

7 MANAGEMENT CONSIDERATIONS

This section of the CMP provides overall guidelines for the conservation and management of the site and its constituent components.

7.1 DIAGRAMS OF MANAGEMENT AREAS AND TENANTS

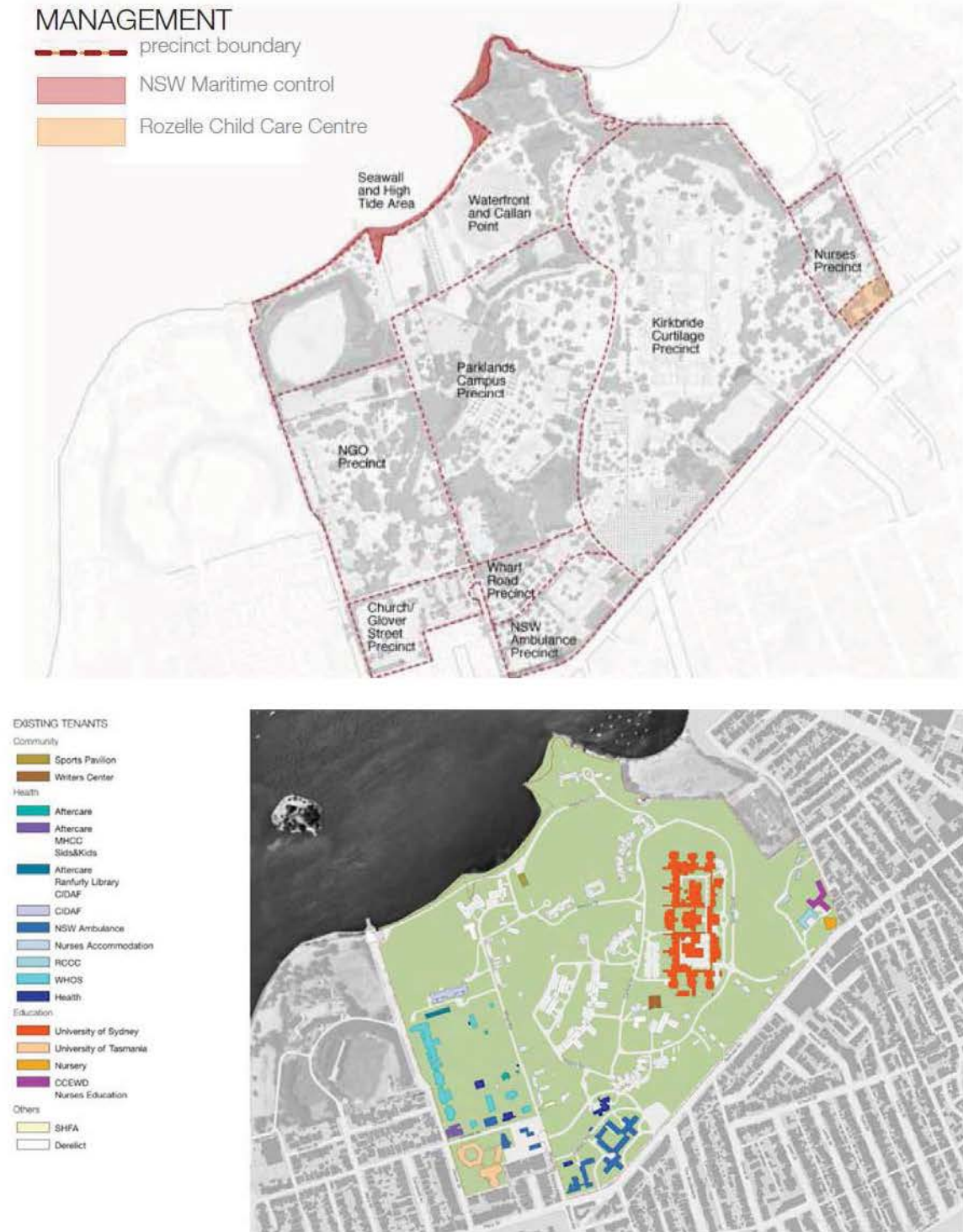


Figure 7-1 and Figure 7-2 Existing Tenants (Above) and Management Areas (below)
Source: McGregor Coxall

7.2 MANAGEMENT OF THE SITE

The future management of the site will play a considerable role in assuring the conservation of the buildings and the landscape setting. It is therefore necessary to establish the parameters and principles which need to be met in this regard. Prior to, or in association with resolving the adaptive reuse options for the site, the management structure should be formalised in order to prevent ad hoc intervention into individual buildings and to establish a maintenance program for the buildings and landscape.

Issues which need to be addressed in the management of the site include:

- effective and consistent conservation of buildings and landscape across whole site (resources and skills);
- careful control of vehicular access and car parking across the site;
- selection of appropriate tenants/occupants whose needs can be accommodated without adverse impact on fabric, spaces or setting;
- balance of the individual needs of all tenants/occupants and the desire for public access to the site;
- encourage cooperation between managers of all components of the site to ensure that overall management objectives are consistent between managing agencies;
- ensure that areas/precincts to be managed are created on logical spatial units, which maintain the integrity of the landscape design of the site.

If more diverse occupants, or a number of occupants, are anticipated on the site then a strategic and financial planning exercise will be needed to manage the process.

7.2.1 Management of the Landscape

The landscape conservation policies following, (Section 5.7.8), provide general and specific guidance for the management of the landscape.

Whilst it is recognised that the various precincts within the site may be managed by separate entities (or tenancies), the conservation and maintenance of the landscaped areas and gardens should be the responsibility of each of the respective individual management structures.

The new uses for the buildings within the site may have new requirements for private, community and public spaces, eg buildings that were once institutional accommodation with common outdoor spaces may readily be converted to other use with private outdoor spaces and common areas. The delineation or definition of private and common spaces is critical to the functioning of the new uses but should not compromise the presentation or appreciation of the significant gardens.

Some of the garden areas on the site require intensive maintenance and enhancement, for example Broughton Hall gardens, and the management of these areas must ensure that adequate ongoing resources are allocated to them. It may also be appropriate that general public access be restricted to regular open days to protect these gardens and the privacy of the new tenants. It must be recognised that, as gardens associated with the Broughton Hall Psychiatric Clinic, these gardens were not available to the public. Restricted public access may be required to protect these fragile areas from excessive wear and tear.

It may be appropriate, where individual tenants lack the expertise to manage the landscapes within their tenancy areas that a financial contribution is made to the site to ensure that these areas are adequately managed.

The following table is an abbreviated version of the landscape assessment to guide the management of the culturally significant landscape of the site.

Site Landscaping- the cultural landscape	
Objective	<p>The cultural landscape of Callan Park is a major component of the character of the place.</p> <p>The objective of the guidelines is to ensure that the cultural landscape of the site is conserved and maintained and as a whole is the subject of a landscape management plan. Individual areas of proposed landscaping should respect the significance and landscape setting of the significant items.</p>
Adaptability of the landscape	<p>The landscape setting of Callan Park is of utmost importance in the public presentation viewed from Parramatta River, Iron Cove Bridge, Balmain Road and the surrounding areas to the north.</p> <p>The conservation of the landscape should be considered and a landscape plan prepared. A proposed Landscape Management Plan should not attempt an uninformed stylistic imitation of earlier landscape designs especially where the details are not known. The opportunities and constraints include:</p> <ul style="list-style-type: none"> • removal and control of weed infestation and re-establishing sensitive gardens where they are appropriate; • conservation and reinstatement of significant gardens; • the existing established trees should be retained and conserved with a policy for replacement in the future when the trees begin to die; • visual and physical links to and from the Parramatta River and Balmain Road should be retained; • the sandstone retaining walls, paths and other significant elements within the site should be retained and become part of a greater landscape management plan for the site; • the landscape should not become confined or restricted but integrated with the overall grounds of the site.
Conservation of the cultural landscape/s and curtilage	<p>Significant landscape areas are identified which are essential to the settings of the main heritage buildings of the site. These need to be preserved in terms of:</p> <ul style="list-style-type: none"> • their overall character; • maintenance and replacement of mature trees; • maintenance of "structural" features, such as landforms, walls, ponds etc; • critical views to and from within the site. <p>Future landscape works in these areas are determined by what exists there now or can be demonstrated to have been there previously. This applies in particular to the choice of tree species.</p>
Structural Plantings	<p>The presentation and retention of significant structural landscaping on the boundary of the site, at the foreshore, Wharf Road and sections of Balmain Road should be</p>

Site Landscaping- the cultural landscape	
	continued.
Preservation regeneration bushland	<p>/ of</p> <p>A commitment has been made for the foreshore areas of the site to become part of the Sydney Harbour Foreshore Park. The area contains natural bushland bordering King George Park and Callan Point.</p> <p>The relationship of this area to the remainder of the Callan Park site is strongly associated with the historical development of the whole site. The area should be carefully managed and become part of an integrated Landscape Plan.</p> <p>New uses should not restrict public access to the Park and the foreshore nor isolate the Park area from the greater landscape of the hospital. Provision for continued use of recreation facilities bordering or within this foreshore area should be made.</p>

7.2.2 Archaeological Management

The archaeological issues for this site are part of a detailed analysis prepared by Tony Lowe of Casey & Lowe in the document 'Archaeological Assessment of the Rozelle Hospital Site'. This has been developed in association with the Conservation Management Plan. It is recommended that additional management guidelines be written that include expert advice on the conservation of the European rock engravings at Callan Point.

The following recommendations are made as a basis for the planning and management of the archaeological resource within the study area.

The following table is an abbreviated version of the archaeological assessment to guide the management of the archaeological resources of the site.

Management of Archaeological Potential	
Objective	Through archaeological analysis, archaeological remains and interpretation, more can be learned about the design of the buildings and the conditions in which the nineteenth-century patients were kept. The analysis of artefactual evidence, of the 'inmate' material culture, their accommodation and living standards, can make the story of the place more tangible.
Results	<p>The historical research and archaeological analysis has shown that the study area is likely to contain archaeological remains with a high level of cultural significance dating from at least the 1840s. These remains include three grand Victorian houses and sections of their properties, and the later purpose-built hospital buildings. The buildings and grounds within the study area potentially retain an archaeological resource which could be used to demonstrate the life ways of the estates' owners and occupants and interpret the early asylum and the living conditions and treatment of the inmates.</p> <p>All the nineteenth-century buildings within the site are identified as potential</p>

	<p>archaeological sites because of their ability to retain remains related to original configuration and uses, and to shed light on the treatment of the mentally ill.</p> <p>Redevelopment and refurbishment of the buildings and grounds in the study area is likely to disturb archaeological deposits, relics, features, artefacts, and structures belonging to the original and later periods of the estates and the hospital.</p> <p>The existing and the potential Aboriginal archaeological sites are also of a highly significant nature.</p>
<p>Planning and investigation</p>	<p>Prior to the refurbishment of any of the buildings listed in Section 3.3 (Archaeological Resource) the archaeologist should assess the likelihood that archaeological remains will be disturbed by the proposed works. Where subsurface excavation and work below existing floors is required, particularly below timber floors, the archaeologist must be informed of the intended impacts. Sufficient time must be provided in works schedules for the archaeologist to make recommendations and undertake any necessary archaeological work. An excavation permit from the Heritage Office might be required where it is thought that the disturbance of archaeological remains is unavoidable.</p> <p>Priority should be given to retaining any archaeological resource undisturbed. To this end site-specific recommendations should limit disturbance wherever possible.</p> <p>A plan of management should be adopted to conserve the engravings at Callan Point. This would include diverting traffic around sensitive areas and the provision of appropriate interpretation to explain the significance of the engravings. The exposure of additional currently buried engravings should be avoided, especially where their exposure may lead to their deterioration, and any such exposure will require an excavation permit from the Heritage Council of NSW¹³⁹. New civil works in the area should only be carried out after due consideration of the affects on the engravings, both those currently exposed and those still covered.</p> <p>If necessary the further investigation of Aboriginal sites should be undertaken and approved by the NPWS and in consultation with the Metropolitan Local Aboriginal Land Council. A permit will need to be obtained by an appropriately qualified archaeologist.</p> <p>Management of the site should entail the conservation, preservation and regeneration of significant elements identified in the Callan Point Conservation Management Plan 1998.</p>

¹³⁹ The Callan Point Conservation Management Plan (Context Pty Ltd 1998) makes a recommendation (2.3 'Conservation of Engravings', p.25) to actively remove surface cover, including asphalt, north of the loop road to uncover more engravings, with the consent authority indicated as National Parks and Wildlife Service ('responsibility'), after which a decision can be made on what 'should be done with them'. Unless necessitated by development or other impacts, the uncovering of more areas of engravings should be avoided unless the integrity of the items can be guaranteed. Any such work would require an approved excavation permit from the Heritage Council of NSW with an accompanying research design.

7.3 PRINCIPLES FOR ADAPTIVE RE-USE

The preferred new uses for the buildings of Callan Park are uses which enhance the appreciation of the place and ensure the conservation of the significant buildings and landscape features. The range of future uses is defined in the Callan Park (Special Provisions) Act 2002.

Future uses for Callan Park may be considered compatible if the following criteria are met:

- The cultural significance of the buildings and their extant interior spaces and detail are not compromised;
- The integral relationship between the significant landscape setting, individual gardens and buildings is not compromised but enhanced and conserved;
- The proposed new use is sympathetic to the original use and does not detract from that use or the cultural significance of the buildings and landscape setting;
- Significant fabric and spaces are not to be damaged, destroyed or altered;
- The nature of the new use would not result in an unacceptable level of wear and tear on significant fabric;
- The relationship of the buildings and landscape setting to is not obscured;
- The proposed use does not lead to major traffic generation on the site;
- Parking and vehicular access associated with the use can be managed discretely on the site;
- The modern services required (eg. fire safety provisions, lift, air conditioning, toilets, etc) for a potential new use will not cause damage, destroy or compromise the buildings or any interior spaces of significance;
- The fixtures or fittings required as part of the new use would not damage or compromise the significant fabric or spaces;
- Proposed uses which achieve relatively more of the stated outcomes of the conservation policies are preferred to those which necessitate greater change and intrusion;
- The types of occupants should be selected on the basis that they “fit” the building’s extant spaces; the reverse approach wherein the fabric of the building is altered and/or demolished to suit the requirements of the occupants is unacceptable.

General constraints in relation to fabric and spaces of heritage significance (refer to Section 4.7 and Appendix A Inventory of Zones and Items):

- Retain original configuration of spaces and fabric which reflects historically significant uses of the buildings and elements;
- New service areas and services should be in areas which do not impact on significant spaces or fabric;
- New buildings in the proximity of significant buildings and landscape, unless otherwise recommended, to be designed according to the guiding conservation principles, refer to Section 6.4.

Inappropriate uses could lead to confusion or adverse impact on the cultural significance of the place:

- Inappropriate uses can confuse the historic associations of the place;
- Uses of the place which do not take advantage of the interpretative potential of the place related to its cultural significance;
- The lack of use, and the consequent lack of maintenance can be as equally damaging as the introduction of an incompatible use.

7.4 OPTIONS FOR ADAPTIVE RE-USE

Most of the buildings on the site have the potential for adaptive reuse, as is currently demonstrated by the successful occupation of the Kirkbride Block by the University of Sydney. Some are more readily adaptable than others.

Section 7 of the Callan Park (.Special Provisions) Act 2002 defines the type of development allowed on the Rozelle Hospital site. Clause 7(3) states

Development may be carried out at Callan Park, with development consent, for the purpose of health facilities and educational or community facilities, but development for the purpose of retirement villages is prohibited at Callan Park.

According to Clause 7(9), "community facility" means a facility (not being an educational facility or a health service) providing services to the community on a not-for-profit basis, while "educational facility" means a university or any other facility providing educational services on a not-for-profit basis, but does not include a secondary school or a primary school.

Whilst a variety of different adaptive reuse options may be feasible within individual buildings, the character of individual zones within the site must be carefully considered when introducing new uses. Each of the potential new uses discussed have particular needs relating to such issues as car parking, required building area and public access, and these factors will greatly impact on the overall site layout and relationships within the site. The relationship of individual uses must be considered within the site as a whole so that compatible uses may be located adjacent to each other.

7.4.1 Health Care

The range and configuration of spaces within the existing buildings are not compatible with the requirements of a large general hospital. Established as a psychiatric hospital the buildings are more suited to institutional patient care but lack the specialised buildings for large operating theatres, critical care facilities etc. Updating the present facilities for modern mental health care would necessitate extensive alteration to the existing buildings or considerable development on the site.

The use of the Broughton Hall group for mental health care is unlikely to continue into the future because the layout of the group, the configuration of the buildings and the lack of adequate specialist support facilities – eg pathology, do not meet current standards for psychiatric care. NSW Health has advised that these services would be best provided in conjunction with a major hospital with the appropriate facilities eg. operating theatres, critical care facilities, pathology units etc. However, the buildings are presently being used successfully for rehabilitation purposes by Non Government Organisations such as WHOS (We Help Ourselves), Aftercare and CIDAF (Construction Industry Drug and Alcohol Foundation).

The Broughton Hall Group could have an ongoing role in a health related use which is suited to the range of building types in the group – single and two storeyed freestanding buildings. The use of the section of the site on Balmain Road by the NSW Ambulance Service, although presently being relocated, indicates a possible use of the site by general health related administration bodies.

If new structures were built to house health care bodies in place of existing buildings they would have to be carefully designed to be sufficiently discrete to not impact on the heritage significance of the site. It should be noted that the carparking requirements of a health care facility may be difficult to accommodate

on the site without compromising its conservation values. Large expanses of carparking should be avoided.

7.4.2 Educational

Clause 7(3) of the Callan Park Act permits educational facilities at Callan Park.

An educational institution, could readily adapt parts of the site for appropriate re-use without impacting on the cultural significance of the place. The conservation of the majority of the buildings of the Kirkbride Block for use by the University of Sydney- Sydney College of the Arts is an excellent example of adaptive reuse of former hospital sites to educational use. The Rydalmere Psychiatric Hospital has also been conserved and adapted for use as the Parramatta Campus of the University of Western Sydney.

The existing buildings provide a wide variety of spaces which could readily be adapted to accommodate the different requirements of an educational facility – general classrooms, larger seminar rooms, offices etc. However, the specialist facilities required by an educational facility – for instance library, science laboratories, technology workshops, sports facilities - may best be accommodated in new buildings, which could restrict the type of educational facility on the site. The buildings of the Hospital Administration Group could readily provide some of these facilities.

The gardens within the Broughton Hall precinct require intensive maintenance and protection from adverse wear and tear. Care must be exercised in the selection of an educational use for this group to ensure that the significance of these gardens is appreciated. There are opportunities adjacent to the Broughton Hall Group for the construction of new buildings which could provide the specialist facilities to support the new uses of the existing buildings.

Access to the ovals and the waterfront for co-curricular activities would be desirable, however, this may be in conflict with the management policies of the NPWS if the foreshore land is taken up by the NPWS.

Parking (if provided on-site) should be located in strategic positions to minimise negative impact on the landscaped setting of the site.

The conversion of part of the old gate house for a childcare centre illustrates the possible adaptability of the smaller buildings for small scale educational use. The placement of the Writer's Centre in Garry Owen is another example of this.

7.4.3 Community Facilities

The existing spatial and physical arrangements of the buildings make them suitable for adaptation to community oriented functions which may be established on the site. The installation of modern services such as lighting, air conditioning, power distribution, computer cabling will need to be carefully considered to avoid inappropriate or adverse impact on historic building fabric.

7.4.4 Residential Accommodation – Hostel

The individual houses and the large buildings of the Broughton Hall Precinct could readily provide residential accommodation of different forms associated with health care or for community purposes.

Obviously, any or all the small cottages on the site could be used for residential purposes, as could the former Convalescent Cottages. Along with the larger buildings, they could be used for hostel accommodation as a support facility for an educational or rehabilitation use of the site.

Reuse as institutional hostel accommodation, including student housing, etc would appear to be feasible, with single bedrooms, common rooms and shared bathroom facilities. The courtyards would be shared open spaces. This accommodation use is most appropriate for the support of another function.

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