

Attachment A7(a)

**Non-Indigenous Heritage Study – 1
Introduction – Botany Road Precinct**

Botany Road Corridor Urban Design Study

Non-Indigenous Heritage Study

Prepared by
Tonkin Zulaikha Greer Architects
For Council for the City of Sydney (CoS)

December 2020



tonkinzulaikhagreer ARCHITECTS

ACKNOWLEDGMENT OF COUNTRY
Tonkin Zulaikha Greer and the Council for the City of Sydney acknowledge the traditional owners and custodians of the land on which they work and pay their respects to Elders past, present and emerging.

tonkinzulaikhagreer
ADDRESS 117 RESERVOIR STREET SURRY HILLS NSW 2010
PHONE +61 2 9215 4900
EMAIL julie@tztg.com.au
ABN 4600 2722 349
www.tztg.com.au

Nominated Architects Peter Tonkin: NSW Reg No 4147; Brian Zulaikha: NSW Reg No. 2791; Tim Greer: NSW Reg No 5603
This document remains the property of Tonkin Zulaikha Greer Architects Pty Ltd and may only be used for the purposes for which it was produced. Unauthorised use of the document in any form whatsoever is prohibited.

ISSUE DATE	PURPOSE	ISSUED BY
May 2020	Stage 1 Draft for Council Review	Julie Mackenzie
August 2020	Stage 2 Draft for Council Review	Julie Mackenzie
November 2020	Stage 3 Draft for Council Review	Julie Mackenzie
December 2020	Final Issue	Julie Mackenzie

CITY OF SYDNEY
AGENCY COUNCIL FOR THE CITY OF SYDNEY
ADDRESS TOWN HALL HOUSE, 456 KENT STREET SYDNEY
CONTACT GRACE WOLSTENCROFT
EMAIL GWolstencroft@cityofsydney.nsw.gov.au
www.cityofsydney.nsw.gov.au

Figure 1: (Cover) Plan of the "Waterloo Estate" grants from the Crown, showing also its neighbouring locations.
Source: State Library of NSW: www.digital.slnsw.gov.au, Maps/0586, FL8779133.

Contents

1. Introduction			
1.1 Background	2		
1.2 Report Purpose	2		
1.3 Heritage Objectives	2		
1.4 Location	2		
1.5 Study Area	3		
1.6 Methodology	4		
1.7 Terminology and Abbreviations	4		
1.8 Limitations	4		
1.9 Author Identification	4		
1.10 Acknowledgements	4		
2. Statutory and Policy Context			
2.1 Environmental Planning and Assessment Act 1979	6		
2.2 National Parks and Wildlife Act 1974	6		
2.3 Heritage Act 1977	6		
2.4 City of Sydney Planning Controls	8		
2.4.1 Sydney Local Environmental Plan 2012	8		
2.4.2 Sydney Development Control Plan 2012	8		
3. Documentary Analysis			
3.1 Introduction	12		
3.2 Topography	12		
3.3 Vegetation	12		
3.4 Aboriginal History	13		
3.4.1 Pre Contact	13		
3.4.2 Post Contact	14		
3.5 Historical Overview 1788-2020	15		
3.5.1 Sydney Borderland (grants and land use)	15		
3.5.2 Botany Road	16		
3.5.3 Emerging Villages (1842-1860s)	18		
3.5.4 Local Government	24		
3.5.5 Railway termini and their impact	25		
3.5.6 Tram services	27		
3.5.7 A residential precinct	28		
3.5.8 Post Second World War Planning	32		
3.5.9 Contemporary Aboriginal History	32		
3.6 Chronology	33		
4. Physical Analysis			
4.1 Setting	48		
4.2 Streetscape Character	50		
4.3 Key Views	58		
4.4 Evidence of Early Subdivision Patterns and Built Form	60		
4.5 Early Landscape Components	66		
5. Assessment of Significance			
5.1 Existing Heritage Listings	68		
5.2 Assessment of Building Contributions	73		
5.3 Statement of Aboriginal Significance	81		
5.4 Assessment of Significance of the Botany Road Corridor	82		
5.5 Historic Themes	85		
5.5.1 Historic Themes - Chronological Periods	85		
5.5.2 Historic Themes - Subject Matter	86		
5.5.3 Historic Themes - Summary	87		
5.6 Management of Heritage Values - Options Considered	88		
6. Constraints and Opportunities			
6.1 Introduction	98		
6.2 Heritage Significance	98		
6.3 Integrity and Physical Condition	99		
6.4 Heritage Interpretation and Public Art	99		
6.5 Current Development Proposals	100		
6.6 Design	100		
7. Recommendations			
7.1 Extend Alexandria Park HCA (C1)	103		
7.2 Extend Redfern Estate HCA (C56)	104		
7.3 Update Heritage Listings to Include Aboriginal Cultural Significance	106		
7.4 Add Heritage Items to LEP	107		
7.5 Heritage Recommendations Summary	109		
7.6 Recommended Heritage Management	110		
7.6.1 Significance	110		
7.6.2 Retention and conservation of significance	110		
7.6.3 Management of future use and change	111		
7.7 Conclusion	112		
7.7.1 Current Situation	112		
7.7.2 Study Findings	112		
7.7.3 Recommendation Summary	112		
8. References & Glossary			
8.1 References	114		
8.2 Glossary of Terms	115		
9. Appendices			
Building Inventory	120		
Regent Street, Redfern	122		
Botany Road, Alexandria	141		
Moore Lane, Alexandria	151		
Botany Road, Waterloo	152		
John Street, Waterloo	162		
Cope Street, Waterloo	164		
Raglan Street, Waterloo	165		
Wellington Street, Waterloo	165		
Cope Street, Redfern	168		
Marian Street, Redfern	169		
Rosehill Street, Redfern	172		
Henderson Road, Alexandria	175		
Wyndham Street, Alexandria	179		
Buckland Street, Alexandria	185		
Waterloo/Alexandria	187		
Heritage Conservation Areas	190		
Alexandria Park HCA (C1)	190		
Redfern Estate HCA (C56)	192		
Botany Road	196		
Botany Road Trust Constitution Act	200		

Executive Summary

There are currently ten Heritage Items identified on the Sydney LEP of local heritage significance within the study area and one item of State significance located underground. Section 170 Registers also identify an Alignment Pin on Botany Road.

Two Heritage Conservation Areas are located on the fringes of the Botany Road Corridor - the Alexandria Park Heritage Conservation Area (C1) and Redfern Estate Heritage Conservation Area (C56) and include some small parts of the study area.

The bulk of the Botany Road Corridor is currently neither heritage listed nor included in a Heritage Conservation Area. As a result, historic buildings within the precinct are currently offered little protection other than those contained in the Sydney DCP which require a Heritage Impact Statement to accompany any development to alter a property that is more than 50 years old.

This report includes a documentary and physical analysis which provides a baseline from which the heritage significance of the Botany Road Corridor has been assessed. Key constraints and opportunities for the ongoing management of heritage values are identified. The capacity for new development on sites with heritage items and contributory buildings has been provided directly to the Urban Design Consultant to inform a holistic urban design response.

Eight alternative options were considered for the management of heritage values within the study area. The final option seeks to strike a balance between protecting heritage significance, whilst acknowledging the anticipated future growth within the Botany Road Corridor.

Management recommendations are included in the report to encourage protection and enhancement of heritage significance, setting and views of heritage items and contributory buildings.

Recommendations

Recommendations arising from this study to protect the heritage values of the Botany Road Corridor study area are as follows:

- 1** Extend Alexandria Park Heritage Conservation Area (C1).
- 2** Extend Redfern Estate Heritage Conservation Area (C56).
- 3** Update listings of existing Heritage Items and Conservation Areas to include associations with Aboriginal people and Aboriginal Cultural Significance. These include:
 - St Lukes Presbyterian Church, 118 Regent Street, Redfern (LEP I1352)
 - 181 Regent Street, Redfern (LEP I1353)
 - Cauliflower Hotel, 123 Botany Road, Waterloo (LEP I2070)
 - Cricketers Arms Hotel, 56-58 Botany Road, Alexandria (LEP I4).
 - Lord Raglan Hotel, 12 Henderson Road, Alexandria (LEP I16)
- 4** Add the following places to Sydney LEP, Schedule 5 - Environmental Heritage as Heritage Items of Local significance:
 - Former Aboriginal Legal Service, 142 Regent Street, Redfern
 - Former Aboriginal Medical Service, 171 Regent Street Redfern
 - Aboriginal Housing Company, 33a-35 Botany Road, Waterloo
 - Terrace Group, 122-136 Wellington Street, Waterloo.



1.0

Introduction

Figure 2: East side of Botany Road, Melbourne, looking south from the intersection of Henderson Road in 1957. At right is the Commercial Bank of Sydney branch at No. 60 Botany Road, Alexandria.
Source: Sydney City Archives (044251 Les Stone Collection)

1.4 Location

- Develop and respond to an understanding of the particular characteristics of the Study Area in relation to non-Indigenous heritage, cultural, political, social and related economic significance.
- Celebrate the living culture of Aboriginal and Torres Strait Islander communities through growing the Eora Journey.
- Respond to the non-Indigenous heritage and archaeological significance of the area.
- Respond to the adjacent heritage conservation areas.



Figure 3: Location of Botany Road Corridor Study Area.
Source: Google Maps with TZG overlay.

1.5 Study Area

The Study Area is shown in the diagram to the right. It runs roughly in a north south direction, centred on Botany Road - defined to the north by the rail corridor at Redfern Station and to the south by McEvoy Street. The western side of Cope Street is included, as is the eastern side of Wyndham and Garden streets.

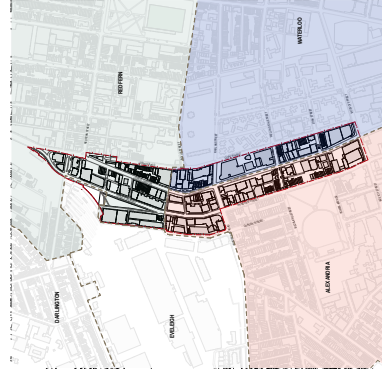
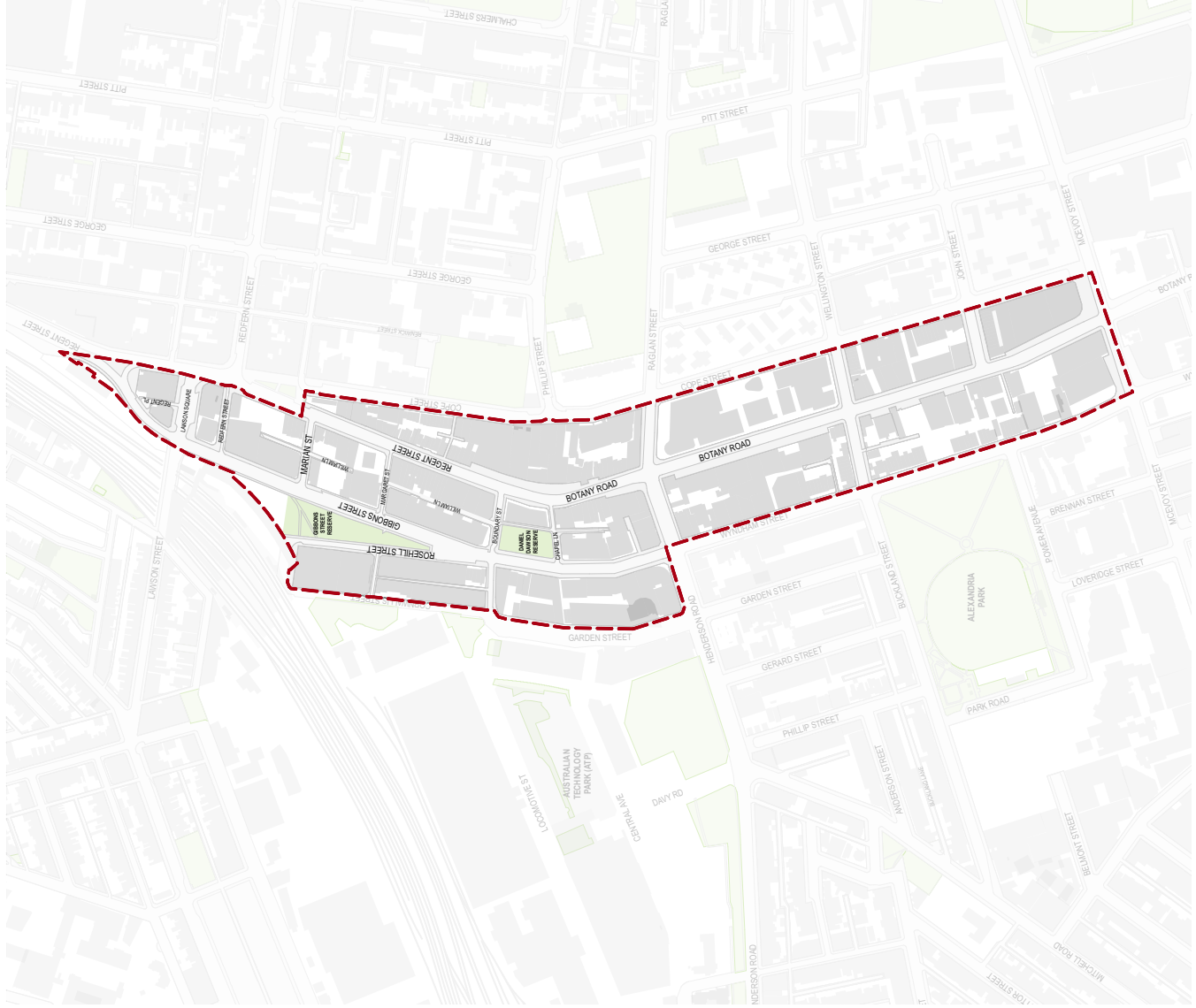


Figure 5: Map showing division of suburbs within the Botany Road Corridor Study Area - Redfern, Waterloo and Alexandria.
Source: LEP Map with TZG overlay.



Study Area
Figure 4: Botany Road Corridor Study Area.
Source: City of Sydney LEP Map with TZG overlay.

1.6 Methodology

In order to gain an understanding of the history and significance of the Botany Road Corridor, a desktop review of available heritage studies and historical information was first undertaken to identify key historic themes related to non-Indigenous occupation. Historical maps were overlaid to reveal the changes over time and a history of the study area prepared.

Several site inspections were carried out to identify contributory buildings within the Botany Road Corridor. Additional research was targeted to gaining a better understanding of the history and significance of these buildings.

Existing listings for Heritage Items and Heritage Conservation Areas were reviewed and the significance of the Botany Road Corridor and the contributions of individual buildings were then assessed. This also involved consultation with City of Sydney specialist heritage and planning staff and other consultants within the Project Team.

The *Archaeological Assessment*, prepared by Urbis, furthered our understanding of the history and significance of the area from both an Indigenous and non-Indigenous perspective.

The *'Aboriginal and Torres Strait Islander community engagement and cultural heritage research'* prepared by Cox Inall Ridgeway for the Botany Road Corridor informed our understanding of Aboriginal cultural values associated with the place.

Constraints and opportunities informed the final recommendations contained in this report, particularly given the current pressure of surrounding developments.

The final recommendations aim to protect and enhance both the Indigenous and the non-Indigenous heritage significance of the Botany Road Corridor and inform the Urban Design Study for the area.

1.7 Terminology and Abbreviations

What is heritage

Heritage in the broadest sense is everything inherited from our past. It can be tangible, such as buildings, places and precincts; archaeological sites and relics; landscape, environment, gardens and trees; moveable heritage (artefacts); or intangible, such as customs, language, stories and beliefs. Heritage helps to shape our identity - our past, present and future. Heritage can also include cultural knowledge, spiritual values and connection with the land, especially in relation to Aboriginal heritage.

Heritage Conservation

Heritage conservation is the process of looking after important places so that their heritage values can be passed on to future generations. *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013 (Burra Charter) provides a set of principles that guides conservation work in Australia. It advocates a cautious approach to change - to do as much as necessary to care for a place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained. If changes are made to a place, they should ideally be reversible, as once original fabric is gone it is lost forever.

A key principle of heritage conservation is the importance of understanding the significance of a place before making any decisions about its future. This ensures that the assessment process is as objective as possible and is based only on the intrinsic qualities of the place itself. It also ensures that work on heritage items is designed to retain the significance of the place.

Cultural significance

Cultural significance is defined by the Burra Charter as the 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.

The level of significance of a place affects the statutory planning approval pathway of a project and the input required from a specialist heritage consultant. Heritage items can be of national, state or local significance.

Heritage Assessment

The heritage assessments contained in this study follow the approach set out in *The Conservation Plan*, by James Sempke Kerr (National Trust of Australia (NSW), fifth edition, 2000). Conservation terminology used in this report is consistent with the NSW Heritage Manual, prepared by the NSW Heritage Office and the Burra Charter.

Australia ICOMOS Charter for Places of Cultural Significance, 2013 (The Burra Charter)

In order to achieve a consistency in approach and understanding of the meaning of conservation by all those involved, a standardised terminology for conservation processes and related actions has been adopted. The terminology in *The Burra Charter* is a suitable basis for this.

The following terms apply to the historic fabric of the site and are included here to assist in understanding of the intent of the conservation requirements in this section.

Place means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

Fabric means all the physical material of the place including components, 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 the fabric and setting of a place, and is to be distinguished from repair.

Repair involves restoration or reconstruction.

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

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

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

1.8 Limitations

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

Use means the functions of a place, as well as the activities and practices that may occur at the place.

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

Setting means the area around a place, which may include the visual catchment.

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

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

Indigenous Heritage

The Botany Road Corridor Strategic Review:

Aboriginal and Torres Strait Islander Community Engagement and Cultural Heritage Research, Project Report, prepared by Cox Inall Ridgeway (CIR) and an *Archaeological Assessment* prepared by Urbis, accompanies the Botany Road Corridor Urban Design Study which assesses the cultural significance of

the Study Area for both Aboriginal and Torres Strait Islander people. It is noted that the term Aboriginal, rather than Aboriginal and Torres Strait Islander, is used at times in this document. Where this is done it is to reflect that: the Traditional Owners of the area were Aboriginal people; many of the first organisations established in Redfern were Aboriginal organisations (such as the Aboriginal Medical Service); and the term 'Aboriginal Redfern' is commonly used today by Aboriginal and Torres Strait Islander people.

Cox Inall Ridgeway, Urbis and Tonkin Zulaikha Greer acknowledges that Torres Strait Islander people, and people with both Aboriginal and Torres Strait Islander heritage, were actively involved in many historic Aboriginal organisations and movements in the area.

Please note: Aboriginal and Torres Strait Islander people should be aware that this report may contain images or names of deceased persons.

Refer also to Section 8.2 - Glossary of Terms.

Existing assessments of cultural significance, made by others, for Heritage Items and Heritage Conservation Areas have been adopted in this report. Where possible, these assessments have been supplemented with further research.

Other assessments of significance contained in this report are based on historical research and visual inspections, however, access to the interiors of many properties was not granted.

Cox Inall Ridgeway provided information about the historical associations and social significance of specific places to the local Aboriginal community.

Further consultation is recommended to pinpoint the location of the Palms Milk Bar, which was an important meeting place for Aboriginal people in the area. The address is variously referred to as 128 Regent Street, 140 Regent Street and in Redfern Street. The Aboriginal Legal Service (NSW/ACT) is currently located at 199 Regent Street and identified by CIR in a contemporary building and hence has not been included in this study.

1.9 Author Identification

This report has been prepared by Tonkin Zulaikha Greer Heritage with contributions from:

- Julie Mackenzie, Director Heritage & Adaptive Reuse, Tonkin Zulaikha Greer Architects, NSW Reg. No.5727 BSc(Arch) BA(Ch (Hons) MHeritCons FRAA.
- John Talva'a, Graduate of Architecture and Heritage Consultant, BAChStudies MArch.
- Nick Jackson, Historian.

All photographs in the report were taken by TZG Heritage unless noted otherwise.

1.10 Acknowledgements

Tonkin Zulaikha Greer Heritage would like to acknowledge the valuable contributions made by the City of Sydney project team, particularly Matt Devine, Grace Wolstencroft, Jessie McNicoli, Tim Wise and Wayne Williamson.