



NGH



**Health
Infrastructure**

Statement of Heritage Impact

Finley Hospital Redevelopment Project

January 2024

Project Number: 22-611



Document verification

Project Title: Finley Hospital Redevelopment Project

Project Number: 22-611

Project File Name: 22-611 Finley Hospital SoHI Final v1.0

Revision	Date	Prepared by	Reviewed by	Approved by
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Final v1.0	25/01/2024	Kirwan Williams Petra Balanzategui David Ward	David Ward	Matthew Barber

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Table of contents

Acronyms and abbreviations	iv
Executive summary	vi
Purpose of this report.....	vi
Proposal area	vi
Assessment	vii
Statement of significance	vii
Proposed development	vii
Commentary on proposed development	viii
Conclusions	viii
Recommendations	viii
1. Introduction.....	1
1.1 Background	1
1.2 Location	1
1.3 Proposal objective and rationale	5
1.4 Purpose	5
1.5 Report structure	6
2. Legislative and non-statutory considerations	7
2.1 Environment Protection and Biodiversity Conservation Act 1999	7
2.2 NSW Heritage Act.....	8
2.2.1 State Heritage Register	8
2.2.2 State agency heritage registers	9
2.3 NSW Environmental Planning & Assessment Act	9
2.3.1 Berrigan Local Environmental Plan 2013.....	9
2.4 The Burra Charter	16
3. Historical and physical overview.....	17
3.1 Finley Hospital and the Local Area.....	17
3.1.1 Aerial imagery	19
3.2 Site visit	22
3.3 Condition grading of the buildings	25
3.4 Gradings of significance for elements of hospital	26
4. Heritage significance	27
4.1 Introduction	27
4.2 Heritage assessment criteria.....	27

4.3	Heritage assessment	30
4.4	Statement of cultural significance.....	30
4.4.1	Finley Hospital.....	30
4.5	Statement of significance	31
5.	Impact assessment.....	32
5.1	Proposed development	32
5.2	Commentary on proposed development	32
6.	Conclusion and recommendations.....	36
6.1	Conclusions	36
6.2	Recommendations	36
7.	References	37

Figures

Figure 1-1. General Project Location Map.....	3
Figure 1-2. Detailed Project Location Map.	4
Figure 2-1 State and LEP Heritage Properties in the local area.	11
Figure 3-1 Historical Parish Map from 1921 showing approximate location of Proposal Area outlined in red within the racecourse area (Source: NSW Land Registry Services).	18
Figure 3-2 Parish Map from 1963 with the approximate location of the Proposal Area outlined in red showing use as a hospital (Source: NSW Land Registry Services).	18
Figure 3-3 Finley Hospital prior to the addition of the Emergency Department in 2018 (Source: Berrigan Shire Council).	19
Figure 3-4 Historic aerial imagery from 1976.....	20
Figure 3-5 Historic aerial imagery from 1996.....	21
Figure 4-1 Heritage Map from Berrigan LEP showing Heritage Items within the Finley Township.	29
Figure 5-1 Development site plan (supplied by NSW Health Infrastructure)	33
Figure 5-2 Development plan ground level (supplied by NSW Health Infrastructure)	34
Figure 5-3 Development plan roof level (supplied by NSW Health Infrastructure)	35

Plates

Plate 3-1 Front of hospital on eastern side. View to southwest.....	23
Plate 3-2 Entrance to hospital. View to southwest.....	23
Plate 3-3 Small carpark and entrance to hospital. View to south.	23
Plate 3-4 Finley hospital and addition of emergency department. View to southwest.	23
Plate 3-5 Modern addition to the hospital for emergency department. View to east.....	23

Plate 3-6 Entrance to emergency department. View to south.....	23
Plate 3-7 Courtyard at centre of property. View to east.	24
Plate 3-8. Clothesline and gravelled area. View to north.	24
Plate 3-9 Former theatre that is now being used for training purposes.....	24
Plate 3-10 Former theatre with table and chairs.....	24
Plate 3-11 Former theatre with modern cupboard additions.	24
Plate 3-12 Former theatre being used for storage.....	24
Plate 3-13 Former theatre with modern additions including cupboard and air conditioner.	25
Plate 3-14 Former theatre being used for storage and training purposes.	25

Tables

Table 1-1. Items subject to this heritage impact assessment.	vi
Table 1-2 Gradings of significance for the Finley Hospital, in accordance with the NSW Heritage Office publication <i>Assessing Heritage Significance</i> (2001).....	vii
Table 1-1. Items subject to this heritage impact assessment.	5
Table 2-1. Places listed under the NSW Heritage Act.	8
Table 2-2. Locations listed on the State Agency Heritage Register.	9
Table 2-3. LEP listed heritage items local to the Proposal Area.	9
Table 2-4 Relevant sections of the Berrigan Shire Council 2014.....	12
Table 3-1: Condition grading of building.....	25
Table 3-2: Assessed condition of the building (January 2023).....	26
Table 3-3 Gradings of significance outlined in the NSW Heritage Office publication <i>Assessing Heritage Significance</i> (2001)	26
Table 3-4 Gradings of significance for the Finley Hospital, in accordance with the NSW Heritage Office publication <i>Assessing Heritage Significance</i> (2001).....	26
Table 4-1 NSW Heritage Assessment Criteria	27
Table 4-2 Finley Hospital NGH assessment against NSW Heritage Significance criteria:	30

Appendices

Appendix A Unexpected finds procedure.....	A-I
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Acronyms and abbreviations

AHD	Australian Heritage Database
BCD	(NSW) Biodiversity and Conservation Division, formerly the Office of Environment and Heritage
<i>Burra Charter</i>	Refers to <i>The Burra Charter</i> prepared by Australia ICOMOS
<i>Cultural Significance</i>	Aesthetic, historical, scientific, social or spiritual value for past, present or future generations
CHL	Commonwealth Heritage List
CMP	Conservation Management Plan
DCP	Development Control Plan
DPIE	NSW Department of Planning, Industry and Environment
DUAP	Department of Urban Affairs and Planning (now DPIE)
ED	Emergency Department
EP&A Act	Environmental Planning & Assessment Act 1979
EPBC Act	Legal framework for the protection and management of places of national environmental significance
<i>Fabric</i>	Physical material of the place including components, fixtures, contents and objects
<i>Heritage Significance</i>	A term used to describe the inherent cultural and historical value of an item
ICOMOS	International Council on Monuments and Sites
<i>Interpretation</i>	All the ways of representing the <i>cultural significance</i> of a place
km	Kilometre/s
LEP	Local Environment Plan
LGA	Local Government Area
m	Metre/s
NHL	National Heritage List
NPW Act	<i>National Parks & Wildlife Act 1974</i> (NSW)
NSW	New South Wales
<i>Place</i>	Site, area, land, landscape, building or other works, and may include components, contents, spaces and views
<i>Reconstruction</i>	Means returning a <i>place</i> to a known earlier state and is distinguished from <i>restoration</i> by the introduction of a new material into the <i>fabric</i>
<i>Restoration</i>	Means returning the existing <i>fabric</i> of a <i>place</i> to a known earlier state by removing accretions or by assembling existing components without the introduction of a new material

SHR	State Heritage Register
SHI	State Heritage Inventory
RNE	Register of the National Estate
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WHL	World Heritage List

Executive summary

Purpose of this report

The purpose of this study is to assess any potential impact of the proposed works on any heritage values of the Finley Hospital.

Table 1-1. Items subject to this heritage impact assessment.

Item	Proximity to the proposal location	Rationale for inclusion in this report
Finley Hospital	Proposed works area.	The Finley Hospital has not previously undergone a full heritage assessment. It has been identified that an assessment should be undertaken to determine if the proposed redevelopment works will impact upon any potential heritage significance.

This assessment has been prepared in accordance with the Heritage NSW guidelines *Statements of Heritage Impact* (2002) and *Assessing Heritage Significance* (2001) and other relevant guidelines or requirements.

This report specifically includes the following:

- Review of existing heritage assessments and condition of the heritage items.
- Searches of national and state heritage databases. This includes the Australian Heritage Database (World, National and Commonwealth Heritage Lists), and the Heritage NSW State Heritage Inventory, State Heritage Register and the relevant Section 170 register.
- Search of the Council LEP and DCP.
- Review of relevant literature.
- Information from the site visit.
- Assessment of the heritage significance of the site and heritage items (if not done previously), and determination of the impacts on these items and if they are acceptable.

Proposal area

The Finley Hospital (the Proposal Area) is identified as Lot 246 1016411 within the town of Finley. The hospital is a critical health facility servicing a cluster of rural facilities including Finley, Berrigan, Jerilderie, and Tocomwal. The Proposal Area is an approximately 200 x 110m area and located on the western side of the town of Finley. The Proposal Area is currently occupied by the existing facilities and concentrated in the western portion of the Proposal Area with an area of lawn situated in the east. The Proposal Area is on flat ground and has been completely cleared of vegetation with the only extant vegetation consisting of regrowth. Following the vegetation clearance, it has very likely been modified by earth works.

Assessment

The assessment of the grading of the Finley Hospital is as follows:

Table 1-2 Gradings of significance for the Finley Hospital, in accordance with the NSW Heritage Office publication *Assessing Heritage Significance* (2001)

Elements of the structure	Grading	Justification
Finley Hospital Complex	Little	This is a modern c1960s group of brick buildings with negligible heritage significance.

Statement of significance

The Finley Hospital is not heritage listed and does not meet any of the criteria for listing at a State or Local level. Therefore, no statement of significance has been written for the hospital as there is no assessed heritage significance.

Proposed development

The proposed works will include the extension or new build on the existing site and there may be opportunities for refurbishment of the existing buildings. Proposed works will include the following:

Early and enabling works:

- Existing services locating, identification and mapping.
- Civil and other engineering services / authority mains design and construction works to enable access to, and connectivity of, the new site for main works construction.
- Planning and delivery of staging for main works construction.
- Demolition and refurbishment / construction of the existing hospital buildings.
- Planning and delivery of some internal refurbishment to existing areas of the hospital.

Main works:

- Planning and delivery of one or more building extensions or new hospital buildings.
- Provision of connectivity to public transport services.
- Roads and pedestrian pathways within and surrounding the hospital.
- Demolition of staging buildings on the existing hospital. This may include land remediation in preparation for the site's divestment.

Refurbishment works:

- Further internal refurbishment works to existing areas of the hospital may be required.

Car parking works:

- The future demand for car parking is required to be reviewed in consideration of the current car parking demand and projected increase in services detailed in the final approved clinical scope.

Commentary on proposed development

This report was prepared early in the planning phase for this project, with the objective of investigating whether the hospital site is heritage listed or has heritage values (significance) that should be considered by the project team. This was a due diligence process to help inform project planning and implementation, including identification of any limitations to the project due to heritage constraints. As the site is not heritage listed and has been assessed as not having heritage values that would warrant heritage listing or further investigation, no further impact analysis is required.

Conclusions

The Finley Hospital has been assessed as not meeting any of the criteria for heritage listing at a State or Local level. The proposed redevelopment of the Finley Hospital will not have a negative overall heritage impact on the hospital or the surrounding areas. In addition, the proposed works will not result in an overall significant physical or visual impact on any items of surrounding heritage and may proceed with caution.

Recommendations

The proposal to undertake essential redevelopment works on the Finley Hospital as outlined in this assessment is not considered to lead to a significant impact in accordance with the *NSW Heritage Act 1977*, and *Environmental Planning and Conservation Act 1979* in terms of heritage.

The following recommendations are made for the Project:

1. This report has assessed any heritage impacts from the Finley Hospital Redevelopment Project and has found that the place has no heritage significance. All other necessary planning and consultation requirements should still be followed and addressed for this Project.
2. In the event any suspected heritage finds are identified during construction, works must cease and the 'Unexpected Finds Procedure' described in Appendix A should be adhered to.

1. Introduction

1.1 Background

NGH Pty Ltd (NGH) was commissioned by New South Wales (NSW) Health Infrastructure to prepare a Heritage Assessment and Statement of Heritage Impact (SOHI) report for the Finley Hospital Redevelopment Project (the Project).

The Project will provide for a range of new clinical and non-clinical facilities to support capacity issues and existing infrastructure deficiencies on the campus. This will involve a master plan to be prepared and informed by the design team, in collaboration with clinicians, staff and community. The master plan is a high-level document that identifies the key elements of the hospital, shows the space each service may require and how they best connect and function with each other. It defines and prioritises areas for the new hospital, now and into the future.

This SOHI report outlines the significance of each of the structures or other heritage features or values impacted or potentially impacted by the project, analyses any heritage impact(s) from the proposed works, and provides mitigation measures where appropriate to minimise the overall impact of the Project on the heritage values of the Finley Hospital.

The management of heritage places and new development within Finley is controlled by the *Berrigan Shire Council Development Control Plan (DCP)* (2014) and *Local Environment Plan* (2013). This document is informed by the DCP and LEP.

Background historical information provided in this report was mostly obtained through a synthesis of existing heritage listing information and relevant heritage studies.

This SOHI assesses the potential impact of the proposed works and has been prepared in accordance with the following guidelines:

- *Statements of Heritage Impact* (Heritage Office and DUAP, 2002)
- *Assessing Heritage Significance* (Heritage Office, 2001)
- *Archaeological Assessments Guidelines* (Heritage Office, 2001) (Heritage Office 2001)
- *Assessing Significance for Historical Archaeological Sites and Relics* (Heritage Branch, Dept of Planning, 2009)
- *Australia ICOMOS Burra Charter* (ICOMOS Australia, 2013). The Charter sets the standard of practice for providing advice or making decisions about of undertaking works at places of heritage of cultural significance, including owners, managers and custodians (ICOMOS 2013).

A site visit was carried out by NGH Heritage Consultant, Petra Balanzategui on 17 January 2023, to understand extant items and features within the proposal site, and any adjacent heritage items or conservation areas, if relevant. This report addresses built heritage items or values only.

1.2 Location

The subject land comprises the Finley Hospital in Lot 246 1016411 at 24 Dawe Avenue, Finley (the Proposal Area). It is within the Berrigan Local Government Area (LGA) and is part of the Riverina Region of NSW (Figure 1 1 and Figure 1 2). The Proposal Area is bordered by Dawe Avenue to the north, Diggers Park to the east, Scoullar Street to the south and Finley Regional Care centre to

the west. The Proposal Area encompasses an area of approximately 200 m x 110 m and is located on the western side of the town. Existing hospital facilities and are concentrated in the western and central portions of the Proposal Area with an area of lawn situated in the east.

The Finley Hospital is a 16-bed facility with a 24-hour Accident and Emergency Department, it is the Hub site for a cluster of rural facilities, (Finley, Berrigan, Jerilderie and Tocomwal) and supports clinical services in the local region.

Statement of Heritage Impact Finley Hospital Redevelopment Project

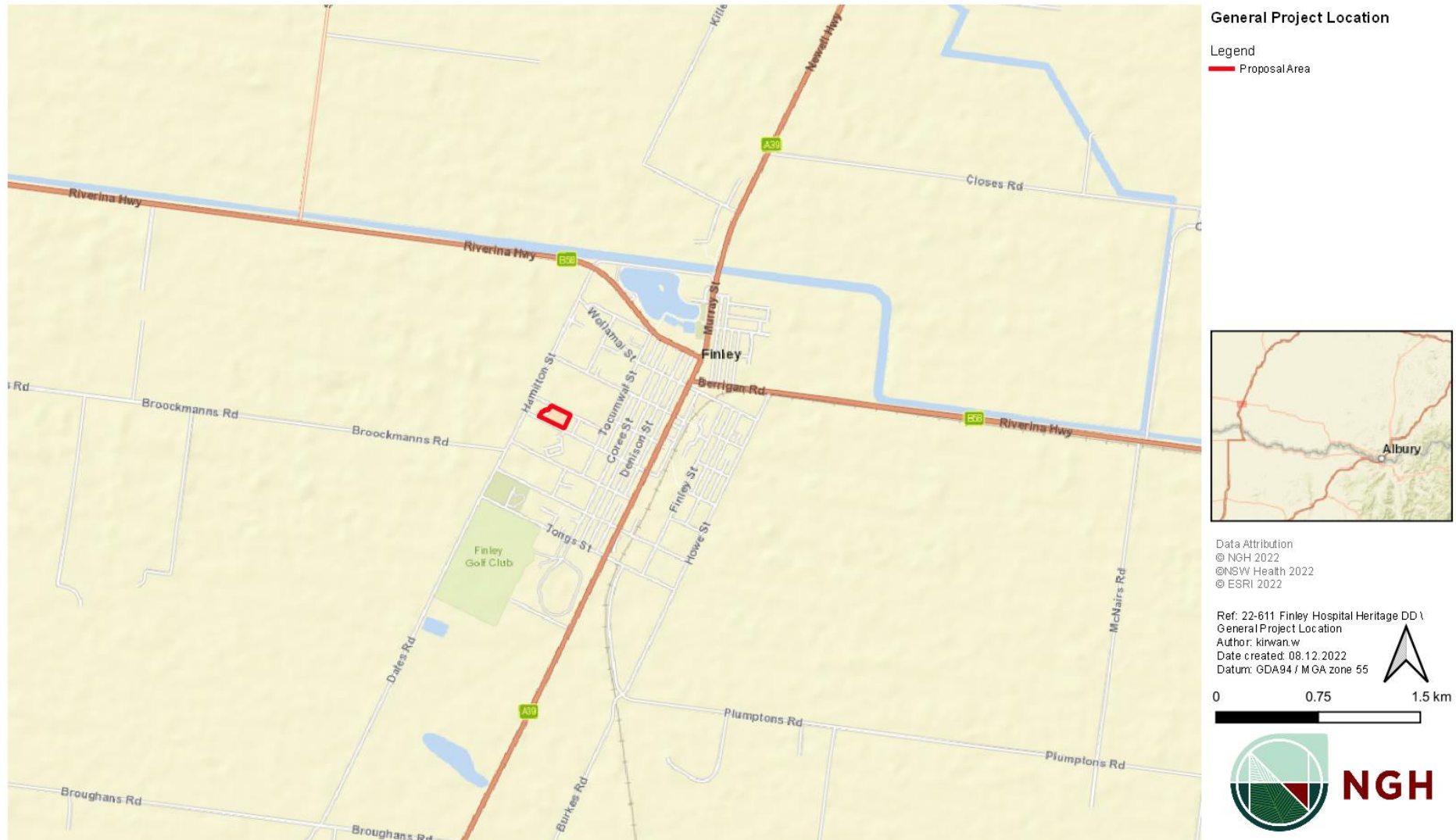


Figure 1-1. General Project Location Map.

Statement of Heritage Impact
Finley Hospital Redevelopment Project



Figure 1-2. Detailed Project Location Map.

1.3 Proposal objective and rationale

In November 2021, the NSW Government committed \$25m to redevelop the Finley Hospital, as part of the \$500 million rural health boost. The Project is to be delivered by Health Infrastructure (HI) in collaboration with Murrumbidgee Local Health District (MLHD). The Project will provide for a range of new clinical and non-clinical facilities to support capacity issues and existing infrastructure deficiencies on the campus.

The proposed works will include the extension or new build on the existing site and there may be opportunities for refurbishment of the existing buildings.

1.4 Purpose

The purpose of this study is to assess any potential impact of the proposed works on any heritage values of the Finley Hospital.

Table 1-1. Items subject to this heritage impact assessment.

Item	Proximity to the proposal location	Rationale for inclusion in this report
Finley Hospital	Proposed works area.	The Finley Hospital has not previously undergone a full heritage assessment. It has been identified that an assessment should be undertaken to determine if the proposed redevelopment works will impact upon any potential heritage significance.

This assessment has been prepared in accordance with the Heritage NSW guidelines *Statements of Heritage Impact* (2002) and *Assessing Heritage Significance* (2001) and other relevant guidelines or requirements.

This report specifically includes the following:

- Review of existing heritage assessments and condition of the heritage items.
- Searches of national and state heritage databases. This includes the Australian Heritage Database (World, National and Commonwealth Heritage Lists), and the Heritage NSW State Heritage Inventory, State Heritage Register and the relevant Section 170 register.
- Search of the Council LEP and DCP.
- Review of relevant literature.
- Information from the site visit.
- Assessment of the heritage significance of the site and heritage items (if not done previously), and determination of the impacts on these items and if they are acceptable.
- An analysis of heritage impacts.
- Recommendations.

1.5 Report structure

This report:

- Outlines the background of the current study/proposal (Section 1).
- Presents statutory heritage listings and legislative requirements (Section 2).
- Provides an historical and physical overview of the place (Section 3).
- Describes and evaluates the significance of affected items (Section 4).
- Provides a description of the proposed works and assesses any potential impacts from the proposal (Section 5).
- Provides recommendations in the context of heritage significance and project requirements (Section 6).

Note, it is outside of the scope of this report to provide a detailed historical account of the area. We have relied upon previous historical information in secondary sources.

2. Legislative and non-statutory considerations

Places of heritage value can be subject to different levels of recognition and protection. This protection (at local, state and national levels) includes specific measures for the protection of heritage items. The text below provides a summary of the legislative framework at each level of government.

2.1 Environment Protection and Biodiversity Conservation Act 1999

The Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides a legal framework for the protection and management of places of national environmental significance. The heritage lists addressed by the EPBC Act include the United Nations Educational, Scientific and Cultural Organisation (UNESCO), World Heritage List (WHL), National Heritage List (NHL) and the Commonwealth Heritage List (CHL).

All WHL properties in Australia are protected and managed under the EPBC Act. The NHL protects places that have outstanding value to the nation. The CHL protects items and places owned or managed by Commonwealth Government agencies. The Commonwealth Department of Environment and Energy is responsible for the implementation of national policy, programs and legislation to protect and conserve Australia's environment and heritage. The Minister's approval is required for controlled actions which would have a significant impact on items and places included on the WHL, NHL or CHL.

The Australian Heritage Database (AHD) includes the NHL, which includes the natural, historic and Indigenous places that are of outstanding national heritage value to the Australian nation. The AHD also contains the CHL, which comprises those places on Commonwealth lands and waters, or under Australian Government control, which could have heritage values at the Commonwealth level. Items on both of these lists are protected under the EPBC Act. The AHD also includes places listed as having World Heritage value by UNESCO. There are no items listed on the WHL, NHL or CHL in the vicinity of the Proposal Area.

References to the Register of the National Estate (RNE) were removed from the EPBC Act in 2012. The RNE is no longer a statutory list but remains an archive of information about more than 13,000 places throughout Australia. The RNE includes 4 entries for the area surrounding the Proposal Area. These entries, while contributing to the character and built environment of the Proposal Area, do not carry statutory weight (unless they are also listed on a separate statutory list). As such they do not necessarily require assessment or consideration in relation to this project.

A search of the Australian Heritage Database was undertaken, however the search returned no results for the Finley township.

2.2 NSW Heritage Act

2.2.1 State Heritage Register

Natural, Aboriginal, and built/historic heritage is protected in NSW under the Heritage Act 1977. Heritage NSW in the NSW Department of Planning, Industry and Environment is responsible for the administration of the Act.

The Act creates the State Heritage Register (SHR) which provides permanent protection for State Significant heritage items and places. Items of State heritage significance are defined as a place, building, work, relic, moveable object or precinct which is of historical, scientific, cultural, social, archaeological or natural significance to the State (Section 4A(1) of the Act). The effect of SHR listing is that a person cannot damage, destroy, alter or move an item, building or land without approval from the Heritage Council of NSW. Information about items included on the SHR can be found in the NSW State Heritage Inventory (SHI), an electronic database of statutory listed heritage places and items in NSW.

When items are listed on the SHR, most applications to carry out works on those items require Heritage Council approval or exemption under Section 57 or 60 of the Act.

A search of the Proposal Area and surrounds indicated one item listed on the SHR in the local area. As the proposed Proposal Area is more than 500m away from the State Heritage Registered site, it will not be impacted by the proposed works at the Finley Hospital site.

Table 2-1. Places listed under the NSW Heritage Act.

Item name	Location and proximity to the proposal site	Impacted by the proposal? LGA	SHR listing ID
Finley Railway Precinct	880m east	No	01144

2.2.2 State agency heritage registers

Under Section 170 of the Heritage Act, State agencies and authorities in NSW are required to keep a register of heritage places for which they are responsible. The s.170 registers are also recorded on the SHI.

There is one listing within proximity to the Proposal Area on the s.170 register. This site is located over 880m from the Proposal Area and therefore will not be considered as part of this report as there are no anticipated impacts to the items as a result of the proposal.

Table 2-2. Locations listed on the State Agency Heritage Register.

Item Name	Address	Suburb	LGA	Government body responsible for the heritage site
Finley Railway Precinct	880m east	No	01144	Finley Railway Precinct

2.3 NSW Environmental Planning & Assessment Act

The *Environmental Planning & Assessment Act 1979* (EP&A Act) controls land use planning in NSW. The planning system established by the EP&A Act requires that local authorities prepare an LEP and associated DCP under Part 3. These planning instruments include provisions relating to the management and protection of heritage. Each LEP contains a schedule of all known heritage items within an LGA which are subject to these protections.

2.3.1 Berrigan Local Environmental Plan 2013

The Berrigan LEP 2013 identifies and protects heritage conservation areas and listed buildings/items, identifies environmentally sensitive land, and prescribes land use practices. Heritage items on the LEP are listed and described in Schedule 5. Heritage conservation areas are shown on the Heritage Map as well as being described in Schedule 5.

There are a number of local heritage items in the Berrigan Shire Council area (see Figure 2-1), however the closest is over 700m away and will not be impacted by the proposed works at the Finley Hospital.

Table 2-3. LEP listed heritage items local to the Proposal Area.

Item name	Location and proximity to the proposal site	Listing ID	Impacted by proposed works?
Library	223-229 Murray Street 750m east	I22	No
Police Station	215-221 Murray Street 750m east	I25	No
Dwelling	21-23 Denison Street 835m north-east	I21	No
Country Club Hotel	167-177 Murray Street 840m	I19	No

Statement of Heritage Impact
Finley Hospital Redevelopment Project

Item name	Location and proximity to the proposal site	Listing ID	Impacted by proposed works?
	east		
Albion Hotel	155-161 Murray Street 840m east	I17	No
Tuppal Hotel	149-153 Murray Street 850m north-east	I30	No
Scots Presbyterian Church	13-19 Denison Street 890m north-east	I56	No
Closes Foundry	48-52 Wollamai Street 890m north-east	I18	No
Pioneer Railway Station and surrounds	Endeavour Street 925 north-east	I24	No
Station Masters Residence	Endeavour Street 925 north-east	I29	No
St. Josephs School	2-14 Coree Street 930m north-east	I27	No
Christian Revival Crusade	16 Denison Street 960m north-east	I20	No
St Marys Church	1-11 Denison Street 980m north-east	I28	No
School of Arts	83-87 Murray Street 980m north-east	I26	No

Statement of Heritage Impact Finley Hospital Redevelopment Project



Figure 2-1 State and LEP Heritage Properties in the local area.

Heritage conservation – LEP Clause 5.10

Clause 5.10 of the LEP stipulates that heritage is to be conserved and managed. The objectives of subclause 1 are particularly pertinent to this report and are as follows:

- (a) to conserve the environmental heritage of Berrigan Shire Council*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views*
- (c) to conserve archaeological sites*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance*

(4) Effect of proposed development on heritage significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or*
- (b) on land that is within a heritage conservation area, or*
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b),*

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

The Berrigan Shire Council LEP is supported by the Berrigan DCP, which provides more detailed standards and controls for specific types of development. The objectives of the Berrigan Shire Council DCP 2014 are to:

- to set out matters which Council will consider in determining development applications that might affect the environmental heritage of a Conservation Area;
- to provide development guidelines to assist applicants in addressing the particular considerations for a Conservation Area;
- to detail specific considerations in relation to a Conservation Area;
- to provide residents, landowners and developers with a document which details Council's policies on building and associated development; and
- to protect and enhance the character of the towns and, in particular, that of a Conservation Area.

Table 2-4 Relevant sections of the Berrigan Shire Council 2014.

Section	Objectives	Controls
2.2 Streetscape	<ul style="list-style-type: none">• Residential design that makes a positive contribution to the streetscape.	<ul style="list-style-type: none">• Retain and enhance heritage items where they make a positive contribution to the

Section	Objectives	Controls
	<ul style="list-style-type: none"> The provision of passive surveillance to the street. The integration of new development into the streetscape and neighbourhood. 	streetscape.
4.4 Heritage	<ul style="list-style-type: none"> Ensure new development is compatible and sympathetic to heritage items. 	<ul style="list-style-type: none"> Developments adjoining and in the vicinity of a heritage item are to be designed to complement the item. Developments located within the heritage conservation areas of Berrigan and Tocumwal must be designed to complement the heritage value of the area and in accordance with the provisions contained within Clause 5.10 Berrigan Local Environmental Plan 2013.
6.1 Inventory forms	<ul style="list-style-type: none"> To maintain a record of heritage items within Shire. To provide continuation of understanding of heritage significance in the Shire. 	<ul style="list-style-type: none"> For a development involving alteration, addition, renovation, restoration to an existing identified heritage building(s) or place(s), an assessment, where relevant, is required to be made of the inventory form applicable to the respective building or place and Council must be satisfied that the proposal is consistent with the building's heritage character. Council may require an assessment of the heritage impact to be provided with an application or alter, add to, renovate, restore or demolish an existing identified heritage building(s) or place(s).
6.2 Verandas & Awnings	<ul style="list-style-type: none"> Retain and reinstate the characteristic architectural elements of heritage items and within Conservation Areas. To respect and respond to the 	<ul style="list-style-type: none"> Verandas and upper floor balconies are required to remain open, other than by use of traditional lattice work or blinds.

Section	Objectives	Controls
	heritage context of particular areas of the Shire.	<ul style="list-style-type: none"> Verandas must be retained unless exhaustive research has been undertaken and the applicant is able to demonstrate that there is no other economic option available. All new commercial development shall incorporate the continuation of existing awning levels and where appropriate existing styles.
6.3 Parapets	<ul style="list-style-type: none"> Retain and reinstate the characteristic architectural elements of the heritage items and Conservation Areas. 	<ul style="list-style-type: none"> All existing above awning parapets are to be retained or reinstated.
6.4 Building height	<ul style="list-style-type: none"> Ensure new buildings contribute positively to the skyline of the townscape. 	<ul style="list-style-type: none"> The height of new buildings within a Conservation Area must not exceed plus or minus 10% of the height of the existing adjacent buildings. Dwelling houses within a conservation area are not to exceed two storeys in height.
6.5 Roof forms & pitch	<ul style="list-style-type: none"> Ensure roof forms and pitch integrate with existing and retain the heritage conservation value of the area. 	<ul style="list-style-type: none"> Alterations to existing buildings are to reflect and integrate with existing roof forms. The roof forms for all new construction are to be similar to that of the existing adjacent forms. The roof pitch for all new buildings and alterations are to be similar to that of the existing adjacent roof lines.
6.6 Setbacks	<ul style="list-style-type: none"> Ensure a continuity of building lines within significant heritage areas of the Shire. 	<ul style="list-style-type: none"> Building setbacks for all new developments are to be relative to adjacent buildings.
6.7 Materials	<ul style="list-style-type: none"> Retain architectural elements. Recognise and promote the heritage character of the Shire. 	<ul style="list-style-type: none"> Building materials used in construction of all alterations and additions to the exterior of

Section	Objectives	Controls
		<p>existing buildings are to be compatible with those used in the original construction of the building; and</p> <ul style="list-style-type: none"> The colours to be used in construction of the building works should be in keeping with the original building's colour and in sympathy with the existing streetscape.
6.8 Fenestration	<ul style="list-style-type: none"> Encourage architectural detailing and building features which recognise and respond to the identified heritage themes of the Shire. 	<ul style="list-style-type: none"> The building design for all works to be carried out on both new and existing buildings are to ensure an ordered symmetry or rhythm of wall area to window and door openings is achieved; including style, size, proportion and position of the openings for windows and doors.
6.9 Advertising and signage	<ul style="list-style-type: none"> Ensure creative and sympathetic advertising and signage to enhance the appearance of the building and add vitality to the area. 	<ul style="list-style-type: none"> On buildings with awnings, advertising signage is required to be below awning advertising which complements the historical nature of the building, adjoining buildings or the historical streetscape. The design of all signage must have regard to the controls contained within <i>State Environmental Planning Policy No. 64 – Advertising and Signage, State Environmental Planning Policy (Exempt and Complying Development Codes) 2008</i> as well as Clause 5.10 and Schedule 2 of <i>Berrigan Local Environmental Plan 2013</i>.
6.10 Fences	<ul style="list-style-type: none"> To ensure fences create a positive contribution to the sense of continuity in a streetscape. 	<ul style="list-style-type: none"> Fences must be uniform and reflect the historical period of the building.

Section	Objectives	Controls
6.11 Infill development	<ul style="list-style-type: none"> Ensure infill development is compatible with existing buildings and streetscape. 	<ul style="list-style-type: none"> Council may seek the preparation, at the applicant's expense, of a Conservation Report for the proposed works to ensure the development successfully integrates with the existing historical development.

2.4 The Burra Charter

The Australia ICOMOS (International Council on Monuments and Site) Charter for the conservation of places of cultural significance (ICOMOS Australia, 2013) sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance including owners, managers, and custodians. The Charter is not a statutory document but does provide specific guidance for physical and procedural actions that should occur in relation to significant places. A copy of the charter can be accessed at <http://icomos.org/australia>. This SOHI has been prepared in accordance with the Burra Charter.

An appreciation of landscape is highlighted in the 1999 revision of the Burra Charter of Australia ICOMOS, placing greater emphasis on 'setting'. Article 8 of the Burra Charter now reads:

"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 which would adversely affect the setting or relationships are not appropriate".

3. Historical and physical overview

The brief for this SOHI does not prescribe extensive historical research on the Proposal Area. The brief summary below and assessment of significance (Section 4) is provided for the purposes of providing a historical context for this particular assessment and project.

3.1 Finley Hospital and the Local Area

The first settlers to the Finley area were squatters from the Port Phillip region, who came with their cattle in the 1840s. It is believed that the first building of the future Finley township was a shepherd's dwelling known as the Murray Hut, and it was located at the junction of two stock routes adjacent to a swamp (now Finley Lake) (Coughlan 2012).

The Finley township is located on grant which was originally part of Tuppal Station. The Station was purchased by Francis Brereton Sadler Falkiner in 1891 and in 1899, accommodation for 150 men with a kitchen and dining room was built. In 1900, Falkiner commissioned the construction of the Tuppal Woolshed (which stands today), and the Deniliquin Pastoral Times reported that it was built with "local Murray pine, almost all of it cut on the station" (Deniliquin Pastoral Times cited in Southern Riverina News 2014). By 1910, cultivation replaced cattle as the leading industry of the region and 127 new farms were established in the subdivision of Tuppal Station grant (Southern Riverina News 2014).

An article titled "Regulations for the management of Finley Racecourse" posted by Department of Lands on Wednesday 3 October 1906 in the Government Gazette of the State of NSW details that 58 acres of land at Finley had been dedicated for a racecourse on 27 October 1897. A Parish Map from 1921 shows the area dedicated and confirms in text that "58 acres" had been "dedicated 27th October 1897" (see Figure 3-1). As demonstrated in Figure 3-1, the racecourse included the location of the current Proposal Area. A Parish Map from 1933 shows that by this year the racecourse had been subdivided. By 1963, the Parish Map in Figure 3-2 shows that the land comprising the Proposal Area had been reserved for the hospital. The foundation stone for the new Finley Hospital was laid on 2nd July 1961 and an opening ceremony was held on 17th June 1962 (McAllister 1978).

In 2018, the Emergency Department (ED) at Finley Hospital was upgraded, which included a main hospital entry, new ambulance entry, secure ED and treatment areas and a new mental health consultation room. Rooms in the western end of the hospital building were stripped to construct new rooms and remodel existing rooms, and shared bedroom ensuites in the general wards near the new ED were modernised (NSW Government 2018).

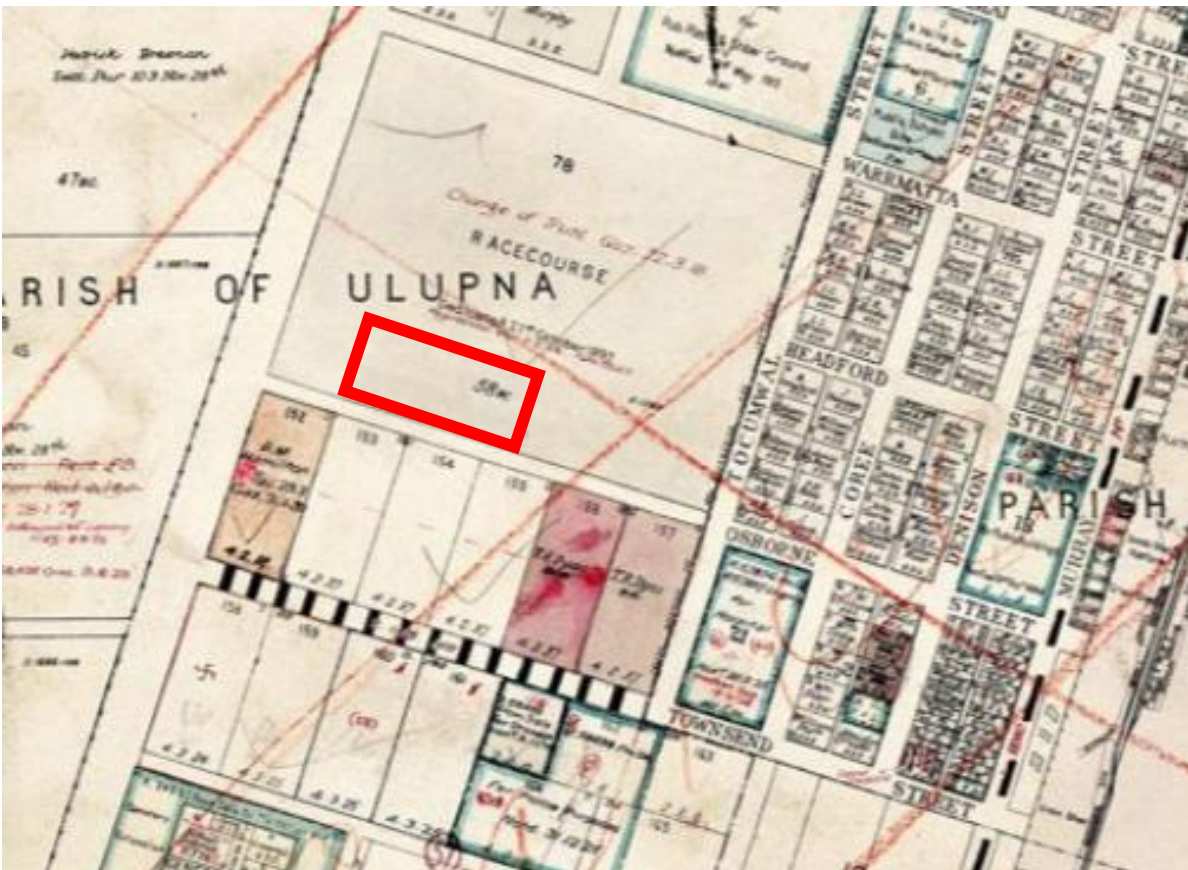


Figure 3-1 Historical Parish Map from 1921 showing approximate location of Proposal Area outlined in red within the racecourse area (Source: NSW Land Registry Services).

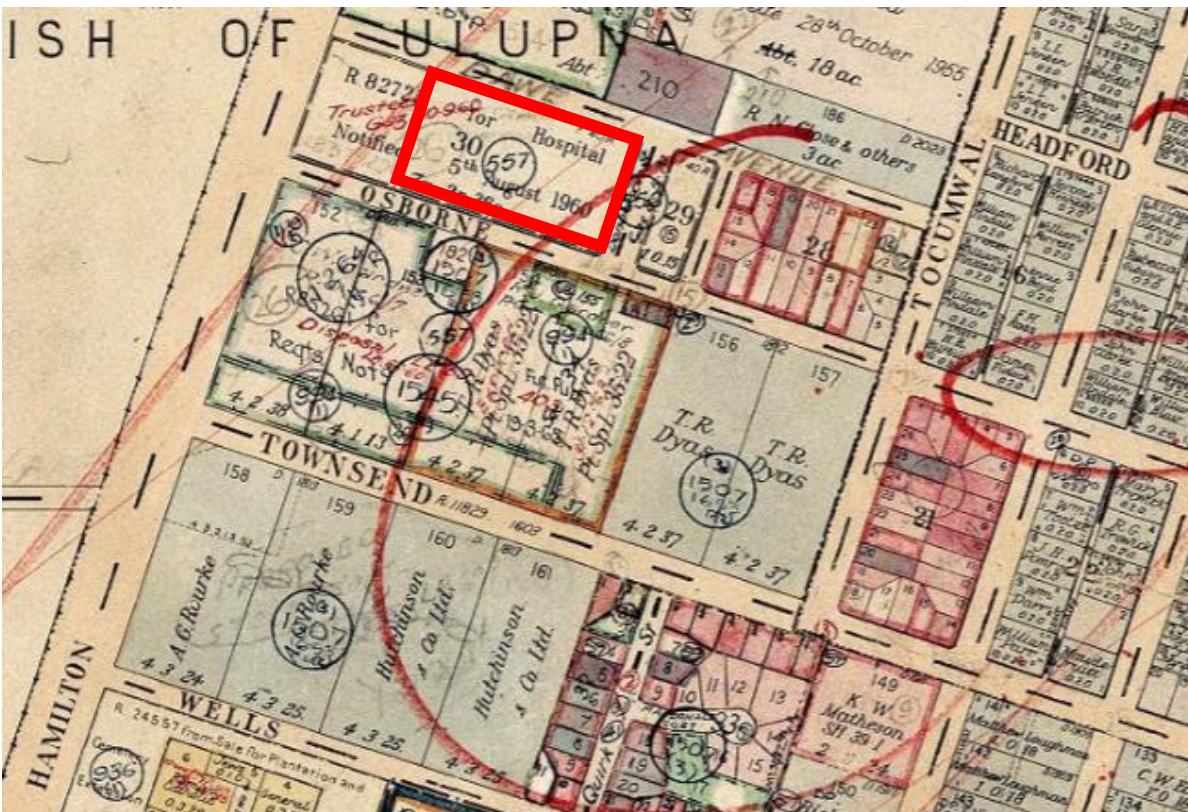


Figure 3-2 Parish Map from 1963 with the approximate location of the Proposal Area outlined in red showing use as a hospital (Source: NSW Land Registry Services).



Figure 3-3 Finley Hospital prior to the addition of the Emergency Department in 2018 (Source: Berrigan Shire Council).

3.1.1 Aerial imagery

Aerial imagery of the Proposal Area is limited, with the earliest available image from 1976. The quality of the aerial images available is poor, however the following observations were made.

Aerial photography shows that agricultural activities were continuing in surrounding areas until recently and that subdivision of the area for residential purposes is also quite recent (Figure 3-4- Figure 3-5). Historic aerial imagery from 1976 in Figure 3-4 shows that by this year the carpark to the west of the hospital and the building in the southwestern corner had not yet been established. Vegetation appears young and sparse and there is a large clearing in the western portion of the Proposal Area. Scoullar Street had not yet been formalised and the neighbouring Finley Regional Care buildings west of the Proposal Area had not been built. By the 1990s images, the western wing of the hospital had been expanded and the western carpark and building in the southwestern corner had been constructed.



Figure 3-4 Historic aerial imagery from 1976.



Figure 3-5 Historic aerial imagery from 1996.

3.2 Site visit

- A site visit for the Project was completed by Senior Heritage Consultant Petra Balanzategui on 17 January 2023 to ascertain the existing physical aspects of the hospital site.
- During the site visit, the hospital was assessed for its potential heritage significance and photographs taken during the visit are included below (Plate 3-1- Plate 3-14).
- The only internal photographs taken during the site visit were that of the former operating room, which is now being used for training purposes (see Plate 3-9- Plate 3-14).
- The entrance to the hospital contains a modern addition of an emergency department (see Plate 3-4- Plate 3-6) Other additions also include car parks at the rear and entrance to the hospital, a carport south of the hospital and concrete pathways connecting the hospital buildings.



Plate 3-1 Front of hospital on eastern side. View to southwest.



Plate 3-2 Entrance to hospital. View to southwest.



Plate 3-3 Small carpark and entrance to hospital. View to south.



Plate 3-4 Finley hospital and addition of emergency department. View to southwest.



Plate 3-5 Modern addition to the hospital for emergency department. View to east.



Plate 3-6 Entrance to emergency department. View to south.



Plate 3-7 Courtyard at centre of property. View to east.



Plate 3-8. Clothesline and gravelled area. View to north.



Plate 3-9 Former theatre that is now being used for training purposes.



Plate 3-10 Former theatre with table and chairs.

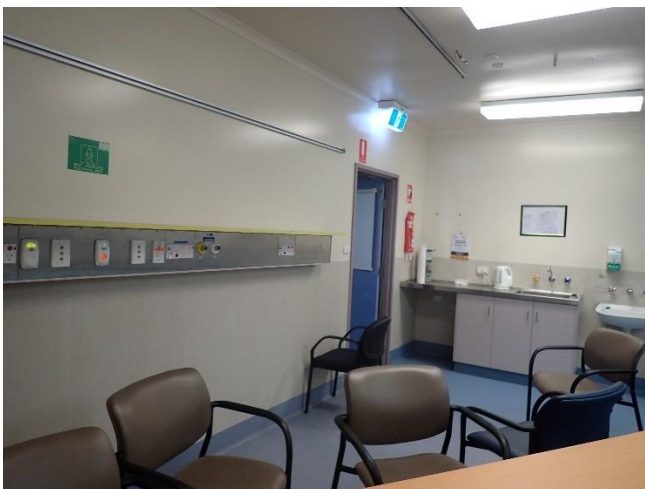


Plate 3-11 Former theatre with modern cupboard additions.



Plate 3-12 Former theatre being used for storage.



Plate 3-13 Former theatre with modern additions including cupboard and air conditioner.



Plate 3-14 Former theatre being used for storage and training purposes.

3.3 Condition grading of the buildings

The following table (Table 3-1) outlines the general criteria applied when grading the general condition of relevant buildings within the Proposal Area. gradings of condition that can be assigned to each of the buildings on site. This is followed by NGH's assessed grading for each building (

Table 3-2). It should be noted that the assessment undertaken was visual only and does not include any form of structural or detailed assessment. Further and more detailed analysis of the condition of different elements may be applied later when the nature of works or interventions to any or all buildings is known. If required, an engineering assessment may be required to determine the structural stability of some or all buildings. This assessment is a 'high level' summary that will inform master planning for the hospital site.

Table 3-1: Condition grading of building.

Condition	Definition as utilised by NGH in this report
Excellent	The building is in almost original condition and shows no signs of deterioration.
Good	The building only shows minor signs of deterioration and would require only minor works to restore the structure.
Fair	The building only shows moderate signs of deterioration and would require works to restore the structure.
Poor	The building has sustained significant damage and includes major areas of deterioration. The building may display areas of potential structural issues.
Safety hazard	The building appears to represent a significant safety hazard and cannot be entered/approached without significant risk of collapse.

Table 3-2: Assessed condition of the building (January 2023).

Location	Assessed condition of the building at NGH site visit
Finley Hospital	Good

3.4 Gradings of significance for elements of hospital

The following table is taken from the NSW Heritage Office publication *Assessing Heritage Significance* (2001). It provides a standard framework for assessment of heritage places. For this report the framework is used to understand the relative significance of different elements within the hospital site.

Table 3-3 Gradings of significance outlined in the NSW Heritage Office publication *Assessing Heritage Significance* (2001)

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

The assessment of the grading of the Finley Hospital is as follows:

Table 3-4 Gradings of significance for the Finley Hospital, in accordance with the NSW Heritage Office publication *Assessing Heritage Significance* (2001)

Elements of the structure	Grading	Justification
Finley Hospital Complex	Little	This is a modern c1960s group of brick buildings with negligible heritage significance.

4. Heritage significance

4.1 Introduction

‘Heritage significance’ (or ‘cultural significance’) is a term used to describe the inherent cultural and historical value of an item. Significance may be understood by the fabric of a building or other place, in its setting and its relationship with other nearby items.

The main aim in assessing significance is to produce a succinct statement of significance, which summarises an item’s heritage values. The statement is the basis for decisions about the management of a place and potential changes to a place (Heritage Office, 2001).

Heritage NSW (formerly the NSW Heritage Division (BCD) or Heritage Office) recommends assessment of heritage items in various situations, including when:

- Making decisions about whether to retain an item.
- Considering changes to an item.
- Preparing a heritage study.
- Preparing a Conservation Management Plan.
- Considering an item for listing on the State Heritage Register or on the schedule of heritage items in a local environmental plan, or.
- Preparing a Statement of Environmental Effects or a heritage impact statement as part of the development and building approval process.

The following assessment of significance is based on the NSW heritage assessment criteria. The criteria encompass the four main values in the Australia ICOMOS Burra Charter (2013), which are commonly accepted as generic values by Australian heritage agencies and professional consultants:

- Historical significance.
- Aesthetic significance.
- Scientific significance.
- Social significance.

4.2 Heritage assessment criteria

Assessments of Significance

The following assessment follows the guidelines set out by Heritage NSW and the principles of the Australia ICOMOS *Burra Charter*.

The guidelines for *Assessing Heritage Significance* (Heritage Office - former, 2001) states that an item will be of state and/or local heritage significance if it meets one or more of the NSW Heritage Assessment Criteria, below:

Table 4-1 NSW Heritage Assessment Criteria

Criteria	Description
Criterion	An item is important in the course, or pattern, of NSW’s cultural or natural history (or

Criteria	Description
(a)	the cultural or natural history of the local area);
Criterion (b)	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)	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)	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)	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)	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)	<p>An item is important in demonstrating the principal characteristics of a class of NSW's</p> <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments. <p>(or a class of the local area's</p> <ul style="list-style-type: none"> • cultural or natural places; or • cultural or natural environments.)

To undertake an assessment of an item against the NSW heritage assessment criteria, the guidelines recommend that the following steps be undertaken:

- Investigate the historical context of the item or Proposal Area,
- Investigate the community's understanding of the item,
- Establish local historical themes and relate them to the State themes,
- Investigate the history of the item, and
- Investigate the fabric of the item.



Figure 4-1 Heritage Map from Berrigan LEP showing Heritage Items within the Finley Township.

4.3 Heritage assessment

In this section, the Finley Hospital is assessed against the seven NSW Heritage Significance criteria listed in Section 4.2.

No items of heritage significance are located within the impact zone of proposed works.

4.4 Statement of cultural significance

4.4.1 Finley Hospital

Table 4-2 Finley Hospital NGH assessment against NSW Heritage Significance criteria:

Seven NSW Heritage Significance criteria	SHI Database Assessment	Meets/Does not meet criterion at a State or Local level of significance?
(a) Historical	Finley Hospital does not have any strong associations with a historical event or phase and therefore does not meet this criterion for listing. While the hospital has been the main location for Finley and district's health services since the 1960s, the extant built infrastructure dating from this period (and subsequent alterations) do not meet the threshold for heritage listing.	<i>Finley Hospital does not meet criterion (a) at a local or State level.</i>
(b) Associative	Finley Hospital does not have any specific associations with a significant event, person, or group of persons.	<i>Finley Hospital does not meet criterion (b) at a local or State level.</i>
(c) Aesthetic/Technical	Finley Hospital is a modified 1960s hospital complex without any notable aesthetic or technical features that would promote further investigation or heritage listing.	<i>Finley Hospital does not meet criterion (c) at a local or State level.</i>
(d) Social	Finley Hospital has social significance as the main location for local health services (for both patients and healthcare practitioners/staff) since the 1960s. No formal or detailed assessment or oral histories were found or considered for this report and were not part of the brief for this report, but it is likely that many citizens of Finley and district worked in, were born at, or otherwise have close associations with the hospital. While the hospital is associated with the provision of health services for over 60 years, the hospital complex is assessed as not having sufficient social significance to warrant heritage	<i>Finley Hospital does not meet criterion (d) at a local or State level.</i>

Seven NSW Heritage Significance criteria	SHI Database Assessment	Meets/Does not meet criterion at a State or Local level of significance?
	listing at a local or state level. New health infrastructure at the same site will be a continuation of hospital services at the same site.	
(e) Research	The Finley Hospital is assessed as not revealing any notable research value.	<i>Finley Hospital does not meet criterion (e) at a local or State level.</i>
(f) Rarity	The Finley Hospital is assessed as not containing, revealing, or representing any notable rarity values.	<i>Finley Hospital does not meet criterion (f) at a local or State level.</i>
(g) Representative	The Finley Hospital is not a significant or important representation or variation of its type.	<i>Finley Hospital does not meet criterion (g) at a local or State level.</i>

4.5 Statement of significance

The Finley Hospital is not heritage listed and does not meet any of the criteria for listing at a State or Local level. Therefore, no statement of significance has been written for the hospital as there is no assessed heritage significance.

5. Impact assessment

5.1 Proposed development

The proposed works will include the extension or new build on the existing site and there may be opportunities for refurbishment of the existing buildings (Figure 5-1-Figure 5-3). Proposed works will include the following:

Early and enabling works:

- Existing services locating, identification and mapping.
- Civil and other engineering services / authority mains design and construction works to enable access to, and connectivity of, the new site for main works construction.
- Planning and delivery of staging for main works construction.
- Demolition and refurbishment / construction of the existing hospital buildings.
- Planning and delivery of some internal refurbishment to existing areas of the hospital.

Main works:

- Planning and delivery of one or more building extensions or new hospital buildings.
- Provision of connectivity to public transport services.
- Roads and pedestrian pathways within and surrounding the hospital.
- Demolition of staging buildings on the existing hospital. This may include land remediation in preparation for the site's divestment.

Refurbishment works:

- Further internal refurbishment works to existing areas of the hospital may be required.

Car parking works:

- The future demand for car parking is required to be reviewed in consideration of the current car parking demand and projected increase in services detailed in the final approved clinical scope.

5.2 Commentary on proposed development

This report was prepared early in the planning phase for this project, with the objective of investigating whether the hospital site is heritage listed or has heritage values (significance) that should be considered by the project team. This was a due diligence process to help inform project planning and implementation, including identification of any limitations to the project due to heritage constraints. As the site is not heritage listed and has been assessed as not having heritage values that would warrant heritage listing or further investigation, no further impact analysis is required.



Figure 5-1 Development site plan (supplied by NSW Health Infrastructure)



Figure 5-2 Development plan ground level (supplied by NSW Health Infrastructure)

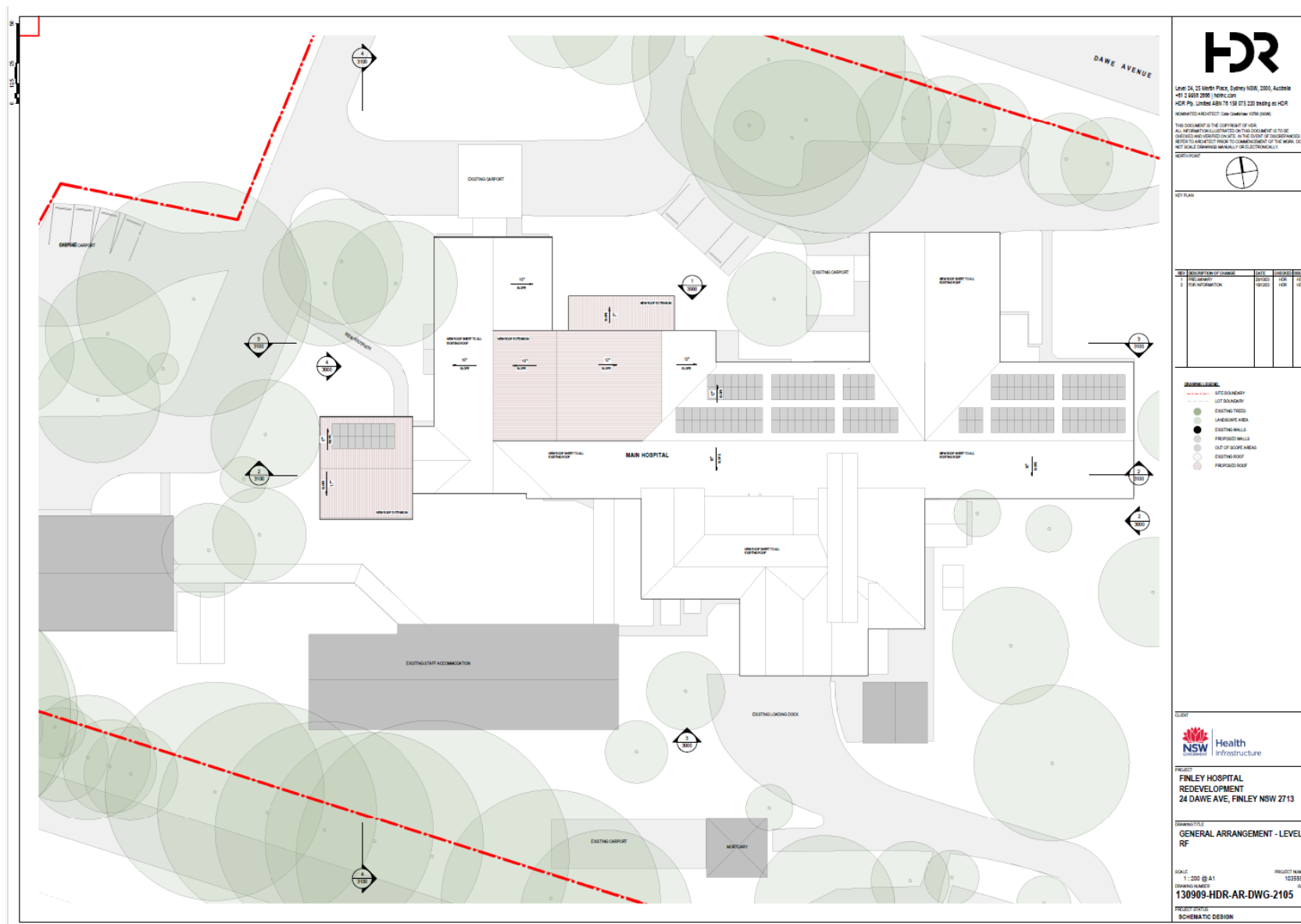


Figure 5-3 Development plan roof level (supplied by NSW Health Infrastructure)

6. Conclusion and recommendations

6.1 Conclusions

The Finley Hospital has been assessed as not meeting any of the criteria for heritage listing at a State or Local level. The proposed redevelopment of the Finley Hospital will not have a negative overall heritage impact on the hospital or the surrounding areas. In addition, the proposed works will not result in an overall significant physical or visual impact on any items of surrounding heritage and may proceed with caution.

6.2 Recommendations

The proposal to undertake essential redevelopment works on the Finley Hospital as outlined in this assessment is not considered to lead to a significant impact in accordance with the NSW *Heritage Act 1977*, and *Environmental Planning and Conservation Act 1979* in terms of heritage.

The following recommendations are made for the Project:

1. This report has assessed any heritage impacts from the Finley Hospital Redevelopment Project and has found that the place has no heritage significance. All other necessary planning and consultation requirements should still be followed and addressed for this Project.
2. In the event any suspected heritage finds are identified during construction, works must cease and the 'Unexpected Finds Procedure' described in Appendix A should be adhered to.

7. References

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- 'Woolshed has long history'. *Southern Riverina News*, 15 October 2014.

Appendix A Unexpected finds procedure

An unexpected heritage item means any unanticipated discovery of an actual or potential heritage item, for which the Proponent does not have prior approval to disturb or does not have a safeguard in place to manage the disturbance.

These discoveries are categorised as either:

- a) Aboriginal objects
- b) Historic/non-Aboriginal heritage items
- c) Human skeletal remains

If any of the above items are suspected or identified during construction activities then a series of steps must be followed. These are outlined below:

1. All work should cease in that area and notify a Project Manager or Supervisor immediately of the find,
2. A 'no-go' zone should be established around the find, using visibility fencing (where applicable),
3. Inform all on-site personnel and staff of the find and the demarcated 'no-go' zone;
4. Contact a qualified archaeologist/heritage consultant to inspect the find and provide recommendations.
5. In the event that human remains are identified, complete steps 1-3. Replace Step 4 by immediately contacting the local police to investigate if the find relates to a criminal investigation. The police may take command of part or all of the site.
6. Once clearance of the site has been given by either the qualified archaeologist/heritage consultant then works may proceed within the 'no-go' zone UNLESS specifically instructed by the professional that no further works can be completed.