |     |         |
| Encourage the active use of the aerodrome for aviation purposes consistent with this policy.   | RVC  | ✓        |     |     |         |
| <b>Policy 24: A Heritage Agreement</b>   |  |          |     |     |         |
| Pursue the development of a Heritage Agreement in accordance with this policy  | RVC  | ✓        |     |     |         |
| <b>Policy 25: Leases and licences</b>  |  |          |     |     |         |
| Any approved developments for aviation related uses on aerodrome land should be subject to a lease fee payable to Council.   | RVC  | ✓        |     |     |         |
| Establish a lease or licence with The Great Eastern Fly In. The lease or licence should be based on the number of days the Great Eastern Fly In utilise the aerodrome and the number of aircraft movements that occur during the Fly In. | RVC  | ✓        |     |     |         |
| <b>Policy 26 Income</b>  |  |          |     |     |         |
| Council should attempt to recover costs associated with the operation of the aerodrome from all users. Any charges levied in relation to lease or licence use of the aerodrome should be balanced against community benefits required.   | RVC  | ✓        |     |     |         |



## Implementation Strategies

|   | Responsibility | Priority |     |     |         |
|---|----------------|----------|-----|-----|---------|
|   |                | High     | Med | Low | Ongoing |
| The Heritage Office NSW Heritage Incentives Program is designed to support community's identification, conservation, management and promotion of NSW heritage. Grants available under this program may be sourced by Council to assist with the conservation, management and promotion of the Aerodrome's heritage. | RVC            | ✓        |     |     |         |

### **Policy 27 Noise Management Plan**

A noise management plan should be prepared that supports the Fly Neighbourly Agreement to limit any noise related complaints. The plan will describe in detail, operational procedures for aircraft flying to or around the aerodrome.

### **Policy 28 Residential Acoustic Design Requirements**

All development proposals within the Hangar Conservation and Operation Zone, Southern Hangar / Works Depot Zone and Southern Runway Zone which include a residential use, must satisfy the design requirements of the Australian Standard AS 2021-2000: Acoustics - Aircraft noise intrusion - Building siting and construction.



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