

19.0 Heritage Conservation and Impacts

19.1 Heritage impacts

A Heritage Impact Statement for the Concept Plan has been prepared by Godden Mackay Logan and included in **Appendix S**. A Conservation Management Plan (CMP) was completed in 2005 and endorsed by the Heritage Council of NSW. The CUB site is not listed as a heritage item on either the State Heritage Register or the SLEP 2005. However, the Conservation Management Plan recognises that the long history of brewing and associated residential development on this large inner city industrial site warrants its consideration under the NSW Heritage Assessment Criteria.

The Heritage Impact Statement (HIS) addresses:

- The potential impact of the concept proposal on the heritage significance due to the demolition and or alteration of fabric of heritage significance;
- The potential impact of the concept plan on the heritage significance on the adjoining and surrounding area; and
- The manner in which the project will enhance and interpret the historic associations of the place and respect the curtilage of significant places in the vicinity of the site.

The key aspects of the Heritage Impact Statement are outlined below.

19.2 Heritage Impact Assessment

The 2005 CMP divided the CUB Site into a number of precincts comprising significant groupings of related buildings, other elements and streetscapes. The boundaries of the precincts were partly determined based on historical relationships, but also operational relationships over time.

The HIS considered the impact of the development proposed in the Concept Plan on individual buildings and other structures rated as being of heritage significance, as well as on the relevant precinct or grouping of buildings. The analysis focussed on the actual and potential impact on the fabric of the buildings and structures as well as the impact of the proposed built form in the vicinity of the significant heritage items and structures.

Buildings to be retained

Heritage items on site

The Sydney LEP 2005 lists a total of 13 buildings within the CUB site. The Concept Plan proposes to conserve 29 of the 33 items identified in the CMP as being items of exceptional, high or moderate significance. The buildings to be retained and conserved include all the heritage items identified in SLEP 2005, all the items identified as being of Exceptional significance and High significance in the CMP, and the majority of the items as being of moderate significance.

In addition, the proposed amendment to Schedule 3 of the Major Projects SEPP identifies these as heritage items, and includes provisions to ensure any works to them or in their vicinity are carefully considered from a heritage perspective. All buildings identified in SLEP 2005 Schedule 8 are also to be retained.

The Concept Plan generally

The HIS concludes that the Concept Plan for the CUB site recognises and responds to the range of heritage values that have been identified for the context of the CUB site, the site itself and the individual buildings, elements and precincts that collectively contribute to its heritage significance. The report also concludes that the development proposed in the Concept Plan would have impacts on individual buildings and other elements. Some negative impacts would be offset by the positive aspects of the proposal. The Concept Plan development would also give rise to significant changes to the setting and context for the adjacent conservation area and a number of heritage items in the vicinity.

The adjoining area

The surrounding area includes a number of heritage items identified in South Sydney LEP 1998 and SLEP 2005 and the Chippendale Conservation Area. The HIS states that the impact on the adjoining area will be minimal, with the main impact comprising changes to the visual context of a number of the heritage items, specifically items located in Broadway and the longer distance views of the Irving Street Brewery chimney.

The site as a whole

The development proposed by the Concept Plan would change the site from a redundant industrial use to a mixed residential and commercial use, and would also provide for the creation of a substantial quantum of open space for recreation. These changes would dramatically affect the character of the site and have the potential to limit an understanding of its industrial history.

However, the selective retention and reuse of a number of significant heritage buildings, streets and other elements that express the industrial heritage of the site and its associated fine grained residential edges is a positive initiative which has the potential to engage with residents, workers and visitors to the site. The proposed interpretation strategy, the potential to develop "clusters" of retained buildings for interpretation and associated communal purposes, and the public access to what has long been a closed site would mitigate against the impact of the transition of the site from an industrial site to one of housing and commerce.

Individual buildings as a whole and precincts

The Concept Plan proposes that all of the buildings and other structures assessed in the 2005 Conservation Management Plan as being of Moderate or higher significance would be retained and reused with the exception of Buildings 13A, 32, 35A and 35B. None of these items are listed on Schedule 8 of the Sydney LEP 2005. The principle adopted by the Concept Plan in determining whether a heritage item might be considered for demolition was a rating of 'Moderate' significance.

Building 13A (Carpenters Workshop) has subsequently been analysed in detail and assessed as being less than of Moderate significance. The Concept Plan also proposes that all of the roadways and other landscape elements listed in the 2005 Conservation Management Plan be retained and reopened for public access, and that a number of items of industrial heritage also be salvaged and reinstated (at least in part) on the site for interpretive purposes.

Buildings 46B and 46C and 50 are proposed to be demolished. These buildings are of either neutral or some significance in the CMP and their demolition would not result in any substantive adverse heritage impacts.

Landscaping

The HIS recommends that the 'hard edge' inner-city character of the CUB site, typified by utilitarian structures and physical indicators of its industrial past, should not be confused or 'softened' by the introduction of excessive landscaping, except for new passive open space created by the removal of buildings and other structures (e.g. the Main Park on O'Connor Street). This character should particularly be retained in the vicinity of the Irving Street Brewery Group, Main Entrance Gate and Kensington Street Streetscape.

The section of Balfour Street south of Irving Street would be subsumed into the proposed new park. It is also recommended that the historic alignment of the street within the park be clearly marked through the use of appropriate landscape treatment.

These recommendations have been adopted in the conceptual landscape plan and incorporated into the draft Statement of Commitments.

A 12 metre building envelope is shown as replacing buildings 46B and 46C. This is higher than the existing heritage buildings and higher than a characteristic Victorian terrace in Chippendale but of the approximate height of the adjoining Garage and Store (Building 46A). The HIS concludes that with appropriate detailing and selection of materials the building can be an acceptable infill component to the streetscape.

A 25 metre building envelope is proposed to replace Building 50 (approximately 7 metres in height). The new building would result in significant scale disparity with the retained Kensington Street context of two terrace houses. The building would relate to the building opposite (also 25 metres). However, the HIS concludes that its scale and bulk would compromise the heritage streetscape qualities of its context, exacerbated by its location at the intersection of Outram Street where it would be read in the round.

Recommendations

The main conclusions of the Godden Mackay Logan (GML) report are set out below along with the concept planning response.

The report concludes that in terms of the extent of retained heritage buildings and other elements, the Concept Plan provides a very high degree of compliance with the significance assessments of the Heritage CMP, which itself substantially exceeds the quantum of heritage items actually listed in the Sydney LEP 2005.

Nevertheless, GML suggests there may be opportunities to improve the heritage outcomes of the Concept Plan through further investigation of options for Buildings 32 (Barley Store) and 35B (Refrigeration Block). GML recommends as follows:

(i) Demolition of Building 32

GML recommends that consent to the demolition of Building 32 should be deferred until the Project Application stage for the development of Block 4 so as to allow options for its total or partial retention to be considered.

Rationale: The Concept Plan proposes demolition of the Barley Store for the following reasons:

- improved pedestrian amenity on Abercrombie Street by enabling the extension of the existing street widening northward; and
- improved amenity to other buildings in this block by increasing the size of the interior courtyard.

(ii) Demolition of Building 35B

GML has proposed that if Tooth Avenue were to be realigned or narrowed within the Irving Street Brewery precinct, Building 35B might potentially be retained. This would reinforce the mass and three dimensional definition of the Irving Street Brewery complex, present more of the spatial quality and clarity of the brewery yard, and provide a greater built focus for interpreting the story of brewing on the site.

Rationale: The Concept plan proposes demolition of Building 35B for the following reasons:

- the narrowing of Tooth Ave would decrease the safety and service of the street, in particular the operation of the Balfour Street and Tooth Avenue intersection; and
- re-aligning Tooth Avenue to the north would result in Blocks 1 and 2 becoming too narrow for reasonable building depths.

(iii) Context and Scale

In most cases where new development is proposed in the Concept Plan where it abuts or is adjacent to a retained heritage building, the proposed development envelope is compatible with the existing scale. However, there are a number of situations where the development proposed in the Concept Plan raises issues of compatibility with the scale of retained heritage buildings. These issues as raised in the GML report and the planning response are as follows:

The 25 metre height of the proposed building at the southern end of Kensington Street would be substantially higher than the existing Motor Garage it replaces, and would result in a scale disparity with its retained Kensington Street context of two storey terrace houses. GML suggests that the height of this new building should be reconsidered and an envelope that is more of a transitional element between the terrace houses and the higher Regent Street context would be more appropriate.

Rationale: The Concept plan proposes a 25 metre envelope for the following reasons:

- it follows the recommendation of the EAP;
- the existing surrounding buildings to the east, north east and south are approximately 25 metres high;
- the existing height limit on the site is 25 metres ; and
- the existing site is characterised by adjacent buildings of greatly different heights.

GML notes that the juxtaposition of the proposed new buildings on Block 11 with the retained Castle Connell Hotel results in a potential scale conflict between the existing heritage building and the new development, although in this case careful modulation of the façade of the new building may achieve an appropriate relationship.

GML notes that the proposed new 45 metre high building fronting Broadway on Block 1 to the immediate east of the Australian Hotel relies upon a small transitional building of 10 metres for separation from the three-storey hotel. The scale disparity may need to be mitigated by modulating the height of the new building at its western end within the proposed envelope.

Rationale: The Concept Plan proposes a 45 metre envelope for the following reasons:

- it follows the recommendation of the EAP
- the existing height limit on this site is 45 metres;
- the height limit across Broadway is 42 metres ; and
- the existing site is characterised by adjacent buildings of greatly different heights.

In all cases, it is critical that the detailing, materials and modulation of new buildings that would abut or be adjacent to retained heritage buildings be designed to reduce their visual impact and to enhance their compatibility with the retained heritage buildings.

19.3 Proposed Archaeological Measures

An Archaeological Assessment has been prepared by Godden Mackay Logan Pty Ltd, and is located at **Appendix S**. The report notes that the CUB site contains significant archaeological values, and the impacts that may result from the redevelopment proposed in the Concept Plan should be assessed and mitigated. The report states that at this stage of the process it is only possible to propose specific measures to address those archaeological impacts that can be identified (or reasonably be extrapolated) from the documentation provided by the Concept Plan. The report recommends a number of procedural measures and possible statutory approvals that may be necessary to deal with any archaeological issues that arise as the development of the site proceeds.

Blackwattle Creek Ovoid Drain

The Blackwattle Creek stormwater channel running east-west across the site (an item of State significance on the Sydney Water Section 170 Heritage Register) should be retained in situ and interpreted within the proposed development. The report recommends that: a 'zone of sensitivity' extending two metres from the existing easement should be established, and any works within this zone should be carefully managed.

The report also states that the proposed connection/reconnection to the original (concrete) sections of the channel would not represent an adverse heritage impact and should be undertaken in accordance with an approved Work Method Statement.

This recommendation has fundamentally affected the layout of the site, and in particular, the location of the main park and street frontage parks on O'Connor and Irving Street to ensure the drain is not built over and there is a sufficient 'zone of sensitivity'.

19.4 Interpretation Strategy

The Concept Plan will enhance and interpret the historic associations of the place and respect the curtilage of significant places through the following actions:

- Introduction of public access to the site and enhancing the appreciation of this exceptional industrial site and its former use as a brewery.
- Enhanced views of certain heritage items arising from the introduction of the public park and demolition of identified intrusive elements.
- Introduction of the new road and pedestrian path network that connects into the existing street pattern extending and interpreting the planned and lost street alignments.
- Re-establishing access into the site is via historic paths such as Balfour Street.
- Facilitating the provision of public art concepts that will interpret the important historic, cultural and environmental associations with the site including uses, structures and the relationship between the built form and the environment.