

PROPOSED REDEVELOPMENT

AT

**7-9, 11-13 & 15 RANDLE STREET,
SURRY HILL, NSW**

HERITAGE IMPACT STATEMENT



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Frontispiece: 11-13 Randle Street in 1989

Source: City of Sydney Archives

1.0 INTRODUCTION

1.1 THE BRIEF

The following report has been prepared to accompany a development application for the redevelopment of the existing properties at 7-9, 11-13 (the former RC Henderson Factory) and 15 Randle Street, Surry Hills, NSW. The report has been prepared on behalf of Hanave Pty Limited, the owners of the property.

1.2 BACKGROUND

The current owners are proposing redevelopment of the sites for a hotel that would include the retention and adaptive reuse of the former Henderson factory at 11-13 Randle Street and the demolition of the buildings on the other two sites.

Due to the need to vary some of the planning controls applying to the site, a planning proposals and site specific DCP has been prepared and approved by the City of Sydney. The approval was followed by a design competition for the project and the winning project team have developed the design to DA stage in consultation with the City of Sydney.

The City of Sydney required a Conservation Management Strategy be prepared to allow selected designers to assess the heritage constraints and opportunities at the place. The Strategy was a stand-alone document in the form of a Conservation Management Plan that has been used as a guide to the heritage aspects that may affect development.

The Strategy was not targeted to any particular design outcome (or development option) but was for any development at the site including partial development or an adaptive reuse of each site.

1.3 CONSERVATION MANAGEMENT STRATEGY

A Conservation Management Strategy has been prepared for all three sites:

John Oultram Heritage & Design, *7-9, 11-13 and 15 Randle Street, Surry Hills, NSW, Conservation Management Strategy*, dated April 2016 (CMS)

The development site is linked but contains three distinct buildings. For clarity, the CMS report was divided into sections as follows:

- SECTION 1 Introduction
Heritage Listing and Controls
Methodology for assessment of significance and rankings

These apply to all of the sites.

- SECTION 2 7-9 Randle Street
- SECTION 3 11-13 Randle Street (former Henderson Factory)
- SECTION 4 15 Randle Street
- SECTION 5 Background historical information

Each of the sections contains:

- Particular history in summary
- Physical description
- Discussion and assessment of significance
- Ranking of significance
- Conservation guidelines

1.4 ARCHAEOLOGICAL STUDY

The development has been the subject of a separate archaeological study:

Dominic Steele Consulting Archaeology, *Archaeological Heritage Assessment, Proposed Redevelopment of 7-9, 11-13 and 15 Randle Street, Surry Hills, NSW*, dated August 2019

(AHA)

1.5 THE STUDY AREA

The study area is as follows:

- 7-9 Randle Street Lots 5 & 6 in DP 78903
- 1-13 Randle Street Lot 1 in DP 538913
- 15 Randle Street Lot 1 in DP 74545

at Surry Hills, Parish of Alexandria, County of Cumberland (Figure 1.1).



Figure 1.1 The Study Area

Source: Google Maps & Geo Survey Detail Survey over 7013 Randle Street dated April 2015

1.6 LIMITATIONS AND TERMS

The report only addresses the European significance of the place. The terms *fabric, conservation, maintenance, preservation, restoration, reconstruction, adaptation, compatible use and cultural significance* used in this report are as defined in the Australia ICOMOS Burra Charter.

No further research has been carried out for this report.

1.7 METHODOLOGY

This report was prepared in accordance with the *NSW Heritage Manual* "Statements of Heritage Impact", "Assessing Heritage Significance Guidelines" and the City of Sydney Council guidelines for the preparation of heritage impact statements. The philosophy adopted is that guided by the Australia ICOMOS Burra Charter 2013.

1.8 AUTHORS AND ACKNOWLEDGMENTS

This report, including all diagrams and photographs, was prepared by John Oultram of John Oultram Heritage & Design, unless otherwise noted. John Oultram Heritage & Design was established in 1998 and is on the NSW Heritage Office list of heritage consultants.

2.0 HISTORICAL SUMMARY

The CMS contained a detailed history of the sites that is not repeated here apart from a summary of the history of each site.

2.1 11-13 RANDLE STREET – FORMER RC HENDERSON HAT FACTORY

The historical development is summarised below.

DATE	DEVELOPMENT
1904	Subdivision. The subject site is lots 2, 3 and 4
1908	Sites purchased by William Gulliver, a building contractor who may have used the site for storage
1910	Property purchased by Charles Alfred Henderson
1912	Henderson Ltd hat factory built on the site, a six/seven storey building designed by architect Thomas Pollard Sampson
	A lift was added shortly after construction
1930	Drying loft added to the roof
1954	Henderson Ltd went into liquidation
1958	Property purchased by BB & B Ltd and individual floors leased
1978	Property purchased by Hanave Pty Limited, the current owner

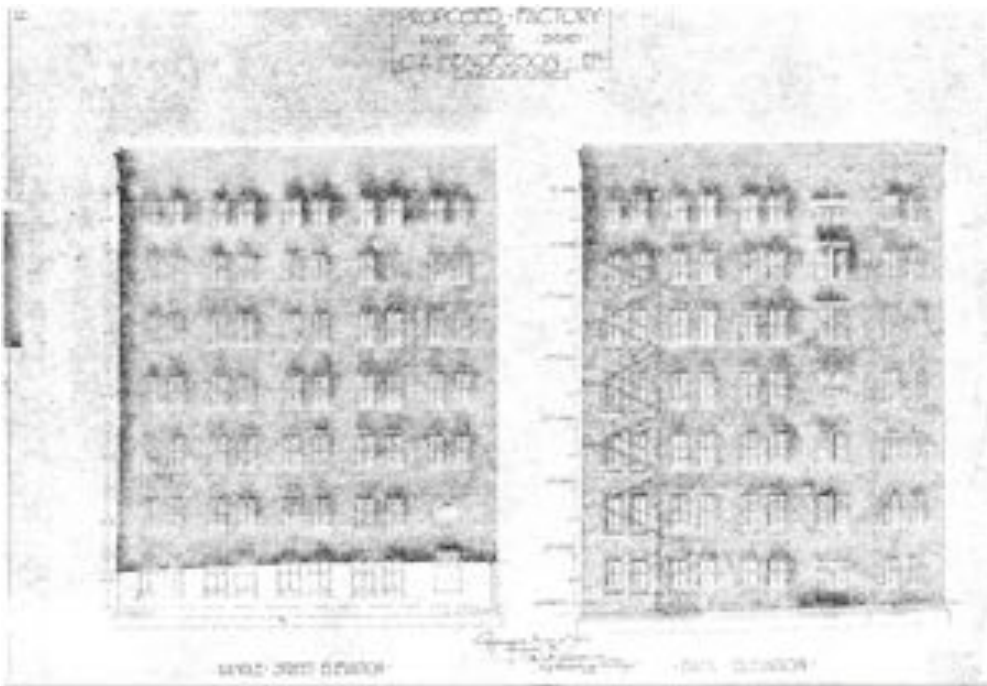


Figure 2.1 Elevations of the factory as designed in 1912 (architect TP Sampson) for RC Henderson's hat factory

Source: Sydney City Archives (BA 374/12)

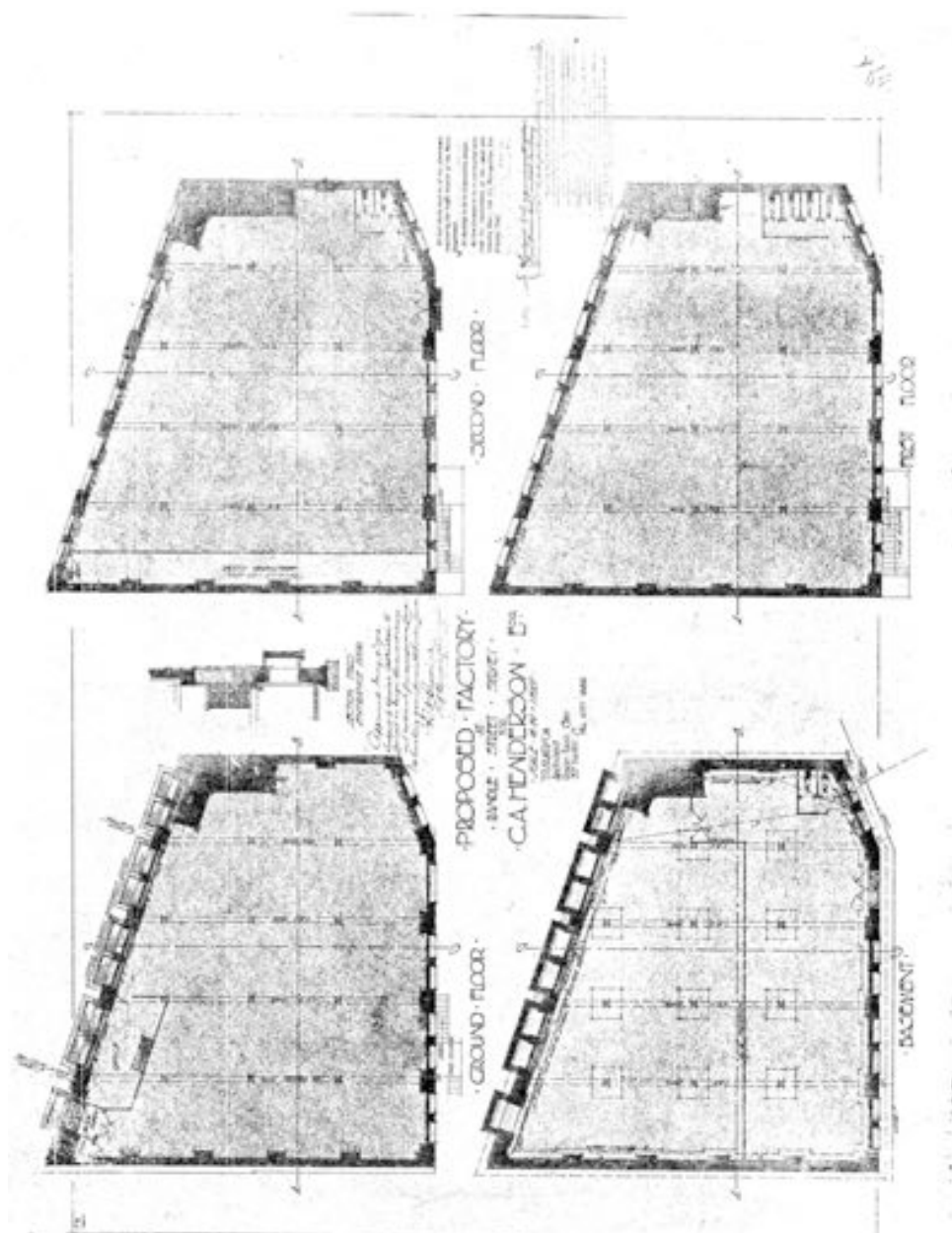


Figure 2.2 Plans of floors basement to second of the factory as designed in 1912 (architect TP Sampson) for RC Henderson's hat factory

Source: Sydney City Archives (BA 374/12)

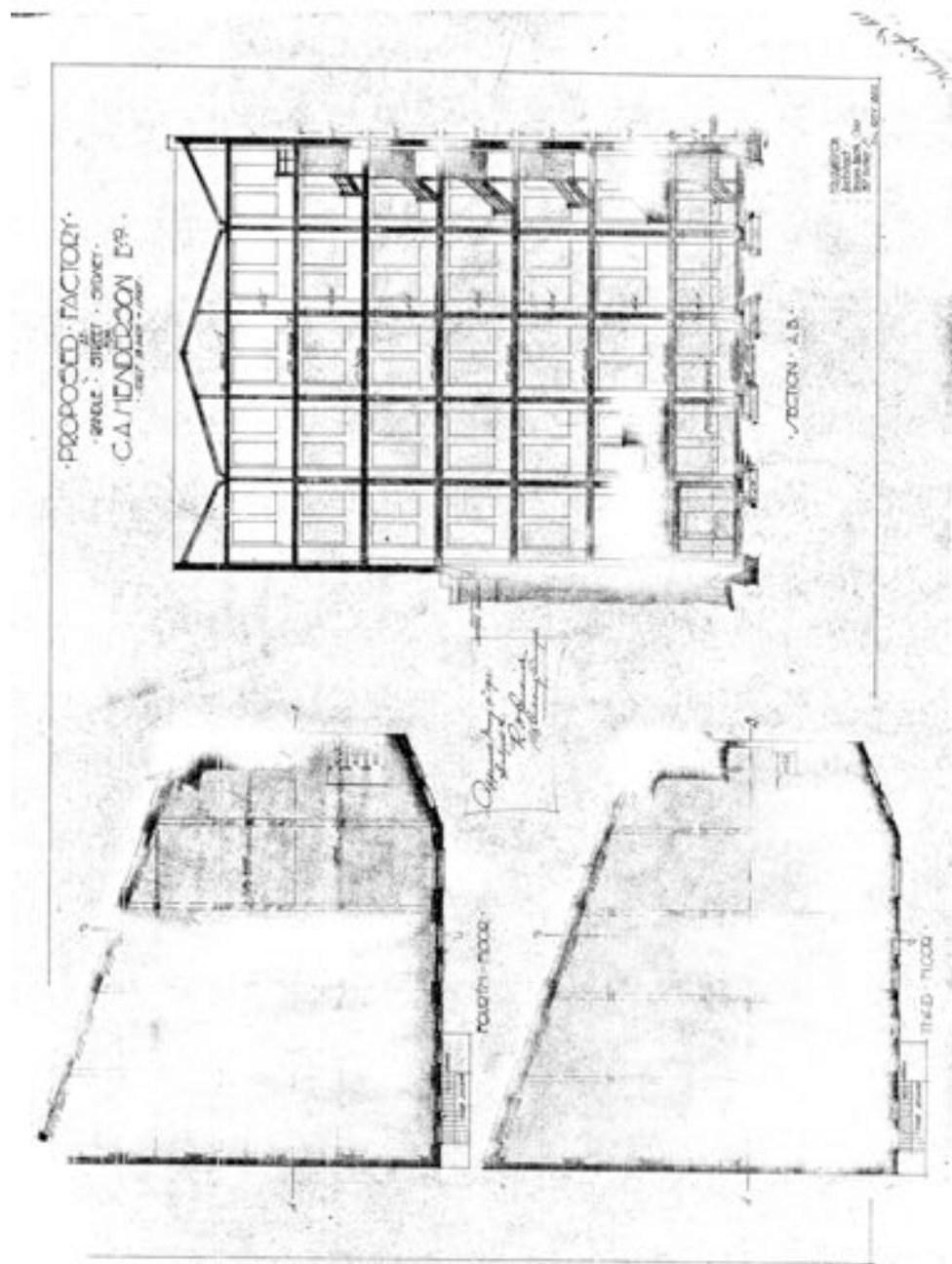


Figure 2.3 Plans of floors third to fourth, and section of the factory as designed in 1912 (architect TP Sampson) for RC Henderson's hat factory

Source: Sydney City Archives (BA 374/12)

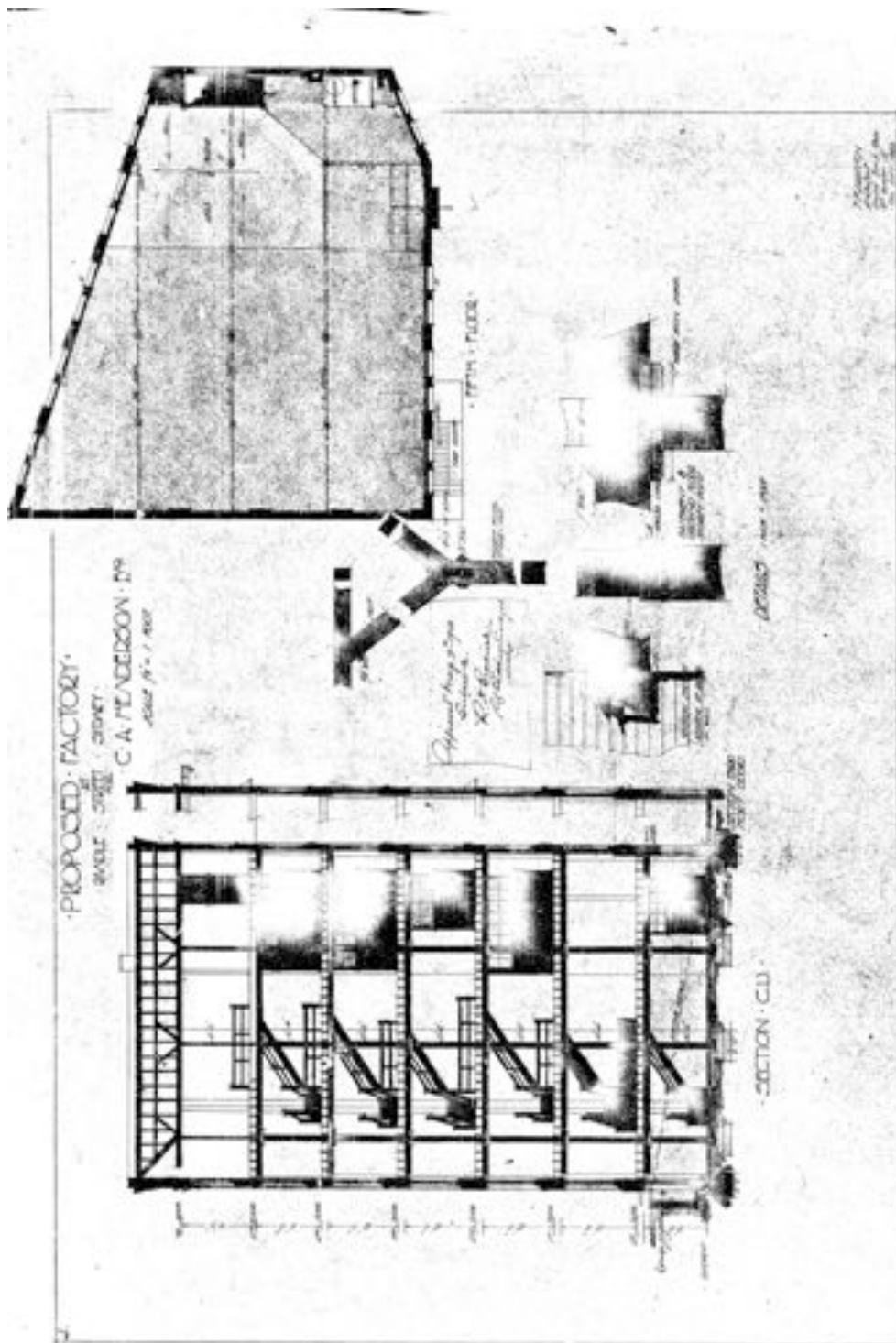


Figure 2.4 Plans of the fifth floor and section of the factory as designed in 1912 (architect TP Sampson) for RC Henderson's hat factory. The top floor housed the boiler room for the steam pressure moulding equipment

Source: Sydney City Archives BA (374/12)

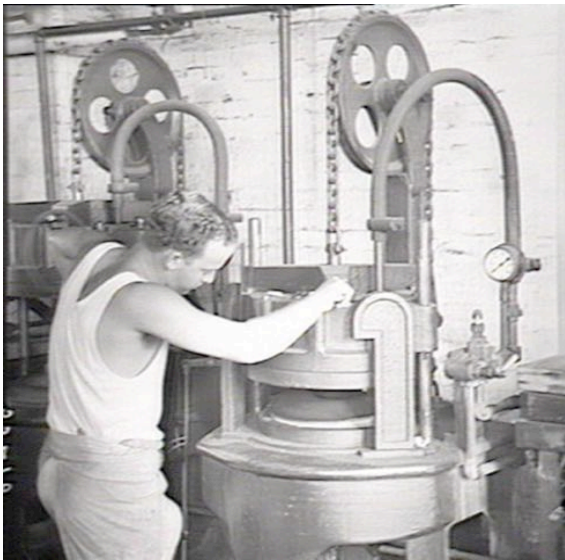


Figure 2.5 Rolling the brim with steam under great pressure



Figure 2.6 The second stage in the sanding of felt hat to remove any irregularity or blemish. March 1949

Source: State Library of New South Wales (Government Printing Office 1 - 46943)



Figure 2.7 Final finishing and trimming a hat, March 1949

Source: State Library of New South Wales (Government Printing Office 1 - 46940)

2.2 7-9 RANDLE STREET

DATE	DEVELOPMENT
1904	Subdivision. The subject site is lots 5 & 6
1907	Sites purchased by the Reverend George Soo Hoo Ten
1908	Three storey factory building fronting Randle Street erected for the Rev. Ten
	Occupied initially by a Chinese cabinetmaker
1920	Property sold to Taylor and Adams Ltd, saddlers
	Single storey addition to the rear to extend to Randle Lane
	The company went into liquidation shortly afterwards and the property changed hands a number of times
1927	Property purchased by Henderson Ltd who had built a hat factory on the adjoining site to the south
	Building damaged by fire in adjacent building
1934	Rear section demolished and replaced by four storey building connected to the main hat factory
1954	Henderson Ltd went into liquidation
1958	Property purchased by BB & B Ltd
1978	Property purchased by Hanave Pty Limited, the current owner

2.3 15 RANDLE STREET

DATE	DEVELOPMENT
1904	Subdivision. The subject site is lot 1
1905	Sites purchased by Herbert Valentine Haynes.
	The site remained vacant under various owners though there was a seven storey building approved in 1914 that was not built
1922	Site purchased by Charles Adolphus de Kantzow
1923	Three storey warehouse constructed on the site and leased to various trades
1925	Building converted to residential chambers
?	Fourth floor added to the building
1944	Property sold to RC Henderson Ltd and the residential use continued
1954	Henderson Ltd went into liquidation
1958	Property purchased by BB & B Ltd and individual floors leased
1965-	Property sold to various owners and the building altered to suit
1973	Building damaged by fire
2005	Property purchased by Rosselli Superfund and two floors added to the building for commercial and residential use
2016	Property sold to Hanave

3.0 PHYSICAL DESCRIPTION

The CMS contained a detailed description of each building on the site but only a summary of the description of the former RC Henderson Hat factory is included below.

3.1 11-13 RANDLE STREET

3.1.1 Generally

11-13 Randle Street is a six/seven storey, Edwardian period building with a basement and has its main elevations to Randle Street and Randle Lane at the rear. It is built tight to its lot boundaries.

3.1.2 Externally

The main façade to Randle Street is in English bond, face brick and is divided into five bays with inset bays with paired windows. The main entrance is to the east with an arched opening with steps up to a modern set of glazed doors. There is a second entrance to the south.

The building has parapet to the street with a brick cornice with a signage band below (signage repeated at the rear). The outer bays and lower two floors have arched openings and sections of the windows to the basement are visible at the ground level with pavement lights in front.

The rear elevation is to a similar detail but in plain brick with a variety of openings with some later infill of former door openings. The line of an external fire stair (now removed) can be seen. The building has a higher section to the southwest corner and there are larger openings to the basement car park.

3.1.3 Internally

3.1.3.1 Generally

The floor plan of the building generally repeats at each level with a large area of open space to the north and a service stair, lobby and lift to the south. The original lift shaft remains but has been replaced with a modern lift to the side. At some levels there are original lavatories to the southwest corner.

There is an original (though partly modified) timber stair to the southeast corner with square, timber newel posts and balusters that are horizontal at the upper levels. There is a later, metal fire stair to the northwest corner with blocked openings to the building to the north.

The building is largely intact at all levels but has modern partitions and some of the original fabric has been removed. The main internal structure is in timber columns and beams with steel headstocks. Many of the original windows have been replaced but some of the original double hung sashes remain though many have been converted to hoppers with metal brackets. The floors are fitted with modern services and sprinklers.

3.1.3.2 Basement

The basement is a low height space with access from Randle Lane with a large opening to the rear lane. The space is partly divided with store and service rooms at the perimeter. The floor is in concrete. Walls are in painted brick. Ceilings are in fibro and battens though in some areas the floor joists and floorboards above are exposed. The original lift can be seen through the lift shaft.

There is a steep, timber stair to the ground floor.

3.1.3.3 Ground Floor

The ground floor is divided as per the common detail and is an open plan office.

Floors are carpeted. Walls are in plastered masonry with moulded timber skirtings. Ceilings are in fibrous plaster divided into bays by the main beams with timber batten and moulded timber cornices.

The stair lobby has a corrugated metal partition lined with plasterboard to the offices. The office has some later plasterboard partitions and wall coverings with a modern kitchen.

3.1.3.4 First to Fourth Floors

The detail to the upper floors is largely similar though the internal divisions (that are later) vary.

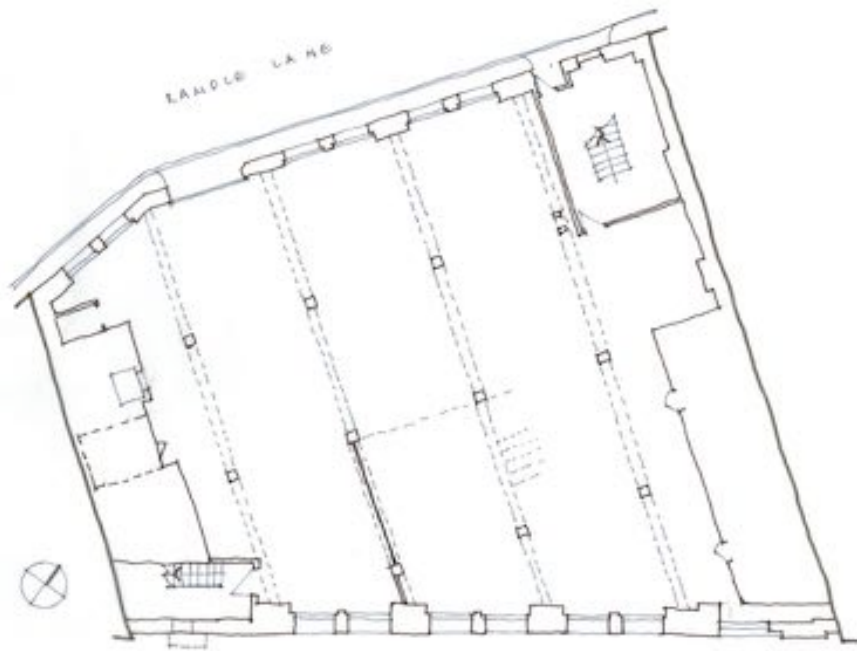
Floors are in painted or polished timber though the first floor is overlaid with masonite. Walls are painted brick. Ceilings are in beaded timber boards with coved, timber cornices.

The original lavatories (some altered) have timber boarded walls with glazed highlights and timber partitions and doors to the cubicles.

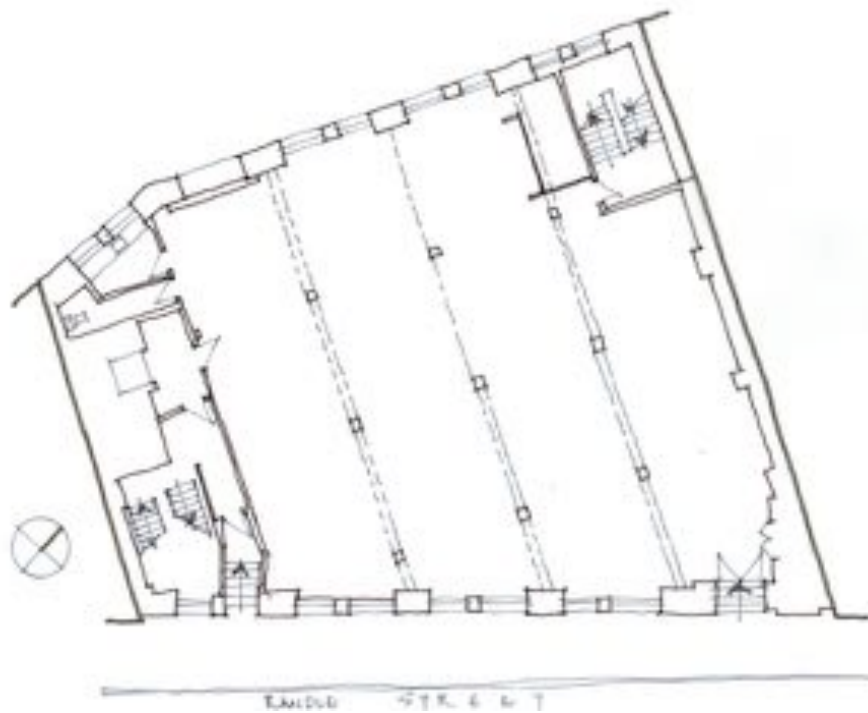
3.1.3.5 Fifth Floor

The detail is largely as the lower floor though the space is divided by a stair to a loft and roof. The ceilings follow the slope of the roof with the rafters supported on expressed timber beams on small section, timber posts.

The corrugated metal roof is divided into five bays of pitched roof sections with higher sections to the south and west.



BASEMENT

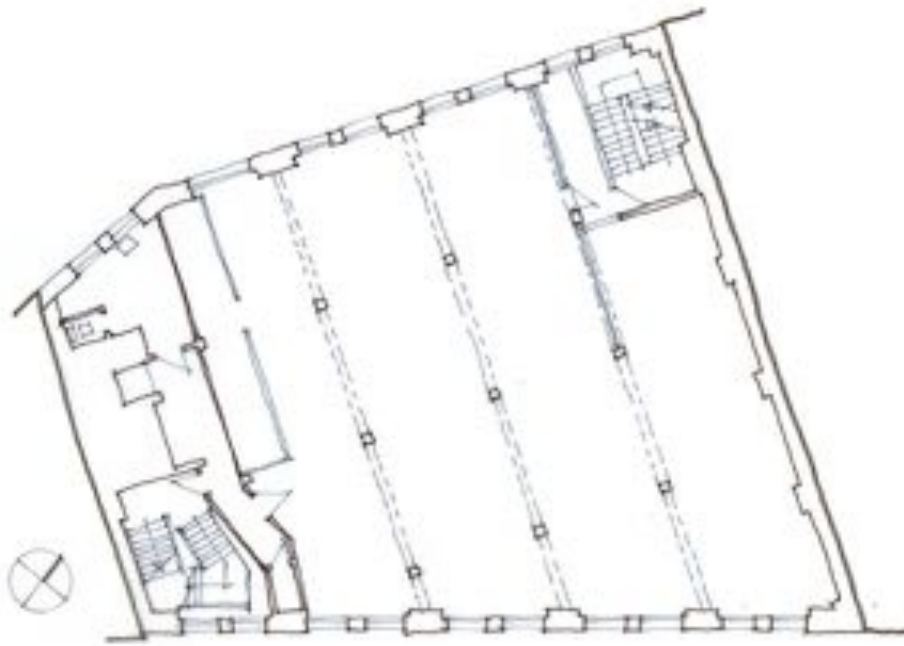


GROUND FLOOR

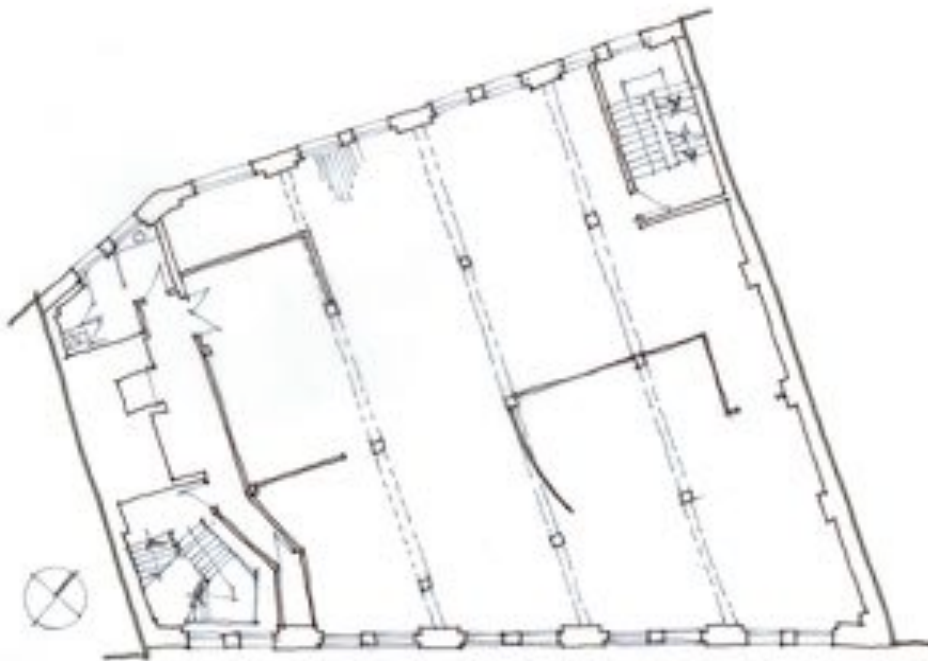
Figure 3.1 11-13 Randle Street, Surry Hills

Plans as existing

April 2016



FIRST FLOOR

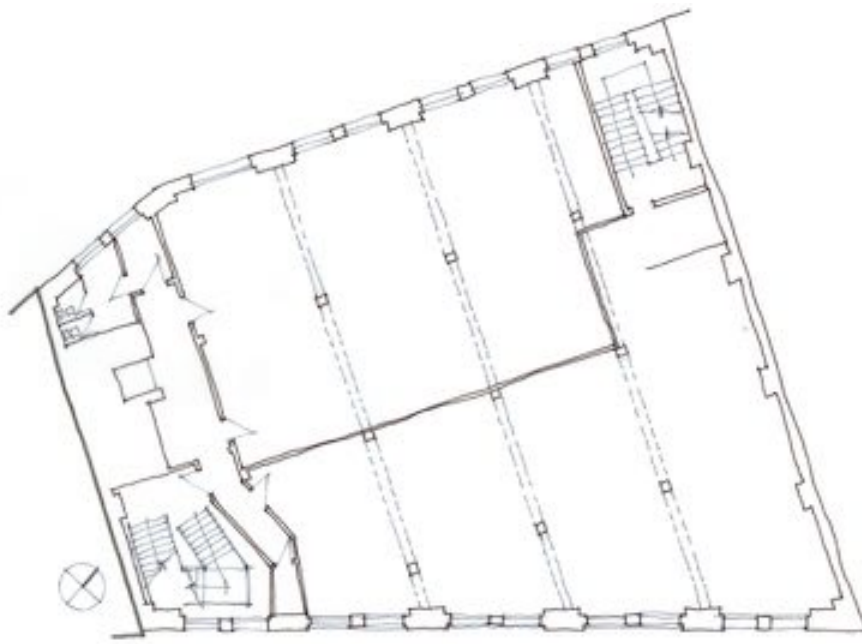


SECOND FLOOR

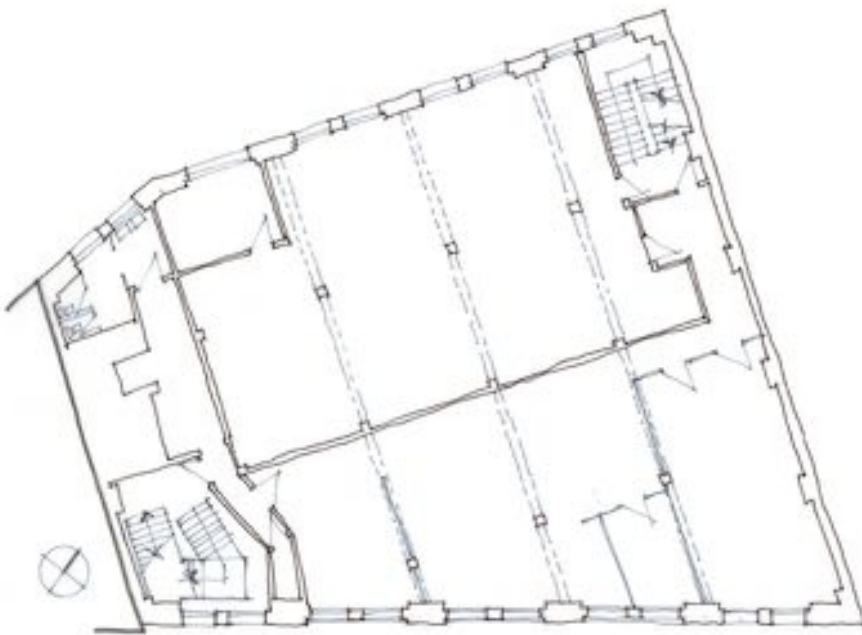
Figure 3.2 11-13 Randle Street, Surry Hills

Plans as existing

April 2016



THIRD FLOOR

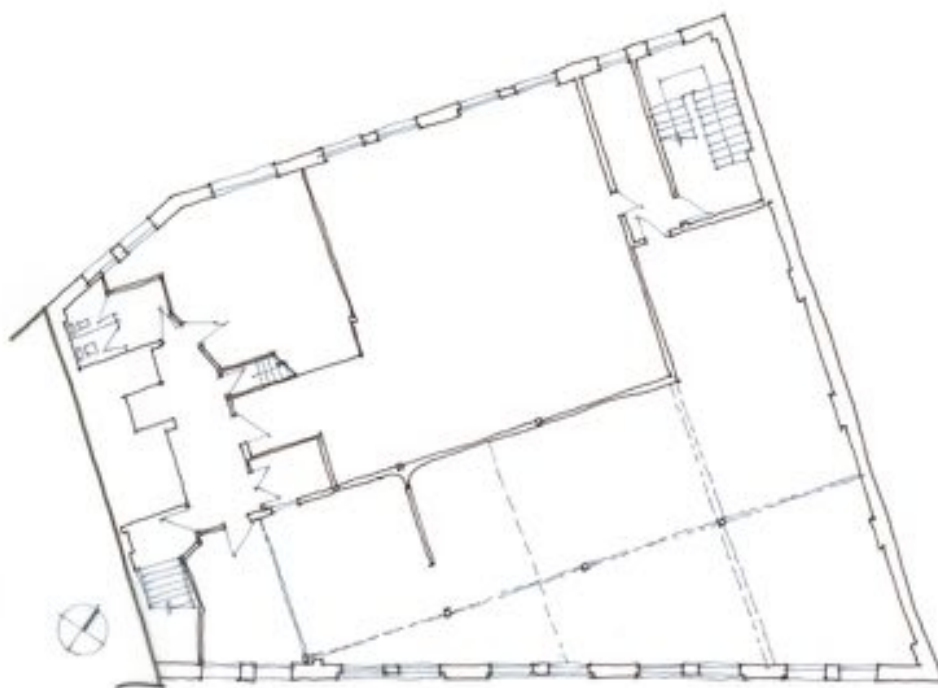


FOURTH FLOOR

Figure 3.3 11-13 Randle Street, Surry Hills

Plans as existing

April 2016



FIFTH FLOOR

Figure 3.4 11-13 Randle Street, Surry Hills

Plan as existing

April 2016

3.2 7-9 RANDLE STREET

7-9 Randle Street is a three storey building in rendered masonry with a parapet to the street. The lower section is tiled. All of the front windows have been replaced. The building is in face brick to the rear with a basement at the lane level.

The building has three levels of accommodation with a timber stair to one side. The central level has a split-level plan suggesting an addition at the rear and there are blocked openings to the Henderson factory.

3.3 15 RANDLE STREET

15 Randle Street is a six storey commercial building with two levels of modern additions over the original four storey, brick building that is set on a triangular site to the corner of Randle Street and Randle Lane.

The building has a chamfered corner with modern, curved balconies and a parapet to the street.

4.0 HERITAGE LISTING & CONTROLS

4.1 STATUTORY HERITAGE CONTROLS

4.1.1 Heritage Division of the NSW Department of Premier and Cabinet

4.1.1.1 State Heritage Register

Under the Heritage Act 1977 (as amended), the Heritage Division of the NSW Department of Premier and Cabinet, administers and maintains the State Heritage Register (SHR), a register of items and places that are considered to have heritage significance at a state level. The subject properties are not listed on the Register.

4.1.1.2 State Heritage Inventory

The Heritage Division also compiles the State Heritage Inventory, a collated database of all places listed on statutory heritage lists, including Local Environmental Plans. Only 11-13 Randle Street (the former RC Henderson Factory) is listed on the Inventory (SHI 5062501). Listing on the Inventory has no statutory implications for development at the place but reflects the listing of the property on the LEP.

4.1.2 Local Authority

4.1.2.1 7-9 & 15 Randle Street

The local authority for the area is the City of Sydney. 7-9 Randle Street and 15 Randle Street are not listed as heritage items in Schedule 5 Part 1 of the *Sydney Local Environmental Plan 2012* (as amended) (SLEP) and are not within a conservation area. The properties are in the vicinity of heritage items at:

REF	ADDRESS	ITEM	RANKING
I824		Central Railway Station Group	State
I1469	2-18 Chalmers Street	Dental Hospital including interiors	Local
I1470	20-28 Chalmers Street	Former Metro Goldwyn Mayer including interior	Local
I1486	8 Cooper Street	Evening Star Hotel facade	Local
I1533	328-344 Elizabeth Street	<i>Hibernian House</i> including interior	Local
I2270	11-13 Randle Street	Former RC Henderson Ltd factory including interiors	Local

The heritage provisions in the SLEP relating to the development in the vicinity of a heritage item would apply

4.1.2.2 11 -13 Randle Street

11-13 Randle Street is listed as heritage items in Schedule 5 Part 1 of the SLEP:

REF	ADDRESS	ITEM	RANKING
I2270	11-13 Randle Street	Former RC Henderson Ltd factory including interiors	Local

The property is in the vicinity of the heritage items noted above.

The heritage provisions in the SLEP relating to the development of a heritage item and in the vicinity of a heritage item would apply

Development at the site may also be the subject of the *Sydney Development Control Plan 2012 (SDCP)* that contains detailed objectives and controls for development of heritage items and warehouses and industrial building over 50 years old.

Development would also need to address the heritage provisions in the site specific DCP shown in Section 6.3.11 of the SDCP.



Figure 4.1 Sydney Local Environmental Plan 2012 – Heritage Map Sheet HER_016

4.1.3 Non Statutory Heritage Listings

4.1.3.1 National Trust

The properties are not classified on the Register of the National Trust of Australia (NSW).

4.1.3.2 Australian Institute of Architects NSW

The properties are not classified on the Australian Institute of Architects (NSW) Register of Significant Buildings in New South Wales.

5.0 ASSESSMENT OF SIGNIFICANCE

The CMS contained an assessment and statement of significance for all of the sites but only the statement for the former RC Henderson factory is noted below.

5.1 11-13 RANDLE STREET

11-13 Randle Street is a good and relatively intact example of a six/seven storey (including basement) factory building that was constructed in 1912 for Henderson Ltd, the well-known hat manufacturer that was established in 1905 by Charles Alfred Henderson and his son, Rolla Crosby Henderson. The site was part of the 1904 land resumptions and clearances by the State Government associated with the construction of the new Central Station. The building was designed by architect Thomas Pollard Sampson and has a well-detailed front elevation.

CMS p. 33

The SHI listing sheet for the property (SHI 5062501) contains an assessment and Statement of Significance:

Built in 1912 for ladies hat manufacturers, R. C. Henderson, this former factory represents the influx of industrial development in Surry Hills during the early decades of the twentieth century, associated with major changes in the suburb including the construction of Central railway station. As R C Henderson's main factory, the building is historically significant for its connection to the Australian production of felt and straw hats, which were sold throughout Australia and exported overseas. Through its original use for millinery from the 1910s-1950s, the building also provides evidence of the formerly widespread textiles and clothing industry in Surry Hills.

The scale of the factory demonstrates the success of this firm and Sydney's millinery industry during the early twentieth century from an era when hats were an important part of women's attire. The cessation of this use for Henderson's in the 1950s demonstrates the retraction of the hat industry, associated with social changes and the emancipation of women during the twentieth century.

The building represents a good example of a multi-storey factory within the inner-city suburbs of the City of Sydney from the Federation period. The building typology markedly differs to the later single-story sawtooth-roofed factories of the inter-war and post war periods located in southern Sydney.

Architecturally, the building demonstrates typical features of the Federation warehouse style including the rectangularity of the facade divided into bays by brick piers, terminated by an entablature and moulded cornice along the parapet wall, heavy masonry construction, vertical emphasis through the three central bays recessed behind the plane of piers at the upper three levels, face brickwork, and ground floor emphasised by projecting bands along the piers and an arched entrance. The regular pattern of vertically-proportioned paired windows with shallow or flat arched lintels, surviving timber double-hung sash windows with delicate central glazing bar and the main entrance accentuated by an arched opening and pronounced keystone are also characteristic of this architectural period. Evidence of the original painted letter signage remains along the entablature. The dichromatic banded brickwork for the recessed central upper bays and framing the entrance are an uncommon example of decorative brickwork for buildings of the Federation warehouse style in Surry Hills.

The building makes an important contribution to the streetscapes of Randle Street and Lane and Elizabeth Street, located in close proximity to Central railway station and the corner of Elizabeth Street. The imposing height of the building for its period of construction, no setback from its two street frontages and irregular building footprint following the non-grid street pattern make the building a distinctive feature in the streetscapes, which is visible from a number of near and distant aspects in the local neighbourhood.

The building may have value to the community of former workers of R.C. Henderson, and to the general community for its connection to the well-known Henderson hats from the 1910s to the 1950s.

The former R.C. Henderson factory forms part of one of the largest known collections of industrial and warehouse buildings of its kind in Australia, which records City of Sydney's past as one of only two historic industrial heartlands in Australia. This collection of buildings provides evidence of Australia's twentieth century transformation through industrialisation when Sydney became one of the largest industrialised cities in the South Pacific.

The former R.C. Henderson factory is of local heritage significance in terms of its historical, association, aesthetic, and representative values.

We would concur with that assessment.

6.0 DEFINING AND RANKING SIGNIFICANT ELEMENTS

6.1 CONSERVATION MANAGEMENT STRATEGY

The CMS contained an assessment and rankings of significant elements of the former RC Henderson hat factory that is the only building to be retained.

6.1.1 Significant Spaces and Fabric

The layouts of the building were largely open with discrete lavatories to the northwest corner. Even the ground floor (that is a little 'grander' in detail) was open plan and the building did not have had a well-detailed lobby or office spaces. The layout of the spaces simply follows the site boundaries and there is no significant planning as such. The open floors have been subdivided with crude, later partitions, lobbies and a fire stair.

The building contains much of its original fabric though its has been altered in many areas. The original lift has been replaced though the shaft and possibly the lift car remain. Many of the original windows have been replaced and there is an infilled opening to the rear where an external fire stair has been removed. The original, timber stair to the south-western corner remains but it is crudely detailed.

The external and internal fabric was ranked as shown in the CMS table shown below with possible suggestions as to treatment.

EXTERNAL	Item	Note
High	External brickwork	Retain largely as is
		New/enlarged openings to basement at rear
	Arched entrance opening to ground floor	Retain largely as is
	Original windows	Retain largely as is unless in poor order or not functional
		Potential removal to form balconies with preference for removing altered windows as opposed to original
Moderate	Pitched roof form to fifth floor	Potential removal of part or whole to allow for new level
Low	Altered openings	Can be further altered
Intrusive	Modern windows	Can be removed
		Reinstatement to the original or early detail may not be possible due to the hopper mechanism
INTERNAL		
High	Timber floors	Retain largely as is
		New openings for service shafts and the like
		New openings for lightwells or architectural features
	Timber structure	Retain largely as is
	Exposed brick walls	Retain if possible with any coverings done in a reversible manner
	Original ceilings (fibrous plaster and timber)	Retain largely as is
		New openings for service shafts and the like
		New openings for lightwells or architectural features

INTERNAL	Item	Note
Low	Original lift	Retain at basement or ground floor
	Original timber stair	Retain at ground floor
		Interpret where removed
	Early lavatories	Can be removed
	Later lift	Can be removed or replaced
Intrusive	Modern windows	Replace
	Later partitions	Can be removed
	Later fire stair	Can be removed

The rankings of spaces and fabric were shown in Section 6.0 of the CMS.

7.0 DEVELOPMENT PROPOSALS

7.1 CURRENT PROPOSALS

The current owners are proposing to redevelop the sites for a high quality hotel. The development includes the demolition and redevelopment of the buildings at 7-9 Randle Street and 15 Randle Street. The former Henderson factory will be retained and adapted to Hotel use with two additional levels at the roof. 7-9 Randle Street and 15 Randle Street will be demolished and replaced with six storey buildings with the roof additions carrying across from the former Henderson factory.

The proposals are shown on the following drawings:

DRAWING LIST- DESIGN DEVELOPMENT	
A 000 GENERAL INFORMATION	
A-000	COVER PAGE
A-001	SITE PLAN
A-002	SITE ANALYSIS
A 010 DEMOLITION PLANS	
A-010	EXCAVATION BASEMENT 2 PLAN
A-011	EXCAVATION BASEMENT 1 PLAN
A-012	DEMOLITION LOWER GROUND FLOOR PLAN
A-013	DEMOLITION GROUND FLOOR PLAN
A-014	DEMOLITION LEVEL 1 PLAN
A-015	DEMOLITION LEVEL 2 PLAN
A-016	DEMOLITION LEVEL 3 PLAN
A-017	DEMOLITION LEVEL 4 PLAN
A-018	DEMOLITION LEVEL 5 PLAN
A-019	DEMOLITION LEVEL 6 PLAN
A 050 DEMOLITION ELEVATIONS	
A-050	RANDLE STREET DEMOLITION ELEVATION
A-051	RANDLE LANE DEMOLITION ELEVATION
A 100 GENERAL ARRANGEMENT PLANS	
A-100	BASEMENT 2 FLOOR PLAN
A-101	BASEMENT 1 FLOOR PLAN
A-102	LOWER GROUND FLOOR PLAN
A-103	GROUND FLOOR PLAN
A-104	LEVEL 1 FLOOR PLAN
A-105	LEVEL 2 FLOOR PLAN
A-106	LEVEL 3 FLOOR PLAN
A-107	LEVEL 4 FLOOR PLAN
A-108	LEVEL 5 FLOOR PLAN
A-109	LEVEL 6 FLOOR PLAN
A-110	LEVEL 7 FLOOR PLAN
A-111	ROOF PLAN
A 200 ELEVATIONS	
A-200	RANDLE STREET ELEVATION
A-201	RANDLE LANE ELEVATION
A 300 SECTIONS	
A-300	CROSS SECTION - HERITAGE BUILDING
A-301	CROSS SECTION - THROUGH-SITE LINK
A-302	LONG SECTION
A 400 PERSPECTIVE IMAGES	
A-400	PERSPECTIVE IMAGES - 1
A-401	PERSPECTIVE IMAGES - 3
A-402	PERSPECTIVE IMAGES - 2
A 500 SHADOW DIAGRAMS	
A-500	SHADOW DIAGRAMS - 21 JUNE PLANS - 1 OF 2
A-501	SHADOW DIAGRAMS - 21 JUNE PLANS - 2 OF 2
A 600 AREA CALCULATIONS	
A-600	GFA DIAGRAMS
A-601	GFA DIAGRAMS
A-602	GFA DIAGRAMS AND TABLE

dated September 2019 and prepared by Tonkin Zulaikha Greer (TZG), architects. The proposal is also accompanied by a Design Statement prepared by the architects and dated September 2019.

The proposal include:

7.2 7-9 RANDLE STREET

- Demolition
- Excavation for two levels of service areas, plant rooms, back of house and lifts
- New, eight storey hotel building with basement
- Loading dock to Randle Lane
- New reception

The works include a cross-site link from Randle Street to Randle Lane. The building is set tight to the site boundaries apart from the upper floors that have setbacks to the east and west. The street and lane facades rise in brick to the height of the lower cornice to the parapet to the former Henderson factory.

The building is in face brick with expressed floor plates and curved brick elements with a regular pattern of full height windows. The upper floors follow the setback of the upper floors above the former Henderson factory with a glazed and panelled facade. The ground floor is glazed to Randle Street and the main hotel entry

7.3 15 RANDLE STREET

- Demolition
- Excavation for two levels of service areas, plant rooms, back of house and lifts
- New eight storey hotel building with basement
- Bar to the ground floor to the street/lane corner

The building is inset to the site boundaries at the ground floor and then steps out at the upper levels apart from the upper floors that have setbacks all round. The building is curved to the corner including the glazing to the ground floor. The street and lane facades rise in brick to the height of the lower cornice to the parapet to the former Henderson factory.

The building is in face brick with expressed floor plates and curved brick elements with a regular pattern of full height windows. The upper floors follow the setback of the upper floors above the former Henderson factory with a glazed and panelled facade. The ground floor is glazed to Randle Street/Randle Lane to the new bar area.

7.4 11-15 RANDLE STREET – FORMER HENDERSON HAT FACTORY

7.4.1 Basement

- Excavation for two levels of service areas, plant rooms, back of house and lifts

The excavation connects to the excavation under 7-9 and 15 Randle Street with the excavation inset from the site boundaries and piled where required.

7.4.2 Hotel Development – 11-13 Randle Street

7.4.2.1 Lower Ground

- Demolition of the fire stair and timber stair
- New openings to the north and south walls
- New/enlarged openings to Randle Lane
- New openings to Randle Street for fire service recesses
- New stair and lifts
- Conversion of the basement to a restaurant
- Removal of the fibro ceilings
- New service areas
- New stairs to 15 Randle Street

7.4.2.2 Ground

- Demolition of the fire stair, timber stair lift and bathrooms
- Demolition of all internal dividing walls
- New openings to the north and south walls
- Conversion of the space to a restaurant
- Part removal of the plaster ceilings

7.4.2.3 Levels 1-5

The plan repeats at levels 1-5 and the level of change is similar at each level.

- Demolition of the fire stair, timber stair lift and bathrooms
- Demolition of all internal dividing walls
- New fire stairs and lift
- New openings to the north and south walls
- Hotel bedrooms off a central corridor

7.4.2.4 Level 6

Level 6 replaces the existing upper level to the building and is set behind the high parapet.

- Demolition of the fire stair, timber stair lift and bathrooms
- Demolition of all internal dividing walls
- Demolition of the existing roof structure, columns and plant rooms
- New openings to the north and south walls
- Hotel bedrooms off a central corridor
- New balconies to the east and west

The rooms are inset from the parapet walls to the east and west with open balconies divided with screens.

7.4.2.5 Level 7

Level 7 is above the current parapet.

- Demolition of the parapet to the south-western corner
- Hotel bedrooms off a central corridor
- Plant rooms

The new floor extends over the adjoining sections of the hotel and is set on the wall line to Level 6.

7.4.2.6 Internal Detail

It is proposed to lay new, concrete floors over the existing timber floors to provide fire and acoustic rating between the floors. This will allow the timber ceilings to be exposed apart from where service downstands are required for air conditioning and the like.

New walls will be offset from the column structure and the columns will remain exposed with headstocks expressed in the hotel corridors. The painted brick to the exterior walls will remain exposed with the paint removed from the brickwork.

The basement timber structure will require temporary removal to allow for piling but this will be reinstated on completion of the new floor structure. A structural methodology has been developed for these works. The lower sections of the columns have been affected by white ant damage and will be replaced with concrete plinths.

New floor openings will only be required for lifts and stairs.

The new openings to the north and south walls are to provide connections to the adjoining hotel elements or allow for room configurations at the junctions of the buildings. The openings will be signalled by nib walls and down stand beams.

7.4.2.7 External Details

The facades are in reasonable order but many of the original windows have been replaced in aluminium. These will be replaced in timber to match the existing. Secondary glazing will be provided inside of the original windows that are retained to improve acoustic performance,

The works involve very limited new openings to the facades primarily at the lower floors to provide visual connections to Randle Lane from the new restaurant. Here the existing openings will be lowered to the floor level. Some of the windows to the lower floors to Randle Lane will be replaced with louvres to allow for air circulation and return.

There are two new openings to Randle Street at the street level of fire services. The main entry door to Randle Street is not DDA compliant and the steps here will be removed to allow for a compliant entry with a new glazed door within the existing arched opening. The existing timber doors will be retained and fixed in the open position signalling the former entry.

8.0 IMPACT OF THE PROPOSED DEVELOPMENT

8.1 PREAMBLE

The proposal has been before the City of Sydney for some time and the planning proposal for changes to the planning controls for the site has been approved and a site specific DCP has been prepared. The design competition was overseen by the City of Sydney and the selected design was generally accepted as an appropriate response to the site conditions including the heritage significance of the former Henderson factory and the two adjoining buildings.

The planning proposal included the addition of two floors to replace the current upper level of the former Henderson factory and this is reflected in the current design.

The following assessment is based on good conservation practice, the heritage controls applying to the site and the conservation policies contained in the CMS.

The most significant building is the former RC Henderson factory at 11-13 Randle Street. The principles of the design are generally accepted and only the changes that have resulted in design development or that will have an appreciable impact are considered in detail.

8.2 CULTURAL SIGNIFICANCE

8.2.1 11-13 Randle Street

The former RC Henderson Building is a robust example of an Edwardian period warehouse/factory. It is of some cultural significance and is to be conserved and adaptively reused.

8.2.2 7-9 Randle Street

The CMS concluded that:

...the building would not meet any of the Heritage Division criteria for identification as a place of local significance.

*...the overall significance of the place is considered to be **LOW** at a **LOCAL** level and we consider that the building has no elements of HIGH to MODERATE SIGNIFICANCE and can be demolished.*

CMS p. 17

8.2.3 15 Randle Street

The CMS concluded that:

*...the building would not meet any of the Heritage Division criteria for identification as a place of local significance. The significance of the place is considered to be **LOW** at a **LOCAL** level.*

...the building is not at a level of significance that would preclude it being demolished.

CMS p. 56

8.3 Use

The buildings have been in commercial use since built and are now used as offices and workshops. The buildings are unlikely to revert to their original purpose as a factory or warehouse as the building is in such an ideal location for other uses.

The buildings could be used as they are for low key office accommodation but their location would likely attract similar development options for residential or higher standard office use. Both may require substantial change.

The site is close to Central Station, the Sydney CBD and the new light rail and is an ideal location for a hotel development.

We consider that the interior spaces of the former Henderson factory are not of such quality that they would preclude a hotel use and there are many examples of such developments in Sydney. The works will allow significant conservation works to the building (particularly to the facades) and allow a public appreciation of the interiors particularly to the lower floors that contains the reception areas and restaurants.

8.4 EXCAVATION AND ARCHAEOLOGY

A separate archaeological assessment has been prepared (AHA) that concluded that:

The site has no Aboriginal archaeological potential

The archaeological potential of the properties at 11-13 Randle Street and 15 Randle Street is very low and no archaeological constraints are apparent to preclude their future development.

The archaeological potential of the 7-9 Randle Street site is also low although an unexcavated section of the property backing onto Randle Lane may contain evidence of previous structures but this is not considered to be a strong probability. In this regard, the CMS (John Oultram Heritage & Design 2016: Policy A1) recommends that the 7-9 Randle Street should be treated as having some archaeological potential and that a suitably qualified archaeologist should monitor future ground-level works for evidence of previous structures.

AHA p. 5

8.5 11-13 RANDLE STREET

8.5.1 Generally

8.5.1.1 Significant Spaces

The building was likely open plan at all levels as there is no evidence of early partitions for offices though the lavatories at the upper level are in part original. The later partitions are generally intrusive.

The proposal includes division of the spaces to the upper levels but the lower ground floor and ground floor will be largely open allowing an appreciation of the original internal volumes and the typical detail that is of a higher order at the ground floor.

8.5.2 Significant Fabric

The building contains much of its original fabric though its has been altered in many areas. The external and internal fabric is ranked as shown in the table below along with level of change also noted.

The rankings are not absolute and are related is the overall significance of the building that we consider is not high. As noted in the CMS, even elements of high significance may be removed or altered if this allows for a sensible, adaptive reuse of the building.

8.5.2.1 CMS Recommendations

The treatment of significant fabric was addressed in the CMS:

EXTERNAL	Item	Note
High	External brickwork	Retain largely as is
		New/enlarged openings to basement at rear
	Arched entrance opening to ground floor	Retain largely as is
	Original windows	Retain largely as is unless in poor order or not functional
		Potential removal to form balconies with preference for removing altered windows as opposed to original
Moderate	Pitched roof form to fifth floor	Potential removal of part or whole to allow for new level
Low	Altered openings	Can be further altered
Intrusive	Modern windows	Can be removed
		Reinstatement to the original or early detail may not be possible due to the hopper mechanism
INTERNAL		
High	Timber floors	Retain largely as is
		New openings for service shafts and the like
		New openings for lightwells or architectural features
	Timber structure	Retain largely as is
	Exposed brick walls	Retain if possible with any coverings done in a reversible manner
	Original ceilings (fibrous plaster and timber)	Retain largely as is
		New openings for service shafts and the like
		New openings for lightwells or architectural features
Low	Original lift	Retain at basement or ground floor
	Original timber stair	Retain at ground floor
		Interpret where removed
	Early lavatories	Can be removed
	Later lift	Can be removed or replaced
Intrusive	Modern windows	Replace
	Later partitions	Can be removed
	Later fire stair	Can be removed

CMS. P. 35

8.5.2.2 Proposed Treatment

The proposed treatment of significant fabric is noted below:

EXTERNAL	Item	Note
High	External brickwork	To be conserved
		New/enlarged openings to basement at rear
		Discrete new openings to Randle Street to allow for fire services
		Discrete openings to the north and south walls to allow connections between the parts and allow sensible room configurations
	Arched opening to ground floor to Randle Street	To be conserved
		The external stairs will be removed to allow for DDA compliant access with a 'trace' of the stair left to signal its original position
	Original windows	To be conserved and repaired
Moderate	Pitched roof form to fifth floor	To be removed
Low	Altered openings	Are to be further altered or the later fenestration replaced
Intrusive	Modern windows	To be removed
		To be replaced with fixed lights to match the existing framing pattern
INTERNAL		
High	Timber floor	To be conserved though covered
		New concrete floors laid over to provide fire protection
		Discrete new openings for service shafts and the like but these are limited
		Where current service shafts are to be removed the floors will be infilled using salvaged materials from the new floor openings
	Timber structure	To be conserved and exposed
		The timber structure will be exposed where possible
	Exposed brick walls	To be conserved and exposed
		Any coverings are to be done in a reversible manner
	Original ceilings (fibrous plaster and timber)	To be conserved and exposed except on the ground floor and basement
		Discrete new openings for service shafts and the like but these are limited
		Where current service shafts are to be removed the ceilings will be infilled using salvaged materials from the new floor openings
Moderate	Original lift	To be removed
		It is not clear if the lift car is extant but could form part of the interpretation of the place
	Original timber stair	To be removed
		To be interpreted by wall markings
Low	Later stair	To be removed
	Early lavatories	To be removed
	Later lift	To be removed
Intrusive	Modern windows	To be replaced to match the original detail
	Later partitions	To be removed

The proposals will maintain a sense of its robust detailing and former use and are generally in line with the CMS. Some of the proposed changes are discussed in more detail below.

8.5.2.3 Enlarged Openings to the Rear Lane

There is very limited change to the elevations apart from at the lower ground floor at Randle Lane where this is justified by the change of use and the activation of the rear lane.



Figure 8.1 Rear elevation to Randle Lane



Figure 8.2 Proposed treatment to Randle Lane

Source: TZG

The works to the ground floor windows involve the removal of the brick spandrels and insertion of steel windows between the existing jambs and head. The loading dock door will be partly infilled and the door replaced with glazing. The second loading dock door will be replaced with a display window.

Non-original windows above will be replaced to the common, original detail with selected windows replaced with louvres for air make up. The rear façade is very robust and the changes are sensibly considered and carefully controlled to limit the extent of change while conserving the majority of the elevation above.

8.5.2.4 Arched Opening to Randle Street

The main entry to the building was to Randle Street and this remains though the majority of the building is accessed from a later door to the south.



Figure 8.3 Main entry door

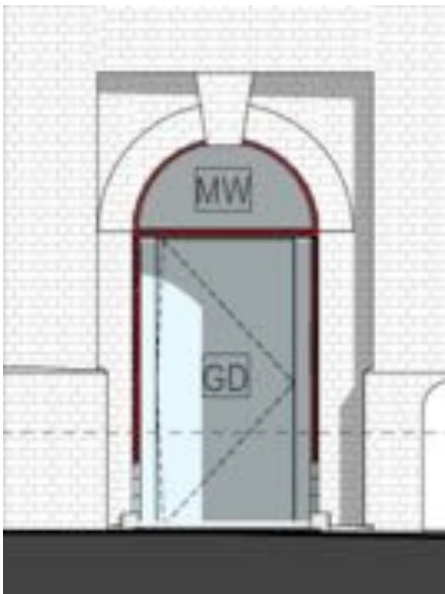


Figure 8.4 Proposed treatment

Source: TZG

The entry is not DDA compliant and the steps will be removed and the floor lowered internally to allow for this. The doors frame and fanlight will be retained with the timber doors pinned in the open position. The proposal is a good response to the thorny issue of disabled access.

8.5.2.5 New Fire Booster Opening

New openings are required for fire booster assemblies that are required to be set at the footpath. The openings are to the altered section of the ground floor facade to Randle Street where the later opening has been inserted.



Figure 8.5 Later opening to Randle Street



Figure 8.6 Proposed treatment

Source: TZG

The later door opening will be partly infilled and the original window reinstated. The building has openings to the basement and the proposal repeats this but does not match the arches to signal that the changes are modern.

8.5.2.6 Timber Structure



Figure 8.7 Basement structure



Figure 8.8 Typical beam and column structure

The timber structure will be retained and exposed in both common areas and the hotel rooms with new walls offset to allow for this. The headstocks and beams will be exposed in the common areas and corridors. The structure will be particularly apparent in the lower ground floor and ground floor where there are large, open areas to the restaurants.

8.5.2.7 Timber Floors

The timber floors will be retained throughout but covered by a new concrete slab to allow for fire and acoustic rating of each floor. There are limited options for fire rating that can either be done below the ceiling or above the floor.

Fire rated ceilings would be far more complex due to the nature of the structure and all of the current timber ceilings would be covered. The proposal to fire rate the floors allows concrete to be placed on the timber floors over a separating layer ensuring that the floors are retained even if covered. The timber beams and columns and timber ceilings can then be left exposed.

The adjustment in internal levels will only marginally affect cill heights and there are no skirtings as such.

8.5.2.8 Timber Stair



Figure 8.9 Timber stair

The timber stair to the southwest corner of the building is original but will be removed. It is poor condition and would not comply with the BCA if retained for access. The stair has been flagged on the SHI listing sheet as being of some significance and consideration could be given to some interpretation of this by retaining a section or pattern on the walls. However, we consider this is not an element of any quality and support its removal.

8.5.2.9 Ceilings

The timber ceilings will be retained in the upper floors apart from where new services are proposed. Where possible the ceilings will be exposed. Where timber linings are removed these will be salvaged for repairs and use in linings elsewhere.

The ceilings to the basement restaurant will be removed to provide for a robust internal detail but the ceilings here are relatively crude, fibro linings and the floor structure is already exposed in some areas.

The fibrous plaster ceilings to the ground floor are to be largely removed. These are original and were likely to a more 'sophisticated' detail to reflect the use of this space as offices. The owners would like a more robust treatment to the restaurant with the ceiling structure exposed. One section of the original ceilings is to be retained but consideration could be given to greater retention here to ensure that the original detail remains readable over a fair portion of the space.

8.5.2.10 Lift

The original lift shaft remains but it is not clear if the lift car is extant or in any sort of condition. The lift is to be removed and its interpretation may depend on the extent of any remains. This can be confirmed on opening up and any interpretation developed accordingly.

8.5.3 Additional Levels

The roof structure has a distinctive form but cannot be seen from the street and does not have high quality trusses or joinery that may trigger its retention. The two, new levels are partly hidden behind the high parapet and will read as only one level that is reasonable for a building in this location. There are many examples of where this has been done successfully in the City and the new addition is inset from the parapets. The lower elevations are very robust and can easily carry the addition visually.

8.6 7-9 RANDLE STREET

The design is a very well-mannered addition that matches the height of the main building and is in appropriate materials but in a contemporary style that has well detailed elevations in brick to reflect the materiality of the former Henderson factory. The infill is higher than the former factory but the brick elevation to the street is lower than the height of the main parapet to ensure that the former factory remains the dominant element in the streetscape.

The building has slight insets at the junction to the former Henderson factory to allow the corners of the building to be read.

8.7 15 RANDLE STREET

The same comments would apply to the design of the corner building that follows the site boundaries with a curved façade to the corner with a glazed elevation to the lower floors to provide a lightness and drama to the design and allow views into the building.

The building has slight insets at the junction to the former Henderson factory to allow the corners of the building to be read.

9.0 STATUTORY HERITAGE PROVISIONS

9.1 SYDNEY LOCAL ENVIRONMENTAL PLAN 2012 (LEP)

9.1.1 Impact on the Heritage item

The former Henderson factory is listed as a heritage item in the SLEP and the heritage provisions in Clause 5.10 would apply:

(2 Requirement for consent

Development consent is required for any of the following—

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance)—

(i) a heritage item,

(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,

(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,

The listing sheet for the building (SHI 5062501) contains management guidelines for the treatment of the place that were prepared prior to the approval of the planning proposal and site specific DCP. The guidelines are addressed below.

Management Guideline	Comment
<i>The building should be retained and conserved</i>	Complies
<i>A Heritage Assessment and Heritage Impact Statement should be prepared for the building prior to any major works being undertaken</i>	This report and the CMS
<i>All conservation, adaptive reuse and future development should be undertaken in accordance with the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter</i>	Complies
<i>Archival photographic recording, in accordance with Heritage Council guidelines, should be undertaken before major changes</i>	This can be a condition of any development consent
<i>Maintain the original face brickwork, timber windows, arched entrance, pattern of openings, moulded entablature, remnant painted signage, timber staircase and other original architectural detailing</i>	Complies. The removal of the timber stair is discussed in Section 8.5.2.8 above
<i>Do not paint, render or seal face brick walls</i>	The external brickwork will remain unpainted
<i>Remove paint to previously unpainted face bricks</i>	Not required
<i>Consider opportunities to reinstate lost timber windows as part of future redevelopments.</i>	All later windows will be relaced in timber to match the common, original detail

	<i>Management Guideline</i>	<i>Comment</i>
	<i>Consider new uses for the building that will re-use and expose its industrial features to retain its former industrial character as an integral part of the new use</i>	The use has been accepted in the approved planning proposal
	<i>Alterations for a new use, including changes for compliance with Australian building standards, should allow the essential form of the building to remain readily identifiable</i>	Complies

We consider that the development proposal complies with the management recommendations.

9.1.2 Impact on Heritage Items in the Vicinity

(5) Heritage assessment

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

- (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 subject site is in the vicinity of a number of heritage items but only the following items are likely to be impacted by the works as the proposal replaces current buildings on the sites to be redeveloped and the additional floor level is less than one storey above the current roof.

9.1.2.1 20-28 Chalmers Street - Former *Metro Goldwyn Mayer* including interior

To the west of the subject site across Randle Lane was the former Metro Goldwyn Mayer, a four storey, Inter War building in a mild Spanish Mission style that was built in 1933. The building was built as offices for the well-known American film studio to the design of Robertson and Marks, architects.



Figure 9.1 Metro Goldwyn Mayer rear elevation to Randle Lane

The building has recently been demolished as part of the Metro upgrade of the Chatswood to Sydenham rail line.

9.1.2.2 8 Cooper Street- Evening Star Hotel Façade

To the east of the subject site across Randle Street is the Evening Star Hotel, a two storey Edwardian period hotel in the Victorian Free Classical style. The Hotel was built in 1903 but the architect has not been identified.



Figure 9.2 The Evening Star Hotel

The listing sheet for the item (SHI 2424338) contains a statement of significance:

The Evening Star hotel is situated at the southern end of Elizabeth Street south of Central Railway. The building, located on a prominent corner site, contributes strongly to the character of the immediate area. The Evening Star Hotel is one of several hotel buildings in the style within the city, including the Napoleon, the Sir John Young, the Australian Hotels in Cumberland and Gloucester Streets, the Fosters, the Captain Cook and the Observer, the Palisade and the Read Raters Hotel. Due to the external detailing, the Evening Star has more aesthetic significance than the Dumbarton, the Australian, the Observer, and equal significance with the Hotel Sweeney's, but is less significant than Sir John Young, Moreton's and the Palisade Hotels. The Evening Star has significance marking the termination of the continuous retail streetscape at the southern end of the city. It reflects the growth at the southern end of the CBD associated with the development following the construction of Central Railway. The building has historic significance for a long and continuing tradition with the hotel trade, the present building replacing a hotel of the same name on the site dating from 1882. It is also significant as an example of the evolutionary processes of a corner hotel on the fringes of the city.

The hotel has well-detailed and quiet exuberant elevations and is flanked by a ten storey building to the north and east. The Hotel is opposite the site at 15 Randle Street where there is an increase in scale at the street frontage with the upper floors set well back from the street façade. The proposal will not be out of scale to the surrounding area that rises in scale from Chalmers Street to the east.

There is no historical connection between the subject site and the item. The new building provides the setting to the item by proximity alone and the change of scale is not such that it will overwhelm the item.

We consider that the proposal will not impact on the setting or significance of the item.

9.2 SYDNEY DEVELOPMENT CONTROL PLAN 2012 (DCP)

Section 3.9 Heritage DCP contains general objectives and controls for the development of heritage items and in conservation areas and Section 4 – Development Types contains detailed controls for building elements.

9.2.1 Sydney Development Control Plan 2012 (DCP)

9.2.1.1 Heritage Items

	<i>Objective/Control</i>	<i>Comment</i>
3.9.5	<i>Heritage Items</i>	
(1)	<i>Development affecting a heritage item is to:</i>	
(a)	<i>minimise the extent of change to significant fabric, elements or spaces;</i>	Significant fabric is largely maintained though covered in part and the open plan areas are retained at the lower ground and ground floors
(b)	<i>use traditional techniques and materials where possible unless techniques and materials can offer substantial conservation benefits</i>	The internal works will be to a contemporary detail though the works include the extensive reinstatement of the original window detail
(c)	<i>enable the interpretation of each of the significant values of the item through the treatment of the item's fabric, spaces and setting;</i>	The works include exposure of the timber structure, wall and ceiling linings and open spaces to the ground and lower ground floors
		The external walls will be retained largely as is apart from some minor changes to openings and the works include the extensive reinstatement of original windows
(d)	<i>provide a use compatible with its significance and which with any changes proposed, including any BCA upgrade or the introduction of services will have minimal impact on significant fabric, elements or spaces;</i>	The proposed use is compatible
		The covering of floors with new concrete is a sensible option that will allow exposure of other elements
(e)	<i>the provision of on-site interpretation, or a combination of each of these measures</i>	This usually involves signage or plaques detailing the history of the building and in this instance could include the building name. An Artwork Strategy will include site interpretation
(f)	<i>Not reduce or obscure the heritage significance of the item; and</i>	Complies
(g)	<i>be reversible where necessary so new work can be removed with minimal damage, or impact to significant building fabric.</i>	This is not practical in this instance and would not be insisted upon
(h)	<i>be consistent with an appropriate Heritage Conservation Management Plan, Conservation Management Strategy, or policy guidelines contained in the Heritage Inventory Assessment report for the item;</i>	Complies. See Section 9.1.1 above and below
(i)	<i>ensure that any changes to the original/significant room configuration is evident and can be interpreted; and</i>	An open arrangement will be retained in public spaces to the ground and lower ground floors
(j)	<i>respect the pattern, style, dimensions or original windows and doors</i>	The works include the extensive reinstatement of the original windows

	<i>Objective/Control</i>	<i>Comment</i>
(2)	<i>Development should enhance the heritage item by removing unsympathetic alterations and additions and reinstating missing details, building and landscape elements, where physical or documentary evidence is available.</i>	Later partitions and other elements will be removed
(3)	<i>Alterations and additions to buildings and structures and new development of sites in the vicinity of a heritage item are to be designed to respect and complement the heritage item in terms of the:</i>	See Section 9.1.2 above
(4)	<i>Development in the vicinity of a heritage item is to minimise the impact on the setting of the item by:</i>	See Section 9.1.2 above

9.2.1.2 Significant Architectural Building Types

Controls for significant building types are contained in section 3.10 of the SDCP.

	<i>Objective/Control</i>	<i>Comment</i>
3.10	<i>Warehouses and Industrial Buildings older than 50 years</i>	
(1)	<i>Alterations and additions are to be supported by a report, prepared by a suitably qualified and practising engineer, certifying that the works will not jeopardise the structural integrity of the building.</i>	See Engineer's report
(2)	<i>Alterations and additions are to maintain significant fabric and building elements.</i>	Complies: Significant fabric is largely maintained though covered in part and open plan areas are retained at the lower ground and ground floors
(3)	<i>A proposed change of use must not compromise the significant fabric and building elements.</i>	Complies: The change of use will result in very limited change to significant fabric
(4)	<i>A proposed increase in floor space outside the existing building envelope is not permitted where it would compromise the significant fabric and building elements.</i>	The additional floors have been the subject of an approved planning proposal
(5)	<i>The provision of car parking within the existing building is not an acceptable justification for creating additional storeys above the height of the existing roof.</i>	No on site parking proposed
(6)	<i>Where scope exists for a roof addition, it is to be complementary to, rather than dominate the original building; be simple in form; and able to be distinguished as new work.</i>	Complies. The roof additions are set well back from the street and lane parapets
(7)	<i>Additional storeys or roof additions must not result in the removal of the original roof structure where that roof is an essential component of the original building form.</i>	The roof structure is not significant
(8)	<i>Alterations and additions are to:</i>	
(a)	<i>retain the essential geometric form of the existing building when viewed from the public domain; and</i>	Complies
(b)	<i>complement the materials and articulation of existing facade elevations, including distinguishing features that occur at regular intervals.</i>	Complies

	Objective/Control	Comment
(9)	The original or significant pattern of windows and openings is to be retained.	Complies and is reinforced by the reinstatement of original windows
(10)	All original window frames, sashes and lights are to be retained on prominent elevations and on secondary elevations where considered critical to the significance of the building.	Complies
(11)	Work to the facade is to:	
(a)	retain original and significant elements and finishes including catheads, hoists and face brick detailing;	Complies
(b)	reinstate or restore missing original elements;	The later opening to the Randle Street façade will be removed and the original window reinstated
(c)	remove detracting elements;	See above
(d)	minimise new elements; and	Complies. The alteration of original openings is very limited
(e)	not obscure original elements.	Complies
(12)	Street level doors, gates or grilles should, where possible be set back a minimum of 200mm from the external face of the building, if not, detailed in a manner that makes them recessive.	Complies
(13)	External awnings, hoods and other overhanging devices are not to be attached to the building facades where they detract from the overall building form.	N/A
(14)	Face brick and sandstone must not be rendered, painted or otherwise coated.	Complies
(15)	Existing floor levels are to be maintained. Mezzanine or loft areas may be acceptable where they have minimal heritage impact, including on any significant structure and significant views into the interior.	Complies apart from addition of fire and acoustic rated coverings
(16)	Any internal subdivision and change to the layout of floor areas such as the creation new units, is to respect the existing pattern of windows and openings and have minimal heritage impact including on significant structure and views into the interior.	Complies. The original structure is retained and exposed and the major spaces at the lower ground and ground floors will remain and be open to the public
(17)	Significant original elements, fabric and features that are characteristic of the former use of the building are to be:	
(a)	retained;	Complies
(b)	generally not obscured by new elements; and	Largely complies apart from the timber floors
(c)	where retained, be adapted to meet contemporary needs or safety standards, alterations must be reversible and minimal, where possible.	Largely complies though unlikely to be reversed
(18)	Active street frontages in the form of a retail or studio space are encouraged to help screen visible car park levels and ventilation openings. Detracting blank street walls are to be avoided at street level.	Complies. The works include activation of the rear lane facades

	Objective/Control	Comment
(19)	Active frontages are to be integrated into the existing fabric to ensure that entrances and display windows do not alter the regularity of facade elements or compromise the external appearance.	Complies
(20)	Where existing or amalgamated sites contain significant buildings of a different character, form, size and finish which reflect former uses, this difference is to be retained.	N/A. The other sections of the site are to be demolished
(21)	Existing painted signs that relate to the history of the building, or to the surrounding area are to be retained and kept visible where possible.	Complies
(22)	Development proposals that relate to warehouse and industrial buildings with courtyards are to:	N/A

9.2.2 Site Specific DCP

The heritage provisions in the site specific DCP are shown in Section 6.3.11.4 of the SDCP.

	Objective/Control	Comment
6.3.11.4	<i>Heritage and urban design</i>	
(1)	Development of the site must maintain the structural and architectural integrity of the heritage item at 11-13 Randle Street.	Complies – see structural engineer's report
(2)	New uses and works to the heritage item shall maximise retention and exposure of historic building fabric and spaces, internally and externally.	Complies
(3)	Development of the site shall include conservation works to the heritage item, such as reinstatement of original features including the Randle Street timber windows, laneway basement windows, face brickwork finishes, and removal of detracting alterations.	Complies
(4)	For the heritage item, investigate and adopt alternative solutions to the Building Code of Australia performance requirements, with the aim of retaining and exposing the existing timber beams and columns and other historic features.	Complies. The timber structure will be exposed where possible
(5)	Locate building services for new uses, such as loading, plant rooms, fire egress and lifts, in the infill buildings at 5-7 Randle Street and 15 Randle Street, where possible, to minimise impacts on the heritage item.	Complies
(6)	Vertical additions to the heritage item and adjacent infill development shall be compatible with the heritage item, maintain the prominence of the heritage item in the streetscapes, and maintain the heritage item parapet walls on street frontages without alteration.	Complies
(7)	New development adjacent to the heritage item shall include a deep vertical recess on street frontages at the junction with the existing heritage item walls for the full height of the wall.	Complies

	<i>Objective/Control</i>	<i>Comment</i>
(8)	<i>The setback top two levels shall be designed to present as a discrete, light-weight rooftop addition with articulated northern side wall, to minimise the visual bulk of additions and rooftop services, enclosure of the heritage item, and presentation of a blank side wall to the public domain.</i>	Complies
(9)	<i>The heritage provisions in sections 3.9 and 3.10 shall apply for proposed works to the heritage item.</i>	Complies (see Section 9.2 above)

We consider that the proposal meets the objectives and controls of the SDCP.

10.0 CONSERVATION MANAGEMENT STRATEGY (CMS)

10.1 CONSERVATION GUIDELINES

Section 3.6.2 of the CMS contains conservation guidelines for the former Henderson factory that are addressed below. Compliance notes are shown in blue.

10.1.1 Archaeology

The archaeological potential of the site is low due the level of subsequent development.

Policy A2 *Treat the place as having some archaeological potential. Monitor all excavations for evidence of previous structures and configurations and allow the assessment of any finds by a suitably qualified archaeologist*

See AHA.

10.1.2 Guidelines for the Use of the Place

The place was used as a factory from 1912 till 1954. Reversion to a factory is unlikely though there continue to be warehouses in the area used for the rag trade and this use would maintain this aspect of its significance. However, it is now used for offices and studios and could continue as such. There may be alternative uses that are suitable in heritage terms provided that the use maintains and conserves the significant elements of the place.

Any use should seek to maintain some sense of the original layout (though not to all floors) and any new divisions should not require the alteration of the façade to Randle Street.

Historic Use

Policy A3 *Allow the use of the place for its historic use as a warehouse/factory*

Policy A4 *Allow the use of the place for current historic use as a offices studios*

The building is to be adaptively reused as a hotel.

Compatible Use

Policy A5 *Allow for compatible use that maintains the cultural significance of the place with sympathetic change to significant fabric:*

- *Educational Use (college, school, childcare centre)*
- *Hotel, serviced apartments*
- *Residential apartments*
- *Café/Restaurants (lower floors)*

Complies.

10.1.3 Management of Use

Policy A6 Manage the use of the place to maintain the cultural significance of the place and allow its interpretation as noted in section 3.6.15

Capable of compliance. The hotel is to be under a single ownership allowing ease of implementation of the policy.

10.1.4 Incompatible Use

Policy A7 Restrict incompatible uses that diminish the cultural significance of the site or require the removal or substantial alterations of significant external fabric and elements

The proposed use is a compatible use – see Policy A5.

10.1.5 Treatment of the Fabric and Layouts

10.1.5.1 Fabric to be Conserved

Policy A8 Conserve the following:

- *All fabric identified as of High Significance introduced in 1912*
- *All fabric introduced after 1912 for the preservation and reconstruction of the place*
- *All fabric restored or reconstructed in the future in accordance with these guidelines*

Except:

- *Where the fabric is clearly of a temporary nature*

Largely complies. There are only limited changes to significant fabric and, where possible, significant fabric will remain exposed.

10.1.5.2 Fabric to be Maintained

Policy A10 Maintain the following:

- *All fabric of High Significance*

Largely complies. There are only limited changes to fabric of high significance.

10.1.5.3 Fabric that may be Removed

Policy A11 The following fabric may be removed (this may include paint finishes and temporary coverings)

- *All fabric identified as of Moderate to Low Significance introduced in 1912*
- *All fabric introduced after 1912 except where it is identified as significant fabric*
- *All fabric that is Intrusive*

Complies.

10.1.5.4 Fabric that may be Demolished

Policy A12 *The following fabric may be demolished:*

- *All fabric introduced after 1912 except where it is identified as fabric of High Significance*
- *Fabric of High Significance where it is only a remnant of a previous configuration or detail*

Complies. The replacement of the later windows is a strong positive in heritage terms.

10.1.6 Restoration and Reconstruction

Policy A13 *Allow the restoration or reconstruction of significant fabric that has been removed or altered and in particular:*

- *Original windows*

Complies.

10.1.7 Adaptation for Fire, Disabled Access and other Statutory Requirements

Policy A14 *Allow adaptation of significant fabric in order to comply with fire safety and other statutory requirements but only after investigation of alternatives to determine design and construction strategies that minimize damage to fabric of High Significance. Carry out alterations in areas and spaces of lower significance in preference to those of higher significance*

Complies/Capable of compliance. The overlay of the timber floors with new, fire and acoustically rated concrete is a sensible option that will obviate the need to cover ceilings and structure.

10.1.8 Adaptation for Installation of New or Replacement Services and Fittings

Policy A19 *Allow adaptation of significant fabric to allow the installation of new or replacement services provided that:*

- *They are installed in areas and spaces of lower significance in preference to those of higher significance*
- *They are designed and constructed in a manner that causes minimum damage to significant fabric and are removable without further damage to significant fabric*
- *They do not result in the removal of significant fabric*

Complies/Capable of compliance.

10.1.9 Identification of Adaptation

Policy A20 *Identify by method and style of construction all adaptations introduced pursuant of these guidelines*

Complies. The interventions in the building will be clearly modern.

10.1.10 Additions

Policy A22 Allow the following:

- Construction of a maximum two floors at the roof level set back from the front parapet at the upper level

Complies.

10.1.11 Lighting and Signage

The original painted Henderson sign is extant to the front and rear and should be retained as is and not repainted.

Complies.

Any new signage should comply with the relevant City of Sydney policies.

Capable of compliance.

Policy A30 Allow signage and locate signage to the following:

- Front and rear façade at the basement ground or first floor

Capable of compliance. The details of signage have not been finalized.

Policy A29 Lighting - allow the following:

- Discrete lighting to the street facades

Capable of compliance. The details of lighting have not been finalized.

10.1.12 Guidelines for Interpretation

10.1.12.1 Generally

Interpret the place to the public and to specialists by a combination of restoration and reconstruction works to significant fabric and introduced devices (plaques etc.).

10.1.12.2 Interpretation

Policy A32 Interpret the building as a place of Local Significance as:

a good and relatively intact example of a seven storey (including basement) factory building that was constructed in 1912 for RC Henderson Ltd, the well-known hat manufacturer that was established in 1905 by Charles Alfred Henderson and his son, Rolla Crosby Henderson. The site was part of the 1904 land resumptions and clearances by the State Government associated with the construction of the new Central Station. The building was designed by architect Thomas Pollard Sampson and has a well-detailed front elevation.

and its associations with:

RC Henderson

Architect Thomas Sampson Pollard and builders Wheelwright and Alderson

Capable of compliance. The details of interpretation have not been finalized.

10.1.12.3 Interpretation of Adaptations

Policy A33 Identify, by method and style of construction, all adaptations introduced pursuant of these guidelines

Capable of compliance. The adaptations will be contemporary in detail apart from the reinstatement of windows.

Policy A34 Prior to any major development at the place develop a written interpretation strategy that will allow the interpretation of the place based on recorded information, extant fabric and photographic evidence

Capable of compliance: The Interpretation Strategy has not been finalized.

10.1.13 Conservation Procedures

10.1.13.1 Guidelines

The proposed guideline for the Conservation Procedures at the Place is to treat the place as of high cultural significance, and consequently guide activities at the place by the provisions of the Australia ICOMOS Burra Charter

Capable of Compliance.

10.1.13.2 Professional Conservation Team

Engage personnel skilled in the disciplines of conservation practice at a professional level as appropriate to advise on, and implement, the conservation aspects of the place.

Capable of Compliance.

10.1.13.3 Skilled Trade Team

Engage skilled trade building and engineering trades as appropriate to advise on the conservation of the place and to carry out all works at the place.

Capable of Compliance.

10.1.13.4 Reference Documentation

Assemble, catalogue and make readily available, copies of all known historical drawings, pictorial documents and major written primary and secondary records relating to the place in a permanent archive.

Capable of Compliance.

10.1.13.5 Archaeological Finds

Record all archaeological finds. Document and safely house all finds that have been, or are in future, removed from the place. Store in one location, apart from items that might be distributed elsewhere for particular research or interpretative reasons.

Capable of Compliance.

10.1.13.6 Photographic Survey

Carry out, catalogue and archive a systematic photographic survey of the place before any works in accordance with the Heritage Office guidelines for photographic archival recording (digital format) and lodge the survey with a suitable archive (e.g. City of Sydney Archives)

Capable of Compliance.

10.1.13.7 Conservation Practice

Carry out works to the place in the following manner:

a) Condition Survey

Before commencement of work to an element of the place, a full photographic and measured survey should be carried out to record:

- the extent and nature of the significant fabric
- if possible, the age of each part of the fabric

Capable of Compliance.

b) Documentation of Works

Proposed works to an element should be documented for implementation, in a way that allows scrutiny by others before the work is executed and also in posterity. The documentary or physical evidence upon which the works are based should be clearly known and cited. A copy of the documentation, including plans and schedules, should be held at the archive for the place.

Capable of Compliance.

c) Preservation of Fabric and Patina

The documentation should be drawn up to retain the maximum amount of significant fabric and patina consistent with the preservation and significance of the element. Replacement fabric should be considered of far less heritage value than the original fabric.

Capable of Compliance.

f) Information Revealed during Works

New information revealed about materials, configuration, use, age, evolution etc., that comes to light during the works should be recorded and added to the archival record.

Capable of Compliance.

g) Identification of Personnel

Personnel involved in the documentation and implementation of the works at the place should be recorded for future reference.

Capable of Compliance.

10.1.13.8 Compliance with Conservation Guidelines

Act only in accordance with the adopted guidelines. Proposals that are not in accordance with the Conservation Guidelines are only to be implemented following a revision of the whole of the guidelines that results in the conclusion that the proposals are consistent with the revised guidelines. Alterations to the guidelines should not be carried out in an ad hoc manner.

Capable of Compliance.

10.1.13.9 Review of Conservation Guidelines

Review the Conservation Guidelines after the first major works at the place, or otherwise at regular intervals, say seven years after their adoption.

Capable of Compliance.

10.1.13.10 Distribution of Conservation Guidelines

Allow this heritage study to be freely available by providing copies to public libraries. Supply a copy of any future conservation studies and guidelines to an appropriate archive (e.g. the City of Sydney Archives).

Capable of Compliance.

11.0 SUMMARY & RECOMMENDATIONS

11.1 SUMMARY

Overall, we consider that the proposal are a superb response to the heritage significance of the place and will revitalize the main heritage component at the site while providing for well considered and very high quality additions that will complement the former Henderson factory.

The works involve limited and well-planned alterations to the heritage building and allow an appreciation of both its former interiors at the lower ground and ground floor and an appreciation of its structure and detailing throughout. The works to the facades are also well considered and include the reinstatement of the original window detail and pattern with well-considered changes to the lower floors.

We consider that:

- The proposed hotel use is a compatible, adaptive reuse.
- The level of change proposed is acceptable in heritage terms and is as could be expected from any major redevelopment.
- The addition of two new levels is supported in heritage terms.

- The building at 7-9 Randle Street is of low significance and can be demolished.
- The replacement building at 7-9 Randle Street is an appropriate response in terms of scale, materials and detail.

- The building at 15 Randle Street is of low significance and can be demolished.
- The replacement building at 15 Randle Street is an appropriate response in terms of scale, materials and detail.

- The development meets good conservation practice and the relevant heritage provisions of the planning controls in the SLEP and SDCP.

11.2 RECOMMENDATIONS

Along with the implementation of the conservation guidelines noted in the CMS any development consent should require:

11.2.1 Archaeological Finds

The works at the site be the subject of archaeological monitoring by a suitably qualified archaeologist and any finds be the subject of investigation and recording in line with the recommendations in the AHA.

11.2.2 Photographic Survey

Prior to the works commencing, the buildings be the subject of photographic archival recording in accordance with the Heritage Division guidelines for digital capture and the record lodged with a suitable archive (e.g. City of Sydney Archives).

11.2.3 Interpretation

Prior to the works commencing, a written interpretation strategy be prepared to allow the interpretation of the place based on recorded information, extant fabric and photographic evidence.

A handwritten signature in black ink, appearing to read "J. Oultram.", is centered on the page. The signature is written in a cursive, flowing style.

JOHN OULTRAM