

# EXTENT

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600-660 Elizabeth Street,  
Redfern, NSW

Preliminary Built Heritage Assessment

Prepared for NSW Land and Housing Corporation

February 2020—Update Final v2

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## Executive Summary

Extent Heritage has been commissioned by the NSW Land and Housing Corporation to prepare a Preliminary Heritage Assessment of land at 600-660 Elizabeth Street, Redfern to accompany a Planning Proposal to be lodged with the City of Sydney.

The Planning Proposal seeks to rezone the site to allow redevelopment for a mix of social, affordable and private housing in an integrated residential community. The aims of the Planning Proposal are to rezone the Site to B4 Mixed Use.

An indicative reference scheme and urban design report has been prepared by Architectus, Silvester Fuller and Tyrell (the Project Team) to support the Planning Proposal and demonstrates how the site may be redeveloped. The indicative reference scheme comprises:

- Approximately 327 dwellings, with building heights ranging between 6 and 14 storeys;
- A mixed-use development, with over 1,500m<sup>2</sup> of non-residential floor space for local shops, cafes, community space and other services; and
- Three ground floor communal courtyard spaces.

This report addresses the built heritage components of the study requirements in terms of its constraints and opportunities associated with the impact of the proposed development.

Separate reporting conducted by Extent Heritage including the *Preliminary Aboriginal Heritage Impact Assessment* and the *Historical Archaeological Assessment* deal with the archaeological assessments for the site.

The study area contributes to the significance of heritage items in the immediate vicinity, namely the State-heritage listed *Redfern Park and Oval* and three separate Heritage Conservation Areas (HCAs) that border the site. These items are significant in demonstrating the historical and social development of the community of Redfern. However, the study area itself also has a colourful and varied historical development in its own right.

Extent Heritage prepared a series of recommendations in response to the historic significance values of the site and its immediate local environment. These can be found in Section 12 under the following headings:

- ◆ Built Heritage
- ◆ Rezoning
- ◆ Height
- ◆ Setbacks and Street Alignments
- ◆ Views and Settings
- ◆ Design Principles
- ◆ Archaeology and
- ◆ Interpretation

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# 1. Introduction

## 1.1 Purpose

The *Future Directions for Social Housing in NSW* (NSW Government 2016) document sets out the NSW Government's vision for delivering new social housing up to 2026. It encourages greater involvement of private developers and non-government partners in financing, owning and managing a significantly expanded stock of social and affordable housing assets, promotes expanded support in the private rental market, and advocates for the transfer of significant tenancy management responsibilities to non-government housing providers.

In response to this action, the NSW Land and Housing Corporation (LaHC) has initiated a housing development program, Communities Plus. The program involves the redevelopment of existing LaHC sites that have been recently rezoned, or can be potentially rezoned in the future, so as to accelerate supply. LaHC is investigating the feasibility of the renewal of a small part of the Redfern social housing estate, located at 600-660 Elizabeth Street, Redfern (hereafter, 'the Site' or the 'Study Area').

As part of this project, Extent Heritage Pty Ltd (Extent Heritage) has been commissioned by LaHC to prepare a Preliminary Built Heritage Assessment for the redevelopment of the land located at 600-660 Elizabeth Street, Redfern, as part of a planning proposal to be lodged with the City of Sydney.

The project has opted to take the planning proposal pathway which will see LaHC prepare a Planning Proposal and ultimately a Development Application to the City of Sydney for the development, with Council delegated the approval authority. The proposal will seek to obtain a rezoning for the study area in order to achieve 327 dwellings over a GFA of 29,816 with buildings of 14, 7 and 6 storeys.

In early 2018 key community, technical, economic and environmental study requirements were published by the Department of Planning and Environment for a State Significant Precinct Study. With reference to Heritage, the following study requirements were made:

*5.1 Prepare a heritage and archaeological assessment that investigates the history, physical evidence and significance of the features within and surrounding the study area, based on site inspections and documentary research, to identify and conserve features of local or greater heritage significance, including heritage items and conservation areas, buildings or other features of significance yet to be listed and archaeological relics.*

*5.2 The heritage assessment is to provide management recommendations, including development control provisions, to guide future development or planning of the site to retain the assessed significance of its features, surrounding conservation areas and heritage items, including features to retain and re-use, setbacks and heights for new development to respect scale and character of and views to surrounding conservation areas and heritage items, and management of archaeological relics.*

5.3 Provide an interpretation plan, where relevant, having particular regards to the precinct's social significance, including that of the existing PCYC to the local community, and relationship with nearby heritage items in accordance with *Interpreting Heritage Places and Items Guidelines*.

*NOTE: The heritage and archaeological assessment is to be undertaken in accordance with guidelines set out in the NSW Heritage Manual and by the Heritage Council of NSW, the methodology described in "The Conservation Plan" (JS Kerr 1996), and in the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter).*

This report addresses the built heritage components of the study requirements. The Historical Archaeological Assessment report also prepared by Extent Heritage deals with the archaeological assessment for the site.

Item 6 of the study requirements also stipulates that an Aboriginal cultural heritage assessment be prepared to investigate the Aboriginal cultural heritage values and associations with the subject site and provide recommendations that guide future development of the site. Accordingly, a Preliminary Aboriginal Heritage Impact Assessment has been prepared by Extent Heritage. Both the Historical Archaeological Assessment and the Preliminary Aboriginal Heritage Impact Assessment report should be referred to for all archaeological concerns relating to the subject site.

## 1.2 Methodology

The methodology used in the preparation of this preliminary heritage assessment is in accordance with the principles and definitions as set out in the guidelines to *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* as well as a number of heritage best-practice and assessment guidelines produced by the NSW Office of Environment and Heritage.

The preparation of this preliminary heritage assessment outlines a number of features of the site (pertaining specifically to built heritage) such as its statutory context, historical context physical condition, and heritage significance, with an aim to inform and contribute to the development of a site-specific planning framework and reference scheme.

Ultimately, this assessment will seek to provide recommendations for provisions and controls to be included into a new site-specific Development Control Plan (DCP) that responds to its identified heritage values and significance.

## 1.3 Limitations

The site was inspected and photographed by the author of this report on 21 March 2018. The inspection was undertaken as a visual study only.

The historical overview provides sufficient historical background to provide an understanding of the place in order to assess the significance and provide relevant recommendations, however, it is not intended as an exhaustive history of the site.

## 1.4 Authorship

The following staff members at Extent Heritage have prepared this Preliminary Heritage Assessment:

Dr MacLaren North	Managing Director
Dr Vidhu Gandhi	Senior Heritage Advisor
Eleanor Banaag	Senior Heritage Advisor
Lucy Irwin	Heritage Advisor
Bridget San Miguel	Research Assistant

## 1.5 Ownership

The site is owned and managed by NSW Land and Housing Corporation.

## 1.6 Terminology

### 1.6.1 The Burra Charter

The terminology in this report follows definitions presented in *The Burra Charter*. Article 1 provides the following definitions:

**Place** means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

**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*. Places may have a range of values for different individuals or groups.

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

**Conservation** means all the processes of looking after a *place* so as to retain its *cultural significance*.

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

**Preservation** means maintaining a *place* in its existing state and retarding deterioration.

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



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

**Adaptation** means changing a *place* to suit the existing *use* or a proposed use.

**Use** means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

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

**Setting** means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.

**Related place** means a *place* that contributes to the *cultural significance* of another place.

**Related object** means an object that contributes to the *cultural significance* of a *place* but is not at the place.

**Associations** mean the connections that exist between people and a *place*.

**Meanings** denote what a *place* signifies, indicates, evokes or expresses to people.

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

## 2. Site Identification

### 2.1 Location

The study area is a NSW Land and Housing Corporation owned and managed property comprising Lot 1 DP1249145, and encompassing an area of approximately 1.1ha. It is located within the City of Sydney Local Government Area, in the Parish of Alexandria, and the County of Cumberland. The study area is located 4km southwest of the Sydney CBD and is bound to the north by Kettle Street, to the east by Walker Street, to the south by Phillip Street and to the west by Elizabeth Street. The study area is largely vacant except for a series of three single storied brick buildings and an outdoor basketball court in the southern portion of the site, which is currently leased by the Police Citizens Youth Club (PCYC).



Figure 1 Map indicating location of 600-660 Elizabeth Street, Redfern (SixMaps: 2018).



Figure 2 Aerial photograph indicating location of 600-660 Elizabeth Street, Redfern (Source: Nearmaps).

## 2.2 Description of Area

The subject site is located in Redfern along the east side of Elizabeth Street, with the Redfern Oval directly opposite it, and Redfern Park to its north-west. The area comprises of residential development, with a number of social housing developments along Elizabeth Street, Kettle Street, and Morehead Street.

## 3. Heritage Status

### 3.1 Listings

Register/Listing	Item Listed (Y/N)	Item Name	Item No.
<b>Statutory Register</b>			
National Heritage List	N		
Commonwealth Heritage List	N		
State Heritage Register (SHR)	N		
S170 Heritage and Conservation Register	N		
Local Environmental Plan	N		
<b>Non-Statutory Register</b>			
Register of the National Trust (NSW)	N		
Register of Significant Buildings in NSW (Australian Institute of Architects)	N		

### 3.2 Statement of Significance

The study area is not listed as a heritage item on Schedule 5 of the Sydney LEP 2012; however, it is adjacent to Heritage Item I1347 (Redfern Park) and three Heritage Conservation Areas (HCAs).



## 4. Heritage Items in the Vicinity

The subject property is in the vicinity of several heritage items at:

Suburb	Item	Address	Lot/DP	Significance	No.
Redfern	Redfern Park including low sandstone perimeter walls, entrance gates, fountain and war memorials and landscaping	Redfern Street	Lot 1, DP 135313; Lot 1, DP 724757	State	02016
Redfern	HCA	Redfern Estate		Local	C56
Waterloo	HCA	Waterloo		Local	C70
Redfern	HCA	Baptist Street		Local	C53



Figure 3 Detail of Sydney LEP 2012 Sheet HER\_017 showing Heritage Items in vicinity of study area (green outlined)

The Waterloo HCA and Redfern Park form the most immediate heritage context for consideration in terms of any proposal for the subject site. Waterloo HCA is a largely residential area and includes sections of Phillip Street which forms the southern edge of the subject site. Similarly, the western edge of the site borders the Redfern Estate HCA which contains residential fabric and Redfern Park. However, as Redfern Park is directly opposite to the subject site along Elizabeth Street it is the most immediate heritage item in the vicinity of the site, but Redfern Estate HCA being further west of the site, is of lesser consideration than the Park. The Baptist Street HCA is two streets to the east of the site, thereby it would have to be considered to a lesser extent in terms of any proposals to the subject site.

## 5. Historic Context

### 5.1 Introduction

The study area has been previously assessed as part of the 2014 HAA. This historic context section relies largely on this existing research. Additional research included a review of readily available historical information including historical newspaper articles, plans and aerial photos. This history overview does not provide an exhaustive account of the former occupants of the site.

### 5.2 Site History

Historical plans from the State Library of NSW suggest that, during the initial settlement of the Colony, the study area formed part of a large tract of land between Port Jackson and Port Botany that comprised “barren sands”. This description most likely refers to the poor fertility of the land for cultivation purposes, rather than for its landscape appearance – in fact, the area beyond the initial settlement was characterised by tracts of uncleared blackbutt, tea-tree and scrub, and swampy marshes, lagoons and creeks.<sup>1</sup> Obed West, who documented much of early Sydney, describes extensive Aboriginal activity in the area including campsites, meetings and battles. The study area likely fell within Boxley’s Lagoon, which encompassed Redfern Park and “the vacant paddocks opposite Elizabeth Street.”<sup>2</sup> The surrounding farmland contained wheat, native fruit trees and native shrubs in the early days of the colony. The lagoon contained red-bills, wild duck, snipe, landrail, eels and other game.<sup>3</sup> The area that became the Albert Ground was a large swamp with a horse race conducted around the periphery in about 1822. The horses started at Mount Carmel, south of the subject site, and ran around to the Redfern Courthouse on Redfern Street, to the north of the subject site.<sup>4</sup>

The study area lies within a 185-acre grant made to Edward Smith Hall in 1822.<sup>5</sup> Hall arrived in Australia in 1811 and received his grant in the Redfern/Moore Park area intending to become a

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<sup>1</sup> Marriott, E.W. (1988), *The Memoirs of Obed West: A portrait of early Sydney*, Barcom Press, Bowral. 44.

<sup>2</sup> Marriott, E.W. (1988), *The Memoirs of Obed West: A portrait of early Sydney*, Barcom Press, Bowral. 46.

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> Jervis, J. and V. Kelly (ed.). 1960. *The History of Woollahra: A record of events from 1788 to 1960 and a centenary of local government*. The Municipal Council of Woollahra. Halstead Press: Sydney. 105.

‘gentleman farmer’. He was unsuccessful as a farmer and unpopular with Governor Macquarie, so became a cashier with the Bank of New South Wales. He left the role soon afterwards and after four years of re-attempted farm management he established his own newspaper, the *Monitor*. Hall published inaccurate information on several occasions, which resulted in having his rights to graze stock on certain areas of land revoked in 1827, and in 1829 he was convicted of libel.<sup>6</sup> In that same year, his grant at Redfern was obtained by Daniel Cooper and Solomon Levey.<sup>7</sup> Cooper and Levey were successful businessmen who worked in trading, imports and shipping.<sup>8</sup> Daniel Cooper, who arrived in Australia as a convict in 1816, was the main director of the Cooper and Levey firm from 1826 onwards.<sup>9</sup>

Early settlers like Samuel Terry, William Hutchinson and Daniel Cooper made good use of the swampy areas in neighbouring Waterloo, Randwick and Moore Park, by establishing mills for grinding flour and wool washing on the Lachlan and Waterloo Swamps.<sup>10</sup> However, Boxley’s Lagoon appears not to have been used for similar industrial pursuits. In 1843 the area was described as “lying waste and unproductive” and “a pestiferous bog of an actually dangerous nature” in 1843.<sup>11</sup> Boxley’s Lagoon was eventually “drawn off by means of a large drain” to reclaim the swampland and draw away surface water.<sup>12</sup>

Between 1854 and 1857, the current street grid of the surrounding area was laid out in preparation for subdivision. This subdivision had taken place by the early 1860s, with primarily residential development undertaken in most of the allotments. The study area falls within a former swamp on the corner of Phillip and Elizabeth Streets, which became Albert Ground in 1864, a privately-owned cricket ground.<sup>13</sup>

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<sup>6</sup> Kenny, M. 1966. *Hall, Edward Smith (1786-1860)*. Australian Dictionary of Biography.

<sup>7</sup> Extent/AHMS. 2014. *Redfern, Waterloo and South Eveleigh Urban Renewal Sites: Desktop Historic Heritage Assessment*. For Urban Growth Development Corporation.

<sup>8</sup> Jervis, J. and V. Kelly (ed.). 1960. *Op. cit.* 105.

<sup>9</sup> Davidson, J. 1966. *Cooper, Daniel (1785-1853)*. Australian Dictionary of Biography.

<sup>10</sup> Marriott 1988: *Op. cit.* 45

<sup>11</sup> Thorp, W. (1994). *Historical Analysis Redfern Park Redfern*. Prepared for Clouston and Associates

<sup>12</sup> Marriott 1988: *Op. cit.* 46

<sup>13</sup> Extent/AHMS. 2014. *Op. cit.*



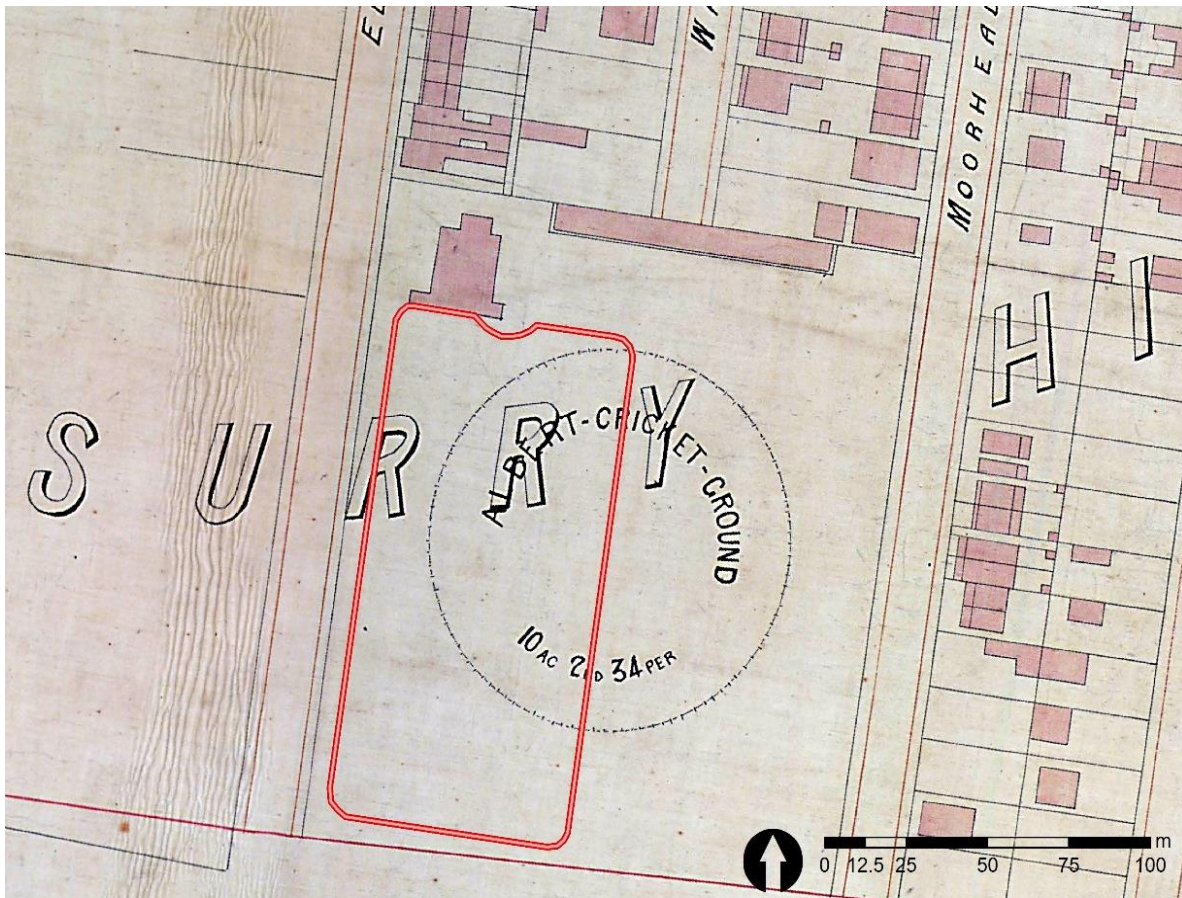


Figure 4 'Block 152, Map 50 – The Redfern Municipality' of the Trigonometric survey of Sydney, c. 1864, overlain by modern cadastral boundaries in red. The Albert Cricket Ground encompassed a large part of the study area (Source: City of Sydney, Historical Atlas of Sydney, Block 152, Map 50).

The Albert Ground had a pavilion and grandstand, as well as a drainage system for the playing fields. In 1864 at the opening of the ground, it was a level area of sandy soil that was subject to flooding due to drainage from the surrounding hills. A seven-foot high, two hundred-yard long fence was erected around the ground and the water outlet for drainage led to the “neighbouring wool-washing establishment”. Sand was imported to level the ground after the drainage system had been put in place then turfed for cricket. The area specifically dedicated to cricket was surrounded by a post and wire fence with a circumference of five hundred and ten yards with the posts standing fifteen feet apart (Figure 5). A pavilion was also erected on the northeast corner of the ground. It was a substantial wooden structure with a club room, verandah, dressing and bathrooms to the left and the parlour, bar and kitchen to the right. The building measured forty-six by thirty-six feet and the verandah on three sides was eight feet wide with four rows of seats beneath it and a garden plot directly in front of it. Inside the ground’s fence, trees were planted for spectators’ shelter and gates were placed on the eastern, southern and western fences. There were also plans for a grandstand to be built at a later date at the time of the

ground's opening.<sup>14</sup> Two years later, in 1866, improvements made at the ground included re-dressing the playing field with loam, replacing the wire fence with another that was "neat and substantial", constructing a ladies' room under the grand stand and constructing a new dressing room. A gymnasium was built opposite the original pavilion.<sup>15</sup>

The cricket ground was host to a number of inter-colonial teams, including W. G. Grace's All-England XI in 1874 (Figure 6). In 1867 the Australian Native XI played on the ground. The team was an Aboriginal side from Victoria under the captaincy of Tom Wills, one of the most important figures in Australian sporting history. In the following year the team toured England under the former Surrey professional cricketer Charles Lawrence. Lawrence, a member of the Albert Club, became coach and manager of the Australian Native XI.

In addition to cricket, the Albert Ground was used for a variety of other activities. At the time of its opening, it was suitable for "athletic games of every kind, and for horticultural exhibitions, school picnics, and other public occasions."<sup>16</sup> Circuses performed at the ground several times, conducting a chariot, Roman horse races and aerial bicycle performances as part of their shows.<sup>17</sup> Other sports included walking, hurdles, high jump, sack races, hammer throwing, pony races, velocipede (bicycle) races, bicycle hunts, wheelbarrow races, three legged races and various running races for both men and women.<sup>18</sup> One of its popular events was the Highland Gathering, undertaken on New Year's Day (Figure 7). Another was the grand bicycle steeplechase, for which a water jump was formed as one of the obstacles (Figure 8).<sup>19</sup> Steeplechases were also conducted on foot, as well as a mix of sports and activities for events such as royal birthdays (Figure 9).<sup>20</sup>

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<sup>14</sup> Sydney Mail, 5 November, 1864, p.5.

<sup>15</sup> Bell's Life in Victoria and Sporting Chronicle, 29 September, 1866. P. 2.

<sup>16</sup> Sydney Mail, 5 November, 1864, p.5.

<sup>17</sup> The Sydney Morning Herald, 27 December, 1867. P. 4; Australian Town and Country Journal, 27 May, 1871, p. 6; Australian Town and Country Journal, 6 August, 1870, p. 26.

<sup>18</sup> Bell's Life in Victoria and Sporting Chronicle, 29 September, 1866. P. 2; Sydney Mail, 29 May, 1869. P. 2; The Sydney Morning Herald, 10 November, 1869, p. 5.

<sup>19</sup> Illustrated Sydney News, February 17, 1870, p344.

<sup>20</sup> Illustrated Sydney News, November 25, 1869, p.1; Illustrated Sydney News, January 16, 1867, p.5.





Figure 5 Albert Cricket Ground, 1874. (Source: SLNSW SPF/1570)



Figure 6 Detail of Lithograph, Albert Cricket Ground, Intercolonial Match Illustrated Sydney News 1877 (Source: National Library of Australia Call Number PIC Drawer 7012 #S3162)



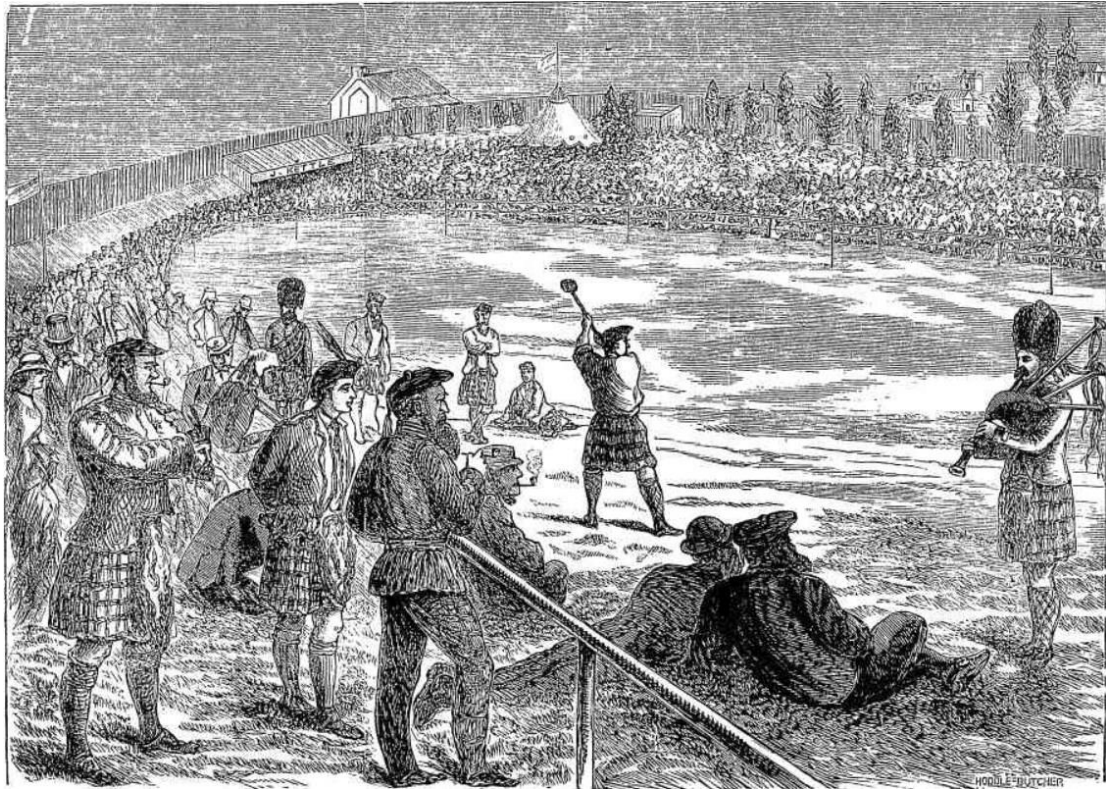


Figure 7 Highland sports on New Year's Day 1872 at the Albert Cricket Ground (Source: Australian Town and Country Journal, January 6, 1872).

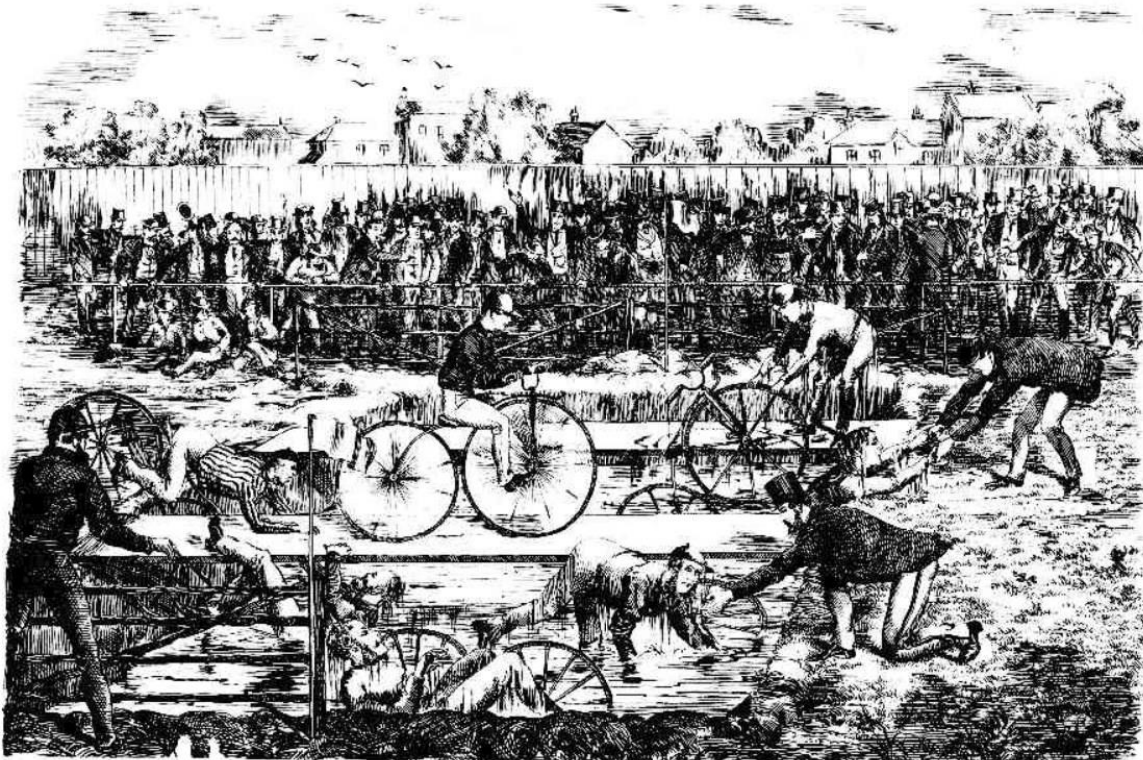


Figure 8 Final heat of the Grand Bicycle Steeplechase at the Albert Cricket Ground - The Water Jump (Source: Illustrated Sydney News, February 17, 1870).





Figure 9 Carnival Sports for the Queen's Birthday at the Albert Ground in 1878. Note the Aboriginal woman standing behind the crowd with her baby. (Source: Illustrated Sydney News, 15 June, 1878).

In 1879, the year after the Carnival Sports had taken place for the Queen's Birthday, the cricket ground was closed and the property was subdivided. By 1887 the Albert Ground had become terrace housing (Figure 10).

The terrace housing during this late nineteenth century period was associated with the 'Baby farming case' of John and Sarah Makin. The Makins were notorious in Sydney between 1892 and 1893, when police discovered the bodies of infants across the various properties they occupied from Macdonaldtown to Redfern.<sup>21</sup> Two of these properties are situated within the subject site (Figure 11 and Figure 12). At their property on 11 Alderson Street, the lane running parallel to Elizabeth Street that was formed during the subdivision following the closure of Albert Ground, three decomposed bodies were uncovered by police after digging in the yard in 1892. Investigations were carried out after a neighbour claimed to have seen John Makin digging a hole.<sup>22</sup> At 2 Kettle Street, on the northern boundary of the subject site, police also conducted digging operations however no bodies were found. The yard of that property was asphalted and bricked.<sup>23</sup> The Makins and two of their daughters were taken into custody,<sup>24</sup> however only the couple was convicted in 1893.<sup>25</sup> John Makin was hanged on 15 August and Sarah Makin was

<sup>21</sup> Radi, H. 2005. *Makin, Sarah Jane (1845-1918)*. Australian Dictionary of Biography.

<sup>22</sup> 'The Macdonaldtown Mystery. Further Discoveries. In Alderson-street, Redfern. Fourth Inquest'. 1892. *The Australian Star*. 12 November. P. 6; 'Further Revelations. Two more bodies found.' 1892. *Evening News*. 12 November. P. 6.

<sup>23</sup> *Ibid.*

<sup>24</sup> 'Sydney, Wednesday, 6.15 p.m. The Macdonaldtown Mystery. 1892. *Goulburn Herald*. 16 November. P. 3.

<sup>25</sup> Radi, H. 2005. *Op cit.*

sentenced for life in prison. She was released on 29 April 1911 at her children's request and died in 1918.<sup>26</sup>

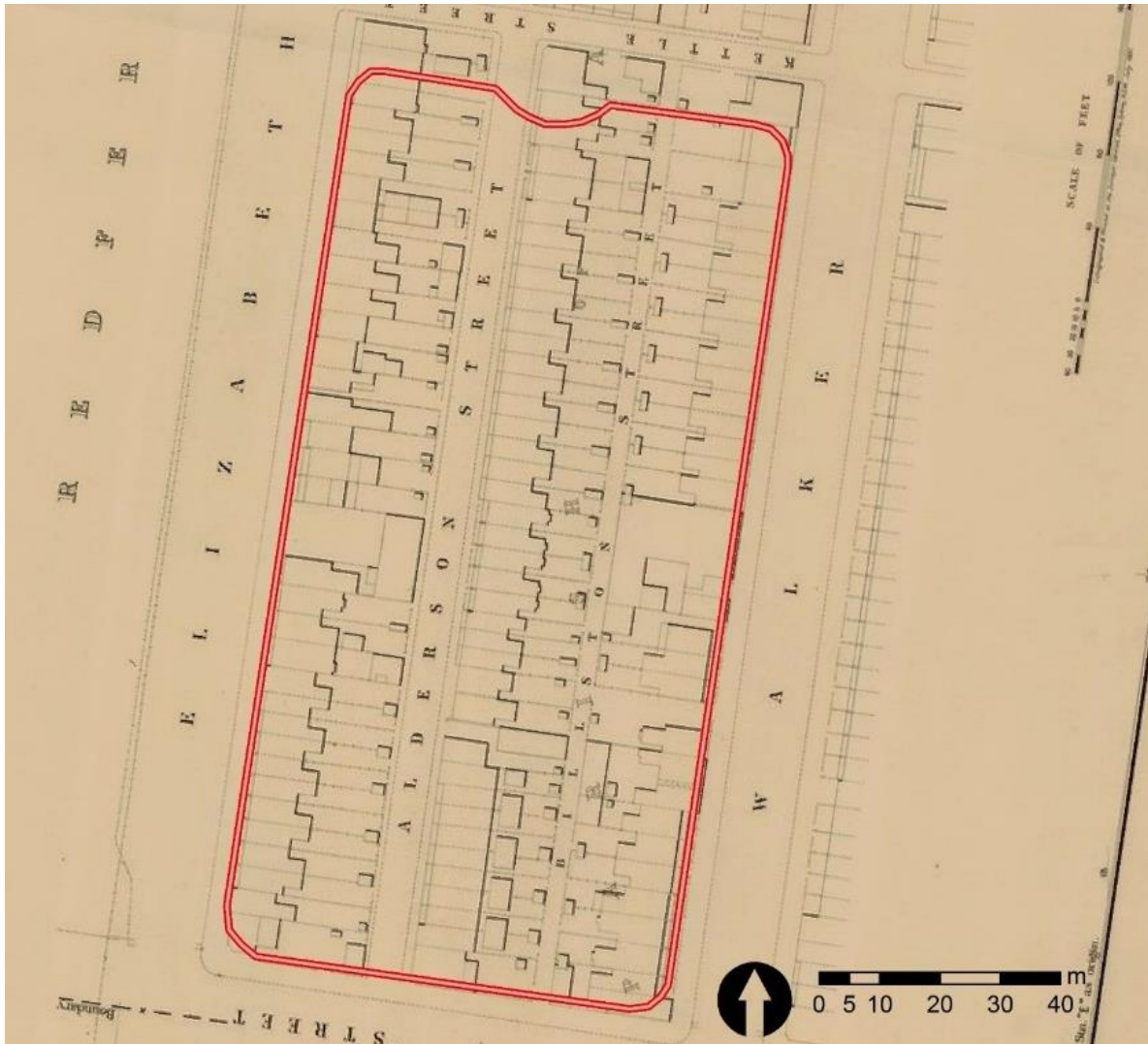


Figure 10 1887 map showing the site in red. (Source: SLNSW Metropolitan Detail Series, Sheet 13).

<sup>26</sup> Radi, H. 2005. *Op cit.*



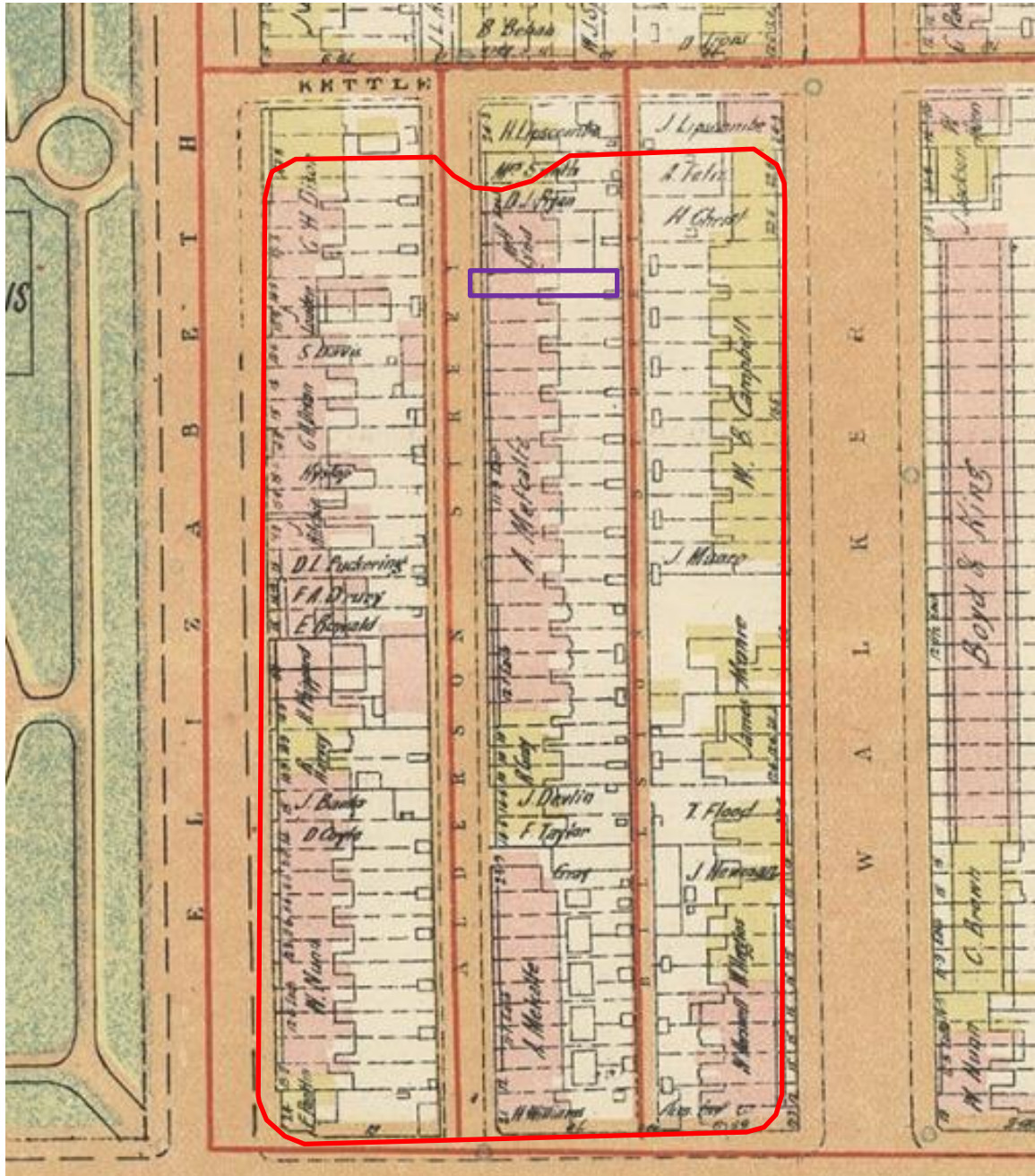


Figure 11 Gibbs, Shallard and Co., Plan of the Municipality of Redfern' in 1889, showing rows of brick terraces and internal roads within the study area. 11 Alderson Street outlined in purple (Source: State Library of NSW, Map Z M3 811.1819/1889/1)



Figure 12 Alderson Street showing backyards, date unknown, however Alderson Street was formed only during the late nineteenth century period of subdivision (Source: SLNSW Government Printing Office 1 – 31164).

Other than the 'Baby farming case' of the 1890s, Alderson Street in Redfern was notable for a high rate of crime, poverty and immigrant activity.<sup>27</sup> Drunkenness was a common occurrence in the area<sup>28</sup> and several fires occurred along Alderson Street during this period.<sup>29</sup> Many properties were in poor condition, with one man fined for the unsanitary state of his residence.<sup>30</sup> The area

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27 E.g. 'Redfern'. 1892. Evening News. 7 December. P. 3; 'Sudden Death at Redfern'. 1889. The Australian Star. 26 January. P. 9; 'Lips Severed'. 1929. The Maitland Weekly Mercury. 28 December. P. 16.

28 'A Fatal Fall. The Redfern Accident.' 1903. The Australian Star. 14 October. P. 6.

29 'Redfern Fire.' 1925. The Daily Telegraph. 15 April. P. 12; 'Inquests and Inquiries. 1904. The Sydney Morning Herald. 8 September. P. 4.

30 'Dirty Premises at Redfern. 1909. Evening News. 19 May. P. 2.



was occupied by a large number of 'Syrian' Lebanese and Indian immigrants,<sup>31</sup> who were subject to racism from news publications that also attributed the poor state of the area to the "alien colony".<sup>32</sup> The Syrian community had shops and boarding houses along Alderson Street<sup>33</sup> (Figure 10). In 1900, the subject site was placed under quarantine to be cleaned, associated with health issues related to the bubonic plague.<sup>34</sup> There was also a possible opium den in the area.<sup>35</sup> In 1913 a Syrian bootmaker, who had occupied the Makin's old property at 11 Alderson Street<sup>36</sup> and later moved to number 27, refuted claims that his residence was an opium den though admitted that he had been convicted in the past.<sup>37</sup> Alderson Street was known as "one of the most notorious of back streets in the coloured quarter of Redfern".<sup>38</sup>

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<sup>31</sup> 'Redfern Council and the Syrians'. 1900. *Evening News*. 5 February. P. 5; 'Syrians in the South.' 1892. *Illustrated Sydney News*, 19 November. P. 4.

<sup>32</sup> 'Darkest Redfern.' 1895. *Sunday Times*. 27 January. P. 3.

<sup>33</sup> 'Sly Grog-selling'. 1893. *Evening News*. 17 March. P. 6.

<sup>34</sup> 'Redfern Quarantined Area. 1900. *The Daily Telegraph*. 9 May. P. 8.

<sup>35</sup> 'Maud's Mistake'. 1913. *Truth*. 15 June. P. 8.

<sup>36</sup> 'The Macdonaldtown Mystery. Further Discoveries. In Alderson-street, Redfern. Fourth Inquest'. 1892. *Op. cit.*

<sup>37</sup> 'That Alderson-street case'. 1913. *Truth*. 22 June. P. 2.

<sup>38</sup> *Ibid.*

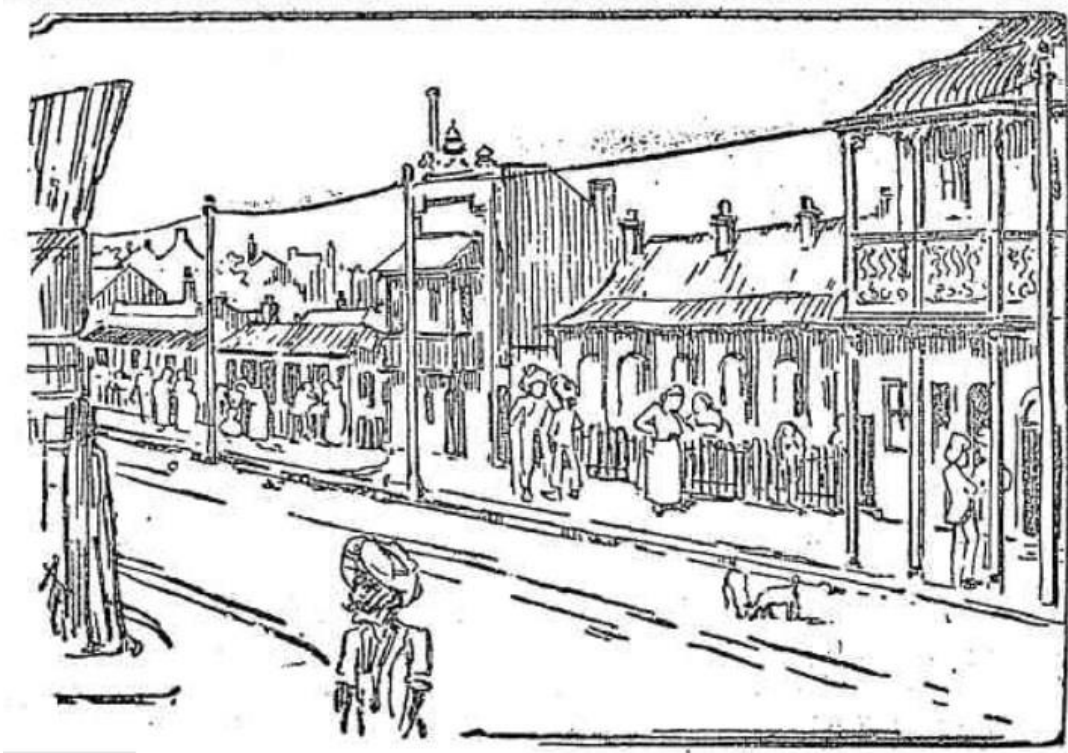


Figure 13 Alderson Street in 1895, showing the Syrian community (Source: Sunday Times, 27 January 1895).

During the early twentieth century, some nineteenth century housing was removed and replaced by small factories and warehouses. At the time, the government was becoming concerned with the poor living and sanitary conditions of the 'slums' in the inner city, Surry Hills and Redfern areas. Existing dwellings were often overcrowded and located in or near industrial areas, creating public health issues and overcrowding (Figure 11). Many residences in the area of the subject site were deemed unfit for human habitation.<sup>39</sup> A movement began in the 1920s and 1930s that saw housing as a social service that should receive governmental financial support.<sup>40</sup> In the 1940s, the NSW Housing Commission was established to demolish the slums and redevelop the sites with public housing that were to modern standards of living for the former occupants. On Kettle Street, on the northern boundary of the subject site, families lived in fear of an extreme rat infestation.<sup>41</sup> On Alderson Street, some of the terrace houses were valued at

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<sup>39</sup> 'Redfern'. 1900. *The Daily Telegraph*. 11 May. P. 7.

<sup>40</sup> NSW Government, Redfern-Waterloo Authority, January 2011. Characteristics Analysis, Draft Redfern –Waterloo Built Environment Plan Stage 2.

<sup>41</sup> 'Redfern Family Fear Rat Colony. 1946. *The Sun*. 11 October. P. 2.

five pounds in 1947, though tenants had been asked to pay rents in extreme excess of this valuation.<sup>42</sup>



Figure 14 Redfern Slum Dwellings like those on the study area, slated for demolition (Source: SLNSW Government Printing Office 2 – 03527, in Extent/AHMS 2014: 5)

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<sup>42</sup> 'Homes in Redfern'. 1947. *Tribune*. 27 June. P. 3.



Figure 15 Rear of Alderson Street, Sydney (Redfern), about 1900 (Source: State Records of NSW, NRS 12487, Digital ID: 12478\_a021\_a021000048).

The clearance and development that began in the 1940s and continued (with more funding and momentum from the government) after the Second World War (Figure 13). As part of a post-War scheme to clear Sydney's inner-city slums, the Commonwealth Department of Post-War Reconstruction was formed in 1942. It established an Advisory Town Planning Committee that identified a better post-war Australia could be achieved through comprehensive urban planning. The family was considered to be fundamental to planning and 'home' as the "nucleus of social organisation." Major planning initiatives were based on the Commonwealth Housing Commission's work and this broad vision ultimately gave way to an ambitious welfare housing program.<sup>43</sup> The states also developed Housing Commissions, however only the states of NSW and Victoria had to face the issue of inner city slums.<sup>44</sup> Sub-standard housing removal recommenced in 1948 and continued into 1949<sup>45</sup> (Figure 14). By the early 1960s, it was thought

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<sup>43</sup> Lumby, 'The NSW Modern Movement' in HeriCon Consulting, August 2013. The modern movement in New South Wales: A thematic Study and Survey of Places. For Heritage Council of NSW.

<sup>44</sup> Sperritt, 'Historical and Social Context' in HeriCon Consulting, August 2013. The modern movement in New South Wales: A thematic Study and Survey of Places. For Heritage Council of NSW.

<sup>45</sup> Extent/AHMS. 2014. *Op. cit.*



that high rise buildings set in open parkland would be healthier, providing more light and air to residents.<sup>46</sup> The Housing Commission began to design for higher density living in the 'slum clearance' areas of Redfern and several buildings were constructed in the vicinity of the subject site<sup>47</sup>. Construction commenced in 1963 with the 10 storey McKell Building. This was followed by the 16-storey Poets Corner development in 1966.

During this redevelopment, the study area was cleared and its southern section became the site of the NSW Police-Citizens Boys Club<sup>48</sup> (Figure 16). The central and northern portions of the study area were redeveloped into 18 low density dwellings (nine duplexes) (Figure 18 and Figure 19). Whilst the NSW Police-Citizens Boys Club is still extant, the dwellings were demolished, down to ground level by 2013 (Figure 20). The northern portion of the site has remained unchanged since this time.



Figure 16 A 1943 aerial of the study area outlined in red. (Source: Land and Property Information, SixMaps)

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<sup>46</sup> Extent/AHMS. 2014. *Op. cit.*

<sup>47</sup> AIA Register of Significant Architecture in NSW.

<sup>48</sup> Extent/AHMS. 2014. *Op. cit.*



Figure 17 1949 Aerial showing study area cleared of slums and levelled with introduced fills (Source: City of Sydney Archives Aerial Photographic Survey 1949).

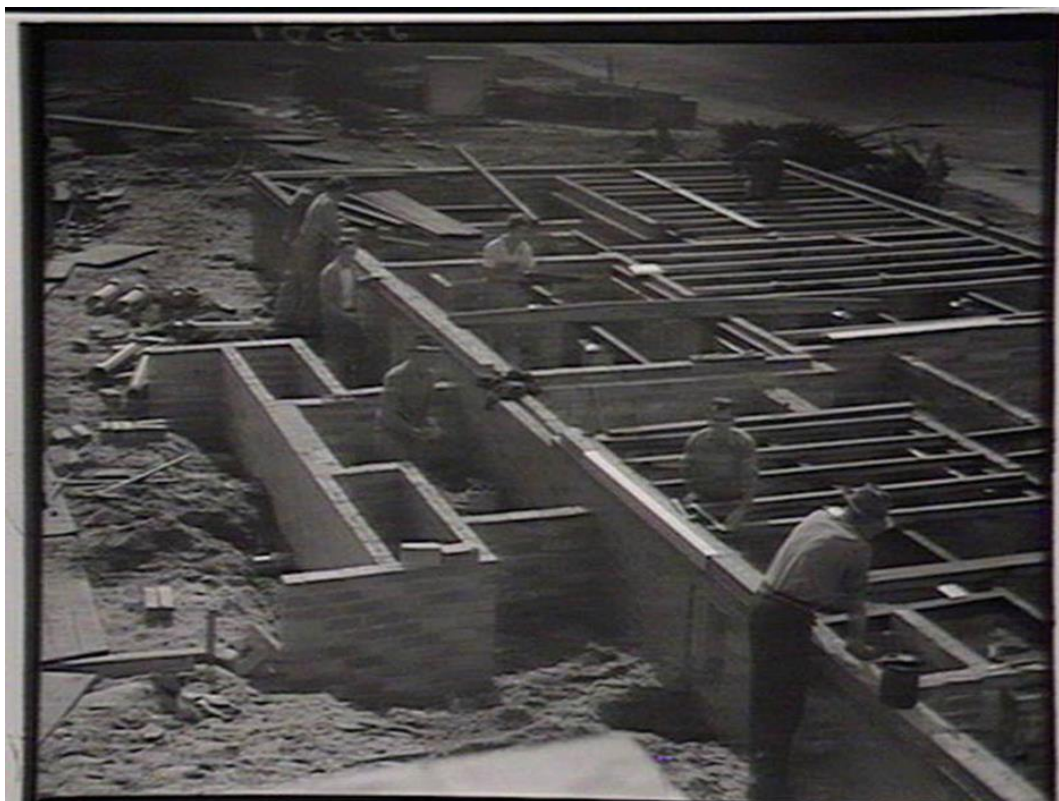


Figure 18 An example of the construction of Housing Commission buildings in Redfern, such as those on the study area. (Source: SLNSW Government Printing Office 1 – 42176, 1948, in Extent/AHMS 2014: 57).



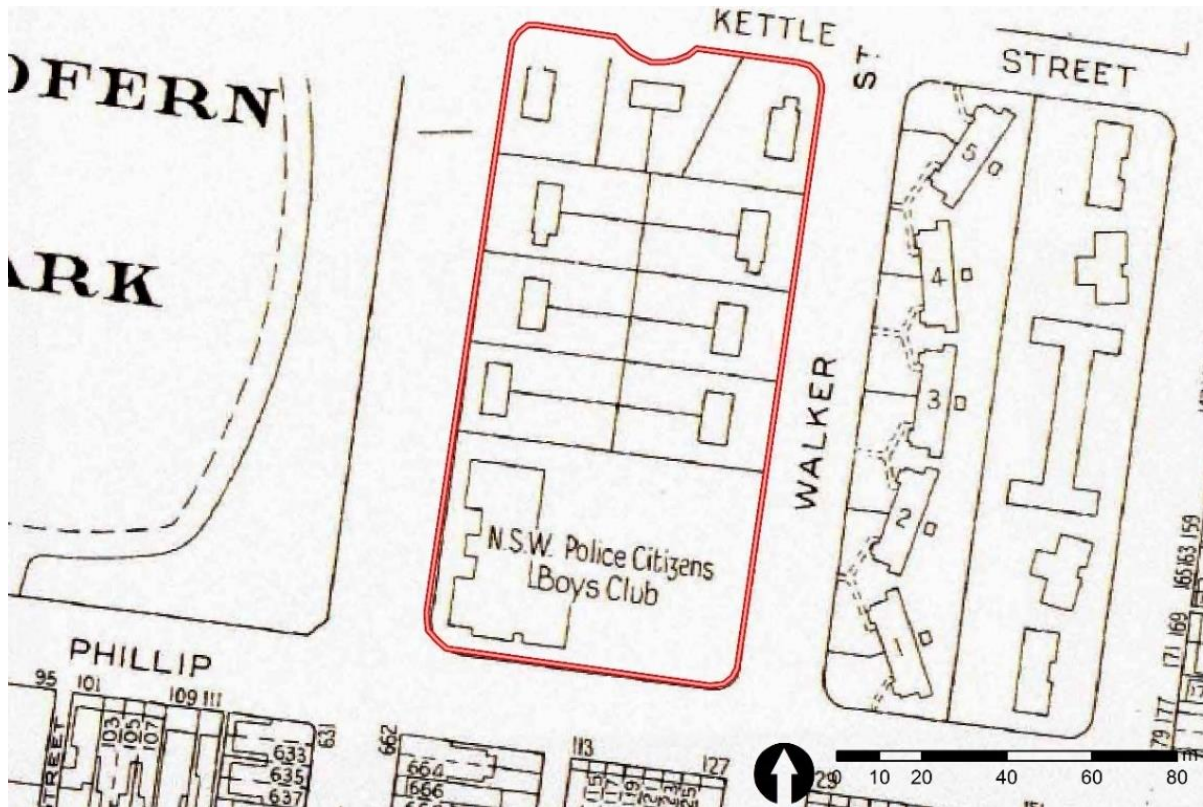


Figure 19 1956 map showing the Redfern Urban Renewal Site in red. (Source: City of Sydney Archives City Building Surveyor's Detail Sheets, ca 1956).



Figure 20 1964 Photograph of view from Morehead Street to Young and Phillips Street facing southeast, showing the construction site located to the east of the study area. (Source: SLNSW Government Printing Office 2 – 24676, in Extent/AHMS 2014: 60).





Figure 21 A 1970 aerial photograph of the study area (Source: Land and Property Information, Cumberland Survey Run 18, 07.07.1970, Map 1909\_5102).



Figure 22 Near maps imagery November 2009.



Figure 23 Nearmaps imagery May 2013 showing structures being demolished, the site is now vacant except for the large mature trees and the remaining PCYC building.

The most recent development on the site relates to the demolition of the 18 dwellings (nine duplexes) to ground level in May 2013 (Figure 23). Some minimal evidence of remains of the buildings on the surface with fragments of concrete footings and landscaping as described in Section 5. The northern portion of the site is still vacant and the southern third still used as a Police Citizens Youth Club (PCYC).



## 6. Physical Analysis

Extent Heritage carried out a physical assessment of 600-660 Elizabeth Street, Redfern on 21 March 2018. The analysis involved an investigation into the built form and landscape setting of the site, and an examination of the surrounding areas including the HCAs in the vicinity. It does not provide a detailed investigation of all fabric but an overview of the elements of the place to assist in determining significance.

The subject site comprises largely vacant land (Figures 24-43), with the southern section dedicated to the a 1,237m<sup>2</sup> building and basketball court, which is currently leased by the PCYC.



Figure 24 View of site from corner of Kettle Street and Walker Street



Figure 25 View of site from Elizabeth Street



Figure 26 View of subject site



Figure 27 View of subject site looking toward Kettle Street





Figure 28 View of subject site



Figure 29 View of subject site looking toward Walker Street



Figure 30 View of subject site looking toward Walker Street



Figure 31 View of subject site looking toward Elizabeth Street



Figure 32 View of PCYC from Elizabeth Street



Figure 33 PCYC entrance





Figure 34 View of PCYC from Phillip Street



Figure 35 View of PCYC from Phillip Street



Figure 36 View of PCYC and basketball courts



Figure 37 Basketball court at PCYC



Figure 38 Interior views of PCYC

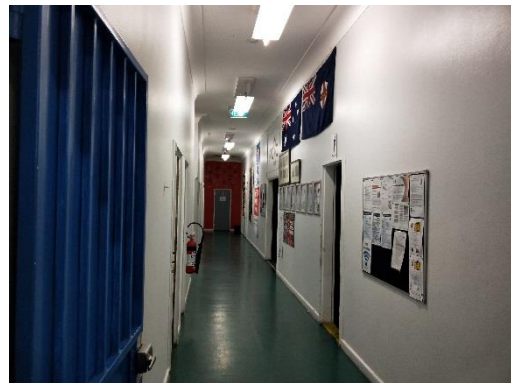


Figure 39 Interior views of PCYC

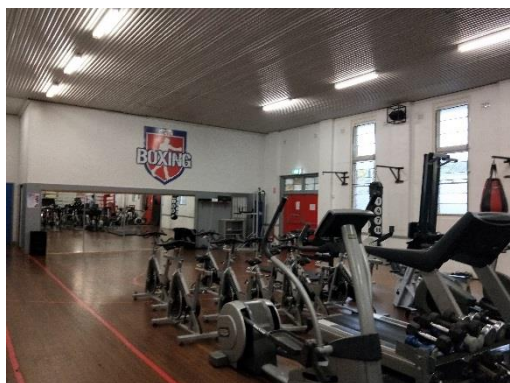


Figure 40 Interior views of PCYC

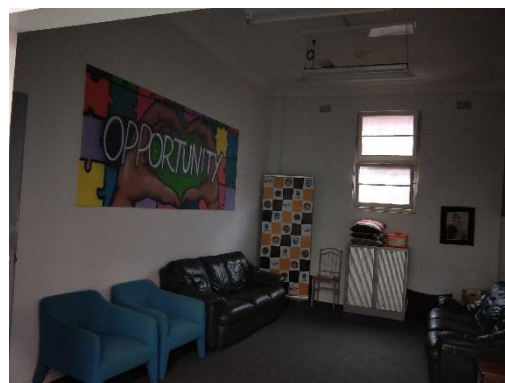


Figure 41 Interior views of PCYC



Figure 42 Interior views of PCYC

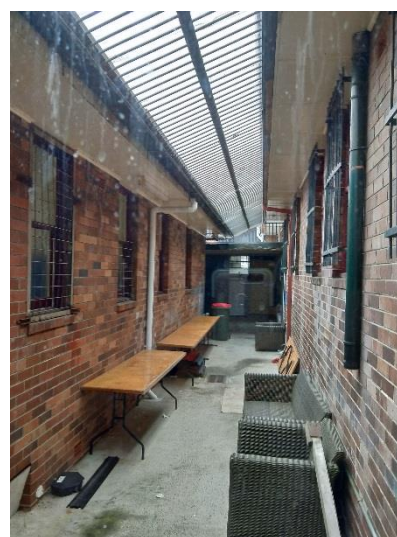


Figure 43 Interior views of PCYC

## 6.1 Exterior

The PCYC buildings on site comprise of three single storied structures – the 1950s brick building with a complex hipped, Colorbond roof which sits at the corner of Elizabeth Street and Phillip Street (Figure 32-35); the 1970s Colorbond hipped roof, brick addition to the east of the 1950s building, and the skillion roof, brick addition along Phillip Street. The site has a basketball court and a children’s playground (Figure 36-37).

## 6.2 Interior

The interior of the building comprises of a series of rooms and a large gym space (Figure 34-39).

## 6.3 Views and Settings

The site is set within a largely residential context which includes a mix of private and social housing development. To the north of the site are a series of 1960s three storied housing blocks



along Elizabeth and Walker Streets (Figure 44-45); contemporary housing development between two and four stories is located to the east of the site along Walker Street, and further to Morehead Street and Phillip Street (Figure 46-47). Victorian and early Federation period houses and shops are located along Phillip Street – the southern edge of the site – and these correspond with the Waterloo HCA (Figure 48-55). Redfern Park which is directly opposite the subject site along Elizabeth Street comprises of the Redfern Oval and the park area, and provides a landscaped setting along the western edge of the site (Figure 56-57).

While the immediate setting of the site ranges from two to four stories, the visual context comprises 1960s constructions including three sixteen-storied high-rise residential towers at 43, 55 and 57 Morehead Street, and a large housing complex at 55 Walker Street comprising of 8-10 storied blocks (Figure 58-59).



Figure 44 Three storied 1960s housing blocks



Figure 45 Three storied 1960s housing blocks



Figure 46 Recent development Walker Street



Figure 47 Recent development Walker Street



Figure 48 Waterloo HCA



Figure 49 Waterloo HCA



Figure 50 Waterloo HCA



Figure 51 Waterloo HCA



Figure 52 Waterloo HCA



Figure 53 Waterloo HCA





Figure 54 Waterloo HCA



Figure 55 Waterloo HCA



Figure 56 Redfern Park/Redfern Estate HCA



Figure 57 Redfern Park/Redfern Estate HCA



Figure 58 Sixteen-storied 1960s housing blocks



Figure 59 Eight to ten-storied 1960s housing blocks

## 7. Archaeological Potential

The archaeological potential of the subject site has been assessed by Extent Heritage and forms part of the *Preliminary Aboriginal Heritage Impact Assessment*, and *Historical Archaeological Assessment*. Please refer to those separate reports for information regarding these issues.

## 8. Heritage Significance

### 8.1 Principles and Evaluation

“Heritage significance” and “cultural significance” are terms used to describe an item’s value or importance to our society. The Burra Charter (AICOMOS 2013) defines cultural significance as:

*Aesthetic, historic, scientific or social value for past, present or future generations*

This value may be contained in the fabric of the item, its setting and relationship to other items, the response that the item stimulates in those who value it now, or the meaning of that item to contemporary society. Accurate assessment of the cultural significance of sites, places and items is an essential component of the NSW heritage assessment and planning process. Assessments of significance are made by applying standard evaluation criteria. These criteria are as follows:

*Criterion (a): An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area);*

*Criterion (b): 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): An item is important in demonstrating the principal characteristics of a class of NSW’s (or a class of the local area’s):*

- *cultural or natural places; or*
- *cultural or natural environments.*

The NSW Heritage Assessment system identifies two levels of heritage significance. Items identified as important to the entire state and community of NSW are ranked as being of **State Significance**. Items identified as important to the local area and a local community of NSW are ranked as being of **Local Significance**.

## 8.2 Existing Assessments

While the subject site is not listed as a heritage item on Schedule 5 of the Sydney LEP 2012, it is adjacent to Heritage Item I1347 (Redfern Park) and three Heritage Conservation Areas (HCAs).

**Statement of Significance for the Redfern Park:** Redfern Park is a green oasis within the older densely settled part of Redfern. The scale of the plantings are an essential element, reading strongly against the surrounding urban area. The unusual *Ficus* sp. used in the park are evidence of the strong interest of that time in Australia rainforest plants. These together with other rainforest plants such as the *Araucaria* sp., *Brachychiton* sp. and the exotic species such as Washingtonian sp. Phoenix sp. and Catalpa reflect the eclectic approach to horticulture of the period.

**Statement of Significance for the Redfern Estate HCA:** Redfern Estate HCA is historically significant as an early Victorian structured subdivision covering the entire grant to William Redfern. The development of the estate from the 1840s - 1890s reflects the establishment of the Railway at Redfern. The importance of the suburb of Redfern in the mid/late nineteenth century is evidenced in the development of the Commercial Centre, the fine Civic buildings, the Park and the prestige housing on primary streets. The area is able to represent a great diversity of housing types dating from the period 1840 - 1890. Large scale factories and warehouses reflect the importance of manufacturing in Redfern in the early twentieth century.

**Statement of Significance for the Waterloo HCA:** The area has significance as early residential subdivisions of the Mount Lachlan Estate, which developed incrementally from the 1850s through to the early twentieth century. The area provided housing for workers at the industrial establishments to the east and south east. The area has provided a community focus since the 1850s and incorporates the civic and commercial heart of Waterloo with former Town Hall, Mount Carmel and Elizabeth Street shops.

**Statement of Significance for the Baptist Street Conservation Area:** The Baptist Street Conservation Area has historic significance as an 1890 residential subdivision of an early industrial precinct (Baptists Nursery c.1830). The area has aesthetic significance for its highly consistent rows of terrace houses and shops from the late Victorian and early Federation period enhanced by mature avenue plantings and its fine religious and institutional buildings. The area is predominantly intact.

## 8.3 Assessment against Criteria

### 8.3.1 Assessment of Significance

The following evaluation uses the above-mentioned criteria to establish that the subject site does not have cultural significance. At the same time assessment of the cultural significance of the surrounding heritage items and HCAs, is also undertaken.

**Criterion A – An item is important in the course, or pattern, of NSW’s cultural or natural history (or the cultural or natural history of the local area)**



- The subject site has undergone considerable changes during its history including subdivisions and amalgamations, and therefore is unable to demonstrate either cultural or natural history of the area.
- The Redfern Estate HCA, Waterloo HCA and Baptist Street HCA are historically significant as the existing lots and buildings in these areas represent Victorian and Federation time period subdivisions, as well as historical development patterns of each of the areas. Redfern Park has been a key element in the development of Redfern.
- The Makin ‘baby farming’ case is a well-known incident in Sydney’s criminal history.

The subject site is of **LOCAL** cultural significance under this criterion in relation to the Makin case only.

The Redfern Estate HCA, Waterloo HCA, Baptist Street HCA and Redfern Park are of **LOCAL** cultural significance under this criterion.

**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)**

- The subject site does not have any association with life or works of a person or groups of persons.
- The Redfern Estate HCA and Waterloo HCA are associated with the development of small-scale industries and accompanying residential and commercial development; the Baptist Street HCA is associated with the Baptist Street Nurse; and Redfern Park is associated with South Sydney Rugby League, Rabbitoh’s and early cricket players.

The subject site is not of cultural significance under this criterion

The Redfern Estate HCA, Waterloo HCA, Baptist Street HCA and Redfern Park are of **LOCAL** cultural significance under this criterion.

**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).**

- The buildings and basketball facilities on the subject site are very ordinary examples of 1950s and 1970s structures, with no aesthetic, creative or technical significance.
- The built fabric of Redfern Estate HCA, Waterloo HCA, and Baptist Street HCA contribute to the streetscape of the area, and are representative of working-class settlements. Redfern Park is a Victorian period Park which is discernible in terms of its layout and characteristic vegetation.

The subject site is not of cultural significance under this criterion

The Redfern Estate HCA, Waterloo HCA, Baptist Street HCA and Redfern Park are of **LOCAL** cultural significance under this criterion.

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

- The subject site does not have any association with a particular community or cultural group.
- The Redfern Estate HCA, Waterloo HCA and Baptist Street HCA represent continued residential use. Redfern Park is associated with the Rabbitohs team, and has a 1919 war memorial that commemorates lives lost in world war I.

The subject site is not of cultural significance under this criterion

The Redfern Estate HCA, Waterloo HCA, Baptist Street HCA and Redfern Park are of **LOCAL** cultural significance under this criterion.

**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)**

- As the subject site has undergone a number of development phases, does not exhibit any features or elements that are of significance under this criterion.
- Redfern Estate HCA, Waterloo HCA, and Baptist Street HCA have archaeological potential on redeveloped sites. Redfern Park does not exhibit any features or elements that are of significance under this criterion.

The subject site is not of cultural significance under this criterion.

Redfern Park is not of cultural significance under this criterion.

The Redfern Estate HCA, Waterloo HCA, and Baptist Street HCA are of **LOCAL** cultural significance under this criterion.

**Criterion G – An item is important in demonstrating the principal characteristics of a class of NSW’s cultural or natural places or cultural or natural environments (or a class of the local area’s cultural or natural places or cultural or natural environments)**

- Redfern Estate HCA, Waterloo HCA, and Baptist Street HCA are representative of Victorian/Federation period development. Redfern Park is a representative of a local park and recreation venue.

The subject site is not of cultural significance under this criterion

The Redfern Estate HCA, Waterloo HCA, Baptist Street HCA and Redfern Park are of **LOCAL** cultural significance under this criterion.

Note the Research (Criterion F) significance of the site is addressed in the *Historical* and *Aboriginal Archaeological Assessments*.

## 8.4 Preliminary Statement of Cultural Significance

The assessment of significance against the Heritage Assessment standard criteria demonstrates that subject site does not have any cultural significance, other than its association with the notorious Makin ‘baby farming’ case. This is an historical association, with limited historical archaeological potential (see the *Historical Archaeological Assessment* for further details).

Further review of the Statement of Significance should be undertaken once the results of the archaeological programs are known. The history of the site, including its general residential history, social housing history and the Makin case should be integrated into public domain interpretation on the site.

Additionally, there are characteristics of the heritage item and HCAs in the vicinity of the site which need to be considered in the larger context of the site:

- Redfern Estate HCA – the mix of residential, commercial, small scale industrial and civic developments; residential settlement comprising workers cottages and Victorian cottages; Redfern Park with its plantings adds high aesthetic value to the HCA. The edge of the HCA along Elizabeth Street is important in any development considerations for the subject site.
- Redfern Park – the scale of plantings in the Park is significant in terms of creating a contrast and backdrop to the surrounding dense built fabric. Views to and from Redfern Park are a critical consideration in development of site. Issues of density on the site will be to a degree mitigated by the width of Elizabeth Street in this area.
- Waterloo HCA – residential development – a mix of Victorian terraces and workers cottages; landmark civic buildings including Mount Carmel, former Town Hall and the Uniting Church. The Phillip Street edge of the HCA, to the south of the site, is comprised largely of terraces and cottages, thereby development on subject site needs to consider existing density of built fabric along Phillip Street. Again, the width of Phillip Street will somewhat mitigate impacts from increased density on the site.
- Baptist Street HCA – consistent rows of one and two storied terrace houses and shops from the Victorian and Federation periods; mature tree plantings along streets. As the HCA does not form the most immediate context of the subject site, its significance does not have any direct implications on any proposed development on the site.



## 9. Proposal

### 9.1 Introduction

600-600 Elizabeth Street, Redfern will be transformed into a market leading build-to-rent redevelopment featuring contemporary urban and architectural design and creating a high-quality integrated community of social, affordable and private housing.

#### 9.1.1 Communities Plus Build to Rent

Communities Plus is a key program under NSW Government's Future Directions for Social Housing in NSW, delivering integrated social, affordable and private housing by partnering with the private and not for profit sectors including registered Tier 1 or Tier 2 Community Housing Providers (CHPs).

The Redfern project aligns with Future Directions, by providing innovative options for private sector investment in social housing under a long-term lease. The project presents an opportunity to renew and increase social housing in a well-located integrated community with good access to education, training, local employment, and close to community facilities such as shopping, health services and transport.

On 6 July 2018, the NSW Government announced the Site as the pilot for Communities Plus build-to-rent. The Project provides an opportunity for the private sector, in partnership with the not-for-profit sector, to fund, design, develop and manage the buildings as rental accommodation under a long-term lease.

Build-to-rent is a new residential housing delivery framework that is capable of providing access to broader housing choices. Established in overseas markets such as the UK and the USA, locally, build-to-rent has significant scope to provide increased rental housing supply and the opportunity for investment in residential housing in NSW.

### 9.2 Vision, Reference Scheme and Planning Framework

The Planning Proposal Study has been prepared to formulate and assess a suitable suite of planning controls to guide the redevelopment of the Site. A design, technical analysis and consultation process was undertaken to prepare a reference scheme which indicates how the future public domain, building form and connections could be delivered. The reference scheme (shown at Figures 60 and 61) balances the challenges and opportunities of the Site, particularly the desire to deliver high quality urban design while providing new and modern social housing in an integrated mixed tenure environment.

The reference scheme was prepared to indicate how the Site could, rather than will, be redeveloped and has been used as a basis to prepare draft amendments to the Sydney Local Environmental Plan 2012 (including zoning, height, floor space ratio and car parking controls) and the development of a new site specific Development Control Plan which will guide the detailed design of the Site.

The proposed planning framework has regard to:

- Accessibility and connectivity of the Site to public transport, employment, shops, education and other services,
- The site and local area's rich history and cultural significance,
- The surrounding urban form and context, and
- The environmental and servicing considerations, including flooding, stormwater, traffic, utilities, noise, air quality and wind.

The proposed planning framework will guide future development applications for the Site which are anticipated to achieve the following:

- Approximately 327 dwellings, with a maximum FSR of 2.75:1
- Buildings across the site with a predominant height of 6-7 storeys with a single tower up to 14 storeys (approximately 48m).
- Over 1,500m<sup>2</sup> of non-residential floor space for local shops, cafes, community space and other services including public spaces on Kettle and Phillip Streets; and
- Three ground level landscaped courtyard spaces.

It is expected the Site will be developed over a period of three years, once the site has been rezoned.

An indicative reference scheme and urban design report has been prepared by Architectus, Silvester Fuller and Tyrell (the Project Team) to support the Planning Proposal and demonstrates how the Site may be redeveloped.

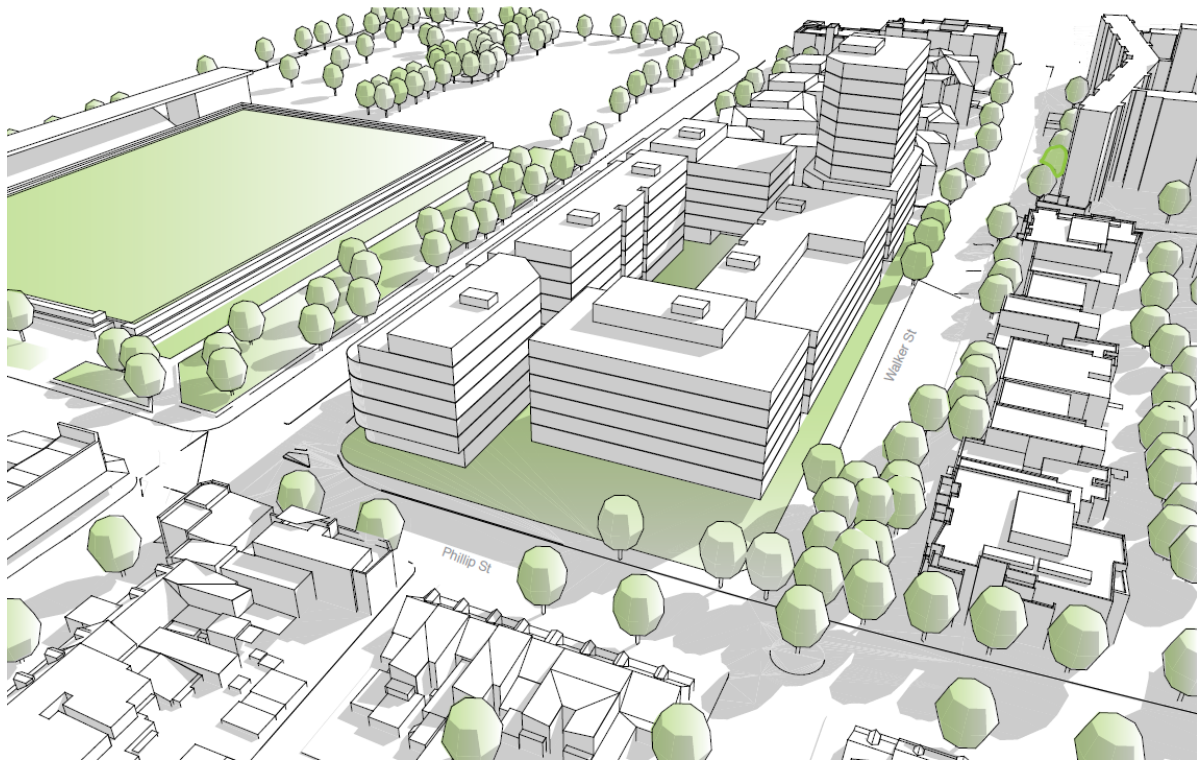


Figure 24 Reference scheme. Source: Architectus, Silvester Fuller and Tyrell 2020.

The Reference scheme proposes buildings with a predominant height of 6-9 storeys with a single tower up to 14 storeys (approximately 48m). These heights and building forms have been specifically considered to avoid any overshadowing of Redfern Park.



## 10. Statutory Controls

### 10.1 NSW Heritage Act 1977

The *Heritage Act 1977* provides protection for items of State heritage significance that are listed on the State Heritage Register, as well as for unlisted archaeological relics. Works proposed for items protected by the *Heritage Act 1977* are approved by the Heritage Council of NSW or its delegates, as appropriate.

There are no items listed on the State Heritage Register within this site, however the adjacent Redfern Oval is listed on the State Heritage Register. Development on this site will need to consider the potential heritage impacts on the Redfern Oval.

Requirements related to historical archaeology are separately detailed in the *Historical Archaeological Assessment Report* (Extent 2019)

### 10.2 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979*, Part 4 requires a determining authority to consider the environmental impact of all development applying to land included within an environmental planning instrument. Heritage is included as one of the matters for consideration when considering a Development Application.

The proposed works will require a Development Application prepared for approval under Part 4 of the *Environmental Planning and Assessment Act 1979*, with the City of Sydney as the designated consent authority.

In determining the current application, the consent authority is required to consider those relevant matters listed in Section 4.15 (1) of the *Environmental Planning and Assessment Act, 1979*;

- a. the provisions of:
  - i. any environmental planning instrument; and
  - ii. any draft environmental planning instrument that is or has been placed on public exhibition and details of which have been notified to the consent authority;
  - iii. any development control plan; and
  - iv. any matters prescribed by the regulations, that apply to the land to which the development application relates.
- b. likely impacts of the development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality.
- c. the suitability of the site for the development,

- d. any submissions made in accordance with this Act or the regulations,
- e. the public interest.
- In accordance with the provisions of the *EP&A Act*, an assessment of the impacts of the development must be made. A Statement of Heritage Impact in accordance with the NSW Heritage Branch guidelines must be prepared and submitted as part of the Development Application process.

### 10.3 City of Sydney Local Environmental Plan (LEP) 2012

The subject site is within the City of Sydney Local Government Area, and even though it is not a heritage item and it does not fall within a heritage conservation area, it is in the vicinity of three HCAs and a heritage item.

The Planning Proposal seeks to amend the Sydney LEP to apply to the site, implementing new zoning, FSR, building height and car parking controls. All standard provisions within Sydney LEP are proposed to apply to the site, including:

- The *City of Sydney Local Environmental Plan 2012*, Clause 5.10 (5) which requires that a heritage management document needs to accompany any development proposal on land that is in the vicinity of a heritage item or a heritage conservation area.

## 11. Non-Statutory Controls

### 11.1 City of Sydney Development Control Plan 2012

The Planning Proposal seeks to introduce a site-specific DCP for the site. The draft DCP incorporates the relevant LGA-wide provisions within Sydney DCP 2012.

The draft site-specific DCP reflects Clause 3.9.5 of the *City of Sydney DCP 2012*, notes that development in the vicinity of a heritage item needs to consider the impacts of the development on the heritage significance of the item. The design and setting of new development in the vicinity of heritage items need to respect and complement the heritage items. As the subject site is in the vicinity of Redfern Park, which is a heritage item, this clause is applicable to the proposed redevelopment.

With regards to the PCYC, the City of Sydney DCP Clause 3.9.1 (2) requires a heritage impact statement or Statement of Heritage Impact (SoHI) as part of a DA for any buildings over 50 years old, as follows:

- *The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the proposed development has on the building and its setting.*

### 11.2 City of Sydney Heritage Development Control Plan 2006

Although the subject site has no heritage status, it is directly adjacent a State-listed heritage listed item, *Redfern Park and Oval* (SHR #02016). The *City of Sydney Heritage Development Control Plan 2006* (Heritage DCP), Section 2 Vicinity Controls requires that development in the vicinity of heritage items is designed and sited to protect the heritage significance of the item. However, it should be considered here that these controls are specifically designed to protect 'built' heritage items and works. For instance, the provisions state that new development in the vicinity of a heritage item should consider complementary building envelopes and proportions. This consideration would have little relevance with regards to the park.



## 12. Recommendations

The following recommendations have been formulated in response to the historic significance values of the site and its immediate local environment.

### 12.1 Built Heritage

The subject site does not have any listed built heritage items. The PCYC buildings and basketball facilities are not heritage listed, therefore it is highly unlikely that their proposed demolition will not impact any heritage values of the subject site or surrounding areas.

Clause 3.9.1 of the City of Sydney DCP will require a Statement of Heritage Impact (SoHI) report for the PCYC, as the building is over 50 years old.

### 12.2 Rezoning

The subject site is currently classified as Zone No. 2(b) Residential Medium Density, with the southern portion currently occupied by the PCYC building classified as Zone No. 5 Special Uses – Activity Centre, as per the *South Sydney LEP* 1998. With the exception of Redfern Park to the west, which is classified as Zone No. 6 Recreation Area, the immediate areas surrounding the site are also classified for medium density residential.

The objectives of this Zone classification are:

- a. to enhance the amenity of existing medium density residential areas, and
- b. to nominate those localities which are primarily residential and where future residential development is likely to occur, and
- c. to ensure that building form including alterations and additions, is in character with the surrounding built environment and does not detract from the amenity enjoyed by nearby residents or the existing quality of the environment, and
- d. to provide limited opportunities for non-residential development which provides goods, services or employment for residents and is of a type and scale that is compatible with existing or planned residential development and does not detract from the amenity enjoyed by nearby residents or the existing quality of the environment, and
- e. to facilitate a higher density and diverse forms of residential development on appropriate sites, and
- f. to facilitate opportunities for small scale local business activity which is compatible with existing residential areas.

The aims of the Planning Proposal are to rezone the Site to B4 Mixed Use.

### **Proposed Controls:**

- Any rezoning proposed for the subject site should consider the predominantly medium density residential context of the surrounding HCAs, and surrounding areas.

## **12.3 Height**

The areas surrounding the site comprise of single to sixteen storied developments thereby setting an existing precedent for multi-storied development to be supported on the Site. However, care should be taken to maintain an appropriate scale along Phillip Street as the southern edge of site borders the Waterloo HCA. Similarly, building heights along Elizabeth Street needs to consider views and ensure overshadowing of Redfern Park does not occur.

As the subject site is set within the wider context of three bordering HCAs and the adjacent heritage-listed Redfern Park, it is advised that the proposed redevelopment, namely the construction of mixed-density dwellings, be sensitive to the heritage significance of its surroundings.

### **Proposed Controls:**

- Building heights and forms should be varied to support the mixed character of the area.
- Building heights and massing on Elizabeth Street, and particularly at the corner of Phillip Street, should be maintained at 14 stories to ensure that impacts of overshadowing on Redfern Park do not occur.
- Building heights should maintain an appropriate scale and massing along Phillip Street, where the site borders the Waterloo HCA.

## **12.4 Setbacks and Street Alignments**

As Walker Street adjacent to the southern end of the site is currently closed to traffic, consideration should be given to maintaining this closure and incorporating additional open space adjacent to it where possible to minimise any impacts to the adjacent HCA. Higher densities could be accommodated on the corner of Elizabeth and Phillip Streets due to the width of the streets and the intersection in that location, however shadow impacts will need to be carefully considered. New corner buildings should respond to the corner buildings of the adjacent HCA on those streets.

### **Proposed Controls:**

- Setbacks for proposed development need to respond sympathetically to established front and side setbacks in the adjacent HCAs, notably along Phillip Street which falls within the Waterloo HCA.
- Setbacks and open spaces should support opportunities to interpret heritage items such as Redfern Park and surrounding HCAs.

- Pedestrian thoroughfares and open spaces at the southern end of Walker Street and western end of Kettle Street should be maintained as public open spaces.
- Development should not encroach on these areas.
- Corner development at these locations should consider heights and forms that respond to the opposite corner, particularly in the case of Walker Street, which is opposite the Waterloo HCA.

## 12.5 Views and Settings

Significant views around the study area should include views to and from Redfern Park and the Waterloo HCA, and to a lesser extent from Redfern Estate HCA and Baptist Street HCA.

The established setting around the study area is predominantly residential with large open spaces to provide an open recreational amenity to the community.

### Proposed Controls:

- Any new development on the subject site needs to consider significant views to and from Waterloo HCA and from Redfern Park, and avoid obstructions and overshadowing.
- The scale, proportions, building envelopes and materials, colours and finishes of new works on site should be sympathetic to the HCAs, such that proposed development contributes to the streetscape of the HCAs and the larger area.
- Landscaping should be complimentary to the established historic landscaping and landscape themes at Redfern Park and the Baptist Street HCA.
- The setting should accommodate and take advantage of opportunities for interpretation of the heritage significance of the site.

## 12.6 Design Principles

For all urban design related decisions for any proposed development on site, there are a number of key design references that should be considered as guides for designing sympathetically within an existing built environment, particularly in culturally sensitive, heritage environments.

- *Design Context: Guidelines for Infill Development in the Historic Environment* prepared by the Royal Australian Institute of Architects NSW Chapter and the Office of Environment and Heritage.
- *Better Placed: An integrated design policy for the built environment of New South Wales* prepared by the Government Architect NSW
- *Better Placed Design Guide for Heritage: Implementing the Better Placed policy for heritage buildings, sites, and precincts* prepared by the Government Architect NSW and the Heritage Council of NSW.



These various guidelines outline the need for new, mostly infill development, to address and respond to heritage concerns whether in terms of an existing building or designing within a heritage context. Design for the subject site needs to consider the design criteria and objectives set out in the various guidelines pertaining to character of the area, and to the predominant scale, form, siting, materials, colours and detailing of built fabric in and around the site.

**Proposed Controls:**

- Reference should be made to the above design guidelines when developing specific development controls and management recommendations.

## 12.7 Archaeology

Both the *Historical Archaeological Assessment* and the *Preliminary Aboriginal Heritage Impact Assessment* reports prepared by Extent Heritage note that the site has the potential to yield artefacts of potential significance. Generally, if such archaeological elements/features are found on the subject site upon further investigation, it is advised that these be protected and their interpretation be included as part of future development of the site.

**Proposed Controls:**

- Reference should be made to the archaeological reports directly for specific development controls and management recommendations.

## 12.8 Interpretation

In accordance with the Study Requirements, a Heritage Interpretation Plan should be developed in accordance with the *Interpreting Heritage Places and Items Guidelines*. This plan should have regard towards the history of the site, including its general residential history, social housing history, social significance of the existing PCYC, the Makin case and the relationship of the subject site to nearby heritage items.

In addition, with regards to the historic and Aboriginal heritage of the site, if any archaeological elements and/or features are found on the subject site upon further investigation, it is advised that these be protected, and their interpretation be included as part of future development of the site.

Extent Heritage recommends that a Heritage Interpretation Strategy (HIS) is first undertaken to understand site layout, context and potential locations for interpretive devices. This would then be followed by a Heritage Interpretation Plan (HIP) to outline the interpretative content once the above has been finalised.

**Proposed Controls:**

- New development on the site should accommodate and take advantage of opportunities for interpretation of significant heritage items in the immediate vicinity.

- Interpretation should be varied in type and function so as to represent to a wider range of historic themes that relate to the site, however also be cohesive in its aesthetic and form in order to establish a firm sense of place for the site.
- Incorporation of any historic and Aboriginal archaeological material that relates to the site should be considered in the interpretation design, if it is appropriate.
- Interpretation development must include consultation with community stakeholders.

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