

STATEMENT OF HERITAGE IMPACT

47-51 Rawson Street, Auburn

February 2021 Issue C



47-51 RAWSON STREET, AUBURN

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared to accompany a development application for the proposed mixed use development at 47-51 Rawson Street, Auburn.

It evaluates the development, designed by Integrated Design Group, which proposes a 14 to 15 storey mixed use building to sit behind the historic Keighery Hotel on the site of the existing rear carpark. A street level thoroughfare is proposed to house retail tenancies and provide separation from the heritage listed hotel. The proposal involves the retention of the Keighery Hotel and restoration of its interiors, particularly the first floor which is currently in a poor condition.

The Keighery Hotel holds a prominent L-shaped position to the corner of Rawson Street and Station Road. It has continuously maintained its use as a hotel and has had a series of later additions to the rear as well as internal modernisation. The site comprises two individual lots and contains a car park to the rear, which is included in the sites heritage listing (Figure 1.2).

Two prior meetings have been held with Cumberland City Council to refine the proposal and address any of Council's concerns. The client has also worked extensively with GBA Heritage to inform the design and to protect the heritage significance of the Keighery Hotel.

This report concludes that the proposal will have an acceptable heritage impact.

1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to determine the suitability of the design and the heritage impact of the proposal in relation to the provisions established by Cumberland Council and Heritage NSW (in the Community Engagement Group, Department of Premier and Cabinet).



Figure 1.1
Location map showing the subject site outlined in red and shaded yellow. Note the two lots that constitute the subject site.
Source: NSW LRS SIX Maps website



Figure 1.2
Extract from the LEP Heritage Map 002 showing the subject site outlined in red and shaded in beige. Note the listing encompasses the two lots.
Source: NSW Government Legislation website

1.3 METHODOLOGY AND STRUCTURE

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013, known as *The Burra Charter*, and the Heritage NSW (in the NSW Department of Premier and Cabinet) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.4 SITE IDENTIFICATION

The subject site, 47-51 Rawson Street, Auburn, comprises two individual but adjoining property parcels. The Keighery Hotel is a prominent building on the corner of Rawson Street and Station Street, north of the Auburn Railway Station. The two lots are described by NSW Land Registry Services (LRS) as Lot 1 DP655963 and Lot 1 DP978290 (Figure 1.1).

1.5 HERITAGE MANAGEMENT FRAMEWORK

The subject site, 47-51 Rawson Street, Auburn, is listed in Schedule 5 of the *Auburn Local Environmental Plan (LEP) 2010*, as an item of local heritage significance. The listing encompasses both lots (Figure 1.2). The site is not in the vicinity of any other heritage item, is not in a Heritage Conservation Area and is not affected by the built heritage provisions of the NSW Heritage Act.

As such, the property is subject to the heritage provisions of the *Auburn LEP 2010* and the *Auburn Development Control Plan (DCP) 2010* under the *Environmental Planning and Assessment Act 1979*. Cumberland City Council must take into consideration the potential impact of any proposed development on the heritage significance of the heritage items.

The *Draft Cumberland DCP* has been adopted by Council, but is not yet in force, and the *Draft Cumberland LEP* has recently been on public exhibition, but is yet to be gazetted. This report assesses the proposed development against both the existing statutory framework, being the *Auburn LEP 2010* and the *Auburn DCP 2010*, and the *Draft Cumberland DCP* and *LEP*.

1.6 AUTHORSHIP

This report has been prepared by Demi Spencer, Heritage Consultant, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.7 REPORT LIMITATIONS

While this report is limited to the investigation of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

1.8 COPYRIGHT

Copyright of this report remains with GBA Heritage.

2.0

HISTORICAL SUMMARY

2.1 BRIEF HISTORY OF THE LOCALITY

The suburb of Auburn was first explored by European settlers as early as 1788 when Governor Phillip travelled up the Parramatta River with an exploring party.¹ In the early 1790s, a track from Sydney to Parramatta was established, improving access to the area. From 1793, Lieutenant-Governor Francis Grose granted ex convicts small land holdings of 30-100 acres, and larger land holdings to free settlers who had the liberty of choosing their land. For this reason, Auburn was initially known as Liberty Plains.² By 1828 Auburn was lightly populated by settlers. The soil was too poor for agricultural use, leading some settlers to establish Inns and Hotels along the Sydney to Parramatta track providing food and accommodation for travellers. Other common industries included brick-making and timber-getting.³ Generally though, much of Auburn, particularly the southern side, remained undeveloped until the second half of the 1800s.

A regular coach service along the Sydney to Parramatta track was established in 1823, but this was superseded in 1855 when the first railway from Sydney opened, stopping at Parramatta Junction (now Granville)⁴. The railway increased access for industrial endeavours and encouraged residential development in the locality. Land developer and auctioneer John Yelverton Mills was the driving force behind much of Auburn's subsequent development. Between 1860 and 1880 a number of roads were aligned and gazetted⁵ and in 1877 the Auburn Station opened. In 1878, Mills surveyed and subdivided an estate for the railway, naming it 'Auburn' after Oliver Goldsmith's poem 'The Deserted Village'. The subdivided estate was sold on 1 June 1878.

Simultaneously, industrial development boomed in Auburn from the 1860s-70s, mostly associated with railway tenders from the State government. Car, agriculture and industrial machinery manufacturing were the primary industries. Tile and Pottery works were also established, replacing many of the existing brickworks in the early 20th century. In 1880, residents

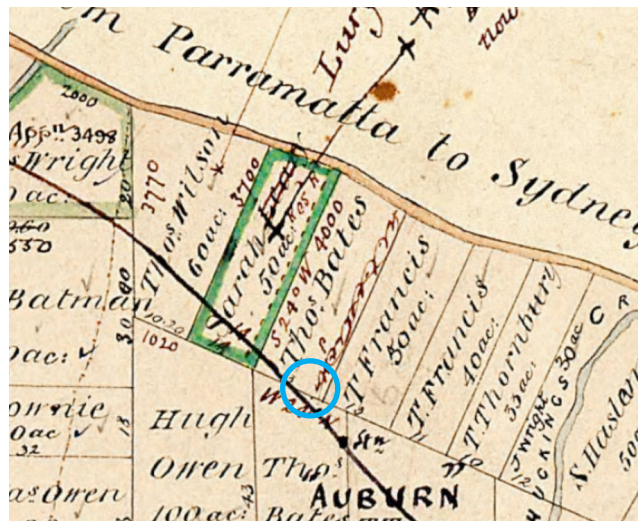


Figure 2.1

Undated Parish map of Liberty Plains showing the early land grants and the proposed location of the train line. The approximate location of 47-51 Rawson Street is circled in blue.

Source: NSW HLRV Sheet 2

called for the opening of a postal service and it was noted that Auburn had a population of 200 at the time. The suburb continued to grow rapidly, with banks and stores established in the 1890s. By 19 February 1892, the municipality of Auburn was proclaimed with its first Council meeting held soon after. A town hall followed in 1898. Auburn's prosperity continued after Federation, with 200 buildings constructed in 1911 and 268 approvals between 1912-1913.⁶ The Station was also rebuilt in 1913.

In the Post-War period, the shape of Auburn changed with the introduction of the Housing Commission and Strata Titles. Multi-unit housing blocks increased the suburb's capacity to welcome Post-War immigrants, creating a largely Middle Eastern and Arabic community from the 1970s. The popularity of local shopping centres had declined from the 1950s, particularly as Parramatta rose to become a regional shopping and business hub. This led to Auburn becoming better known as a residential suburb of western Sydney.

Today, higher density residential development is again transforming the urban character of the suburb as Western Sydney continues to grow around the emerging Central Business District (CBD) of Parramatta.

1 Terry Kass, 2008

2 City of Parramatta, *Auburn: a brief history*

3 Terry Kass, 2008

4 Terry Kass, 2008

5 Terry Kass, 2008

6 Terry Kass, 2008

2.2 EARLY HISTORY OF THE SITE

The Keighery Hotel is located within the 50 acres of land initially granted to ex-convict Thomas Francis on 1st January 1806 (Figure 2.1). The land parcel extended from Macquarie Road to Station Road, bordered by Parramatta Road to the north and near the future railway line to the south. This land parcel, along with Francis' adjoining 40 acres and Thomas Thornbury's adjoining land, formed the Auburn Downs Estate subdivision sold in 1881 (Figure 2.2). 47-51 Rawson Street constitutes part of Lots 13, 14 and 15 of Section 12 (Figure 2.4), which each had a 50 foot frontage to Auburn Parade (now Rawson Street).

Sydney landowner, John Coulston Glue, purchased multiple lots of the Auburn Downs Estate in May 1883.⁷ Upon his death in 1894, his land was transferred to Samuel Edward Lees who then sold lots 13, 14 and 15 of Section 12 and lots 18, 19 and 20 of Section 13 to Enos Dyer in July 1895. The sale to Dyer was conveyed in two separate Certificates of Title. The first showed the lots as originally subdivided fronting Auburn Parade (Rawson Street) and the second showed the lots newly subdivided into five smaller lots to front Station Road (Figure 2.5). A rear service lane was shown running along the length of the five lots.

On the 31st January 1900, Dyer sold two roods and 30 perches, part of section 12, to Sophia Harriet Gilbert, wife of hotel keeper George Gilbert. Gilbert then sold two roods, three and a quarter perches of the land, approximately four of the five lots, to Auburn jockey William Henry Smith in 1903 (Figure 2.6). In 1911, a second Certificate of Title for Smith showed the land parcel as originally aligned with part of lots 13, 14 and 15 again facing Auburn Parade (Rawson Street) (Figure 2.7).

It is unclear when the site was first built upon, although it likely remained undeveloped into the early twentieth century. In the 1899 *Sydney Sands Postal Directory* only 7 occupants were listed on Auburn Parade between Rookwood and Hampstead Road, along with the stationmaster and the post office. This suggests the site remained undeveloped in 1899. Auburn Parade was officially renamed Rawson Street in 1911, from which time the corner of Station Road was listed in *Sands* along with the police station, built in 1910, and a number of occupants. A Sydney Water Plan from 1914 showed the corner lot as vacant despite the surrounding lots being almost entirely developed (Figure 2.3). To the north of the vacant site was a small cottage dwelling, the location of which now constitutes the existing hotel carpark and one of the two lots that form 47-51 Rawson Street.

In 1929, Smith sold the land to Alfred James Beszant, company manager, and Frank Lee Alexander, surveyor, as an equal half share. The corner lot presumably remained undeveloped prior to the Keighery Hotel. The earliest available aerial image in 1930 showed the site was still vacant, or cleared, prior to the Hotel's construction (Figure 2.8).



Figure 2.2

1892 plan of Auburn showing the Auburn Downs subdivision to the north of the railway line and south of Parramatta Road. The approximate location of the subject site is indicated by the red arrow. Source: Municipality of Rookwood, Auburn Library LH Map P007

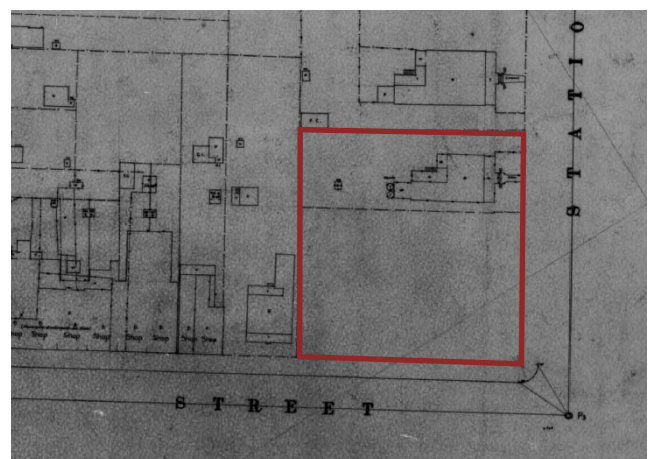


Figure 2.3

A 1914 Sydney Water plan showing the corner site vacant and a small cottage on what is today the hotel carpark. The subject site (comprising the two lots) is outlined in red.

Source: Sydney Water Archives

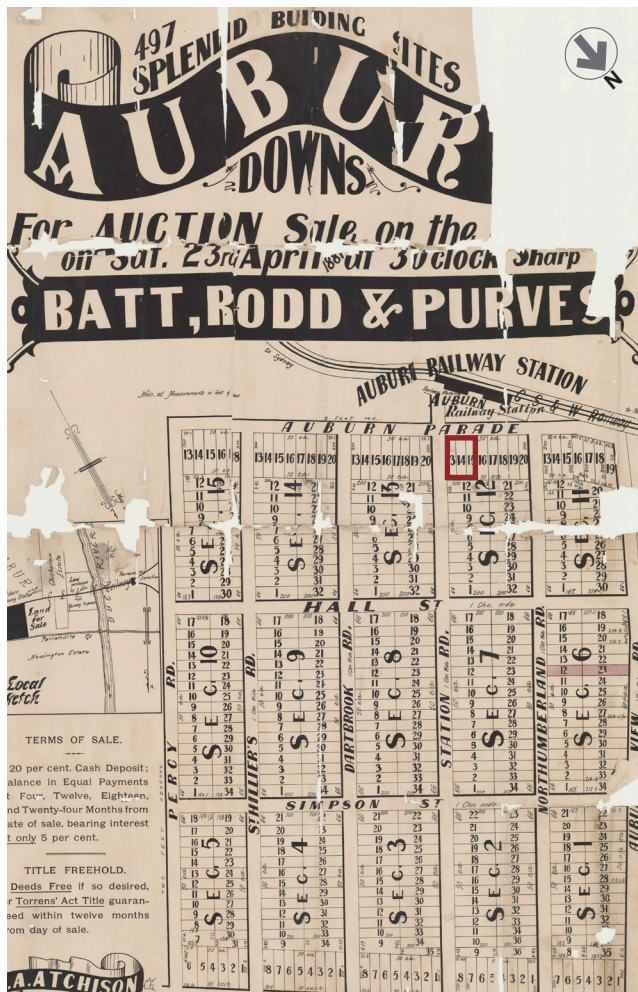


Figure 2.4
1881 subdivision map of Auburn Downs showing the railway station to the south. Lots 13, 14 and 15 of Section 12 are outlined in red.
Source: SLNSW SP_A10

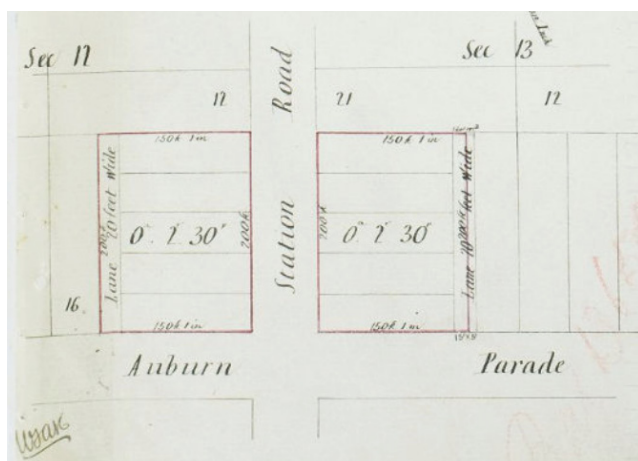


Figure 2.5
Survey of Enos Dyer's land realigned to front Station Road as five smaller lots with rear service lane.
Source: NSW HLRV Vol 1169 Fol 53

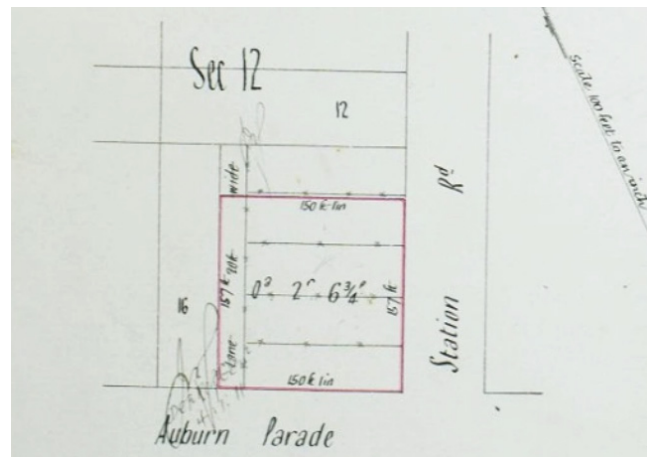


Figure 2.6
Survey of William Henry Smith's purchased land being approximately four of the five narrower lots fronting Station Road.
Source: NSW HLRV Vol 1483 Fol 206



Figure 2.7
Survey of William Henry Smith's purchased land being approximately four of the five narrower lots fronting Station Road.
Source: NSW HLRV Vol 2113 Fol 134



Figure 2.8
1930 aerial of Auburn showing the subject site vacant, shop top housing to the west on Rawson Street and the railway to the south. The approximate location of the subject site is outlined in red.
Source: NSW Historical Imagery Viewer

2.3 INITIAL CONSTRUCTION OF THE BUILDING

In July 1930, hotelkeeper Greg Keighery purchased 47-51 Rawson Street from Alfred James Beszant and Frank Lee Alexander. Keighery was an experienced hotelkeeper, formerly working as licensee of the old Her Majesty's Hotel in Pitt Street, Sydney and the Auburn Hotel in the 1920s. Keighery engaged prominent NSW architects Rudder and Grout to design a new hotel for the site in July 1930. The firm were known for their many hotels and public buildings designed during the twentieth century. They commonly worked with major NSW brewers Tooth & Co who acquired numerous breweries and hotels throughout the state. In December 1930, Keighery mortgaged the property to Tooth & Co with Keighery to serve as licensee. He maintained a strong presence at the Hotel and was very much the face of the business, as reflected in the name.

Rudder and Grout designed the hotel in a Georgian Revival style, taking advantage of the prominent corner position. The original plans show the L-shaped layout of the two storey plus basement building (Figures 2.12-2.14). A driveway was shown along the northern boundary off Station Road which accessed four car garages to the rear with an additional wide pedestrian entry off Rawson Street. The carpark to the north was not incorporated into the site until after 1943. Uniquely, to Rawson Street there were two shop fronts built into the development. A newspaper article from June 1931 reported that the hotel had recently opened, built by the Mayor (Alderman Briggs) at a cost of £30,000 and was claimed to be "the most up-to-date in the state"⁸.

The building had 40 rooms that were elaborately furnished and contained all the latest conveniences⁹. It had public and saloon bars, parlours, inside lavatory, 20 bedrooms on the first floor accessed via an "old-fashioned type" staircase made of Queensland maple, fitted-in wardrobes, two lounges, an additional private lounge for guests, 34 by 20 foot dining room, and three bathrooms fitted with showers. The building also featured electric lighting and hot and cold water. A special brick made by Wunderlichs at Rose Hill was used as an interior feature including on the fireplace in the mens lounge. It was notably the first time a brick of this nature had been used in a building¹⁰. Being located opposite the police station and the railway station, the hotel was often frequented by policemen and travellers.

When Keighery passed away in 1953, an obituary in The Daily Telegraph noted that the hotel was his home, where he had passed away surrounded by family. Keighery would have lived in the first floor hotelkeeper's flat.

⁸ The Cumberland Argus and Fruitgrowers Advocate, Mon 15 July 1931

⁹ The Cumberland Argus and Fruitgrowers Advocate, Mon 15 July 1931

¹⁰ The Cumberland Argus and Fruitgrowers Advocate, Mon 15 July 1931



Figure 2.9

The Keighery Hotel in June 1936, 5 years after its opening. Top image from the corner of Rawson St and Station Rd, bottom image from Rawson St.

Source: ANU Archives

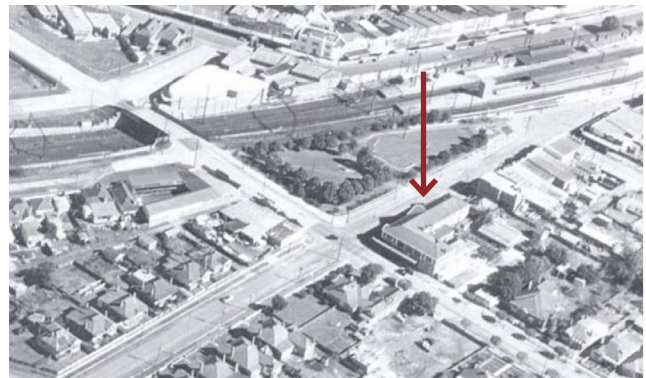


Figure 2.10

c.1940 aerial view looking south west over Auburn. The Keighery Hotel is indicated by the red arrow.

Source: Auburn Library LH700.74/193c



Figure 2.11

The Keighery Hotel in 1949, viewed from Station Road.

Source: ANU Archives

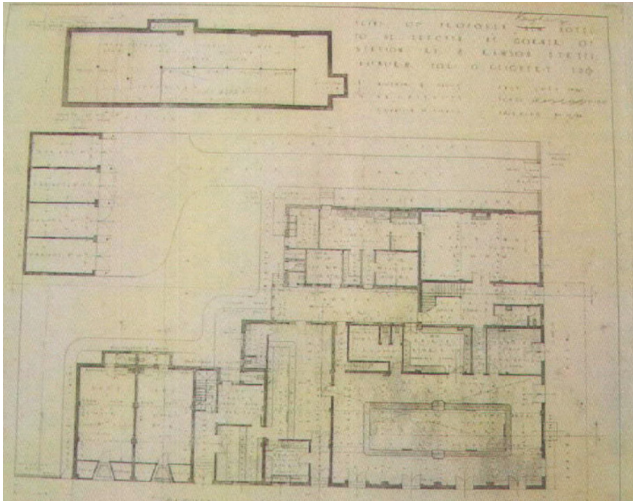


Figure 2.12
Original ground and cellar floor plan of the Keighery Hotel by Rudder and Grout Architects, dated July 1930.
Source: *The Keighery Hotel Heritage Impact Statement*, John Oultram Heritage & Design, 2008

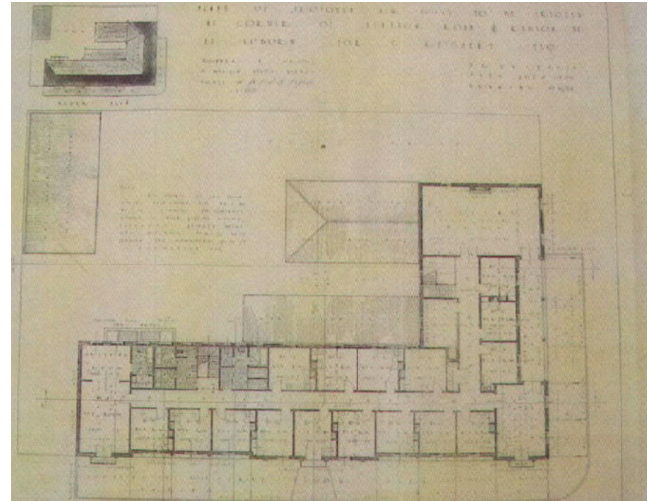


Figure 2.13
Original first floor plan of the Keighery Hotel by Rudder and Grout Architects, dated July 1930.
Source: *The Keighery Hotel Heritage Impact Statement*, John Oultram Heritage & Design, 2008

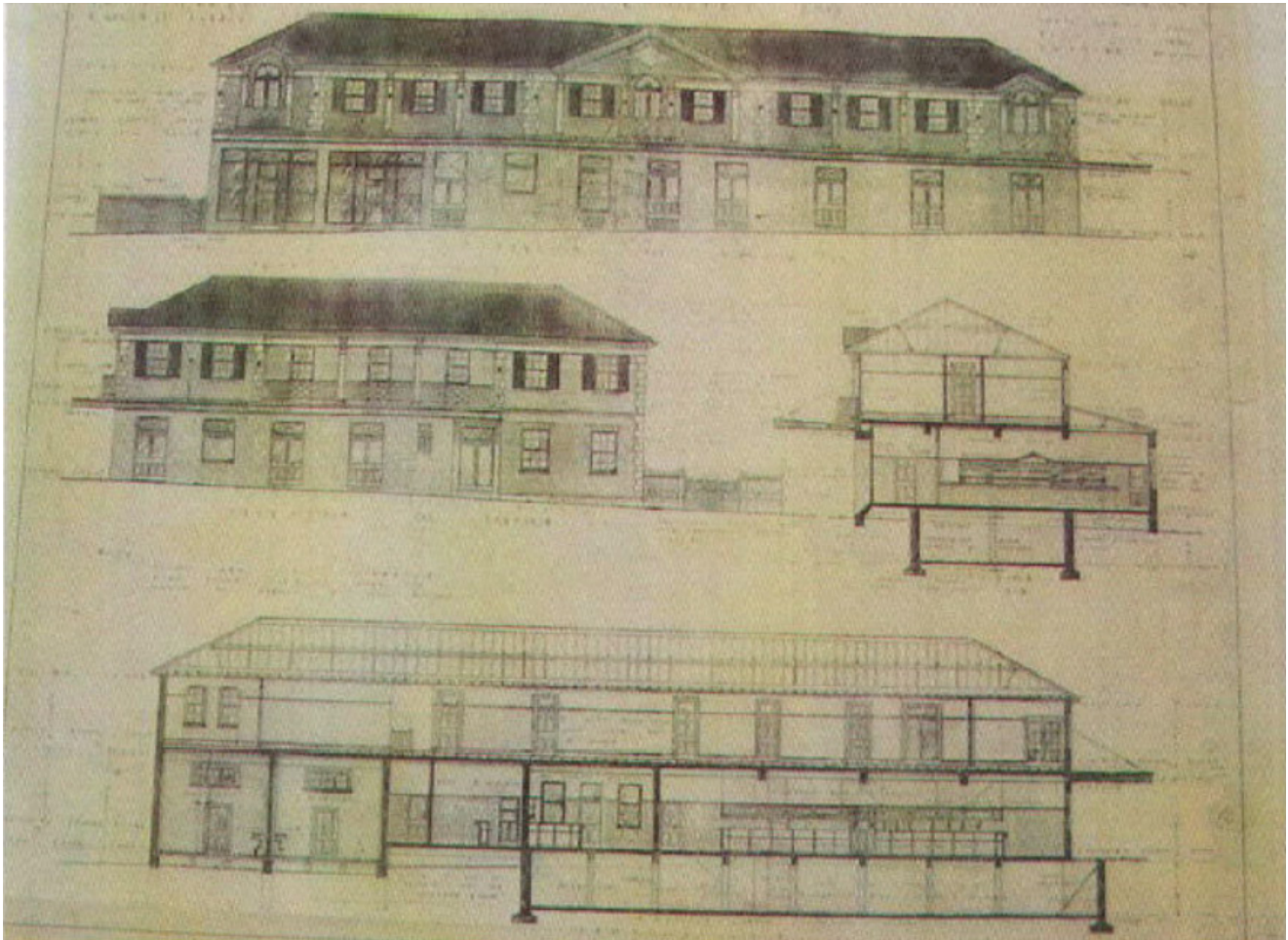


Figure 2.14
Original elevations and sections of the Keighery Hotel by Rudder and Grout Architects, dated July 1930.
Source: *The Keighery Hotel Heritage Impact Statement*, John Oultram Heritage & Design, 2008

2.4 SUBSEQUENT MAJOR PHASES OF DEVELOPMENT

Since its construction, the Keighery Hotel has undergone multiple phases of development with various internal alterations and rear additions. There have also been a number of proposals for high density mixed use development to the rear carpark that were either never approved or constructed. Each phase of development is outlined below.

2.4.1 1953-1970

Following Greg Keighery's death in 1953, daughter Freda Keighery purchased the hotel in 1954. However, four years later in 1958, Tooth & Co repurchased the property as a freehold. They then leased the hotel to Raymond Bernard Tasker, licensed publican of Auburn, between 1958-1962 and Frederick Thomas Ralph Scott, also a licensed publican of Auburn, from 1963-1968 when he passed away. The final licensee recorded under Tooth & Co's ownership was Cecil Malcolm Curran of Narrabeen from 1968 to an unknown date.

Remarks on a Tooth & Co index card indicated that in 1959 works were done to fit glass washing machines and racks in the saloon bars, convert a parlour into an additional bottle department, and resurfacing and partial covering of a beer garden including construction of a retaining wall and new fence. Later plans indicate that the beer garden was a conversion of the original four car garage in the rear car park. In 1960, it was noted that the hotel had a double garage in a later building constructed to the north eastern corner, as shown in later plans (Figure 2.15). In 1965, unspecified internal repairs and renovations were undertaken that were presumably minor, costing £443. In 1967, works were completed for new panel walls, new front counter of the saloon bar, acoustic ceilings, and electrical works. It is unclear how long the property remained in ownership of Tooth & Co however, the company was deregistered in 2013.

2.4.2 1980

The next known major phase of development was in 1980 when Pollit, Green and Pichler Architects were engaged to undertake alterations and additions to the hotel. The works included the removal of the original bar, other internal modifications and a bottle shop placed in the shop units. Further details of the works are unclear. The 2008 *Keighery Hotel Heritage Impact Statement* by John Oultram contained another set of undated later plans proposing the opening up of the ground floor and an extension to the rear garages. While the interior works were unlikely to have been carried out, a proposed fibro extension was added to the garages prior to 1991.

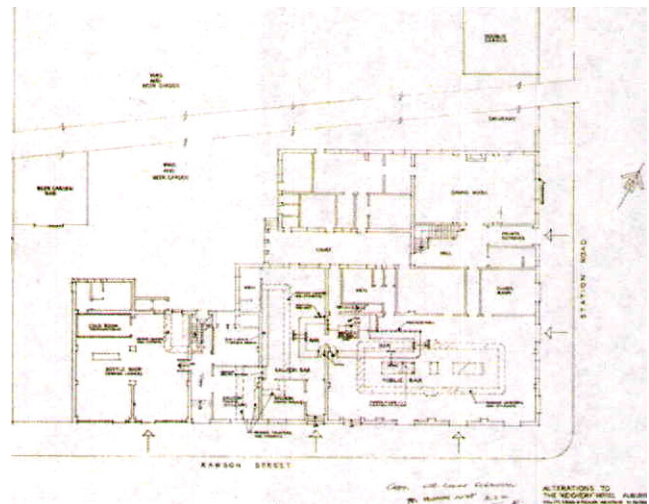


Figure 2.15

Proposed Ground Floor Plan from 1980 showing removal of the original bar.

Source: Pollit, Green and Pichler Architects, March 1980. Sourced from *The Keighery Hotel Heritage Impact Statement*, John Oultram Heritage & Design, 2008

2.4.3 1991

In 1991 a Development Application (DA) was submitted by Graham Vaughan Architects for proposed alterations and additions including removal of internal walls for a new entertainment area and new lounge bar. On the plans, an existing garden bar was shown to the rear utilising the original four car garage and later fibro extension, with no proposed changes (Figure 2.16). The later double garage to the north east corner is also shown, as well as a northern addition to the original garage. No changes were proposed to the shop fronts on Rawson Street. A building permit was approved for the DA in March 1991, however, later plans indicate that the works were not carried out.

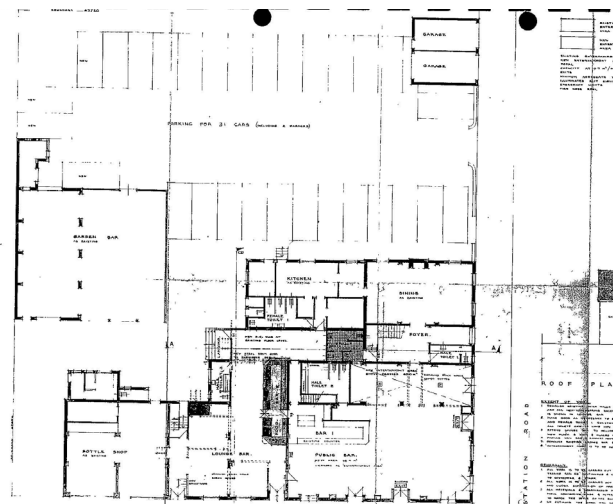


Figure 2.16

Proposed Ground Floor Plan from 1991 showing the garden bar and later double garages. Internal changes were unlikely completed.

Source: Graham Vaughan Pty Ltd Architects, January 1991, via Cumberland City Council

2.4.4 1998

In 1998, a DA was approved for alterations and additions to provide a new gaming area. The approved plans could not be found, as such, further details of the works are unknown. It is unknown if the works were carried out.

2.4.5 2001

In 2001, drawings prepared by Lyon Thomas Design were submitted for a minor works application to repair the existing awning (Figure 2.17). The works were approved and subsequently carried out. It is likely that the pressed metal soffit was removed at this time.

2.4.6 2002-2003

In 2002, Hely Horne Perry Medcalf Architects submitted a DA for a six storey mixed use development to the rear hotel carpark (Figure 2.18). It proposed:

Alterations and additions to an existing hotel building for a six storey mixed residential/retail development comprising 57 residential units, 3 shops, a lounge bar/gaming room, function rooms and basement parking for 105 vehicles.

Further, it proposed the conversion of the hotel's first floor into additional residential units with function room, built up against the rear external walls and the demolition of all outbuildings and part of the original hotel to the rear. In June 2002, the application was refused by Council. The Notice of Determination stated:

- a) the development has an unacceptable detrimental impact on the heritage value of the 'Keighery Hotel';
- b) the development has a significant detrimental impact on the original fabric of the heritage item and its curtilage.

In 2003, the architects submitted a revised design in a new DA for a contemporary 5 storey mixed use development to the rear hotel carpark (Figure 2.19). It proposed:

Construction of a mixed development building containing one shop and 31 dwellings at the rear of the existing hotel. The hotel will be modified by a reduction in the licensed area and the part conversion into two retail shops fronting Station Road, with the provision of additional tavern facilities along with 4 residential apartments and function room on the first floor of the heritage listed hotel building. A total of 35 flats will be provided in this development.

The revised development was noticeably reduced in scale and also proposed a much more contemporary design. It was approved by Council in December 2003 but was evidently never constructed.

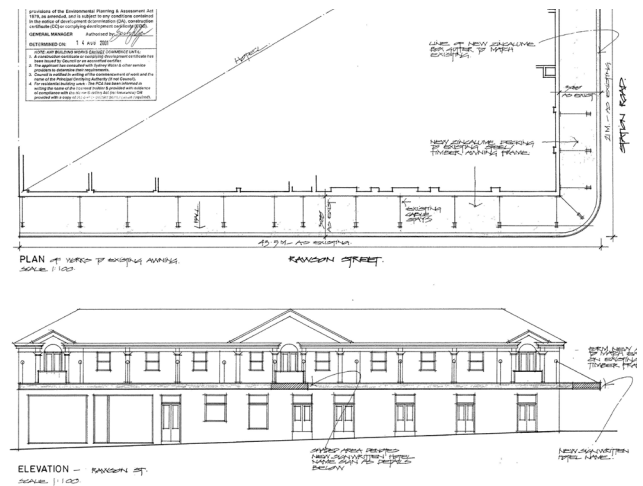


Figure 2.17

Proposed southern elevation and roof plan for the 2001 awning repairs.

Source: Lyon Thomas Design, June 2001, via Cumberland City Council

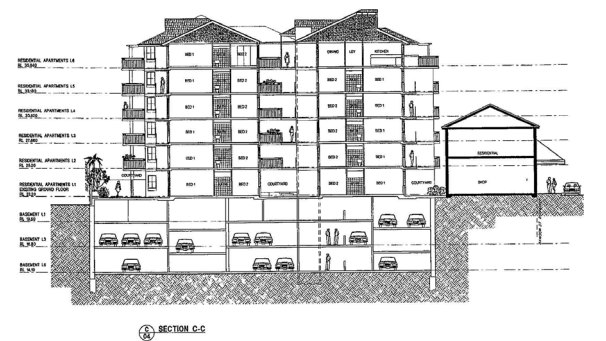


Figure 2.18

Proposed Section refused in the 2002 DA showing the proposed development next to the existing Keighery Hotel.

Source: Hely Horne Perry Medcalf Architects, September 2001, via Cumberland City Council



Figure 2.19

The revised design submitted with the 2003 DA and approved by Council.

Source: Hely Horne Perry Medcalf Architects via Keighery Hotel SHI by NBRIS, July 2003

2.4.7 2007-2008

In November 2007, Pufflet Associates submitted a DA for alterations and additions to the hotel, including demolition of the outbuildings, minor internal wall removal, construction of new internal walls, new Colorbond roof over northern entry, new compliant smoking area to the rear, extension of the carpark and landscaping (Figures 2.23-2.25). The works were wholly located in the rear carpark and ground floor level, with no changes proposed to the first floor. The application was approved in August 2008.

In September 2008, Pufflet Associates submitted a Section 96 (S96) application to modify the approved DA (Figures 2.26-2.28). The amended design proposed the construction of a new outdoor gaming area adjoining the rear of the hotel and minor internal changes for new accessible toilet, male toilets, bar, office and cool room as well as alterations to the landscape design. The new outdoor gaming area was proposed to be single storey with low pitched skillion roof and fixed aluminium louvres to the northern elevation. The S96 was approved in January 2009.

The approved works have since been carried out and the rear of the hotel now mostly comprises the c.2009 additions while the ground floor interior resembles the multiple phases of internal alterations between 1980 to 2009. The first floor of the hotel has mostly remained unchanged and is currently in poor condition due to its disuse.

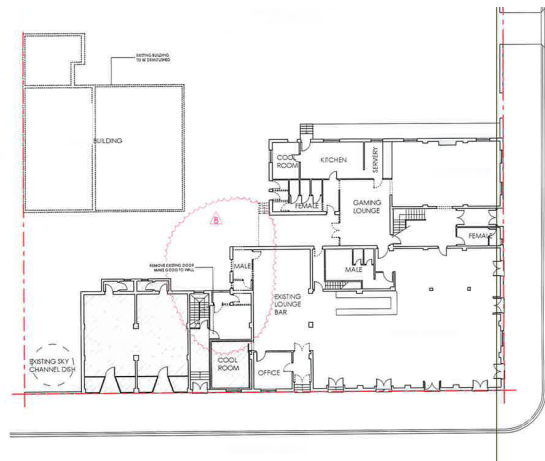


Figure 2.20

Ground Floor Plan of the Keighery Hotel as existing in 2007.

Source: Pufflet Associates Architects, 2007, via Cumberland Council

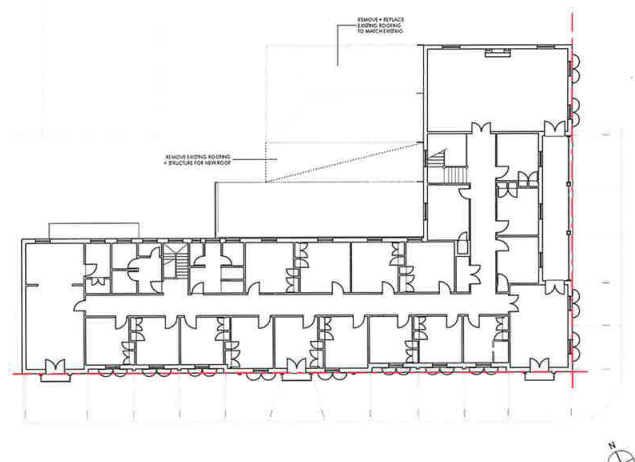


Figure 2.21

First Floor Plan of the Keighery Hotel as existing in 2007.

Source: Pufflet Associates Architects, 2007, via Cumberland Council

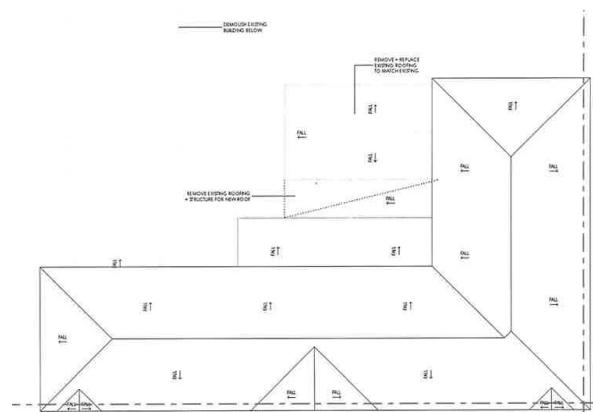


Figure 2.22

Roof Plan of the Keighery Hotel as existing in 2007.

Source: Pufflet Associates Architects, 2007, via Cumberland Council

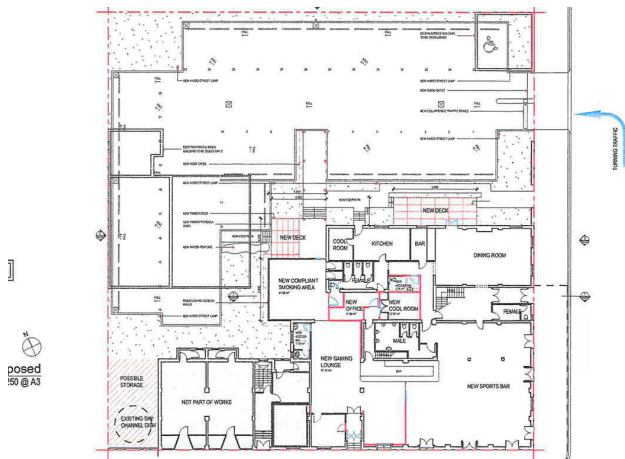


Figure 2.23
Proposed Ground Floor Plan approved in the 2007 DA.
Source: Pufflet Associates Architects, 2007, via Cumberland Council

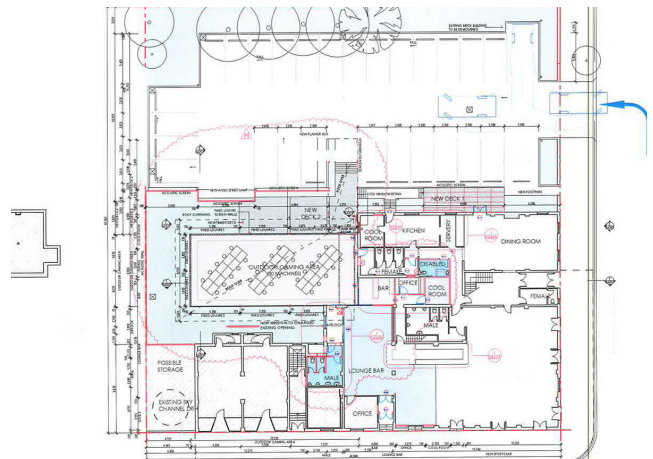


Figure 2.26
Revised Ground Floor Plan approved in the 2007 S96.
Source: Pufflet Associates Architects, 2008, via Cumberland Council

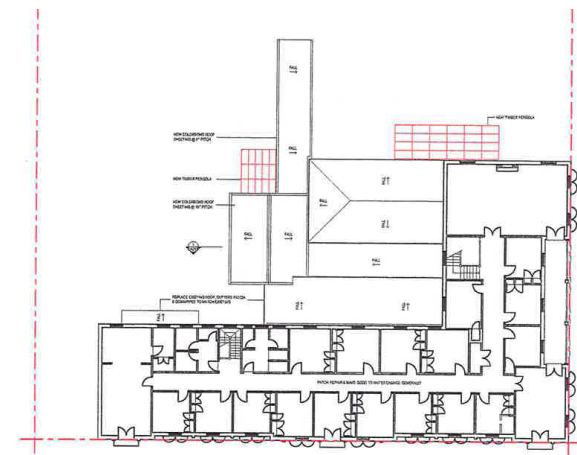


Figure 2.24
Proposed First Floor Plan approved in the 2007 DA.
Source: Pufflet Associates Architects, 2007, via Cumberland Council

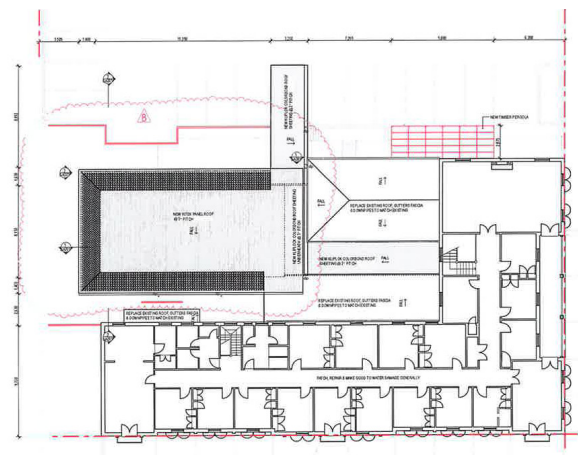


Figure 2.27
Revised First Floor Plan approved in the 2007 S96.
Source: Pufflet Associates Architects, 2008, via Cumberland Council

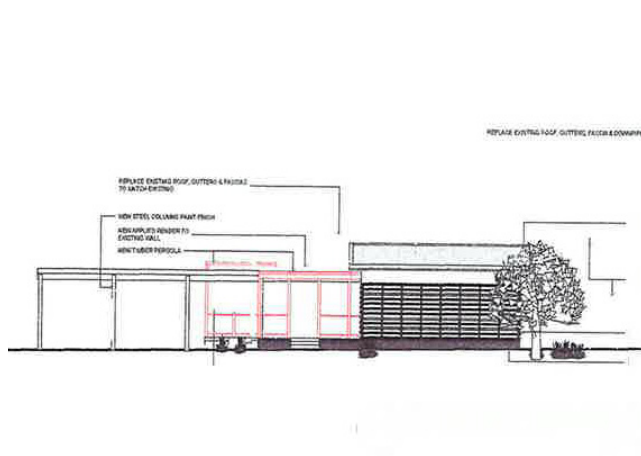


Figure 2.25
Proposed Western Elevation approved in the 2007 DA.
Source: Pufflet Associates Architects, 2007, via Cumberland Council



Figure 2.28
Revised Elevations approved in the 2007 S96.
Source: Pufflet Associates Architects, 2008, via Cumberland Council

3.0

SITE DESCRIPTION

3.1 URBAN CONTEXT

Auburn is a suburb of Western Sydney that was largely developed around the Western railway line, dictating the suburb's road layout and subdivision pattern. It is characterised by predominantly residential development with a commercial core around the train station. Housing is a mix of single detached dwellings, generally early twentieth century cottages and post-war migrant housing, interspersed with low, mid and high rise apartment blocks.

The Auburn Town Centre comprises early twentieth century shop fronts along Rawson Street to the north and a mix of earlier and later commercial development along South Parade, Auburn Road and Civic Road to the south. A number of civic buildings and community facilities are also located in the Town Centre. In recent years, high density residential and mixed use development has populated the Town Centre, providing housing in close proximity to the train line and changing Auburn's urban character.

The Keighery Hotel is located on the northern side of Rawson Street to the corner of Station Road and sits opposite the Auburn Memorial Park. It is bound by a 4 storey mixed use development to the north and 1 and 2 storey shop fronts to the west. On the opposite corner is a contemporary 7-8 storey mixed use development.

3.2 VIEWS TO AND FROM THE SITE

The Keighery Hotel occupies a prominent position to the corner of Station Road and Rawson Street and is highly visible at the intersection. Station Road extends over the railway line with a moderate gradient to both sides of the bridge. The Hotel is very visible from Station Road and can be seen from the southern side of the bridge when travelling north. When travelling south along Station Road, the side of the Hotel is visible. A utilitarian wing, the carpark and later rear additions are setback behind the main Hotel building. They are somewhat visible, but largely obscured by parked cars and landscaping. Rawson Street is relatively flat in comparison, but the hotel is still quite visible when travelling both east and west.



Figure 3.1

Oblique aerial of Auburn showing the mix of development including earlier and later commercial buildings, high density residential and mixed use development and single detached dwellings. The subject site is indicated by a red arrow.

Source: Nearmap

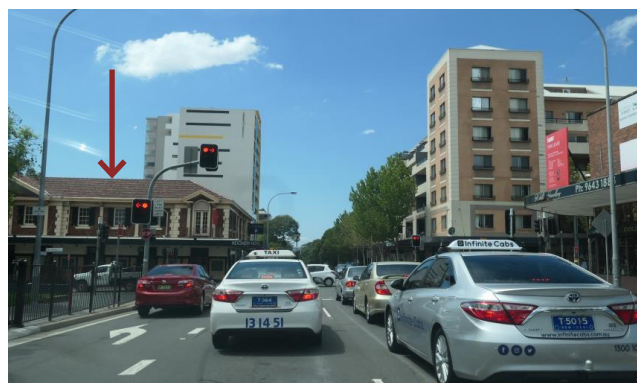


Figure 3.2

View of the Keighery Hotel (indicated with a red arrow) when approaching north along Station Road.



Figure 3.3

View of the Keighery Hotel (indicated with a red arrow) when approaching west along Rawson Street.

Source: Google Streetview

3.3 DESCRIPTION OF THE BUILDING EXTERIOR

The Keighery Hotel is a two storey facebrick building with a hipped, tiled roof and two brick chimneys. In plan, the original building forms an “L” shape fronting Rawson Street and Station Road. Later additions have since been located behind this, mostly concealed from the street. The hotel was constructed in the Inter-War Georgian Revival style from which it exudes characteristic features including stucco quoins and pilasters, bracketed eaves, horizontal facade symmetry, twelve-pane windows with timber shutters, stucco plinth, pediments, string course, arched fanlight motifs over the first floor double doors, and classical columns to the eastern balconies. To the north of the building is a large carpark, accessed via Station Road.

The Hotel has two primary facades, the southern elevation to Rawson Street (Figure 3.4) and the eastern elevation to Station Road (Figure 3.5). There is a wrap around awning at first floor level and the ground floor exterior is tiled, featuring inset double doors with large leaded fanlights. The NSW Heritage Inventory database states that the awning featured a pressed metal soffit, however, this was likely replaced during the 2001 awning repairs and no longer remains (Figure 3.11). To the Station Road elevation there is a large recessed balcony to the first floor with metal balustrade and classical columns. To the Rawson Street elevation there are three Juliet style balconies to each pediment with metal balustrades at first floor level. At ground level there are two glazed shop fronts to the western end (Figure 3.10).

The northern and western elevations of the main hotel building are simpler with stucco string courses, quoins and identical windows. Due to the narrow open space between the Hotel and the adjacent shop front along Rawson Street, views to the western elevation are limited. The northern elevation comprises three parts, the original hotel building, an original utilitarian wing and the 2009 additions (Figure 3.6). The single storey utilitarian wing is of a restrained architecture. It housed the original kitchen and is constructed of a common facebrick with corrugated metal roof and simple windows and service doors. The 2009 addition houses the outdoor gaming area. It features a long, narrow awning over entry stairs that connect to the contemporary single storey addition concealed by a rendered brick wall and planting. The addition comprises a low pitched skillion roof and fixed aluminium louvres to the facade.



Figure 3.4
The southern elevation of the Keighery Hotel from Rawson Street.



Figure 3.5
The eastern elevation of the Keighery Hotel from Station Road.



Figure 3.6
The northern elevation of the Keighery Hotel showing the original Hotel building (left) and the less visible utilitarian wing (centre) and 2009 additions (right).

3.4 DESCRIPTION OF THE BUILDING INTERIOR

3.4.1 GROUND FLOOR

In the original Hotel building, the front portion to Rawson Street contains the main bar and majority of the Hotel activity, along with the c.2009 gaming room to the rear. The main bar interior has been extensively modernised and mostly resembles the internal alterations between 1980 to 2009 (Figure 3.13). There is little early or original fabric remaining in this part of the Hotel. The interior features later carpeted flooring, plaster and acoustic ceilings, wall finishes, doorways and lighting. The timber bar counter and wall panelling date from 1980 when the original bar was removed and replaced (Figure 3.14). The internal layout has gradually been altered through wall removal to open up the main bar and the construction of new walls to provide additional offices, cool rooms and bathroom facilities.

The north eastern portion of the original building is largely unused and retains early features to the vestibule and former function room including fire places with brick surrounds, timber mantels and tiled hearths, cornices and skirting boards, early light fittings, doorways with leaded fanlights and timber wall panelling (Figure 3.15). The original Queensland maple staircase in the vestibule also remains (Figure 3.16). The attached original utilitarian wing houses a kitchen that is currently unused and in a poor condition as a result (Figure 3.17). Some later kitchen appliances remain but the space is mostly used for storage. The northern windows to the wing are blocked out. The basement cellar is generally used for storage and electrical services (Figure 3.18). It is in a poor condition with signs of damp issues such as peeling paint and wall staining.

3.4.2 FIRST FLOOR

The original layout of the first floor is largely intact, as are many of its original features. The first floor contains a number of former hotel rooms with associated facilities such as separate male and female bathrooms, kitchen with attached dining room that was likely part of the hotelkeeper's flat, a common room and a large function room with access to the eastern balcony. Original interior features that have been retained include the cornices, ceilings, skirting boards, picture rails, finely detailed timber doors, fanlights, windows, light fittings, bedroom wardrobes and fireplaces with timber mantels, brick surrounds and tiled hearths (Figure 3.19).

Unfortunately, due to its lack of use the first floor is in an extremely dilapidated condition. Some of the former bathrooms have been gutted and left unfinished with exposed brick walls and concrete slab (Figure 3.22). There is extensive paint peeling to most walls and ceilings (Figure 3.23), signs of extreme water ingress with mould formation, areas of wall plaster delamination with exposed brick beneath, breakdown and damage of cornices- so extreme in some places that whole parts have fallen down (Figure 3.20), wall cracking, broken and missing floorboards in some parts (Figure 3.21), and damage to some timber window and door frames (Figure 3.24).

3.5 CONDITION AND INTEGRITY

The newer and replaced parts of the Hotel, including the ground floor main bar, lounge and the rear later additions, are generally in a good condition but lack any extant heritage fabric.

While a number of original features of the Keighery Hotel have been retained, what remains is generally in an extremely poor condition. The entire first floor is highly dilapidated, currently uninhabitable and in dire need of repair works. Comparatively, the north eastern vestibule and function room on the ground floor are in a better condition. The kitchen in the utilitarian wing has also been abandoned and is in a poor condition. Despite the wing being original, the interior is unlikely to have much, if any, surviving fabric due to later fitouts. The basement cellar is also in a poor condition and in need of an upgrade. There are signs of water ingress throughout the unused, original parts of the Hotel.



Figure 3.7
The original utilitarian wing housing the kitchen with blocked out windows and service doors, viewed from the Hotel car park.



Figure 3.8
The 2009 addition with long awning, rendered brick wall, and outdoor gaming room beyond, viewed from the Hotel car park.



Figure 3.9
The 2009 awning with entry stair, viewed from the Hotel car park.



Figure 3.10
One of the two original shop fronts to Rawson Street.



Figure 3.11
The soffit of the awning, replaced in 2001, without pressed metal detail as indicated on the NSW Heritage Inventory database.



Figure 3.12
Ground floor Hotel exterior with tiled walls and inset double doors with fanlights.



Figure 3.13
Modernised and refurbished ground floor lounge.



Figure 3.14
The c.1980s ground floor bar with timber bar counter and wall panelling.



Figure 3.15
The unused function room to the north eastern corner of the Hotel ground floor with original detailing.

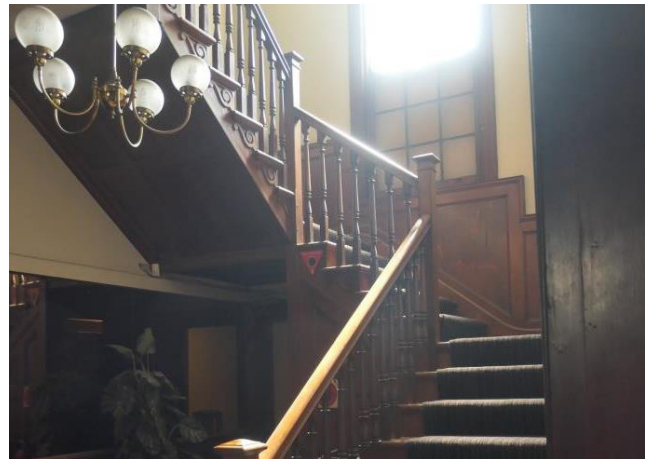


Figure 3.16
The original Queensland maple staircase in the ground floor vestibule to the north eastern corner of the Hotel.



Figure 3.17
The abandoned kitchen in the original utilitarian wing with blocked out windows.



Figure 3.18
The basement cellar currently used for storage with some signs of deterioration.



Figure 3.19
First floor function room with original details remaining such as the fireplace and ceiling.



Figure 3.20
Missing piece of deteriorated cornice.



Figure 3.21
Damaged timber floorboards, walls and skirting board.



Figure 3.22
Gutted bathroom left unfinished with exposed floor and walls.



Figure 3.23
Effects of water ingress on the ceilings and walls including broken cornice, paint peeling, and plaster delamination.



Figure 3.24
Splintered timber to window sill and frame.

4.0

ASSESSMENT OF CULTURAL SIGNIFICANCE

4.1 INTRODUCTION

Heritage, or “cultural” value, is a term used to describe an item’s value or importance to our current society and is defined as follows in *The Australia ICOMOS Burra Charter*, 2013, published by Australia ICOMOS (Article 1.0):

Cultural significance means **aesthetic, historic, scientific or social or spiritual value** for past, present or future generations.¹

This section establishes the criteria which are used to understand significance and identifies the reasons for the cultural value of the site and its components.

Significance may be contained within, and demonstrated by, the fabric of an item; its setting and relationship with other items; historical records that allow us to understand it in terms of its contemporary context, and in the response that the item stimulates in those who value it.² The assessment of significance is not static. Significance may increase as more is learnt about the past and as items become rare, endangered or illustrate aspects that achieve a new recognition of importance.

Determining the cultural value is at the basis of all planning for places of historic value. A clear determination of significance permits informed decisions for future planning that will ensure that the expressions of significance are retained and conserved, enhanced or at least minimally impacted upon. A clear understanding of the nature and degree of significance will determine the parameters for, and flexibility of, any future development.

A historical analysis and understanding of the physical evidence provides the context for assessing the significance. These are presented in the preceding sections. An assessment of significance is made by applying standard evaluation criteria to the facts of the item’s development and associations.

¹ *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013, p.2

² ie “social”, or community, value

4.2 COMPARATIVE ANALYSIS

Assessment of the subject site has included comparison with, but was not limited to, the following hotels and inns constructed in the Inter-War period.

Lidcombe Hotel

2 John Street, Lidcombe
Database No. 1030011

Statement of Significance:

The Lidcombe Hotel has local historic, social and aesthetic significance as an example of a hotel establishment in the early twentieth century, prominently situated in the centre of the town of Lidcombe, opposite the railway.

More specifically, the hotel is historically significant as it would have provided temporary accommodation for some of the early workers to come to the area in the early twentieth century, as well as provided stimulus to the growth of the town centre in the immediate vicinity.

It is socially significant as a popular place of gathering and meeting in the Lidcombe community. The building’s aesthetic significance is enhanced by the prominent corner location.

Comment:

The Lidcombe Hotel is comparable as an Inter-War Georgian Revival (eclectic) Hotel that opened in 1930 (Figure 4.1). It possesses similar design features to the Keighery Hotel and is also located on a prominent corner in the town centre.

Rosehill Hotel

91 Parramatta Road, Granville
Database No. 2240430

Statement of Significance:

The Rosehill Hotel is of significance for Parramatta for historical and aesthetic reasons, and as a representative example of Interwar period hotels in the area, additionally rare as a surviving example of Anglo-Dutch architectural style. The building is readily identifiable as part

of historic building stock of the area, presents as having a high degree of intactness in the exterior, it is prominent in the streetscape additionally through its street corner location, and strongly contributes to the townscape character.

Comment:

The Rosehill Hotel was constructed in a different style to the Keighery Hotel, but is comparable for its construction date in 1931, its prominent corner position, similar architectural composition and its brief association with Tooth & Co brewery (Figure 4.2).

Petersham Inn Hotel

386-396 Parramatta Road, Petersham
Database No. 2030050

Statement of Significance:

Petersham Inn retains much of its original 1930s detailing which features Art Deco influences and is a good example of hotel development from this period - a time when many of the older local hotels were refurbished.

The following Statement of Significance is from a CMP prepared by Graham Brooks and Associates in 1996:

The Petersham Inn Hotel is of local and regional significance for its architectural value as a good example of a transitional Functionalist Art Deco hotel on a prominent corner site. It also has significance as an important element in the streetscape of Parramatta Road, and in the overall pattern, diversity and character in the city of Sydney.

The existence of this impressive and quality hotel building in Petersham, represents physical evidence of the former prosperity and importance of the area. As a hotel, the building has a high value in the social activities of the local community and for the many visitors to the hotel.

The adjoining shops are relatively intact examples of late 19th and early 20th century retail shops and provide variety and interest to the streetscape of Parramatta Road. As a group, they are of local significance to the community. The group forms an important part of an identifiable townscape.

Comment:

The main building of the Petersham Inn Hotel was designed by Rudder & Grout in association with Tooth & Co, similar to the Keighery Hotel (Figure 4.3). It was constructed in the late 1930s in the Functionalist Art Deco style.



Figure 4.1

The Lidcombe Hotel, possessing design similarities of the Inter-War Georgian Revival style as the Keighery Hotel.
Source: NSW Heritage Inventory



Figure 4.2

The Rosehill Hotel, briefly associated with NSW brewery, Tooth & Co.
Source: NSW Heritage Inventory



Figure 4.3

The Petersham Inn Hotel
Source: NSW Heritage Inventory

4.3 ANALYSIS OF CULTURAL SIGNIFICANCE

The following commentary discusses how each of the criteria established by the Heritage NSW (in the NSW Department of Premier and Cabinet) relate to the subject site. The discussion below builds upon the Assessment of Significance on the NSW Heritage Inventory listing for the Keighery Hotel.

Criterion (a) – An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)

The Keighery Hotel has historic significance as an Inter-War Georgian Revival Hotel established on a busy corner in the Auburn town centre, opposite the railway and former police station. The Hotel has continuously held its prominent position in the locality and served as a meeting place for social gatherings. It was likely frequented by travelling workers and police officers in its early years.

Criterion (b) - An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)

The Keighery Hotel has historic associations with prominent architects Rudder & Grout, who were responsible for designing many of Sydney's Inter-War hotels and other notable public and commercial buildings.

It is also associated with major brewer Tooth & Co who serviced and owned many hotels and inns across NSW, and eventually into Victoria, throughout the twentieth century.

Criterion (c) - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)

The Keighery Hotel is aesthetically significant as a fine example of an Inter-War Georgian Revival building from which it exudes many characteristic features including stucco quoins and pilasters, bracketed eaves, horizontal facade symmetry, pediments, string course, arched fanlight motifs and classical columns.

The building is located on a prominent corner position in the Auburn town centre and has continuously contributed to the townscape and captured key views.

Criterion (d) - An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons

The Keighery Hotel holds social significance to the local community as a popular and long standing place of gathering that is centrally located in the Auburn town centre.

Historically, the Hotel was likely a social meeting place for officers stationed at the opposite police station and early workers and travellers coming to the area by train due to its close proximity to the Auburn railway station.

Criterion (e) - An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)

The Keighery Hotel is unlikely to yield any new or further substantial scientific information and thus does not meet this listing criteria.

Criterion (f) - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)

The Keighery Hotel possesses some rarity as one of the earliest and longest surviving leisure facilities established in the Auburn locality.

Criterion (g) - An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or a class of the local area's cultural or natural places; or cultural or natural environments)

The Keighery Hotel is representative of the prolific development of hotels in NSW during the Inter-War period that emerged as a unique typology of pub architecture. The hotels in this period were often modern developments with the latest technology and materials.

4.4 ESTABLISHED SIGNIFICANCE

The NSW heritage Inventory contains the following Statement of Significance for the Keighery Hotel:

The Keighery Hotel has local historic, social and aesthetic significance as an example of a hotel established in the early twentieth century, prominently situated in the centre of the town of Auburn, opposite the railway and the Police Station.

More specifically, the hotel is historically significant as it would have provided temporary accommodation for some of the early workers to come to the area in the early twentieth century, as well as provided stimulus to the growth of the town centre in the immediate vicinity.

It is socially significant as a popular place of gathering and meeting in the Auburn community. The building's aesthetic significance is enhanced by the prominent corner location.

This was expanded upon on the 2008 Heritage Impact Statement for the Keighery Hotel prepared by John Oultram Heritage & Design:

The building is a good example of a large, Inter War, Georgian Revival building to the design of the architects Rudder & Grout. They worked extensively for Tooth & Co and designed the Edinburgh Castle Hotel in Bathurst Street (1930) and the Great Northern Hotel on the Pacific Highway in Chatswood. They also designed the swimming pool at Granville (1935) and the Town Hall at Petersham (1938).

4.5 REVISED STATEMENT OF SIGNIFICANCE

Based on our assessment, a revised Statement of Significance has been prepared:

The Keighery Hotel is of local heritage significance for its historic, aesthetic, social, rare and representative value.

The Hotel is significant as an Inter-War Georgian Revival building established on a prominent corner of the Auburn town centre opposite the railway and former police station. As such, it strongly contributes to the Auburn townscape and captures key views. It was constructed to the design of prominent architects Rudder & Grout who designed many of Sydney's Inter-War hotels. It was also associated with major brewer Tooth & Co, who serviced and owned many Hotels and Inns throughout NSW.

Aesthetically, the building is a fine and relatively intact example of the Inter-War Georgian Revival style from which it possesses many characteristic features. It holds social significance to the local community as a popular and long standing place of social gathering. The Keighery Hotel possesses rarity as one of the earliest leisure facilities established in Auburn and is representative of the prolific development of Hotels and Inns throughout NSW in the Inter-War period.

4.6 GRADING OF SIGNIFICANCE

The Keighery Hotel at 47-51 Rawson Street, Auburn has been carefully assessed to determine a relative grading of significance into five levels. This process examines a number of factors, including:

- Relative age
- Original design quality
- Degree of intactness and general condition
- Extent of subsequent alterations
- Association with important people or events
- Ability to demonstrate a rare quality, craft or construction process

Grading reflects the contribution the element makes to the overall significance of the item (or the degree to which the significance of the item would be diminished if the component were removed or altered).

EXCEPTIONAL SIGNIFICANCE

Includes rare or outstanding building fabric that displays a high degree of intactness or can be interpreted relatively easily.

HIGH SIGNIFICANCE

Includes the original extant fabric and spaces of particular historic and aesthetic value. Includes extant fabric from the early phases of construction.

MODERATE SIGNIFICANCE

Includes building fabric and relationships which were originally of higher significance but have been compromised by later, less significant modifications.

LITTLE SIGNIFICANCE

Includes most of the fabric associated with recent alterations and additions made to accommodate changing functional requirements. These are components generally of neutral impact on the site's significance.

INTRUSIVE

Recent fabric, which adversely affects the significance of the site.

Grading has been established as a valuable tool, to assist in developing appropriate conservation measures for the treatment of the building and its various elements. In general, good conservation practice encourages the focussing on change, or upgrading of, an historical building/site to those areas or components which make a lesser contribution to significance. The areas or components that make a greater or defining contribution to significance should generally be left intact or changed with the greatest care and respect.

GRADING OF SIGNIFICANCE	SITE ELEMENTS
EXCEPTIONAL	- The Hotel exterior presenting to Rawson Street and Station Road, including the architectural composition and characteristic features of the Georgian Revival style
HIGH	- Original interior features including the Queensland maple staircase, fireplaces with brick surrounds, timber mantels and tiled hearths, ceilings, cornices, skirting boards, lighting features, joinery such as the first floor built in robes and any other surviving details
MODERATE	- The utilitarian service wing which is original but of a restrained architecture, has been refurbished internally and has deteriorated into a poor condition
LITTLE	- The ground floor main bar and lounge which have been entirely refurbished and mostly consist of post 1980 fabric, including later additions such as the outdoor gaming area that are not readily detectable from the street. - The carpark which was resurfaced in 1959 and 2009
INTRUSIVE	There are no elements of the subject site considered to be Intrusive

4.7 CURTILAGE ANALYSIS

The Heritage NSW (in the NSW Department of Premier and Cabinet) publication *Heritage Curtilages*³ defines “heritage curtilage” as the area of land surrounding an item or area of heritage significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage can be classified as one of four types:

- Lot Boundary Heritage Curtilage
- Reduced Heritage Curtilage
- Expanded Heritage Curtilage
- Composite Heritage Curtilage

The current local heritage listing encompasses both the Keighery Hotel building and the northern Hotel car park. All early outbuildings on the site, including the original and later garages, have since been demolished. The carpark, which was not incorporated into the site until after 1943, has also been resurfaced at least twice, in 1959 and 2009.

As such, it is recommended that the existing curtilage for the local heritage listing be reduced to exclude the Hotel carpark and to encompass the Hotel building only. Refer to Figures 4.1-4.3 for the existing and proposed heritage curtilage.

4.8 ARCHAEOLOGICAL POTENTIAL

The Keighery Hotel was the first structure on the corner site, therefore, it is unlikely that any significant remains of these earlier structures remain below ground.

Although Archaeological Assessment is outside the scope of this Report, it should be noted that the Archaeological Management Provisions of the *NSW Heritage Act* apply to any relics which are essentially located below ground level. If, at any time, unexpected archaeological remains are uncovered or disturbed, work must stop immediately and the NSW Heritage Council must be notified.



Figure 4.1

Location map showing the subject site outlined in red and shaded yellow. Note the two lots that constitute the subject site.

Source: NSW LRS SIX Maps website

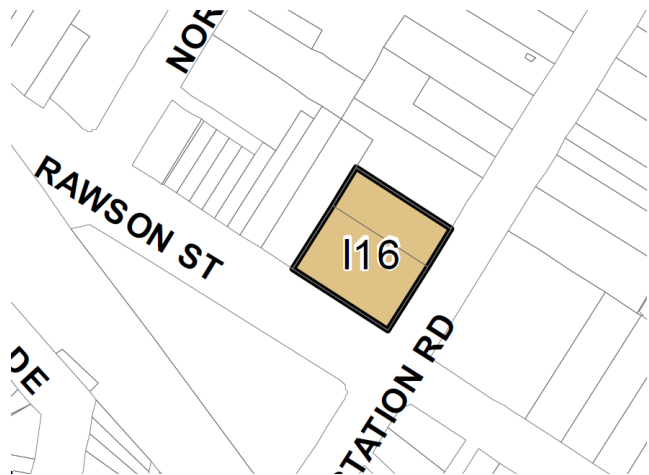


Figure 4.2

Extract from the *LEP Heritage Map 002* showing the curtilage of the current heritage listing shaded beige.

Source: NSW Government Legislation website

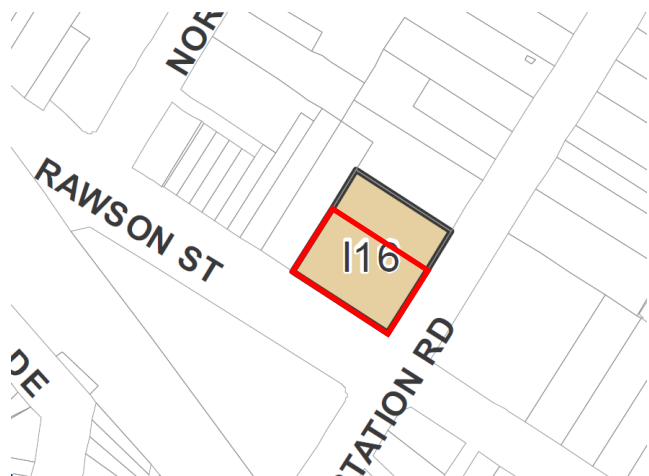


Figure 4.3

The proposed curtilage for the heritage listing is outlined in red, overlaid on an extract from the *LEP Heritage Map 002*. The current heritage listing is shaded beige.

Source: NSW Government Legislation website

³ Warwick Mayne-Wilson, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

5.0

HERITAGE MANAGEMENT FRAMEWORK

5.1 CURRENT HERITAGE LISTINGS

The following statutory listings have been reviewed in relation to the subject site. The implications of these listings, if any, are discussed below.

The subject site, 47-51 Rawson Street, Auburn, is listed in Schedule 5 of the *Auburn Local Environmental Plan (LEP) 2010*, as an item of local heritage significance. The listing encompasses both lots (Figure 1.2).

The site is not in the vicinity of any other heritage item, is not in a Heritage Conservation Area and is not affected by the built heritage provisions of the NSW Heritage Act. As such, there are no limitations posed by heritage items in the vicinity.

5.2 THE NSW HERITAGE INVENTORY

The NSW Heritage Inventory database entry for “*Keighery Hotel*”, database number 1030055 contains the following Recommended Management:

Conserve the building by on-going use or appropriate re-use. This building is important. A conservation Plan should be prepared to guide any future alterations or upgrading.

This Statement of Heritage Impact with its detailed Heritage Assessment presents sufficient analysis and direction to satisfy the generic recommendations for a Conservation Management Plan (CMP).

5.3 CUMBERLAND PLANNING CONTROLS

Approval from Cumberland City Council is required for any alterations or additions to the site which must be assessed under Part 4, 79(c) of the *NSW Environmental Planning and Assessment Act 1979*.

The *Draft Cumberland DCP* has been adopted by Council, but is not yet in force, and the *Draft Cumberland LEP* has recently been on public exhibition, but is yet to be gazetted. This report assesses the proposed development against both the existing statutory framework, being the *Auburn LEP 2010* and the *Auburn DCP 2010*, and the *Draft Cumberland DCP* and *LEP*.

5.3.1 AUBURN LEP 2010

The relevant operative statutory regulations of the *Auburn LEP 2010* are noted in clause 5.10 Heritage Conservation. Any future proposals must be consistent with the relevant heritage objectives of the Auburn LEP 2010, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Auburn.*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

We note that Clause 5.10 of the *Auburn LEP 2010* is consistent with Clause 5.10 of the proposed *Cumberland LEP*. Any future development of the subject site must demonstrate that it is consistent with the above objectives. Any proposal must conserve the heritage significance of the Keighery Hotel. The Hotel must therefore be retained in any future development.

5.3.2 AUBURN DCP 2013

2.8 HERITAGE

Performance criteria

P1 Development does not adversely affect the heritage significance of heritage items and heritage groups and archaeological sites as well as their settings, distinctive streetscape, landscape and architectural styles.

Development controls

D1 All development adjacent to and/or adjoining a heritage item shall be:

- responsive in terms of the curtilage and design;*
- accompanied by a Heritage Impact Statement; and*
- respectful of the building's heritage significance in terms of the form, massing, roof shapes, pitch, height and setbacks.*

The Auburn DCP contains limited controls for development to a heritage item. The above controls seek to protect the significance of a heritage item through careful design consideration that responds to the setting, built form and character. The Keighery

Hotel has a strong corner presence to a prominent intersection. This aspect should be maintained and respected. Given the carpark has had many changes over time, its inclusion in the listing curtilage is disputable and thus the rear carpark is deemed an appropriate location for new development. As Auburn is rapidly densifying and growing, development should mediate between the significance of the place and the emerging built character of the suburb.

5.3.3 CUMBERLAND DCP

PART G2- HERITAGE

Objectives

O1. Identify development that is considered minor by Council as it relates to environmental heritage, including heritage items and heritage conservation areas.

O2. Assist in the preservation of the integrity of any item of environmental heritage identified in the Cumberland Local Environmental Plan 20XX or a Conservation Instrument under the Environmental Planning and Assessment Act 1979 and/or Heritage Act 1977.

O3. Promote sympathetic redevelopment of, or surrounding, a heritage item that complements the style and character of any item of environmental heritage.

The Cumberland DCP has recently been adopted by Cumberland City Council but is not yet in force. Part G2 of the DCP outlines specific development controls for heritage. The objectives address new development of, or surrounding, a heritage item and promotes the restoration and protection of heritage items. Any proposal for the site should seek to undertake repairs and maintenance work to the Hotel in order to conserve its significance.

6.0

DESCRIPTION OF THE PROPOSAL

The proposed development, designed by Integrated Design Group, is detailed in the plans and Statement of Environmental Effects that accompany this application. It includes:

The Keighery Hotel:

- Retention of the Keighery Hotel and restoration of the dilapidated areas such as the first floor interior
- Demolition of the restrained and run down utilitarian wing, the c.2009 outdoor gaming area, associated c.2009 structures including the northern entry and associated car park landscaping
- Minor partial demolition to the Hotel interior with removal of some internal walls to provide an accessible bed and bath, a vestibule for the upper landing, and installation of a lift.
- Construction of new ground floor Hotel facilities including a new open air gaming room and foyer to the rear, male, female and accessible toilets, kitchen, cool room and landscaping.
- Installation of a hydrant booster to the eastern elevation

Proposed Building to rear:

- Excavation to the rear for four levels of basement car parking
- Construction of a 14 to 15 storey mixed use building comprising 96 residential units and ground floor retail tenancies in a walk-through laneway, located behind the Keighery Hotel on the existing carpark site

The aim of the proposal is to provide additional housing and amenities in close proximity to the train line in a densifying suburb of western Sydney, while ensuring the retention and restoration of heritage item, the Keighery Hotel.

The protection of the Hotel and its presentation to both Rawson Street and Station Road was critical in the development of the proposal. The works will include much needed maintenance and repair work to the Hotel, particularly to the first floor level that is currently in a dilapidated condition.

Figure 6.1

A 3D perspective of the proposed development, looking north west along Station Road.

Source: IDG Architects



7.0

ASSESSMENT OF HERITAGE IMPACT

7.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria: the *Auburn Local Environmental Plan (LEP) 2010*, the *Auburn Development Control Plan (DCP) 2010*, the *Draft Cumberland LEP and DCP* and Heritage NSW (in the NSW Department of Premier and Cabinet) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*. This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage.

7.2 OVERVIEW OF THE POTENTIAL HERITAGE IMPACTS

The outcomes of the proposal include retention of the original Keighery hotel and its contributory features and conservation works to the dilapidated areas. This will ensure the long-term sustainable use of the Hotel, thus protecting its social value to the Auburn community. The original L shaped layout and strong corner position are protected, as are associated views.

The primary challenge arising from the proposal is the relationship between the Hotel building and the mixed use building behind, which involves a radical change of height between the two buildings. This however, has to be assessed in the context of the precinct. The increased height controls in the Draft Cumberland LEP suggests that the densification of the Auburn town centre is an urban design strategy by the Council. This is also reflected in the development of medium to high rise buildings surrounding the train station in recent years. This juxtaposition of height is increasingly common, as seen in many growing urban centres.

The siting of the mixed use building behind the Hotel is the most appropriate choice as the carpark has a reduced heritage sensitivity and is set back from the heritage facade. The addition of on-grade retail tenancies forming an activated laneway creates separation between old and new, while providing benefit to Hotel patrons and users of the new building. As identified by Council during the Pre-DA assessment, the proposed building serves as a backdrop to the historic building. The facade has accordingly been simplified to mitigate this impact.

7.3 CONSIDERATION OF THE HERITAGE NSW GUIDELINES

The Heritage NSW (in the NSW Department of Premier and Cabinet) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact', provided below, have been considered in the preparation of our assessment:

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:

- The Keighery Hotel and its contributory features will be retained, including associated views from the public domain.
- The proposal ensures the heritage item's long-term sustainable use as a Hotel with first floor accommodation.
- The dilapidated parts of the Hotel will be restored and conserved.
- The proposed mixed use building will sit behind the Hotel on the resurfaced car park, well set back from the main historic facade of the Hotel, enabling its traditional urban presence and heritage status to remain readily appreciable in the public mind.
- The proposed facade of the mixed use building has been simplified to create a subtle and contemporary back drop that does not compete with the detailing of the heritage facade.
- The activated laneway at street level provides a separation between old and new while advancing this space for public and user benefit.

Minor/Major Partial Demolition

- *Is the demolition essential for the heritage item to function?*
- *Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the detailing of the partial demolition sympathetic to the heritage significance of the item?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

Comment

It is proposed to demolish the restrained and run down utilitarian wing, the c.2009 outdoor gaming area, associated c.2009 structures including the northern entry, and associated car park landscaping as part of this development. Proposed minor partial demolition on the first floor of the Hotel involves removal of some internal walls and floor fabric for an accessible bed and bath, a vestibule and the installation of a lift. Proposed minor partial demolition on the ground floor involves removal of c.2009 internal walls, some earlier rear walls and a new wall opening to accommodate the lift.

Majority of the proposed demolition work affects c.2009 additions and later fabric, thus having little impact on the heritage building.

The demolition of the utilitarian wing is supportable given this part of the building makes little contribution to the overall heritage significance of the site due to it's restrained architecture, internal fit outs for upgraded kitchen facilities, current disuse and resulting poor condition, and its obscured visibility from the public domain. Further, the removal of this wing provides the necessary space for the functional and efficient planning of the residential units, retail spaces and proposed hotel facilities while still maintaining a degree of separation between the old and new.

The demolition on the first floor is considered to be minor in nature and necessary to upgrade the facilities for the continued viable use of the first floor as hotel accommodation. Given the current dilapidated condition of the first floor, the minimal extent of demolition is deemed acceptable and a much better outcome than the introduction of new, incompatible uses.

No important features of the building are to be removed as part of the proposed demolition, such as original exterior and interior features.

Major Additions

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If no, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Is the addition sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

Comment

The following major additions are proposed to the Keighery Hotel building as part of this development:

GROUND FLOOR:

- Construction of a relocated outdoor gaming room, gaming foyer, outdoor seating and gaming bar to the rear of the Hotel
- Construction of a new kitchen to the rear of the Hotel, adjoining the existing dining room
- Installation of a lift adjoining the vestibule
- Enlarged accessible toilet to the vestibule and new hydrant booster to the exterior
- Construction of two sets of female and male toilets, along with an additional accessible WC, new cool room and basement stair

FIRST FLOOR:

- New accessible room and WC, fit out of male and female toilets, staff kitchen and dining room, and kitchenette to the vestibule
- Installation of a lift adjoining the vestibule

The relocated outdoor gaming room and associated facilities are all located to the rear of the Hotel, in a similar location to the existing c.2009 facilities. Internal additions such as the new male and female bathrooms to ground floor are located in places of previous change that comprise later fabric, such as the existing lounge. The proposed kitchen is located in a similar location to the existing utilitarian wing, behind the primary heritage facades. The hydrant booster is discussed further below under fire upgrading.

The additions are necessary to upgrade the Hotel facilities for its ongoing use and to meet code compliance. These facilities will ensure the long-term sustainable use of the Hotel into the future. Where possible, evidence of the former layout will be retained in the form of wall nibs. The external additions will not be visible from the public domain and internal additions will not impact characteristic features. All works have been sited to minimise impact on heritage fabric.

New Development Adjacent to a Heritage Building

- *How is the impact of the new development on the heritage significance of the building to be minimised?*
- *Why is the new development required to be adjacent to a heritage building?*
- *How does the curtilage allowed around the heritage building contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage building? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage building? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage building? How has this been minimised?*
- *Will the public, and users of the building, still be able to view and appreciate its significance?*

Comment

A new 14-15 storey mixed use building with ground floor retail tenancies over basement car parking is proposed behind the Keighery hotel building on the site of the existing carpark as part of this development.

The impact of the significantly taller mixed use building on the Keighery Hotel has been minimised through its siting to the rear of the Hotel on the existing car park site. The Hotel carpark is of little to no heritage significance as it was not incorporated into the Hotel site until after 1943, all twentieth century structures have since been demolished, and the carpark has been resurfaced at least twice. It is recommended that the heritage curtilage be redefined to exclude the Hotel car park for the above reasons. This location allows the proposed building to be set back from the main heritage facade, enabling the Hotel's traditional urban presence and heritage status to remain readily appreciable in the public mind. Further, separation between old and new is achieved through the activated walk-through laneway, providing benefit to Hotel patrons and users of the new building. Additionally, there is scope for the laneway to be extended onto neighbouring properties in future.

The juxtaposition of heights between old and new is an increasingly common characteristic of densifying urban areas and the raised height controls of the Draft Cumberland LEP suggests that the Council has chosen this as an urban design strategy for the Auburn

town centre. In the context of recent mid to high rise development surrounding the train line, the proposed building is a suitable addition to the locality. In the Pre-DA assessment, Cumberland Council raised concerns about the mixed-use facade articulation which serves as a backdrop to the Hotel from Rawson Street. The facade articulation has since been simplified to ensure the backdrop does not compete with the fine detailing of the Hotel.

New Landscape Works and Features

- *How is the impact of the new development on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage buildings?*

Comment

New landscaping has been incorporated into the proposal to enhance the design of the space, provide screening for privacy and for environmental and user benefit. This also replaces the existing c.2009 landscaping around the current outdoor gaming area. There is no significant landscaping on the site and no evidence has been found to suggest that any significant landscaping ever existed on the site. The proposed landscaping is wholly located to the side and rear of the Keighery Hotel and will therefore not impact any significant views to or from the heritage item.

An archaeological assessment has not been made as part of this report. However, the research carried out in the preparation of this report indicates that the archeological potential of the site is low.

Fire upgrading

- *How has the impact of the upgrading on the heritage significance of the item been minimised?*
- *Are any of the existing services of heritage significance? In what way? Are they affected by the new work?*
- *Has the advice of a conservation consultant (eg architect) been sought? Has the consultant's advice been implemented?*
- *Are any known or potential archaeological deposits (underground or under floor) affected by the proposed new services?*

- *Has the advice of a fire consultant been sought to look for options that would have less impact on the heritage item? Will this advice be implemented? How?*

Comment

A hydrant booster is proposed to be located on the eastern hotel facade, between two existing external doors, as part of this development (Figure 7.1).

The location of the hydrant booster has been carefully considered and co-ordinated to minimise any impact on the Keighery Hotel, and is the only part of the proposal that alters the Hotel exterior. The booster was unable to be incorporated into the new building due to the already restricted space and complexities of a large scale development. There is currently a later toilet behind this part of the facade and it is the only part of the exterior that partially lacks tiles (Figure 7.2). It does not impact any external doors, however, the small upper window will be removed for compliance. This will be blocked up with brick, with a small inset to evidence the former window. The metal grille will be reinstated to the exterior. The black tile pattern of the exterior will be emulated and the colour of the enclosure will match the beige tile. Given the remainder of the exterior is entirely unchanged, this small modification for safety and compliance is acceptable in the context of the extensive conservation works proposed.

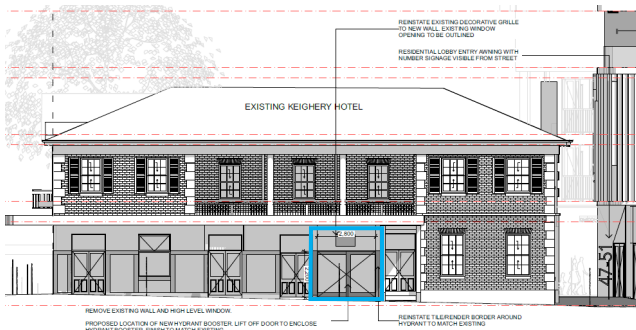


Figure 7.1

Eastern elevation of the Keighery Hotel detailing the proposed hydrant booster between external doors (outlined blue).

Source: IDG Architects



Figure 7.2

Eastern elevation of the Keighery Hotel showing part of the facade untilted. The proposed location of the hydrant booster is outlined blue.

7.4 HERITAGE OBJECTIVES OF THE AUBURN LEP 2010 AND THE DRAFT CUMBERLAND LEP

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- The Keighery Hotel and its contributory features will be retained, including associated views from the public domain.
- The proposal ensures the heritage item's long-term sustainable use as a Hotel with first floor accommodation.
- The dilapidated parts of the Hotel will be restored and conserved.
- The proposed mixed use building will sit behind the Hotel on the resurfaced car park, well set back from the main historic facade of the Hotel, enabling its traditional urban presence and heritage status to remain readily appreciable in the public mind.
- The proposed facade of the mixed use building has been simplified to create a subtle and contemporary back drop that does not compete with the detailing of the heritage facade.
- The activated laneway at street level provides a separation between old and new while advancing this space for public and user benefit.
- The removal of some original fabric is considered acceptable given that original features such as the form and fabric of the front facade, the stairs, and fireplaces are to be retained.
- The impact of removing some internal walls is to be mitigated by the retention of wall nibs where possible to interpret the original layout.
- The proposed development is consistent with the existing form of contemporary mid to high rise development in the Auburn town centre.
- The proposed development responds to the raised height controls in the Draft Cumberland LEP.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Draft Cumberland LEP* and the *Auburn LEP 2010*, which are:

4.3 Height of buildings

- (1) *The objectives of this clause are as follows:*
- (b) *to ensure appropriate height transitions*

between new development and heritage items and buildings in heritage conservation areas or special character areas,

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Auburn,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*

Design Excellence

The Design Excellence provisions in the *Auburn LEP 2010* are outlined in Clause 7.2 and only apply to land in the Carter Street Precinct, thus not applying to the subject site. The Draft Cumberland LEP is proposed to contain provisions for Design Excellence in Part 6: Local Provisions, which will be accompanied by a Design Excellence Map outlining the applicable land.

The proposal was referred to the Design Excellence Panel (DEP) meeting held on 12 November 2020. The Panel supported the proposal in principal but made various design recommendations. The Visual Character recommendations were most relevant to the proposal's relationship with the historic Keighery Hotel. These recommendations have all been adopted in the current proposal.

7.5 HERITAGE GUIDELINES OF THE AUBURN DCP 2010 AND THE DRAFT CUMBERLAND DCP

This section assesses the proposed development against both the *Auburn DCP 2010* and the *Draft Cumberland DCP*, which has recently been adopted by Council but is not yet in force. The proposed development is generally consistent with the guidelines of both DCP's that relate to the development of and adjacent to heritage items.

7.5.1 AUBURN DCP 2010

2.8 HERITAGE

Performance criteria

P1 Development does not adversely affect the heritage significance of heritage items and heritage groups and archaeological sites as well as their settings, distinctive streetscape, landscape and architectural styles.

Development controls

D1 All development adjacent to and/or adjoining a heritage item shall be:

- responsive in terms of the curtilage and design;*
- accompanied by a Heritage Impact Statement; and*
- respectful of the building's heritage significance in terms of the form, massing, roof shapes, pitch, height and setbacks.*

7.5.2 DRAFT CUMBERLAND DCP

PART G2- HERITAGE

2.1 Development requirements for environmental heritage

Objectives

O1. Identify development that is considered minor by Council as it relates to environmental heritage, including heritage items and heritage conservation areas.

O2. Assist in the preservation of the integrity of any item of environmental heritage identified in the Cumberland Local Environmental Plan 20XX or a Conservation Instrument under the Environmental Planning and Assessment Act 1979 and/or Heritage Act 1977.

O3. Promote sympathetic redevelopment of, or surrounding, a heritage item that complements the style and character of any item of environmental heritage.

2.2 Conservation and development works on heritage items

Objectives

O1. Ensure that development does not damage the heritage item or heritage conservation area.

O2. Ensure development reinforces the established

character of the item/conservation area through appropriate built form and design.

O3. Allow heritage items to be adaptively reused with minimal and acceptable changes to building fabric, with a proposal that shall incorporate the use of unobtrusive and well designed signage, lighting and external treatments.

2.4 Specific controls for development in the vicinity of a heritage item

Objectives

O1. Ensure that new development is sympathetic to the identified heritage values.

O2. For new development to be designed to maintain the existing streetscape character and is compatible with its particular heritage themes.

O3. Ensure that new development is carefully sited to avoid causing physical damage to any heritage item or building within a conservation area, as well as ensuring it does not overshadow or affect the curtilage, landscaping, setting, solar access or views associated with any heritage item.

Comment:

The design and planning of the proposed mixed use building has been guided by the significance of the Keighery Hotel and balanced by the nature of surrounding development in Auburn's town centre.

The protection of the Hotel and its presentation to both Rawson Street and Station Road was critical in the development of the proposal. As such, the design team have ensured that the key view points are not obstructed or obscured and that the Hotel's exterior and aesthetic qualities are retained. The internal upgrade and restoration of the dilapidated interiors are also critical for the building's viable long-term use as a Hotel with first floor accommodation.

The exterior of the mixed use building, which forms a backdrop to the Keighery Hotel, has been simplified and now appropriately contrasts the fine detail of the heritage facade. While there is a large height variation, this has to be assessed in the context of the precinct. The redevelopment and densification of Auburn's town centre is a necessary urban design strategy for managing growth, and must be suitably balanced with the environmental heritage in the locality. The proposal has endeavoured to strike a balance between preservation and progress.

8.0

CONCLUSIONS AND RECOMMENDATIONS

8.1 CONCLUSIONS

- The Keighery Hotel is listed as an item of local heritage significance in Schedule 5 of the *Auburn LEP 2010*.
- The site is not in the vicinity of any other heritage item, is not in a Heritage Conservation Area and is not affected by the built heritage provisions of the NSW Heritage Act.
- The Keighery Hotel and its contributory features will be retained, including associated views from the public domain.
- The proposal ensures the heritage item's long-term sustainable use as a Hotel with first floor accommodation.
- The dilapidated parts of the Hotel will be restored and conserved.
- The proposed mixed use building will sit behind the Hotel on the resurfaced car park, well set back from the main historic facade of the Hotel, enabling its traditional urban presence and heritage status to remain readily appreciable in the public mind.
- The proposed facade of the mixed use building has been simplified to create a subtle and contemporary back drop that does not compete with the detailing of the heritage facade.
- The activated laneway at street level provides a separation between old and new while advancing this space for public and user benefit.
- The removal of some original fabric is considered acceptable given that original features such as the form and fabric of the front facade, the stairs, and fireplaces are to be retained.
- The impact of removing some internal walls is to be mitigated by the retention of wall nibs where possible to interpret the original layout.
- The proposed development is consistent with the existing form of contemporary mid to high rise development in the Auburn town centre.
- The proposed development responds to the raised height controls in the Draft Cumberland LEP.
- The proposed new building at 47-52 Rawson Street has been designed to reduce visual dominance, while being in keeping with the urban scale and character of the town centre.
- The proposed development is consistent with the heritage requirements and guidelines of the *Auburn LEP 2010*, the *Auburn DCP 2010* and the *Draft Cumberland LEP and DCP*.
- Should any unexpected relics be disturbed during excavation of the site, they must be managed under the Archaeological provisions of the *NSW Heritage Act*.

8.2 RECOMMENDATIONS

In the context of the precinct and with the ensured restoration of the heritage item, the proposal is supported by GBA Heritage as having an acceptable heritage impact.

We recommend the following:

- The curtilage of the Keighery Hotel's heritage listing should be reduced to exclude the rear car park.
- A photographic archival recording should be undertaken before, during and after construction works.

On the above grounds, we recommend Cumberland Council approve the proposal.

9.0

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