HERITAGE IMPACT STATEMENT



Cleveland Street, Redfern - Outbound February 2023 | J5413J



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1 INTRODUCTION

1.1 Preamble

This Heritage Impact Statement (HIS) has been prepared in conjunction with a Development Application for new digital advertising signage at Cleveland Street, Redfern, New South Wales. The site is located in an area managed by Sydney Trains.

This addendum to the Heritage Impact Statement has been prepared by Weir Phillips Heritage and Planning to provide an assessment of the cumulative heritage impacts for the following two separate development applications:

- PAN 225209: which seeks consent for the installation of a new third-party digital advertising signage at the south-western corner of the intersection of Cleveland Street and Regent Street, Redfern (referred to as Cleveland Street Outbound site).
- PAN 281781: which seeks consent for the installation of a new third-party digital advertising signage at the north-eastern corner of the intersection of Cleveland Street and Regent Street, Chippendale (referred to as Cleveland Street Inbound site).

The site is located within the City of Sydney. The principal planning control for the site is the *Sydney Local Environmental Plan 2012 (LEP 2012)*. The site is not listed as a heritage item but lies within the vicinity of items listed by Schedule 5 Part 1 of the *LEP 2012* and items listed on the State Heritage Register under the *NSW Heritage Act 1977*. It also lies within the vicinity of Conservation Areas as defined by Schedule 5 Part 2 of the *LEP 2012*.

Under Part 5.10 of the *LEP 2012*:

(4) Effect of proposed development on heritage significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

The appropriate heritage management document in this instance is a Heritage Impact Statement (HIS).

This statement has been prepared at the request of JCDecaux and accompanies plans prepared by Dennis Bunt Consulting Engineers Pty Ltd.

1.2 Authorship and Acknowledgements

This HIS was prepared by Elliot Nolan, B.A. (Anc.Hist.Hons), M. Mus.Herit.Stud., Grad.Dip.Herit.Cons., and James Phillips, B.Sc. (Arch.), B.Arch., M.Herit.Cons. (Hons), of Weir Phillips Heritage and Planning.

1.3 Limitations

As the site is not subject to any statutory heritage listings, no heritage assessment has been provided.

No Aboriginal or historical archaeology was carried out on the site.

1.4 Methodology

This assessment has been prepared with reference to the *NSW Heritage Manual* update *Statements of Heritage Impact* (2002) and with reference to the Council planning controls listed under Section 1.6.

1.5 Physical Evidence

This report is based on a desktop study only. All photographs were supplied by the client.

1.6 Documentary Evidence

1.6.1 Heritage Listing Sheets

- 'Cathedral of the Annunciation of Our Lady', Heritage NSW State Heritage Register ID No. 5050395.
- 'Chippendale Heritage Conservation Area', Heritage NSW State Heritage Inventory ID No. 2421466.
- Cottage including interior', Heritage NSW State Heritage Inventory ID No. 2421166.
- 'Redfern Estate Heritage Conservation Area', Heritage NSW State Heritage Inventory ID No. 2421496.
- 'Sydney Terminal and Central Railway Stations Group', Heritage NSW State Heritage Register ID No. 5012230.

1.6.2 Planning Documents

- State Environmental Planning Policy (Industry and Employment) 2021.
- Sydney Development Control Plan 2012.
- Sydney Local Environmental Plan 2012.
- Transport Corridor Outdoor Advertising and Signage Guidelines (November 2017).

1.7 Site Location

The site is located at the south-western corner of the intersection of Cleveland Street and Regent Street, Redfern (Figure 1).

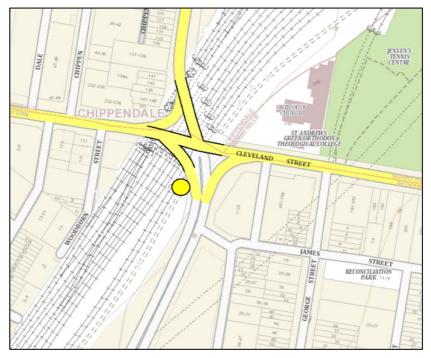


Figure 1: Site location (indicated by the yellow circle). SIX Maps, 2022

2 SITE ASSESSMENT

2.1 The Site

For the following, refer to Figure 2, an aerial photograph of the site.

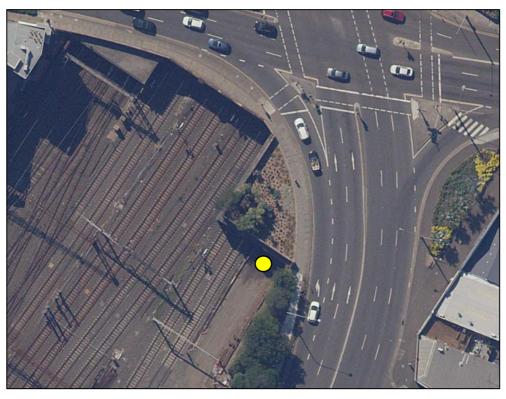


Figure 2: Aerial photograph of site. The yellow circle indicates the location of the proposed signage. SIX Maps 2022

The site of the proposed signage is located on an access track adjacent to the railway corridor and approximately 5m below street level. The site is separated from the street by a painted brick wall with a metal safety barrier. It is noted that this wall is currently used for static advertising. Next to the wall, at street level, is a footpath reserve with low-lying plantings.

Refer to Figure 3 which illustrates the site.



Figure 3: The footpath reserve and brick wall next to the site. Provided by the client

2.2 The Surrounding Area

2.2.1 The General Area

For the following, refer to Figure 4, an aerial photograph of the surrounding area.



Figure 4: Aerial photograph of site and surrounding area. SIX Maps 2022

The site is located at the intersection of Cleveland Street and Regent Street within a busy commercial corridor which provides access to different parts of Sydney. Central Station and the Sydney Central Business District lie directly to the north and northeast; the University of Sydney to the west; Sydney Airport to the south; and Centennial Park to the east.

2.2.2 Regent Street

Regent Street runs north-south between Botany Road and George Street. The section of Regent Street in which the site is located carries two-way traffic across six lanes. Asphalt footpaths with established trees line either side of the street. This part of the street is commercial and mainly characterised by two-storey Federation period buildings and later infill of up to six-storeys. Directly to the west of the site, below street level, is a railway corridor that runs between Central Station and Redfern Station.

Refer to Figure 5 which illustrates the surrounding streetscape.



Figure 5: The streetscape in the vicinity of the site. Provided by the client

3 ASSESSMENT OF SIGNIFICANCE

3.1 Statutory Listings

The site:

- Is <u>not</u> listed as an item by Schedule 5 Part 1 of the *Sydney LEP 2012*.
- <u>Is</u> not listed as an item on the State Heritage Register under the *NSW Heritage Act* 1977.
- Is <u>not</u> located within a Conservation Area by Schedule 5 Part 2 of the *Sydney LEP* 2012.

3.2 Heritage Items Within the Vicinity of the Site

For the following, 'within the vicinity' has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

3.2.1 NSW Heritage Act 1977

There are <u>two</u> items listed on the State Heritage Register under the *NSW Heritage Act* 1977 within the vicinity of the site.

• 'Sydney Terminal and Central Railway Stations Group', Great Southern and Western Railway, Sydney

This item is located to the northeast of the site and is separated from it by Regent Street. The item is visible from the site and vice versa and forms part of its wider setting. The major elements that form part of the item, including the Sydney Terminal, are located approximately 600m to the northeast. The most immediate element is the Sydney Yards Precinct, as defined by the heritage listing sheet, which extends to the Cleveland Street Bridge.

The State Heritage Register provides the following Statement of Significance for the Sydney Yards Precinct, which forms part of the item:

- The yard contains one of the earliest sewers in Metropolitan Sydney, built by the newly formed Department of Public Works in the mid 1850s;

- The site of the workshops which were the heart of the working yard in the mid to late 19th century;

- Containing evidence of the changing technology of train travel,

commencing with steam locomotives in the mid 1850s;

- Showing the impact of the decentralisation of railway functions, which began in the 1880s, on the Sydney Yard.¹

Refer to Figure 6 which illustrates the item in the vicinity of the site.

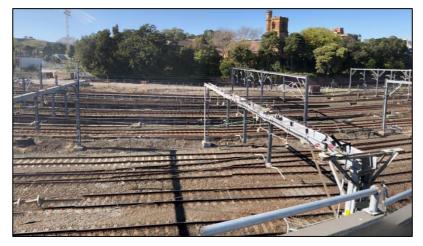


Figure 6: Looking over the Sydney Yard from Regent Street. Google Maps, 2021

• 'Cathedral of the Annunciation of Our Lady', No. 242 Cleveland Street, Redfern

This item is located to the northeast of the site and is separated from it by Cleveland Street. The item is visible from the site and vice versa and forms part of its wider setting.

The State Heritage Register provides the following Statement of Significance for this item:

The Cathedral of the Annunciation of Our Lady is of state heritage significance as an important early ecclesiastical design in the architectural career of Edmund Blacket. Originally St Paul's Anglican Church, its Decorated Gothic design became one of the established architectural models for parish church construction throughout NSW.

This item is also significant as the Greek Orthodox Cathedral for Australia and for its association with the migrant communities that

¹ 'Sydney Terminal and Central Railway Stations Group', Heritage NSW State Heritage Register ID No. 5012230.

settled in NSW following the Second World War. Establishing churches and maintaining the orthodox faith has always been a significant aspect of the Greek-Australian experience and, since the conversion and re-consecration of the church to the Orthodox faith in 1970, the cathedral has become a centre for worship and the continuity and celebration of Greek customs, traditions and language.

The former Anglican church also has a significant association with Reverend Francis Bertie Boyce, who resided over the parish from 1886 until his retirement in 1930. A notable and active leader for social reform, Boyce used his political connections to campaign for clearing slums, improving living conditions, promoting pensions and alleviating working class distress within the Redfern/Chippendale parish.²

Refer to Figure 7.



Figure 7: The item as viewed from Regent Street. Provided by the client

3.2.2 Sydney LEP 2012

Refer to Figure 8, which shows a heritage map. In this plan, local heritage items are coloured brown and Conservation Areas are hatched red. The site is indicated by the red circle.

² 'Cathedral of the Annunciation of Our Lady', Heritage NSW State Heritage Register ID No. 5050395.

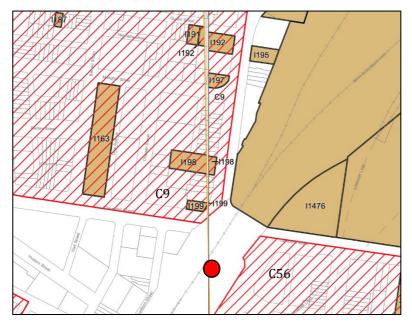


Figure 8: Detail, map showing heritage items in relation to the subject site. The approximate area of the site is indicated by the red circle. *Sydney LEP 2012*

There are <u>four</u> heritage items listed by Schedule 5 Part 1 of the *Sydney LEP 2012* within the vicinity of the site.

- 'Central Railway Station group including buildings, station yard, viaducts and building interiors', Haymarket
- 'Greek Orthodox Church group buildings, landscaping, fence and grounds including interiors', No. 242 Cleveland Street, Surry Hills

Refer to Section 3.2.1 above.

• 'Cottage including interior', Nos. 137-139 Regent Street, Chippendale

This item is located to the northwest of the site. It is identified as 'I198' in Figure 8 above. The item is visible from the site and vice versa and forms part of its wider setting.

The State Heritage Inventory provides the following Statement of Significance for this item:

The two storey Colonial Regency style cottage is significant as one of the earliest remaining dwellings in the entire Chippendale area. It represents the earliest phases of European settlement of the area, contemporary with the establishment of the Kent Brewery and the Military Gardens.³

Refer to Figure 9 which illustrates the item.

³ 'Cottage including interior', Heritage NSW State Heritage Inventory ID No. 2421166.



Figure 9: The item as viewed from Regent Street. Google Maps

• 'Former Mercantile Bank Chambers including interiors', No. 151 Regent Street, Chippendale

This item is located to the northwest of the site. It is identified as '1199' in Figure 8 above. The item is visible from the site and vice versa and forms part of its wider setting.

The State Heritage Inventory does not provide a Statement of Significance for this item. It likely has historic and aesthetic significance as an intact Victorian period commercial building.



Refer to Figure 10 which illustrates the item.

Figure 10: The item as viewed from Regent Street. Google Maps

There are also <u>two</u> Conservation Areas as defined by Schedule 5 Part 2 of the *Sydney LEP 2012* within the vicinity of the site:

• 'Redfern Estate Heritage Conservation Area', Redfern

This Conservation Area is located to the east of the site and is separated from it by Regent Street. It is identified as 'C56' in Figure 8 above. The Conservation Area is visible from the site and vice versa and forms part of its wider setting.

The State Heritage Inventory provides the following Statement of Significance for this Conservation Area:

The Redfern Estate Heritage Conservation Area 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.⁴

• 'Chippendale Heritage Conservation Area', Chippendale

This Conservation Area is located to the west of the site and is separated from it by Cleveland Street. It is identified as 'C9' in Figure 8 above. The Conservation Area is visible from the site and vice versa and forms part of its wider setting.

The State Heritage Inventory provides the following Statement of Significance for this Conservation Area:

Chippendale is of historical significance for three key themes: 19th century industry, industrial working class residential, and quality residential housing. Industry was the key historical role of Chippendale due to its location relative to the City. Housing for industrial workers is integral to the industrial history of Chippendale, evidenced by early housing in Elim and Chandler's Avenues.

Chippendale is also of historical significance for the extent of land resumption which occurred in the early 20th century which increased the dominance of industry in the area. Strickland House, the first public housing by the City Architect, is significant as evidence of the need to provide quality low income housing.

Chippendale's association with high quality 19th century residential housing predominantly predates the intrusion of the railway around Regent Street. Chippendale demonstrates several key periods of layers for the development of inner city Sydney: the first layer as a direct result of the subdivision of the Cooper Estate and Shepherd's Nursery, subsequent layers from Railway construction and from the resumption era, and the construction of industry and related housing for industrial workers

⁴ 'Redfern Estate Heritage Conservation Area', Heritage NSW State Heritage Inventory ID No. 2421496.

Chippendale is an exceptional area with multiple key period layers, an early residential suburb profoundly affected by land resumptions and the construction of industrial buildings and associated Victorian working class housing. The area contains many intact buildings which are contributory to the area's significance.

Earlier periods of buildings are included as significant. Buildings other than those identified as from a significant period may also be contributory. 5

3.3 View Corridors

The principal view corridor towards the site is from directly outside on Regent Street, or from within the railway corridor. As the proposed signage will be raised above street level, it will be highly visible from within these view corridors. Views towards the site from the south on Regent Street decrease with distance due to the curve of the road but remain constant on approach from the north. Similarly, the site has a high degree of visibility on approach from the east and west on Cleveland Street.

Refer to Figures 11 and 12 which illustrate primary view corridors towards the site. Note the photomontages also include view of the proposed Inbound signage.



Figure 11: Looking towards the site of the proposed Outbound signage from the west on Cleveland Street. Provided by the client

⁵ 'Chippendale Heritage Conservation Area', Heritage NSW State Heritage Inventory ID No. 2421466.



Figure 12: Looking towards the site from the south on Regent Street. As noted, the curve of the street reduces views towards the site from this angle. Provided by the client

4 THE PROPOSAL

The following should be read in conjunction with the plans prepared by Dennis Bunt Consulting Engineers Pty Ltd:

It is proposed to install a new monopole single-sided LED signage facing outbound traffic. The proposed signage, measuring 3.1m x 4.6m, will require a new concrete pier and support, as detailed below. Refer to Figure 14 which reproduces the proposed plan.

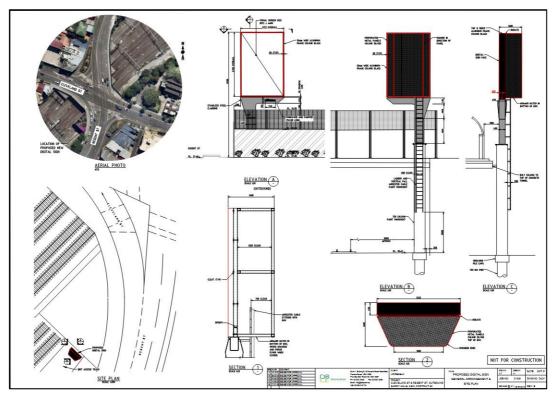


Figure 13: Proposed signage for Cleveland Street. Dennis Bunt Consulting Engineers Pty Ltd

5 EFFECT OF WORK

5.1 Methods of Assessment

The following is a merit-based assessment. It does not consider compliance or otherwise with Council's numerical controls except where non-compliance would result in a heritage impact. Refer to the Statement of Environmental Effects that accompanies this application. The following assessment is made with an understanding of the objectives and controls provided by the following:

- NSW Government Department of Planning, *Transport Corridor Outdoor Advertising and Signage Guidelines* (November 2017).
- State Environmental Planning Policy (Industry and Employment) 2021.
- Sydney Local Environmental Plan 2012 (LEP 2012).
- *Sydney Development Control Plan 2012 (DCP 2012)*, particularly Part 3.16 Signs and Advertisements.

5.2 Effect of Work on Heritage Items Within the Vicinity

'Sydney Terminal and Central Railway Stations Group', Great Southern and Western Railway, Sydney;

Cottage including interior', Nos. 137-139 Regent Street, Chippendale; 'Cathedral of the Annunciation of Our Lady', No. 242 Cleveland Street, Redfern; and Former Mercantile Bank Chambers including interiors', No. 151 Regent Street, Chippendale

The proposed works will have a minimal and acceptable impact on these items for the following reasons:

• There will be no impact on the fabric of these items. The site lies well outside the curtilage of these items.

- The proposed signage will not block significant view corridors towards these items as the signage is located outside these view corridors and is otherwise minor in scale.
- Where visible from the items, it will provide for a more visually interesting element within the public domain without detracting from the character of the items or the surrounding streetscape. The images will be static and not animated, which is consistent with Section 3.16 of the *Sydney DCP 2012* that permits illuminated signage.
- The proposed signage will be consistent with the setting of the items, as a busy commercial corridor already characterised by existing advertising signage.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of these items.

5.3 Effect of Work on Conservation Areas Within the Vicinity

'Redfern Estate Heritage Conservation Area', Redfern; and 'Chippendale Heritage Conservation Area', Chippendale

The proposed works will have a minimal and acceptable impact on these Conservation Areas for the following reasons:

- There will be no impact on the fabric of any of the buildings that make up these Conservation Areas. The site lies well outside the curtilage of the Conservation Areas.
- The proposed signage will be sufficiently separated from the Conservation Areas so that they are not viewed, from the public domain, as being in conjunction with it.
- The proposed signage will not block significant view corridors towards these Conservation Areas as the signage is located outside these view corridors and is otherwise minor in scale.
- Where visible from the Conservation Areas, the proposed signage will provide for a more visually interesting element within the public domain without detracting from the character of the Conservation Areas. The images will be static and not animated, which is consistent with Section 3.16 of the *Sydney DCP 2012* that permits illuminated signage.
- The proposed signage will be consistent with the setting of the Conservation Area, as a busy commercial corridor with existing advertising signage.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of the Conservation Areas.

6 Cumulative Impact of Both Signs

This section assesses the potential cumulative impacts of both signs proposed under the following Development Applications:

- PAN 225209: which seeks consent for the installation of a new third-party digital advertising signage at the south-western corner of the intersection of Cleveland Street and Regent Street, Redfern (referred to as Cleveland Street Outbound site).
- PAN 281781: which seeks consent for the installation of a new third-party digital advertising signage at the north-eastern corner of the intersection of Cleveland Street and Regent Street, Chippendale (referred to as Cleveland Street Inbound site).



Figure 14: Aerial photograph showing the location of both proposed signs and their orientation.

SIX Maps 2023

As indicated by Figure 14, the Inbound sign will be oriented to the southwest, so that it is primarily visible on approach from the south on Regent Street and from the west on Cleveland Street. The Outbound sign will be oriented north and will be primarily visible on approach from the north on Regent Street and from the east and west on Cleveland Street. The following briefly assesses the cumulative impacts (if any) of both signs.

Cumulative Impacts on Heritage Items Within the Vicinity

'Sydney Terminal and Central Railway Stations Group', Great Southern and Western Railway, Sydney

The proposed signs will have a minimal and acceptable cumulative impact on this item for the following reasons:

- Both signs will have little or no concurrent visibility within significant view corridors towards and from this item.
- View corridors from within the curtilage of the item will be of the rear of the Inbound sign. The Outbound sign is unlikely to have much, if any visibility.
- View corridors on approach from the south on Regent Street, towards the item, will show the Inbound sign; only the rear of the Outbound sign will be visible, which has no advertising material.
- View corridors on approach from the east on Cleveland Street, towards the item, will show the Outbound sign. The Inbound sign will have no visibility due to the curve of the road and vegetation.
- View corridors on approach from the west on Cleveland Street, towards the item, will show both signs, however, the Inbound sign will only be obliquely visible due to its proposed orientation.

• Where both signs are visible, the separation distance and differing orientation of the signs will be sufficient to reduce the already negligible visual impact on the item.

'Cathedral of the Annunciation of Our Lady', No. 242 Cleveland Street, Redfern

The proposed signs will have a minimal and acceptable cumulative impact on this item for the following reasons:

- Both signs will have little or no concurrent visibility within significant view corridors towards and from this item.
- View corridors from within the curtilage of the item will only be of the Outbound sign. The Inbound sign will generally be concealed from view by vegetation.
- View corridors on approach from the south on Regent Street, towards the item, will show the Inbound sign; only the rear of the Outbound sign will be visible, which has no advertising material.
- View corridors on approach from the east on Cleveland Street, towards the item, will show the Outbound sign, with advertising material obliquely visible. The Inbound sign will have no visibility due to the curve of the road and vegetation.
- View corridors on approach from the west on Cleveland Street, towards the item, will show both signs, however, the Inbound sign will only be obliquely visible due to its proposed orientation.
- Where both signs are visible, the separation distance and differing orientation of the signs will be sufficient to reduce the already negligible visual impact on the item.

Cottage including interior', Nos. 137-139 Regent Street, Chippendale; and Former Mercantile Bank Chambers including interiors', No. 151 Regent Street, Chippendale

The proposed signs will have a minimal and acceptable cumulative impact on these items for the following reasons:

- Both signs will have little or no concurrent visibility within significant view corridors towards and from these items.
- View corridors on approach from the north on Regent Street, from the items, will show the Outbound sign. The Inbound sign may be visible, however, is oriented to the south so that any advertising material will have no visibility from the items.
- View corridors on approach from the south on Regent Street, towards the items, will only show the front of the Inbound sign while the rear of the Outbound sign, which has no advertising material, will be the only visible element.
- Where both signs are visible, the separation distance and differing orientation of the signs will be sufficient to reduce the already negligible visual impact on the items.

Cumulative Impacts on Conservation Areas Within the Vicinity

'Redfern Estate Heritage Conservation Area', Redfern

The proposed signs will have a minimal and acceptable cumulative impact on this Conservation Area for the following reasons:

- Both signs will have little or no concurrent visibility within significant view corridors towards and from this Conservation Area.
- View corridors on approach from the south on Regent Street, from the Conservation Area, will only show the Inbound sign. The rear and side of the Outbound sign will be visible; however, advertising material will have no visibility due to its north orientation.
- View corridors on approach from the east on Cleveland Street, from the Conservation Area, will show the Outbound sign, with advertising material

obliquely visible. The Inbound sign will have no visibility due to the curve of the road and vegetation.

- View corridors on approach from the west on Cleveland Street, towards the Conservation Area, will show both signs, however, the Inbound sign will only be obliquely visible due to its proposed orientation.
- Where both are visible, the separation distance and differing orientation of the signs will be sufficient to reduce the already negligible visual impact on the Conservation Area.

'Chippendale Heritage Conservation Area', Chippendale

The proposed signs will have a minimal and acceptable cumulative impact on this Conservation Area for the following reasons:

- Both signs will have little or no concurrent visibility within significant view corridors towards and from this Conservation Area.
- View corridors on approach from the north on Regent Street, from the Conservation Area, will only show the Outbound sign. The rear of the Inbound sign may be visible, however, is oriented to the south so that any advertising material will have no visibility from the Conservation Area.
- View corridors on approach from the south on Regent Street, towards the Conservation Area, will only show the front of the Inbound sign while the rear of the Outbound sign, which has no advertising material, will be the only visible element.
- View corridors on approach from the west on Cleveland Street, from the Conservation Area, will show both signs, however, the Inbound sign will only be obliquely visible due to its proposed orientation.
- View corridors on approach from the east on Cleveland Street, towards the Conservation Area, will only show the Outbound sign with the Inbound sign concealed from view.
- Where both signs are visible, the separation distance and differing orientation of the signs will be sufficient to reduce the already negligible visual impact on the Conservation Area.

7 CONCLUSION

This Heritage Impact Statement has been prepared in conjunction with a Development Application for new digital advertising signage at Cleveland Street, Redfern, New South Wales. The site has no statutory heritage listings; however, it is located within the vicinity of heritage items and Conservation Areas as listed by Schedule 5 Parts 1 and 2 of the *Sydney LEP 2012* and items listed on the State Heritage Register under the *NSW Heritage Act 1977*.

The proposed digital signage will have a minimal and acceptable impact on heritage items and Conservation Areas within the vicinity as it is sufficiently separated from these for there to be no impact on significant view corridors or on their fabric. The proposed signage is already consistent with the setting of the items and Conservation Areas, within a busy commercial road corridor characterised by existing advertising signage. Where visible, the proposed signage will provide for a more visually interesting element that will not detract from the character of the items or the Conservation Areas.

This HIS has also assessed the cumulative impacts of both Inbound and Outbound signs and has determined that generally the signs will have little or no concurrent visibility within significant view corridors. Where visible together, the separation distance and differing orientation will reduce their already negligible visual impact on heritage items and Conservation Areas within the vicinity.