

Attachment A7(f)

**Non-Indigenous Heritage Study – 6
Constraints and Opportunities – Botany
Road Precinct**



Figure 231: 1928 Henderson Road from Botany Road. (Lord Raglan Hotel on the left, Chickster's Arm Hotel on the right).
Source: State Library of NSW, www.digital.slnsw.gov.au, Government Printing Office 1-19137, FLB32903.

6.0

Constraints and Opportunities

6.1 Introduction

6.2 Heritage Significance

The heritage values of items within and adjacent to the Botany Road Corridor, as outlined in Section 4, result in a number of constraints and opportunities that may apply to the future use and development within the area.

Potential constraints and opportunities arise from the following:

- Heritage significance
- Integrity and physical condition
- Heritage interpretation and public art
- Current development proposals
- Design.

The *Australia ICOMOS Burra Charter*, known as the Burra Charter, is widely accepted in Australia as providing the underlying methodology by which all works to places identified as having heritage significance are undertaken.

There are many contributory items within the study area. Heritage items of local heritage significance, and items of State significance in close proximity. Any renewal of the Botany Road Corridor should take the significance of these items into consideration.

Heritage significance should not be seen as an imposition, rather an opportunity to provide meaningful, holistic placemaking, historical connections and sustainable outcomes. Items of heritage significance, and their corresponding curtilage, however, impose physical constraints on new development within the Botany Road Corridor. Future development within the study area should take these constraints into consideration, and explore opportunities as identified in the discussion that follows. Should any proposal be considered that may affect the heritage significance of the items within or adjacent to the Botany Road Corridor, a suitably experienced heritage specialist should be engaged to provide advice in the context of the Burra Charter.

Issues Arising from Heritage Significance

The following general issues relating to heritage significance should be taken into consideration:

Aboriginal and Historical Archaeology

The *Archaeology Assessment, Botany Road Corridor: Alexandria, Waterloo & Redfern, NSW* prepared by Urbis as part of the Urban Design Study includes recommendations related to Aboriginal and Historical Archaeology. The report recommends that additional archaeological research and investigation should be carried out to further detail the archaeological potential and significance of the subject area. This research should consider archaeological resources in a holistic way to understand the nature and extent of human occupation (both pre and post-colonial) within the subject area.

Archaeology should be managed in accordance with the recommendations contained in the Urbis Report, based on the Archaeological Potential maps.

The City of Sydney should update information in the Aboriginal Heritage Information Management System (AHIMS) to rectify the location of Site ID#45-6-2597, also known as 'Wynyard Street Midden', to ensure its protection.

Aboriginal Cultural Heritage

The Botany Road Corridor and surrounds are highly significant for Aboriginal and Torres Strait Islander people. The *Botany Road Corridor Strategic Review, Aboriginal and Torres Strait Islander Community Engagement and Cultural Heritage Research, Project Report Summary and Advice* prepared by Cox Inall Ridgeway includes a range of recommendations related to cultural heritage and site protection which include:

CH1 Existing heritage listings
Existing heritage listings of sites within the Study Area do not reflect their Aboriginal and Torres Strait Islander history and significance. Heritage listings for these sites could be updated to reflect a more accurate and complete record of their history and heritage.

CH2 Potential additional heritage listings
Further consultation should be undertaken with the Aboriginal and Torres Strait Islander community to determine whether national, State or local heritage listing should be pursued as a mechanism to protect and promote the heritage values of other sites and places of memory within the Study Area.

CH3 Mapping of sites
The City of Sydney should consider undertaking existing provisions of its Local Environment Plan, such as the Site Specific Provisions, or the creation of an Aboriginal cultural heritage mapping layer, to include sites of Aboriginal cultural heritage significance identified through this project.

CH4 Intangible values
As identified above, heritage management should seek to acknowledge the importance of stories and intangible values associated with specific sites, and facilitate their protection and maintenance. One important way to do this is through protecting the ability of Aboriginal and Torres Strait Islander people to access and use sites for cultural activities, particularly the sharing of stories with future generations.

CH5 Layers of history and heritage
Heritage recognition should consider the various intersecting and connected layers of history and heritage. These include: Aboriginal people's working life (e.g. employment in rail yards and local factories), social life (e.g. the Empress, Palm's Milk Bar), sports (e.g. Koori Knockout), contemporary Indigenous theatre, dance, art and music (e.g. Black Theatre, Aboriginal Dance Theatre, Koori Radio), political history/ civil rights (e.g. first Land Council meeting) and the first community controlled organisations (e.g. Aboriginal Medical Service, Aboriginal Legal Service).

CH6 Cultural heritage strategy and/ or protocol
Noting the limitations of the current legal framework for identifying and protecting cultural heritage, the City should consider the development of an LGA-wide Aboriginal cultural heritage strategy and/ or protocol, to embed early identification and consultation about heritage impacts, and to provide practical guidance to developers about the community's and the City's expectations around the protection and management of Aboriginal cultural heritage.⁸⁷

A more detailed Aboriginal Cultural Heritage Study should be prepared in consultation with Aboriginal stakeholders to further identify the significance of any Aboriginal sites, or cultural values within the Botany Road Corridor.

Built Heritage and Setting

The cultural significance of heritage items located within the Botany Road Corridor should be conserved and managed in accordance with accepted conservation principles and practice. The following general issues relating to heritage significance should be taken into consideration:

- Any alterations or additions to contributory buildings or heritage items within the Botany Road Corridor should be in accordance with the principles of the ICOMOS Burra Charter.
- Advice from a qualified heritage specialist should be sought for proposals which seek to alter contributory buildings or heritage items within the Botany Road Corridor.
- Any proposed changes to heritage items, buildings over 50 years old or buildings within a Heritage Conservation Area should be supported by a Statement of Heritage Impact (SoHI) as part of the assessment and approval phase.
- New development should adopt a built form and materiality that respects the cultural significance of surrounding contributory buildings, heritage items and their setting.
- Any development within the Botany Road Corridor should take into account the significant views and vistas identified in this report.

Opportunities arising from heritage significance

The following general opportunities relating to heritage significance should be taken into consideration:

- The opportunity to remove intrusive fabric should be explored as part of new development.
- The opportunity to repair and conserve existing significant fabric should be explored.
- The opportunity to reconstruct lost or missing elements based on documentary and physical evidence.
- Adaptive reuse should be undertaken in accordance with the principles of the Burra Charter and Heritage Council guidelines.
- Detracting sites present development opportunities within the Botany Road Corridor.
- Opportunities for interpretation should be explored to enhance public appreciation and understanding of the heritage significance of Aboriginal and non-Aboriginal places within the Botany Road Corridor, including the historic alignment of Botany Road itself.

Key Heritage Considerations

There are constraints and management recommendations associated with the heritage items located within, and in close proximity of, the Botany Road Corridor identified in their heritage listings. These are listed in Chapter 9 of this report.

General principles of conservation work, on heritage places are:

- Continue to use the place
- Repair rather than replace
- Make reversible alterations
- Make a visual distinction between old and new
- Avoid precise imitation of architectural detail
- Ensure alterations are sympathetic
- Respect the ageing process
- Respect previous alterations
- Discontinue previous unsound practices
- Stabilise areas that are structurally unsound
- Respect the building's context and location
- Ensure new buildings fit into the streetscape
- Maintain views
- Respect contents
- Seek design excellence.

6.3 Integrity and Physical Condition

The identified heritage items located within the Botany Road Corridor are generally in good physical condition.

The integrity of many of the contributory buildings within the study area, however, is often poor with unsympathetic modifications leading to a loss of original fabric and hence significance. There is an opportunity to reinsta missing elements such as verandahs, windows and shopfronts based on historic photographs and physical evidence to further enhance the character of the streetscape.

6.4 Heritage Interpretation and Public Art

Heritage interpretation can be defined as a form of communication that consciously involves the participation of the audience. It is directed at specific target audiences and uses a range of techniques to reveal meanings and relationships rather than to relate factual information. An aim of heritage interpretation is to promote understanding and learning, and it can also encourage interaction between an object and the target audience. Interpretation can celebrate the stories of the place, bringing the past into the future. Heritage interpretation is intended to:

- Reveal meanings and significance
- Provide information to enhance understanding
- Make explicit a 'sense of place'
- Explore relationships and histories that connect people and place
- Act as a catalyst for community curiosity and engagement.

Aboriginal people have lived for thousands of years within the Botany Road Corridor study area and continue to have a strong connection with the place. It also contains several heritage items and contributory buildings which contribute to a sense of place. Due to the cultural values and significance of parts of the Botany Road Corridor to the Aboriginal community, Aboriginal cultural themes should be a central part of any heritage interpretation approach.

Heritage interpretation provides an opportunity to interpret demolished elements, tell the stories associated with a place and reveal the layers of past uses associated with its history.

Interpretation can highlight both the tangible and the intangible by adding another layer of interest to the Botany Road Corridor and ensuring it continues to be a dynamic, exciting place in the future.

Public art is one way of connecting artists, historians and the local community and can be used as a way of storytelling to make the invisible visible. Future placemaking and public art strategies should aim to protect important murals, and maintain spaces for street art.

Existing Interpretation and Public Art

Some public art and interpretation exists within the Botany Road Corridor, however it is sporadic and lacking any consistency of approach. At the Regent Street and Redfern Street intersection, a large public artwork entitled 'Bower' by Susan Milne and Greg Stonehouse heralds the beginning of the precinct. The rear wall of 131 Regent Street has a large street artwork facing Cope Street which constantly changes and says 'Aboriginal'. Opposite this, the building on the Black Theatre site has an Adam Hill (Blak Douglas) artwork, inspired by the story of Kevin Gilbert and his writing of the play - The Cherry Pickers, on its facade. Along Regent Street there are a series of murals painted on buildings and the widened footpath outside 13-21 Botany Road incorporates Aboriginal motifs in paving inlays and seats within the public domain.



Figure 232: 'Bower' by Susan Milne and Greg Stonehouse, Jack Floyd Reserve, Redfern.



Figure 233: Street art to rear of 131 Regent Street.



Figure 234: Mural to side of building and Adam Hill artwork to facade of Black Theatre site building, Cope Street, Redfern.

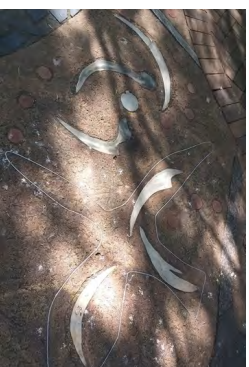


Figure 235: Paving inlay outside 13-21 Botany Road.

Historic Themes

Themes are used in interpretation as a tool to organise information and to determine the core messages and stories to be communicated.

The Australian Heritage Council and the New South Wales Heritage Council guidelines have identified a series of themes, from which key historical activities or events can be grouped to better contextualize their role in the cultural development of Australia. These have been classified according to National and State themes.

Themes are contained in the Heritage listings for the heritage items located within the Botany Road Corridor. These are tabled in Section 5.5 of this report along with local themes identified in the Thematic History.

These themes should be further explored as part of an overarching Heritage Interpretation Strategy that responds in a holistic way to the outstanding heritage values of the area, with a focus on Aboriginal cultural values.

Interpretation Strategy

The Botany Road Corridor provides an opportunity to develop a holistic approach to interpretation, in the form of an Interpretation Strategy, that transcends suburban and property boundaries and develops a small number of key themes.

Issues Relating to Heritage Interpretation

Some specific challenges include:

- Issues of security and maintenance informing interpretive element development.
- Understand usage patterns to ensure interpretive elements are best positioned in areas that don't impede users access of flow patterns.
- To ensure that interpretive media are accessible, conceptually and physically, to a range of audiences.

Opportunities Relating to Heritage Interpretation

Some specific opportunities include:

- Acknowledgement of Traditional Owners and custodians of the land, the Gadigal people.
- Recognition of the Botany Road Corridor as part of the broader cultural landscape that is 'Aboriginal Redfern'.
- Celebration of Aboriginal and Torres Strait Islander cultural heritage and languages for current and future generations.
- To facilitate and secure the area as a place of inclusion and welcome for Aboriginal and Torres Strait Islander people, particularly in relation to the use of public places, and access and use of sites of significance.
- Celebrate and promote the corridor as part of the historic, urban birthplace of self-determination and Indigenous rights movements.
- To facilitate the sharing of stories and knowledge about the area for current and future generations, including re-addressing the existing imbalance caused by the historical exclusion of formal recognition of the contributions of Aboriginal and Torres Islander people to the area.
- Authentic involvement of the Aboriginal community in interpretive planning to include recognition of Aboriginal peoples' cultural values associated with the area, both pre-settlement and contemporary.
- To develop a layered approach to interpretation, and explore a range of media from design based elements to structured experiences to information-based elements, in both physical and digital forms - an Interpretation Plan.
- To explore the use of digital/interpretive media specifically to address audiences that are multilingual, and that are time poor.
- To ground interpretation within the real environment, by taking account of key view lines.
- To ensure early consideration of the design of interpretive elements as a core part of the urban renewal so interpretation is fully integrated into the Botany Road Corridor.
- To facilitate and strengthen a sense of community.

6.5 Current Development Proposals

Land within the Botany Road Corridor is the subject of many current development proposals ranging in scale from minor developments to major infrastructure projects such as the Waterloo Metro Station Quarter. Surrounding the study area there are also many major projects including the Redfern Station Upgrade, Australian Technology Park Redevelopment and Waterloo Social Housing Estate Redevelopment. All of these projects have the potential to threaten the heritage values of the area, partly due to their large scale.

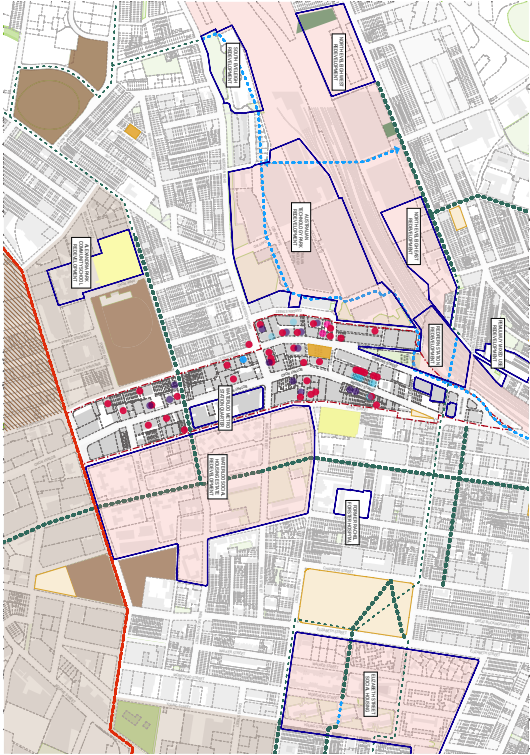


Figure 236: Current development proposals in the vicinity of the Botany Road Corridor.
Source: T2G/CCS.

Legend - Proposed Development, Infrastructure and Network Improvements

- OSR Plan Network Improvements - Completed
- OSR Plan Network Improvements - Future (10 Year)
- OSR Recommended Capital Works
- Recommended Partnerships to Increase OSR Provision
- OSR New Open Space Dedication and Embellishment
- OSR Liveable Green Network Linkages - Existing
- OSR Liveable Green Network Linkages - Proposed
- Cycling
- OSR Proposed Linkages
- OSR Proposed Linkages
- Infrastructure Upgrade
- Access to More Park Connectivity Road
- Central to Emerge Urban Renewal (State Government)
- Green Square Urban Renewal Area
- Employment Growth Area
- Recent Development Applications by Major Land Use
 - Residential DA
 - Transient Lodging DA
 - Commercial DA
 - Retail DA
 - Substation DA
 - Change of Use DA

6.6 Design

Design opportunities arise from the protection of the significant heritage values of the area including:

- Potential to enhance the quality and experience of the Botany Road Corridor.
- Potential to retain the fine grain of Victorian and Federation buildings within the area.
- Potential to reconstruct missing details associated with contributory buildings.
- Potential to remove detracting buildings for replacement with more sympathetic development.
- Potential to improve key views.
- Potential to improve the public domain.
- Potential to design new landscaped areas within building setbacks of detracting developments to enhance the quality and experience of the Botany Road Corridor.
- Potential to enhance interpretation of the history and significance of the area, including Aboriginal cultural values.