

Item 8.**Development Application: 12 - 36 Caroline Street, Redfern**

File No.: D/2018/1236

Summary**Date of Submission:** 15 October 2018**Applicant:** City of Sydney**Owner:** City of Sydney**Cost of Works:** \$0**Zoning:** Permissible in the RE1 - Public Recreation zone.**Proposal Summary:** The subject Development Application seeks consent for the retention of the existing temporary public art project, titled 'Welcome to Redfern' on the external elevations of the terrace building at 12-36 Caroline Street, Redfern.

The existing artwork was approved under Development Application D/2012/2001 on 1 March 2013. The consent granted approval for the temporary display of the artwork for a 3 year period from its installation.

The 'Welcome to Redfern' project by the artist Reko Rennie and young Aboriginal artists is part of the City's Eora Journey program.

The application is referred to the Local Planning Panel for determination as the applicant and land owner is the City of Sydney.

The application was notified for a 14-day period between 19 October 2018 and 3 November 2018 (extended to 5 November 2018 due to notification finishing on the weekend). No submissions were received.

The site is located within the Darlington Heritage Conservation Area and the abandoned terrace is a contributory building. It is considered that the proposal is consistent with the relevant heritage provisions and is representative of the heritage of the area.

**Proposal Summary
(continued)**

Subject to the implementation of conditions, as detailed in the report and Attachment A, it is considered that the proposal is generally consistent with the planning controls for the site, and the City's Public Art Policy.

Summary Recommendation:

The development application is recommended for approval, subject to conditions.

Development Controls:

- (i) Sydney Local Environmental Plan 2012 (Gazetted 14 December 2012, as amended)
- (ii) Sydney Development Control Plan 2012 (in force on 14 December 2012, as amended)

Attachments:

- A. Recommended Conditions of Consent
- B. Selected Drawings

Recommendation

It is resolved that consent be granted to Development Application No. D/2018/1236 subject to the conditions set out in Attachment A to this report.

Reasons for Recommendation

The application is recommended for approval for the following reasons:

- (A) The proposal is consistent with the objectives of the RE1 Public Recreation zone pursuant to Sydney Local Environmental Plan 2012.
- (B) The proposal is consistent with the relevant heritage provisions of Sydney Local Environmental Plan 2012 and Sydney Development Control Plan 2012.
- (C) The proposal is consistent with the relevant objectives of Sydney Development Control Plan 2012.
- (D) The proposal is consistent with the Guiding Principles of the City of Sydney's Public Art Policy, and remains an essential part of the Eora Journey programme envisioned as part of Sustainable Sydney 2030.

Background

The Site and Surrounding Development

1. A site visit was carried out by staff on 31 October 2018.
2. The site has an area of 2750.6m², and is bounded by Hugo Street to the west, Louis Street to the east, and Caroline Street to the south. The site contains the Redfern Community Centre in the north, a park and other facilities, and an abandoned terrace house in the southwest corner. The site is not a heritage item but is located within the Darlington Heritage Conservation Area (C19).
3. The abandoned terrace house is the subject of this application, and is identified as a contributory building within the heritage conservation area. The terrace house has been painted as a public art project as part of the City's cultural project – the Eora Journey programme.
4. The surrounding land uses are predominately residential and characterised by terrace houses, as shown in Figure 7. Located to the west of the site is Yellomundee Park, and to the east and southeast are Precincts 1 and 2 of the 'Pemulwuy Project', a mixed-use development with a site area of 10,464m² over 3 precincts.
5. Photos of the site and surrounds are provided below:

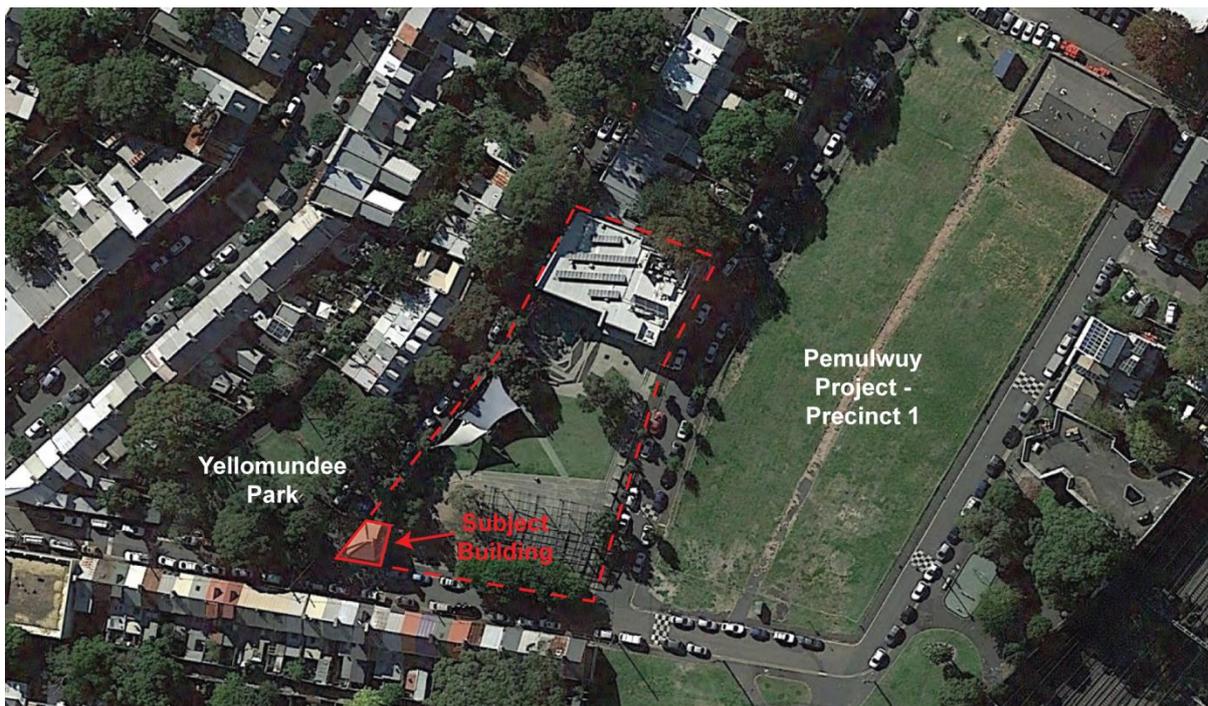


Figure 1: Aerial image of subject site and surrounding area.



Figure 2: Subject building viewed from the east.



Figure 3: Subject building viewed from the north.



Figure 4: Subject building viewed from the west, the Hugo Street frontage.



Figure 5: Subject building viewed from the south, the Caroline Street frontage.



Figure 6: Subject site viewed from the south, with the Redfern Community Centre in the background.



Figure 7: A row of terrace houses on the opposite site of Caroline Street.

Proposal

6. The application seeks consent for the retention of the existing temporary public art project, titled 'Welcome to Redfern', that was approved under D/2012/2001. The public art project is phase one of the 'Redfern Terrace' project, which is an essential part of the 'Recognition in the Public Domain' aspect of the Eora Journey programme.
7. As detailed in Figures 8 and 9, below, the public art includes the 'Welcome to Redfern' lettering affixed to the east elevation of the terrace house, and mural painted on the other elevations.
8. The artwork will continue to be developed by the Eora Journey Curatorial Advisor Hetti Perkins and the nominated artist Reko Rennie around the celebration of 'local heroes'. The artwork is identified by the applicant as a critical aspect in generating early community awareness and support for the Eora Journey programme.
9. The application states that the artwork has potential for further development by replacing its mural aspect at various intervals. The submitted drawings only outline concept artworks that are expected to be painted on the building and there is no definite design.
10. Young Aboriginal people engaged under the Aboriginal Employment Strategy will continue to be responsible for painting the artwork under the guidance of and the nominated artist.
11. Drawings of the proposed public art are provided below:



Figure 8: East and North elevations of the public art project.



Figure 9: Hugo Street, Southwest, and South elevations of the public art project.

History Relevant to the Development Application

12. Development Application D/2012/2001 was approved on 1 March 2013, and granted consent to the installation of the temporary public art project, the 'Welcome to Redfern' mural, on the abandoned terrace on the site at 12-36 Caroline Street for up to three years.

Economic/Social/Environmental Impacts

13. The application has been assessed under Section 4.15 of the Environmental Planning and Assessment Act 1979, including consideration of the following matters:
 - (a) Environmental Planning Instruments and DCPs.

Sydney LEP 2012

14. The site is located within the RE1 Public Recreation zone. The proposed development, being a public art ancillary to a community facility, is permissible.
15. The relevant matters to be considered under Sydney Local Environmental Plan 2012 (Sydney LEP 2012) for the proposed development are outlined below.

Compliance Tables

Development Control	Compliance	Comment
5.10 Heritage conservation	Yes	<p>The site is identified as a contributory building in the Darlington/Redfern Conservation Area.</p> <p>The artwork was assessed in the preceding development application to have no significant adverse impact on the heritage significance of the contributory building nor the heritage conservation area. Council's Heritage Specialist has assessed the proposed retention of the artwork and raised no objection.</p> <p>Further discussion is provided under the heading Issues</p>
Part 6 Local Provisions - Height and Floor Space	Compliance	Comment
6.21 Design excellence	Yes	<p>The proposal is considered to exhibit design excellence in that the public art activates an abandoned contributory building and contributes positively to the public domain while being compatible with the heritage conservation area and the streetscape. The requirements of this provision is considered satisfied.</p>
7.26 Public art	Yes	<p>The retention of the existing artwork will have no additional impacts on the existing vacant building, the heritage conservation area or the public domain. The proposal does not increase the gross floor area of the existing terrace or include advertising.</p>

Sydney DCP 2012

16. The relevant matters to be considered under Sydney Development Control Plan 2012 (Sydney DCP 2012) for the proposed development are outlined below.

2. Locality Statements – Darlington/West Redfern

The subject site is located in the Darlington/West Redfern locality. The proposal to continue the temporary public art project is considered to be in keeping with the unique character and design principles of the area in that the public art project will retain the existing terrace house and contribute positively to the public domain.

3. General Provisions	Compliance	Comment
3.1.5 Public art	Yes	<p>The proposal will continue to make a positive contribution to the public domain, particularly in regard to the objectives of Section 3.1.5.</p> <p>Further discussion is provided under the heading Issues.</p>
3.9 Heritage	Yes	<p>The existing artwork has been assessed by the City's Heritage Specialist and its retention is considered to have no significant adverse impact on the heritage significance of the building and the conservation area. A heritage impact statement has been provided to support this application.</p> <p>Further discussion is provided under the heading Issues.</p>
3.13 Social and Environmental Responsibilities	Yes	<p>Prior to the installation of the public art, the abandoned terrace was often the target of illegal graffiti. In response to the local community's request for a legal graffiti wall, the public art was installed. The artwork has improved the perceived safety and the attractiveness of the immediate area, and deter anti-social behaviours.</p>

Issues

Heritage

- The subject site is located within the Darlington Heritage Conservation Area, and the subject building is identified as a contributory building. A heritage impact statement has been provided to support this application. Council's Heritage Specialist has also reviewed the proposal and raised no objection.

18. The area within the heritage conservation area bounded by Caroline, Vine, Eveleigh and Louis Streets, known as 'The Block' is of rich Aboriginal history in urban Australia for the following reasons:
 - (a) It is one of the bases for Koori people in Sydney; it was one of the first pieces of land in urban Australia purchased and owned by indigenous people for indigenous housing in 1973.
 - (b) It is symbol of self-determination, and the ability of indigenous Australia to maintain their community identity in an urban situation.
19. The terrace house was abandoned prior to the installation of the artwork, which was assessed in the preceding development application to have no significant adverse heritage impact given its temporary nature. The proposal to retain the temporary artwork will result in no additional adverse heritage impacts, subject to the recommended conditions.
20. Given the nature of the artwork to acknowledge and celebrate the rich Aboriginal history and culture of the area, the artwork is considered appropriate for the heritage conservation area. Therefore, retention of the artwork is acceptable.
21. Considering that the terrace house is not a private residential building, the continual use of the terrace house for an artwork that is representative of the heritage of the area is also acceptable.
22. It is also considered that the artwork activates the abandoned terrace house and reduces the likeliness of vandalism and graffiti of the contributory building. It also demonstrates and provides care for the contributory building, and therefore contributes positively to the heritage conservation area.

Public Art

23. The proposal is consistent with the objectives of Section 3.1.5 of Sydney DCP 2012 in that the artwork is representative of the heritage of the local area, particularly the importance of Redfern and 'The Block' to the Aboriginal people and the local community. The artwork also preserves the abandoned terrace and allow for the former use of the terrace to be discerned.
24. The proposal is also consistent with the Guiding Principles, particularly Principle 2, of the City's Public Art Policy. The artwork is an essential part of the 'Recognition in the Public Domain' aspect of the Eora Journey programme, which is one of four major aspects of the long term programme that is envisioned as part of the City's Sustainable Sydney 2030. Young Aboriginal people engaged through the Aboriginal Employment strategy will continue to be involved in the delivery of the artwork under the guidance of the nominated Aboriginal artist. This allows the artwork to continue to foster awareness in the local community of a history and histories of the area and its original people.
25. Council's Public Art Unit has reviewed and given support to the proposal. In particular, the artwork is highly regarded by the local and the extended community, and has recently generated international attention. The artwork also marks a turning point in the City's efforts to increase the visibility of Aboriginal cultures in the public domain.

26. It is noted that the artwork has the potential to be further developed by replacing the mural aspect of the artwork at various intervals. In order to address this issue, a condition has been included in the recommended conditions to require the final design of the artwork to be submitted and approved by Council prior to the commencement of further works. The 'Welcome to Redfern' lettering is proposed to remain unaltered throughout the duration of the artwork.

Other Impacts of the Development

27. It is considered that the proposal will have no significant detrimental effect relating to environmental, social or economic impacts on the locality, subject to appropriate conditions being imposed.

Suitability of the site for the Development

28. The proposal is of a nature in keeping with the overall function of the site. The premises are in a residential surrounding and amongst similar uses to that proposed.

Internal Referrals

29. The application was discussed with the City's Heritage Specialist, Urban Designer, and the Public Art Unit.
30. Relevant comments are included above and relevant conditions have been included in the recommended conditions contained in Attachment A.

Notification, Advertising and Delegation (No Submissions Received)

31. In accordance with Schedule 1 of the Sydney DCP 2012, the proposed development is required to be notified. As such the application was notified for a period of 14 days between 19 October 2018 and 5 November 2018, no submissions were received.

Public Interest

32. It is considered that the proposal will have no detrimental effect on the public interest, subject to appropriate conditions being proposed.

S7.11 Contribution

33. The development is exempt from the provisions of the City of Sydney Development Contributions Plan 2015 as the public art project will not result in net population increase.

Relevant Legislation

34. The Environmental Planning and Assessment Act 1979.

Conclusion

35. The application proposes the retention of the temporary public art project, titled 'Welcome to Redfern', that was approved under D/2012/2001. The artwork includes the 'Welcome to Redfern' lettering affixed to the east elevation and mural painted on the other elevations of the subject building.
36. The site located within the Darlington Heritage Conservation Area and the abandoned terrace, the subject building, is a contributory building. The proposal is consistent with the relevant heritage provisions of Sydney Local Environmental Plan 2012 and Sydney Development Control Plan 2012. The nature of the artwork is also representative of the heritage of the area.
37. The proposal is consistent with the objectives of Sydney Development Control Plan 2012 and the principles of the City's Public Art Policy. The proposal remains an essential element of the Eora Journey programme, particularly within its 'Recognition in the Public Domain' aspect.
38. The proposal is therefore in the public interest and is recommended for approval subject to the recommended conditions in Attachment A.

GRAHAM JAHN, AM

Director City Planning, Development and Transport

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