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Long Bay Forensic and Prison Hospitals
1250 Anzac Parade, Maroubra
Heritage Impact Statement



March 2006

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1.1 Context of the report

This Heritage Impact Statement (HIS) has been prepared for the requirement of the Director General in relation to the proposed Long Bay Gaol Hospitals Project - Project No. 06-0043.

The Long Bay Correctional Complex has been identified as a heritage item in the Randwick Local Environmental Plan 1998 and is listed on the *State Heritage Register* by the NSW Heritage Office. The Department of Health and the Department of Corrective Services propose to build a new 85 bed Prison Hospital and a new 135 bed Forensic Hospital within the Complex.

This report presents an assessment of the likely impact of the proposed development on the significance of the complex, including its heritage setting and visual presentation.

1.2 Site identification

The Long Bay Correctional Complex is located approximately 12km south of the City of Sydney, in the suburb of Maroubra. The Complex contains seven separate correctional centres, in addition to several subsidiary buildings such as offices, houses and workshops.

The Forensic Hospital is proposed to replace the existing Hospital Correctional Centre, situated on the site of the old Long Bay prison farm. The proposed site for the new Prison Hospital is located adjacent to the Metropolitan Medical Transient Centre, within the Outer Complex.

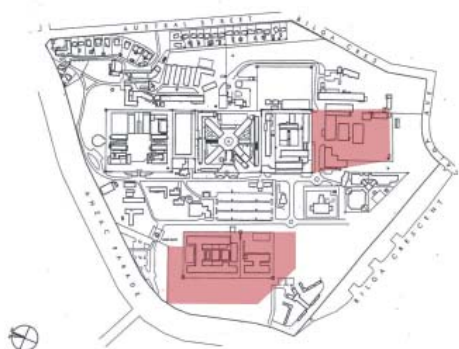
1.3 Methodology

Documentary material for this report has been sourced primarily from the *Long Bay Correctional Complex Conservation Management Plan (CMP)*, prepared by Clive Lucas Stapleton & Partners in 2004. The CMP is the main planning document for the heritage management of the site and buildings,

The impact of the proposed development has been assessed against the relevant conservation guidelines established for the site in the 2004 Conservation Management Plan.

1.4 Authorship

Kate Rodé heritage consultant of Graham Brooks and Associates has prepared this report.



Site plan, showing the relationship of the affected areas to the existing facilities

Description

2.0

2.1 Historical background

The subject areas are located on the outskirts of the overall site of the Long Bay Correctional Complex.

Work commenced on the Long Bay Correctional Centre in 1901. The Female and Male Penitentiaries opened in 1909 and 1914, respectively and further facilities were added to the site in the mid-1960s. Until the later decades of the 20th century only a few buildings were constructed outside the original prison walls and buildings occupied only a small portion of the overall site. Nothing was allowed to obscure the front of the original gaols until the intensive development of the prison complex in the 1970s and 80s. At this time the current entrance and associated roadway were built, re-orientating the site circulation towards the new entrance gate and changing the overall site planning.

The largest of the new buildings is the prison hospital (Long Bay Hospital Centre), that was constructed on part of the old prison farm (market gardens) on the lower-lying portion of the site. This is now the proposed development site for the Forensic Hospital. The hospital was designed by the Government Architects Branch of Public Works and built by a private builder. It was completed in 1987 at a cost of \$ 16.5m.

Land clearing and the construction of workshops and stores on the site that is now designated for the construction of the Prison Hospital, was completed between 1961 and 1970. Several smaller buildings were removed and replaced by current buildings between the mid-1990s and the present.

2.2 Views and vistas

The oldest buildings of the Long Bay Correctional Complex (the former female reformatory and male penitentiary) are sited on a prominent sandstone ridge with avenue palms and pines in front. They present a distinctive landmark in the local landscape. Later buildings have partially obscured view corridors to the early buildings.

The largest of the new buildings, the prison hospital, stretches across much of the view corridor of the original prisons as seen from Anzac Parade. The brick walls that conceal the hospital and the distinctive security towers, however, clearly express the close association between the old and this newer part of the prison complex. The tree-lined avenue and the skyline of the gatehouses are still visible above the hospital walls.



View of the old prison complex across the hospital site

General view of the correctional complex from the junction of Anzac Parade and Forrest Road



2.3 Description of the affected areas

THE FORENSIC HOSPITAL SITE

View of the walls and watch towers of the 1987 prison hospital



The proposed development site includes the 1987 hospital that is currently a maximum security centre jointly administered by the Department of Corrective Services and the NSW Department of Health. The long and low buildings of the institution are surrounded by red brick perimeter walls. Armed towers are mounted on the perimeter wall. Open areas within the hospital are landscaped and include grassed mounds and garden beds.

The development site also includes the western portion of the Playing Fields and other landscaped areas to the north and west of the hospital. These areas had been used for market gardening in previous decades and were the sites of previous rubbish dumps.

The hospital has been constructed on a cut and levelled surface and the playing field had been extensively filled, leaving little, if any evidence of the former extensive farming activities. A review of historic aerial photographs of the site revealed that two former dams have been backfilled, while the existing dam, excavated into the sandstone formation, was constructed after 1994¹. Most of the bedrock surfaces around the dam appear unweathered and were probably exposed at the time of the dam construction.

PRISON HOSPITAL SITE

The development site is bordered by the Metropolitan Medical Transient Centre to the west, a now disused plant nursery to the east and Katingal and the Special Purpose Centre to the south.

The area comprised a number of workshops, stores and garage buildings, surrounded by concrete paving and a network of concrete and bitumen road. The Security and Investigations Unit, which was formerly known as the Metropolitan Emergency Unit, was also located within the proposed development area. All buildings on the development site has been demolished.

¹ Long Bay Correctional Complex Aboriginal Heritage Assessment, prepared by Mary Dallas, May 2005

3.0

Assessment of Significance

3.1 Assessment of significance

The following statements of significance have been summarized from the Long Bay Correctional Complex Conservation Management Plan.

The Long Bay Outer Complex is of cultural significance because it is part of the original dual institutions and for the following reasons (referring to the NSW Heritage Office criteria):

Historical Significance

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

- Its status and continuity of use. Long Bay was the centre of the NSW prison system for over 80 years from 1918 and because the largest and best known of the new reformatory prisons in Australia.
- Physical Evidence of Changing Penal Philosophies. The site contains evidence of the changing penal practices which have been tried since the turn of the century, (e.g. the Reformatory, Penitentiary, Remand Centre, Training Centre, Katingal, Periodic Detention Centre).
- It is the only complex in Australia to be master-planned with separate prisons for men and women, complete with separate transport system (road and tramway), staff housing, chapel, boiler house and electrical power generation.

History: People

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

- The complex was the paramount physical creation of Frederick Neitenstein, Comptroller-General during the important period of prison reform at the turn of the century.

Aesthetic/Creative Value

Criterion (c) – An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.

- It is an accomplished example of architectural, planning and landscape design and remains an important element in the local landscape as seen from Anzac Parade.
- The exteriors of the two institutions are intact and important examples of the work of the Government Architect's Office under Walter Liberty Vernon. They employ a consistent scale, style and palette

of materials (brickwork with contrasting stone dressing) resulting in a harmonious appearance. The gatehouses are impressive and stylistically unusual.

- The Canary Island palm tree avenue is an early and relatively intact example of such avenues. It was an important element of the 'public face' of the prison.

Social/Community Esteem

Criterion (d) – An item has strong or special association with a particular community or cultural group on NSW for social, cultural or spiritual reasons.

- The site is important as a landmark in the daily lives of people in the southern coastal suburbs from Maroubra to La Perouse.
- It was Sydney's major metropolitan gaol for over 80 years and is important for both positive and negative aspects of its reputation.
- It has associations with places (e.g. Katingal) and events that have had a profound effect on the penal system in NSW.

Research Potential

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

- The site has some potential to yield further information on the penal history of NSW. The buildings are physical evidence of changing penal philosophies and may well be of interest to historians, for example it would be interesting to compare the original female Reformatory with the one built in the 1960s. There may be evidence on the site of former farming practices.
- The place has the potential to provide evidence about changes in prison work during the 20th century.
- It is anticipated that the following landform units and structures within Long Bay Correctional Complex have a potential to contain Aboriginal sites.
 - Engraving and axe grinding groove sites may be located on sandstone outcrops.
 - Burials may occur in the Holocene sands dunes within the complex.
 - Shell middens and open camp sites may be located across the gaol complex area.

Rarity

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

- The site is the only complex of its type in Australia and is a rare physical expression of the work of Frederick Neitenstein.

Representativeness

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

- The exteriors of the two institutions are intact and important examples of the work of the Government Architect's Office under Walter Liberty Vernon.
- The avenue of Canary Island [alms is an early and relatively intact example of such avenues.

3.2 Grades of significance for the components of the Outer Complex

In accordance with grades identified in the Heritage Assessments (NSW Heritage Office, 1996, amended August 2000) grades of significance for components of the Outer Complex are as follows:

High

All remaining parts of the site contemporary with the original dual institutions and all traces of associated buildings and landscaping, which were in place by 1918, are of high significance:

- Former main avenue from the original entrance gates to the front of the dual institutions.
- Remains of sandstone retaining wall located opposite the north east corner of the Reception Centre near the former staff canteen.
- Remains of perimeter walling and original roadway entrance and tramway entrance.
- Camelot Building (former Governor's Residence).

Moderate

- Former gatekeeper's lodge

- Katingal Gaol
- Sandstone outcrops near south west side boundary
- Old Quarry “fish pond”
- Vagg Building

Little

- All other buildings in the Outer Complex

Intrusive

- Electrical Supply
- Car Park

3.3 Graded significance of the Long Bay Hospital Centre

The Long Bay Hospital Centre is of **little heritage significance**.

4.0

Proposed Development

The proposed development is to construct a new 135 Forensic Hospital on the site of the existing Long Bay Hospital in the southwestern portion of the complex and a new 85 bed Prison Hospital adjacent to the existing Metropolitan Medical Transient Centre, located in the eastern portion of the complex.

The proposed development is described in architectural drawings and associated documentation prepared by HPI-CS Architects.

The form of the buildings for both the Forensic Hospital and Prison Hospital has been determined by the requirement to meet clinical needs and patient safety. Both hospitals will be enclosed in new perimeter walls. Buildings within the walls will generally be single storey to ensure patient safety. The forensic hospital will be residential in character reflecting management practices.

The only multi-storey building component, accommodating Justice Health, pharmacy and stores, will be located adjacent to a new car park, outside the perimeter wall of the Forensic Hospital.

Assessment of Heritage Impact

5.0

5.1 Introduction

The Heritage Impact of the proposed development has been assessed against the relevant conservation guidelines established for the Outer Complex in the Long Bay Correctional Complex Conservation Management Plan.

The 2004 Conservation Management Plan was prepared for endorsement by the NSW Heritage Council to accompany a new Master Plan for the site. The Master Plan outlined long-term proposals for development of the entire site, focusing on the proposed development of the two hospitals, as the most significant development on the site over the next five years.

In relation to the Outer Complex, the Conservation Management Plan establishes the following general conservation guidelines.

1. Continue to use the Outer Complex as part of a correctional centre, in accordance with an agreed long-term coordinated plan.
2. Comply with the general conservation policies of the Conservation Management Plan. The following policies in particular apply to the Outer Complex:

- 6.2 The setting
- 6.4 Treatment of fabric
- 6.5 Views
- 6.7 Interpretation
- 6.9 Later developments
- 6.10 Landscape
- 6.11 Indigenous heritage & archaeology

5.2 Compliance with Conservation Policies

1. *Continue to use the Outer Complex as part of a correctional centre, in accordance with an agreed long-term coordinated plan.*

The proposed development is in accordance with the *Long Bay Correctional Complex Master Plan*, prepared for the Department of Commerce on behalf of the Department of Corrective Services by BBC Consulting Planners in August, 2004. The construction of the Forensic and Prison Hospitals within the Outer Complex will retain the historic use of the overall site and reinforce its on-going use.

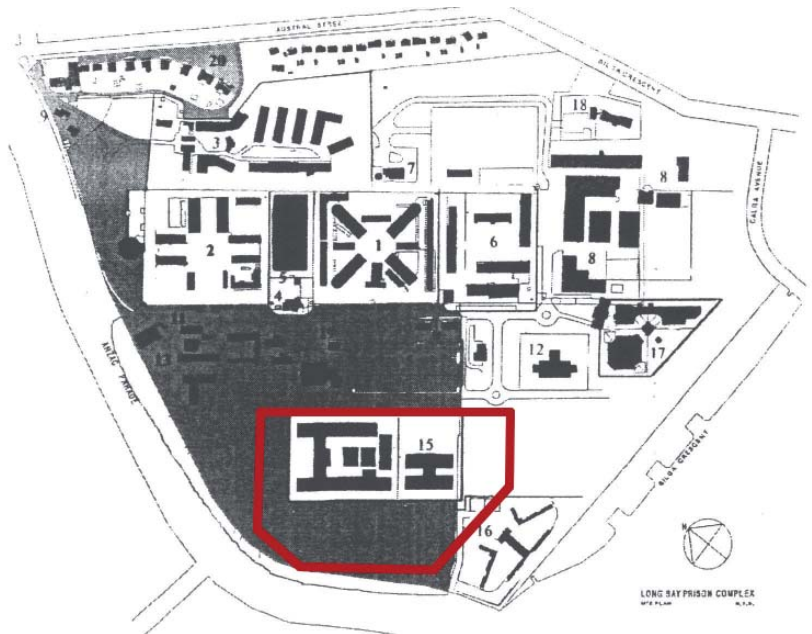
2. *Comply with the general conservation policies of the Conservation Management Plan. The following policies in particular apply to the Outer Complex:*

Note: The following heading numbers refer to relevant CMP policies!

POLICY 6.2 THE SETTING

6.2.1

Retain the visual setting of the place as defined below



The Setting of the Place (setting showed shaded)

(Source: CMP, 2004)

The setting of the place is defined by a number of considerations on each side of the site as follows:

- *To the west (where the proposed new Forensic Hospital will be located) the setting is identified as the visual catchment of the avenue of palms and the original dual institutions as seen from Anzac Parade.*
- *The place is hardly visible from the south due to later development. The south side of the site (where the proposed Prison Hospital will be located) is not considered a setting of significance.*

The new development will be located in the lowest part of the overall site. The hospital buildings will be kept low behind a perimeter wall and will not distract long distance views to the avenue of palms and the original dual institution when viewed from Anzac Parade.

The image of the gatehouses and treetops that create a distinctive landmark in the local landscape will remain unchanged.

The proposed development complies with this conservation policy.

POLICY 6.4 TREATMENT OF FABRIC

6.4.1.

Treatment of fabric of different levels of significance

| | |
|------------------------------|---|
| High Significance | <i>Aim to retain fabric. If adaptation is necessary for the continued use of the place, minimise changes, removal and obscuring of significant fabric. Give preference to changes which are reversible.</i> |
| Moderate Significance | <i>Aim to retain most of the fabric. If adaptation is necessary, more changes can be made than would be possible for fabric of high significance but the same principles apply.</i> |
| Little Significance | <i>Fabric of little significance may be retained or removed as required for the future use of the place, provided that its removal would cause no damage to more significant fabric.</i> |
| Intrusive | <i>Intrusive fabric should be removed or altered to reduce intrusion when the opportunity arises, whilst minimizing damage to adjacent fabric of significance.</i> |

The construction of the Forensic Hospital will mainly affect existing fabric of little significance, such as the Long Bay Hospital Centre.

The proposed development will affect two components that were identified as having moderate significance in the CMP: the sandstone outcrops near south west side boundary and the Old Quarry "fish pond". A recent documentary and physical examination of these components revealed that they date from a relatively recent modification of the place. It is therefore unlikely that they would contain significant archaeological deposits, lessening their importance in terms of their contribution to the significance of the overall site.

The development site of the Prison Hospital contains fabric of little heritage significance.

It is therefore considered that the proposed development complies with this conservation policy.

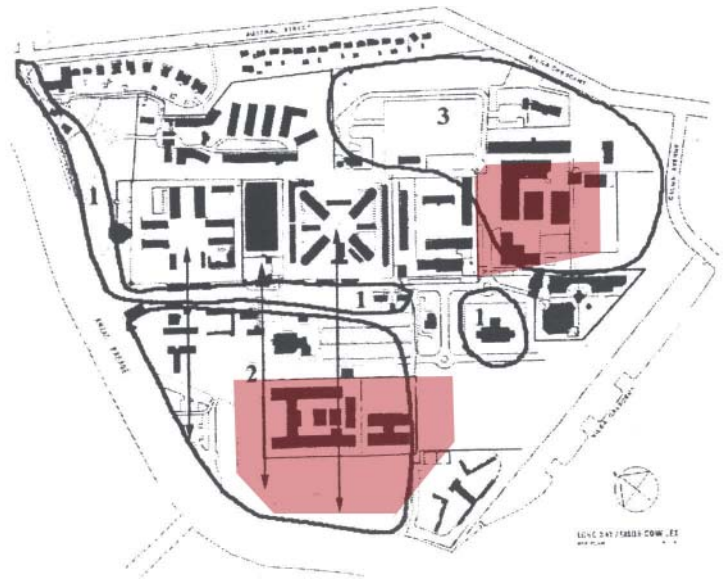
New Developments

Even at places of outstanding significance there are usually areas where new development, buildings and features can be placed without detracting from or reducing the significance of the place. The impact of such adaptations depends on their bulk, height, proportions, scale, material, colours etc.

At Long Bay Correctional Centre the land between the original gaol and Anzac Parade is one of the most sensitive areas.

6.4.8

New development should be guided by the following figure and table.



Zones for New Development (axws shown as arrows)
(Source: CMP, 2004)

The sites on which the proposed development will be located are situated in Zones 2+3. Development Policies for Zones 2+3 are as follows:

| Code | Development Policy |
|------|---|
| 2 | <p>Minor structures and planting are appropriate.</p> <p>Any new buildings should be kept low to preserve views of the early buildings.</p> <p>Materials and scale of new buildings should be sympathetic to the original gaol buildings.</p> <p>If the opportunity arises to replan the area, view corridors to the historic skyline should be improved and historic axes respected by sensitive placement of buildings.</p> |
| 3 | <p>Discrete low rise (2-3 level) building groups of creative modern design are appropriate. They should be designed to complement the character of the place.</p> |

The proposed Forensic Hospital will be enclosed by walls and within the walls the buildings will be single-storey and domestic in scale. The development will be located on the lowest part of the overall site, and will not significantly affect views of the early buildings.

The only higher component of the Forensic Hospital development will be located outside the perimeter wall of the hospital, facing the main entrance area to the complex. In terms of its scale, form and character this building will respond to the scale and form of other newer elements of the recently formed entrance area and will generally be compatible with recent developments in the Outer Complex.

The height of this entry component to the new hospital will not exceed the prevailing height of buildings in the vicinity, such as the proposed visitor pre-processing building that will be constructed on the northern side of the main entry gatehouse. When viewed from Anzac Parade it will be seen in the foreground of recent development components of the Outer Complex and will not disturb existing important views to the historic precinct of the site.

The proposed Forensic Hospital development does not improve, but respects the existing view corridor to the heritage skyline. When viewed from more distant vantage point the higher entry component of the development will appear in the historic axis of the former dual institutions. The siting of this new building component outside the Forensic Hospital wall will reinforce the contemporary composition of the recently formed main entrance area to the historic complex.

The Prison Hospital development will introduce a group of low rise and low scale buildings, enclosed by perimeter walls, into the prison complex.

It is considered that both developments respects the planning of the original establishment, taking the complex to a new evolutionary phase of its historic use. The proposed development complies with conservation policies established by the CMP for new development within the place.

POLICY 6.5 VIEWS

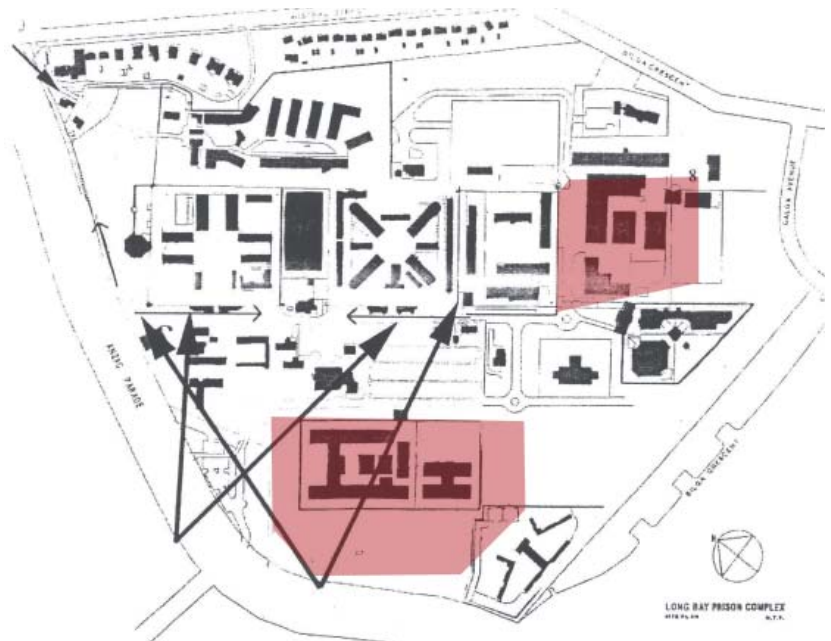
Views to, from and within the place contribute to its significance and should be protected from change or re-established.

The buildings of the former Female Reformatory and Male Penitentiary, sited on a prominent sandstone ridge with avenue of palms and pines in front, present a distinctive landmark in the local landscape.

6.5.1

Protect, and where possible re-establish, views of the original dual institutions and associated plantings from the north-west, north and south-west.

Plan of Long Bay site showing important views and vistas to be protected
Source: CMP, 2004



As discussed above, the proposed Forensic Hospital development, although does not improve, but as much as it is possible, respects the existing view corridor to the heritage skyline, therefore complies with the policy of the Conservation Management Plan.

POLICY 6.7 INTERPRETATION OF THE PLACE

The place is of high significance so there are opportunities to interpret it to visitors.

6.7.1

The place should be interpreted using a combination of:

- *introduced interpretative devices (pamphlets, displays, signs etc)*
- *restoration and reconstruction works to the fabric*
- *allowing access to the public and specialists.*

The interpretation policies of the CMP are not applicable to the present hospital development.

POLICY 6.9 LATER DEVELOPMENT

The site contains buildings of lesser significance than the dual institutions but which are nevertheless important parts of the places' history (eg Katingal).

6.9.1

Conserve those parts of the site developed later than the dual institution in accordance with the level of significance accorded them in the Recommended Conservation Policy section of the relevant Inventory Records.

The proposed development will have no impact on any of those components of the sites.

POLICY 6.10 LANDSCAPE

6.10.12

Random addition of buildings over available open space has reduced the legibility of the original complex and produced a harsher environments that initially intended. Any future plans for the complex should incorporate more garden or landscape areas.

The site floor plan of the proposed Forensic Hospital shows a large common landscaped area that will occupy approximately 1/4 of the overall site area. The low scale domestic character of the proposed Prison Hospital will also allow the incorporation of gardens and landscaped areas.

The proposed development complies with the relevant landscape policies of the CMP.

POLICY 6.11 INDIGENOUS HERITAGE & ARCHAEOLOGY

An archaeological assessment was undertaken in relation to the specific areas proposed for development and an Aboriginal community values assessment within the broader context of the Long Bay Correctional Complex and the Long Bay local area.

The study found no archaeological Aboriginal sites within the development footprint, but identified areas of varying archaeological potential and established management requirements for the specific areas.

The study found that the significance of the place to the Aboriginal community lies not in specific or known sites containing archaeological deposit, but in the social and cultural association the Aboriginal community have with the place and its broader landscape context.

Detailed assessment and recommendations are included in the Long Bay Correctional Complex Aboriginal Heritage Assessment that was prepared by Mary Dallas and Dan Tuck in May 2005.

5.3 Conclusion

Based on the above analysis this report concludes that the proposed Forensic and Prison Hospitals development complies with conservation policies established for the site in the current Conservation Management Plan and has an acceptable level of impact on the heritage significance of the overall Long Bay Correctional Complex, including heritage settings and view corridors to the old gatehouse.