


Port Kembla Outer Harbour Configuration Mod5

Non-Aboriginal heritage advice memo

Report to Arup

August 2025



 artefact

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EXECUTIVE SUMMARY

Project overview

Arup have engaged Artefact Heritage and Environment (Artefact) on behalf of the Trustee for the Port Kembla Unit Trust (the proponent) to prepare a non-Aboriginal heritage advice memo assessing the impact of the proposed expansion of approved works to Port Kembla's Outer Harbour on non-Aboriginal cultural heritage.

Planning approval for developments to the Outer Harbour area was previously granted on 3 March 2011 (Major Project 08_0249) under Section 75J of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*. The Major Project was subsequently modified by the former Planning Assessment Commission on 8 September 2011. The proponent now intends to modify plans for the Outer Harbour developments (MOD 5) and has sought approval for these modifications from the Department of Planning, Housing and Infrastructure under Division 5.2 of the *EP&A Act*.

The Secretary's Environmental Assessment Requirements (SEARs) for the proposed modification were issued on 26 February 2025 (Application number: MP08_0249 Mod-5). This report meets Requirement 7.7 of the SEARs.¹

The study area

The study area (Figure 1) is defined as a portion of the Port Kembla Outer Harbour. The study area includes both on land and harbour and is located within the City of Wollongong Local Government Area.

Key findings

A review of historical documentation, parish maps and historical aerial imagery has identified that development of the Outer Harbour commenced in the study area in the late 1800s. Land disturbance has occurred between 2005 and 2025 where land reclamation, demolition of jetties and construction of additional warehouses has extensively removed intact soil profiles.

In addition to the desktop assessment no areas of archaeological potential were identified within the study area during site survey. It has been determined that the study area has **nil-low** potential to contain significant historical archaeological remains.

There will be no physical or direct impacts to listed heritage items as none are currently located within the study area.

Minor indirect visual impacts may occur for the heritage items within 250 metres of the study area. The proposed modification will be consistent with the current Port Kembla setting and extant structures around the harbour.

Each of the heritage items within the 250-metre visual buffer are located beyond the minimum working distance to avoid cosmetic vibration impacts from works as determined by the Transport for NSW Construction noise and vibration guidelines.

¹ NSW Government, Planning Secretary's Environmental Assessment Requirements, Application Number: MP08_0249 Mod-5-

It has been determined that the study area will have **nil-low impact** on registered heritage sites within 250 metres of the study area

Recommendations and Mitigation Measures

Based on the findings of this non-aboriginal heritage advice memo it has been determined that the modification does not require the preparation of a Statement of Heritage Impact, Historical Archaeological Assessment or Maritime Statement of Heritage Significance.

It has been determined through the additional survey and high-level research that no additional recommendations are required for the extension of the study area from the original study conducted by AECOM in 2010 as they apply to this project.

No additional visual or physical impacts to heritage will occur with this extended Mod-5 works area boundary. The works will have a minimal visual impact to the locally listed State Environment Planning Policies 3 Ports (SEPP 2021) heritage items in an area that already has extensive modern buildings and works which is consistent with the proposed works. Artefact endorses the recommendations previously issued by AECOM (2010) for the initial Major Project Approval conditions including the Photographic Archival Recording for the extant Jetties.

It is recommended that the original application Project Approval Conditions (Application number: 08_0249) be fulfilled.

B26. The proponent shall, prior to demolition, prepare photographic archival recordings of Jetties No. 3 and No.4 including a comprehensive history of these Jetties. The recordings shall be in accordance with the guideline How to Prepare Archival Records of Heritage Items (Heritage Office, 1998) or any superseding document and shall include copies of current and/ or historical plans or drawings. Copies of the recordings are to be lodged with the State Library of NSW, the Department (Heritage Branch) and the Council.

B27. The proponent shall ensure that all construction contractors and subcontractors and personnel are inducted, prior to construction, as to their obligations and requirements in respect of the protection of non-indigenous heritage items and relics.²

In addition, Jetty 6 will be impacted by the current proposed works it is recommended that the Jetty no.6 be recorded with a Photographic Archival Recording including a comprehensive history as is consistent with the AECOM 2010 SoHI and HAA recommendations.

An unexpected finds procedure must be put in place for both terrestrial and maritime archaeology. In the unlikely event that archaeological material is uncovered works must cease immediately and Heritage NSW contacted.

The Photographic Archival Recording as recommended in the AECOM 2010 SoHI will also apply to MOD5. Additional recommendation mitigations are included in the table below.

² Schedule 1 Project Approval, Application number 08_0249

Table 1: Summary of recommendation and mitigation measures

Recommendations Mitigation Measures	
	<p>Photographic Archival Recording fulfillment of Project Approval Conditions and AECOM 2010 recommendations.</p> <p>Jetty 4 and Jetty 6 (Jetty 3 no longer extant)</p>
<i>Recommendation 1</i>	<p>Photographic Archival Recording to record each Jetty in its final form should be undertaken. Photographic recording could take place from the water and from the structure itself provided that adequate safety precautions are taken. It would also be pertinent to construct a comprehensive history of the use of the jetty including historical and recent photographs of the structure and its operation to preserve the knowledge of its operations.</p>
	<p>Unexpected Finds Procedure</p> <p>As the study area has been assessed as having areas of Nil-low archaeological potential, it is recommended that potential archaeological resources be managed through an Unexpected Finds Procedure that is developed for the proposal. The Unexpected Finds Procedure content is outlined below:</p>
<i>Mitigation Measure 1</i>	<ul style="list-style-type: none"> • If archaeological resources are identified during any stage of the project, works in the area must cease, the area be adequately protected, and a suitably qualified archaeologist notified so as to carry out more detailed investigation and assessment. • If the archaeological assessment determines that the remains are 'relics' in the meaning of the Heritage Act, the Department of Climate Change, Energy, Environment and Water must be notified about the discovery of relics in accordance with Section 146 of the Heritage Act. Further approval/s may be required to allow the works to proceed.
	<p>Heritage induction</p>
<i>Mitigation Measure 2</i>	<ul style="list-style-type: none"> • All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project to encounter significant archaeological resources. • The induction should make contractors aware of the recommendations and mitigation method included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.
	<p>General</p>
<i>Mitigation Measure 3</i>	<ul style="list-style-type: none"> • Any additions or design modifications to the proposal, outside the scope of this assessment, would require additional heritage assessment to ensure consistency with this assessment.

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1.0 INTRODUCTION

1.1 Project background

Arup have engaged Artefact Heritage and Environment (Artefact) on behalf of the Trustee for the Port Kembla Unit Trust (the proponent) to prepare a non-Aboriginal heritage advice memo assessing the impact of the proposed expansion of approved works to Port Kembla's Outer Harbour on Aboriginal cultural heritage.

Planning approval for developments to the Outer Harbour area was previously granted on 3 March 2011 (Major Project 08_0249) under Section 75J of the *Environmental Planning and Assessment Act 1979 (EP&A Act)*. The Major Project was subsequently modified by the former Planning Assessment Commission on 8 September 2011. The proponent now intends to modify plans for the Outer Harbour developments (MOD 5) (Figure 2) and has sought approval for these modifications from the Department of Planning, Housing and Infrastructure under Division 5.2 of the *EP&A Act*, consistent with the project's classification as State Significant Infrastructure (SSI).

MOD 5 will optimise the layout and functionality of the site. The modified project will be conducted across three key stages, as follows:

- Stage 1:
 - Demolition of No.3, No.4 Jetties (including Berth 206) and Jetty No.6
 - Reconfigure the layout of the port facility to permit greater flexibility with the respect to the types of port uses that the development can accommodate. This reconfiguration aligns with the approved total reclamation area of 42 hectares. Reclamation works would now occur entirely within Stage 1
 - Slight adjustment of dredging footprint
 - Construction of berths
 - Extension of Salty Creek and Darcy Road drain, through the reclamation area, the Outer Harbour
 - Construction of a new road link from Christy Drive
 - Execution of civil works including services
 - Construction of new navigation lead towers.
- Concept:
 - Stage 2:
 - Development and operation of a multi-use berth and terminal (including but not limited to an offshore wind and cargo terminal uses)
 - Stage 3:
 - Development and operation of container terminal
 - Construction of a rail link and siding to the container terminal.

The proposed changes involve reconfiguring the facility layout to establish a continuous land and berth area, which will:

- Enhance flexibility in accommodating a broader range of port uses;
- Enable the relocation of rail infrastructure to better support the expanded facility; and

- Maintain the total reclamation area in line with the originally approved 42 hectares under MP08_0249.

The Secretary's Environmental Assessment Requirements (SEARs) for the proposed modification were issued on 26 February 2025 (Application number: MP08_0249 Mod-5). This report meets Requirement 7.7 of the SEARs. ³

Heritage - Environmental

(a) *Where there is potential for direct or indirect impacts on the heritage significance of environmental heritage (including maritime heritage and archaeology), provide a:*

- Statement of Heritage Impact and Archaeological Assessment (if potential impacts to archaeological resources are identified)*
- Maritime Statement of Heritage Significance (MSOHIO (if potential impacts to maritime heritage/ sites/ relics/ artefacts are identified).*

This non-Aboriginal heritage advice memo will determine whether heritage items or areas of archaeological potential are present within the proposed modification area, whether any identified heritage items will be impacted by the proposed works, and whether a Statement of Heritage Impact, Historical Archaeological Assessment or Maritime Statement of Heritage Significance are required.

1.2 Study area

The study area (Figure 1) is defined as a portion of the Port Kembla Outer Harbour. The study area includes both on land and harbour and is located within the City of Wollongong Local Government Area. The following lots are contained within the study area:

Waterside Project Area

- Lot 2, DP1182823.

Landside Project Area

- Lot 2003, DP 1176582
- Portion of Lot 9, DP 1013971
- Lot 105, DP1013971
- Lot 7, DP 1304363
- Lot 1, DP 1304363
- Lot 8, DP 1304363
- Lots 1 and 2, DP 1079726
- Lot 12, DP 1006859.

1.3 Methodology and limitations

This report has been prepared to provide high level advice on the potential for direct or indirect impacts to the heritage significance of environmental heritage and determine if further assessments

³ NSW Government, Planning Secretary's Environmental Assessment Requirements, Application Number: MP08_0249 Mod-5-

are required to support the MOD5 Secretary's Environmental Assessment Requirements (SEARs). The report presents a preliminary overview of historic heritage and historical (non-Aboriginal) archaeological value only and does not constitute a detailed assessment of potential, significance or proposed impact.

This report presents the results of high-level historical research and cartographic analysis and a review of statutory heritage registers. This report does not assess Aboriginal Cultural Heritage.

1.4 Author identification

This report was prepared by Katherine Douglas (Graduate Heritage Consultant, Artefact). Technical review was undertaken by Jenny Winnett (Technical Director, Artefact).



Figure 1: Location of the study area



Figure 2: Proposed works locations⁴

⁴ ARUP 2025

2.0 LEGISLATIVE CONTEXT

2.1 Introduction

This section provides a review of built heritage and non-Aboriginal archaeology to identify whether the modification would result in any non-Aboriginal heritage impacts. The review of each location has included a search of the statutory heritage registers (undertaken on 10 June 2025), reviews of historical maps, plans and historical context and a review of the existing Port Kembla Outer Harbour studies, including:

- AECOM 2010, Port Kembla Outer Harbour Development Environmental Assessment, prepared for Port Kembla Port Corporation.
- AECOM 2010, Port Kembla Outer Harbour Development Historic Heritage Assessment and Statement of Heritage Impact, prepared for Port Kembla Port Corporation.

Heritage management in Australia is administered under several State and Federal legislative Acts and their associated guidelines. These Acts include:

- *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act)
- *NSW Heritage Act 1977* (Heritage Act)
- *NSW Environmental Protection and Assessment Act 1979* (EP&A Act).

The Federal EPBC Act governs National heritage and the Commonwealth heritage list. The Heritage Act administers the State heritage register and protection for archaeological sites. The EP&A Act regulates the assessment of local heritage items and SSDAs. Further to these Australian Acts, *Convention Concerning the Protection of World Cultural and National Heritage* (the World Heritage Convention) addresses World heritage values within Australia. This overview has been provided to contextualise the statutory register searches undertaken to inform this assessment.

2.2 Results of heritage register searches

A search of the following state and federal statutory heritage registers was undertaken on 10 June 2025 to inform this assessment:

- World Heritage List (WHL)
- Commonwealth Heritage List (CHL)
- National Heritage List (NHL)
- State Heritage Register (SHR)
- Section 170 Heritage and Conservation Registers
- Wollongong Local Environment Plan 2009 (LEP).
- State Environmental Planning Policy (Transport and Infrastructure) 2021.

Items listed on these registers have previously been assessed against the heritage assessment guidelines relevant to their peak governing body. Items that are of Commonwealth, National and World heritage significance have been assessed in accordance with the EPBC Act. Items of state or local significance have been assessed against the NSW Heritage Assessment guidelines.

Assessments of heritage significance as they appear in relevant heritage inventory sheets and documents, are provided in this assessment.

A search of the federal and state statutory registers showed that there are no listed heritage items within the study area. The search was expanded to a buffer of 250 metres surrounding the study area; one state heritage listed item, one LEP locally listed item and five State Environmental Planning Policy (SEPP) (Transport and Infrastructure) items were identified (see Figure 3).

A summary of the search results is presented in Table 2 below.

Table 2: Summary of statutory register search results

Item name	Address	Listing	Item no.	Significance
Hill 60/ Illowra Battery	Military Road, Port Kembla Gloucester Boulevard	SHR	01492	State
Historical military museum including break water battery and concrete tank barriers	Between Eastern Breakwater and North Beach	LEP	61043	Local
Hill 60, Fisherman's Beach, Boilers Point, Red Point and MM Beach	Military Road, Port Kembla Gloucester Boulevard	SEPP 2021	5	Local
Mobile Block Setting Steam Crane	Eastern Breakwater Outer Harbour	SEPP 2021	4	Local
Brick Chimney	Military Road	SEPP 2021	3	Local
House/ Office	Military Road	SEPP 2021	2	Local
Commonwealth Rolling Mill Plant and Gardens	Old Port Road	SEPP 2021	1	Local

2.2.1 Hill 60/ Illowra Battery – Military Road, Port Kembla – listing no. 01492

The Hill 60/ Illowra Battery is located on Lot 3, DP 1146913 and Lot 1, DP 825951 and is registered on the State Heritage Register, the Wollongong 2009 LEP and SEPP 2021 as an item of State Heritage Significance. The site was Gazetted to the State Heritage list on 8 January 2002. The statement of significance, historical and social significance of the site as detailed in the State Heritage Inventory is included below.⁵

2.2.1.1 Statement of Significance

Hill 60 and its environs (MM Beach, Boilers Point, Fisherman's Beach and Hill 60 Park) contains a rare suite of Aboriginal sites which demonstrate the evolving pattern of Aboriginal cultural history and the Aboriginal land rights struggle. The quality, extent and diversity of the prehistoric archaeological remains at this place are rare on the NSW coast particularly in the local region. These include extensive shell midden deposits rich in stones, artifacts and burials (Dallas, 2000).

There is demonstrated cultural affiliation with the place by the Aboriginal community, through near continuous occupation of the place, a history of struggle

⁵ State Heritage Inventory – Hill 60/ Illowra Battery – Military Road

to gain land tenure and ongoing association and use of the place. The historic Aboriginal occupation was characterised by a relatively isolated and self sufficient Aboriginal community that participated in the economic maintenance of the wider community by the provision of labour to local industry and produce (seafood's) at a commercial level. The people also maintained a culturally distinct Aboriginal lifestyle firmly based on the maintenance of family connections over the wider region and traditional economic practices (ibid, 2000).

2.2.1.2 Historical significance

The Wadi Wadi Aboriginal community of the south coast region, which includes people who were born and lived in the study area prior to forced removal, have consistently and persistently asserted their cultural affiliation to the place. A highly successful Aboriginal fishing enterprise was established at the Hill in the late 1800's supplying the local and Sydney market. The Hill was used as a fish-spotting lookout providing direction for the boats and netting operation below at Fisherman's Beach. This practice continued a traditional fishing method common along the south coast to the present.

The area of Hill 60 and MM Beach was an area on the southern coast of NSW that saw the prolonged struggle of the Aboriginal community to remain on traditional lands. The struggle was characterised by:

- 1. A relatively isolated and economically self-supporting Aboriginal community that maintained good neighbor relations and participated in the wider community. This was achieved by the provision of labour (in local steelworks and other industry) and produce (supply of prawns, fish and shellfish on a commercial basis), and maintained a culturally distinct Aboriginal lifestyle firmly based on the maintenance of family connections over the wider region and traditional economic practices.*
- 2. A government bureaucracy at the local level and a white community which had experienced similarly severe deprivations as a result of economic depression in a predominantly working class community which was to some extent sympathetic and alternatively jealous of the Aboriginal communities which had remained relatively successful in 'white terms'.*
- 3. An Aboriginal community that remained resolute in their attachment to important traditional lands in spite of efforts to transplant people to local Aboriginal Reserves.*

Aboriginal sites within the area demonstrate the evolving pattern of Aboriginal cultural history and their land rights struggle.

2.2.1.3 Social significance

This place is important to the Aboriginal community for social, cultural and spiritual reasons. The Wadi Wadi Aboriginal community of the south coast region, which includes people who were born and lived in the study area prior to forced removal, have consistently and persistently asserted their cultural affiliation to the place. The place has evidence of prehistoric occupation in the form of significant and extensive shell middens and camp sites. The place was home to a group of Aboriginal families who continued traditional fishing practices, maintained their cultural attachment to the place by community, built and maintained their houses

and maintained connections with family elsewhere on the coast. The site has particular importance in representing a focal point of the Aboriginal communities' ongoing efforts to secure recognition of tenure.

2.2.2 Concrete tank barriers, breakwater battery and historical military museum

All of the items are located on Gloucester Boulevard, Port Kembla. The Breakwater Battery and Concrete Tank Barriers are located within a military reserve to the east of the proposed works. The Breakwater Battery, Historical Military Museum and Concrete Tank Barriers have local listing under Criteria C, E and G. The aesthetic significance was determined that 'the item has landmark and architectural value.'

Concrete tank barriers

The tank barriers were originally placed on beaches at Berkeley Harbour to prevent tank movement.

Breakwater battery

The Breakwater Battery contains former Naval gun emplacements from the Second World War.

Historical Military Museum

The Historical Military Museum is a four-storey brick and concrete structure. A brick and concrete pillbox is associated with the museum and the Mobile Block Setting Steam Crane (SEPP item 4) is located between the museum and the pillbox.

2.2.2.1 Statement of significance

The Breakwater Battery remains are an integral part of the network of coastal batteries constructed to protect NSW's two major industrial areas of Newcastle and Port Kembla. Associated with the coastal defences of NSW during World War 2, the speed of construction indicates Australia's rapid response to the threat of Japanese invasion. Part of the Kembla Fortress, Breakwater Battery was one of the three coastal batteries erected to protect the steel works lining the bay, all of which partially survive. The building has continuing social significance as the Breakwater Battery Military Museum.⁶

2.2.3 Commonwealth Rolling Mill Plant and Gardens

The Commonwealth Rolling Mill Plant and Gardens is located on the Old Port Road (Part of Lots 2 and 3, DP 190251), approximately 100 m south of the study area. The item was originally gazetted on the Local Environment Plan and first listed in January 2000 and is currently listed on the SEPP 2021.⁷

The Commonwealth Rolling Mills and Gardens has local significance under criterion C as the item has architectural value. In the statement of significance the heritage site is identified as an 'excellent and rare example of Art Deco factory architecture.'

⁶ State Heritage Inventory Commonwealth Concrete Tank Barriers, Breakwater battery and historical military museum

⁷ State Heritage Inventory Commonwealth Rolling Mill Plant and Gardens

2.2.4 Office and House, Port Kembla Copper

The Office and House located on Military Road (Part of Lot 21, DP 546139) is included on the SEPP 2021 register. The item was gazetted on 07/08/2022 and is listed as local significance on the State Heritage Inventory.

2.2.5 Brick Chimney, Port Kembla Copper

The Brick Chimney, Port Kembla Copper located on Military Road (Part of Lot 21, DP 546139) is included on the SEPP 2021 register. The item was gazetted on 07/08/2022 and is listed as local significance on the State Heritage Inventory.

2.2.6 Mobile stock setting steam crane

The Mobile Block Setting Steam Crane is located on the Eastern Breakwater Outer Harbour (Lot 4 DP 114693) approximately 115 metres east of the study area boundary. The item was originally gazetted onto the Local Environmental Plan in January 2000 and is currently listed on the SEPP 2021. The Mobile block has local heritage significance under Criterion's A, E, F and G. The statement of significance and historical notes of the heritage item have been listed below. Statement of significance:

Believed to be only such crane type surviving in Australia. Rare example of steam technology as applied to harbour construction.⁸

AECOM 2010 recommended that the Mobile Block Setting Stream Crane be nominated for the State Heritage Register:⁹

Recommendation 3 – The Mobile Block Setting Steam Crane is a rare and representative example of such mobile cranes at a state level. It is therefore recommended that a Conservation Management Plan be implemented as soon as possible for the ongoing heritage management of the crane to ensure its continued maintenance in a condition befitting this status. As part of the plan a nomination for its inclusion on the State Heritage Register should be produced.

⁸ State Heritage Inventory Mobile Stock Setting Steam Crane

⁹ AECOM 2010b p.29



Figure 3: Location of listed heritage sites within and in the vicinity of the study area

2.3 Heritage summary from AECOM 2010

AECOM previously prepared an environmental assessment (EA) for developments to the Outer Harbour of the port as part of Concept Plan Approval and Major Project Plan Approval under Part 3A of the EP&A Act 1979. The environmental assessment included a Historical Heritage Assessment and Statement of Heritage Impact (SoHI). AECOM prepared the Statement of Heritage Impact following a Preliminary Heritage Assessment and EA adequacy review process the need to further define and elaborate on the heritage impact to certain heritage items. The SoHI outlined the nature and effect of any impact on the heritage items identified in the Preliminary Heritage Assessment.¹⁰

The SoHI referred to the following heritage items as listed on Statutory Registers.

- The Breakwater Battery (LEP item no. 61043)
- Historical Military Museum (LEP item no. 61043)
- The Concrete Tank Barriers (LEP item no. 61043)
- The Mobile Block Setting Steam Crane. (SEPP Item no. 4).

The AECOM 2010 SoHI also applied to the following items which are not covered by a heritage listing:

- No. 3 Jetty (no longer extant and therefore not considered in this report)
- No. 4 Jetty and
- No. 6 Jetty.

It was determined by AECOM 2010 in the SoHI that:

The historic value of jetties 3, 4, and 6 is considered to be low due to intrusive modifications and their relatively poor condition. The retention of these items in their present condition would not be of great benefit to the Outer Harbour area and would impede the proposed development. Removal of the jetties and their replacement with modern structures can be seen as a logical progression in the development of the Outer Harbour, consistent with previous practices of removing outdated wharf structures and upgrading and enhancing port facilities as need and technical ability allows. The historic use of the port as a location for import and export of cargo is not changed, and the development will allow the Outer Harbour to continue to be viable as a working port for years to come.¹¹

The historical, research and representative values of the Historical Military Museum and the Breakwater Battery are appreciated by the local community and form a local tourist attraction. They are representative of a local coastal defence installation and historically significant as a site of local defence in the Second World War. It is therefore essential that management of these heritage items is conducted in a manner which retains their significance to the local community and the history of the Port Kembla area. Specifically, it is necessary to ensure that access between the pillbox structure on the western side of the proposed roadway and the rest of the Museum on the eastern side of the proposed roadway is maintained.

¹⁰ AECOM 2010

¹¹ AECOM 2010b, p. ix

The Mobile Block Setting Steam Crane is locally significant as a tangible reminder of the construction of the Outer Harbour. It is also representative of cranes of this class and make which at one time operated throughout the state. It is also believed to be the last remaining of its type extant in the state. Its retention and preservation in a prominent yet historically appropriate location is recommended.

This is the same for two discussed shipwrecks which were determined to not be within the works zone.

2.3.1 Maritime Archaeology

The AECOM 2010 assessment included review of two shipwrecks after they were identified as part of the EA adequacy review. Each shipwreck was determined as being outside of the project area and justification of the exclusion of the shipwreck sites is consistent with the current updated study area.

2.3.1.1 Shipwreck HMAS Adele

The HMAS was shipwrecked on 7 May 1943. The exact location of the wreck is unknown, however Hoogendorn (1999:94) indicates that the wreck would be located on the breakwater. Any sign of the wreck would have been destroyed by heavy swells or buried under new concrete blocks which were added to the breakwater.¹²

2.3.1.2 Shipwreck of Ketch Clio

The Ketch Clio was shipwrecked on 15 November 1927. The wreck is protected under the Commonwealth Historic Shipwreck Act 1976; it is significant as a wreck over 75 years old. The wreck is listed on the Australasian Underwater Cultural Heritage Database as off the Northern breakwater Port Kembla which is outside of the study area and therefore will not be impacted by the proposed works development.¹³

2.3.1.3 Justification for these items being outside the original works area and MOD 5 impact area

Port Kembla Port have conducted bathymetric surveys of the Port Kembla Harbour yearly since the early 1980's. Side scan sonar technology has been used in the bathymetric surveys which would indicate any objects present on the bottom including if there was shipwreck material for the HMAS Adele.¹⁴

The Outer Harbour has also undergone dredging campaigns in which no shipwreck material have been identified. Therefore, it is determined unlikely that any shipwreck material of the Adele or Clio is nil-low in the study area.

¹² Australasian Underwater Cultural Heritage Database shipwreck ID number 19

¹³ Australasian Underwater Cultural Heritage Database shipwreck ID number 387

¹⁴ Port Kembla Port Corporation, pers. comm. To AECOM 2009; AECOM 2010b p.8

3.0 ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

3.1 Methodology

The following preliminary assessment of archaeological potential has been prepared based on the following high-level historical research and cartographic analysis. This section presents an overview of the post-1788 history of Port Kembla to contextualise the development of the study area. The section concludes with a discussion of historical land disturbance and a summary statement of archaeological potential.

This high-level assessment is designed to determine if further detailed assessment of archaeological potential and significance is required.

3.2 Historical development

The area of Port Kembla was included as part of originally part of 2,200 acres granted to David Allan in 1817 which he named Illawarra farm and used to graze cattle. The battery was 'bounded on east by ocean, north by Tom Thumb Lagoon, Allan's creek, a line southerly to Illawara Lake at Griffin' Bay, then easterly to 'Red Point' ¹⁵ Allan's farm was sold in 1827 to Richard Jones and subsequently sold again to William Charles Wentworth where the farm was renamed to 'Five Islands estate'.¹⁶

The Outer Harbour of Port Kembla was first developed in the late 1800's. Mount Kembla Coal and Oil Co, built a private jetty at Port Kembla with a rail link to the Company's mine at Mount Kembla. Because of its association with the jetty servicing the Mount Kembla mine, the area became known as Port Kembla, rather than at Red Point as it was previously known.¹⁷

As the Coal Company extended during the 1880s, it constructed several buildings near the end of the railway line and jetty. The Port Kembla Harbour Act was passed on 23 December 1898 at the request of local businesses and coal companies (Figure 4 and Figure 5) The Act formally proclaimed the area as a port and set aside an initial £200,000 for breakwater construction. The eastern breakwater was commenced in 1901 but was not completed until 1930. Work on the northern breakwater commenced in 1912 and was completed in 1925.¹⁸

In 1900, the Public Works Department resumed nearly 500 acres for harbour works. Stone from local quarries was used, with work commencing in 1900. As indicated in the 1956 Parish Map, the breakwater was gazetted in 1923 (Figure 8) All of the breakwaters were completed and functioning by 1937.

In 1908 a low-level jetty was built by the newly established Electrolytic Refining and Smelting Co. (ER & S) and was known as No. 4 jetty (now known as Berth 206). It was to be used for general cargo loading and unloading. ¹⁹ It originally measured 500 feet long and 51 feet wide, but in 1929 it was extended another 300 feet into deeper water to allow handling of larger vessels.²⁰

¹⁵ Dowd, B.T,1960. The first five land grantees and their grants in the Illawarra. Illawarra Historical Society.

¹⁶ Wollongong City Libraries, <https://wollongong.nsw.gov.au/library/explore-our-past/your-suburb/suburbs/port-kembla>

¹⁷ Brooks 2002

¹⁸ McDonald McPhee 1991 p.50.

¹⁹ Catterall, 1994; Brooks 2002

²⁰ Hoogendoorn 1999: 39-40

No. 3 Jetty was built in 1940 when the old No. 3 (Port Kembla) Jetty was replaced by the current structure. The new jetty was 750 feet in length and was constructed to service general cargo handling. On completion of the new jetty, the old No. 3 Jetty was demolished.²¹

The No. 6 Jetty, now known as the Gateway Jetty, was completed in 1958 with an overall length of 298 metres (977 feet). Development of the Gateway Jetty is visible in Figure 7 and completed in Figure 9) By this time there were five large jetties servicing the Outer Harbour (Figure 9).

3.2.1 Port Kembla Outer Harbour after the development of the Port Kembla Inner Harbour

The port experienced extensive shipping traffic during the 1940s to 1960 which necessitated a secondary harbour to overcome increasing demand and a need for additional loading space. The State Government agreed to proceed with the construction and dredging of the Inner harbour which commenced in the 1950s. The Inner Harbour opened on 28 November 1960.²²

The ensuing port evolved into two distinct areas – the Inner Harbour, where most development since 1960 has been concentrated, and the Outer Harbour (where the study area is located), which by comparison was at its peak of activity in 1960. By 1960 six jetties had been constructed in the Outer Harbour to service local coal mining, steel works and other industry. Visible in the historical aerials between 1951 (Figure 7) and 1961 (Figure 9) there was extensive development of additional warehousing and other structures on the southern shoreline of the outer harbour.

It is visible in the historic aerials that the Outer Harbour was characterised by minimal development from the 1960's onwards along the southern shore buildings of the harbour up until the 2000's where drastic change, including land reclamation works, has occurred along the harbour.

Port Kembla was reliant on the harbour facilities to undertake its function as a port, particularly on its jetties. Today there are only two jetties in the Outer Harbour that remain operational, jetty 4 (Berth 206) and Jetty 6 (Gateway Jetty).

These jetties were constructed between 1908 and 1958, numerous adjustments have been made to the harbour jetties from the 1960s to present day as detailed below:

- Jetty 1 was in use until 1963 and the remnants of Remnant of Jetty 1 and Jetty 2 demolished between 1990 and 1994 (Figure 13 and Figure 14).²³
- No. 3 Jetty was strengthened and modified in 2000 to allow its continued use as a tug berth against which all tugs in the port berth. Jetty 3 was demolished between 2013 and 2014²⁴. (Figure 16 to Figure 17).²⁵
- No.4 Jetty (Berth 206) underwent major modifications in 1999 to make it suitable for the import and export of non-flammable bulk liquids.
- No. 6 Jetty (Port Kembla Gateway) is under a long-term lease to Port Kembla Gateway and the wharf structure has undergone major strengthening works over the past 15 years. The berth is currently used for import and export of dry bulk and other cargoes.

In addition to the extensive industrial and commercial development that occurred across the port area, a significant amount of land was reclaimed to facilitate the growth of the port. The process of

²¹ AECOM 2010b p. 5

²² Catterall, 1994.

²³ SMC Marine 2014, <https://www.smcmarine.com.au/port-kembla-jetty-no-3-demolition/>

²⁴ ibid

²⁵ AECOM 2010b p. 5

land reclamation within the study area is illustrated in Figure 16 to Figure 17. The Outer Harbour has historically facilitated a range of heavy industries such as cokeworks, steel production steel coating, scrap metal storage and a power station. Industrial operations such as Brick and Block, Morgan Cement and BlueScope Steel and BHP Billiton are still active in the area.

In the 1990's PKPC established a dredge spoil emplacement area in the Outer Harbour which involved placing material originating from various Inner Harbour development dredging projects along and out from the southwestern foreshore area.²⁶ In the current day Port Kembla has been subject to extensive disturbance including land reclamation to the west and south of the outer harbour visible from 2005 to 2025.

²⁶ AECOM 2010b p8

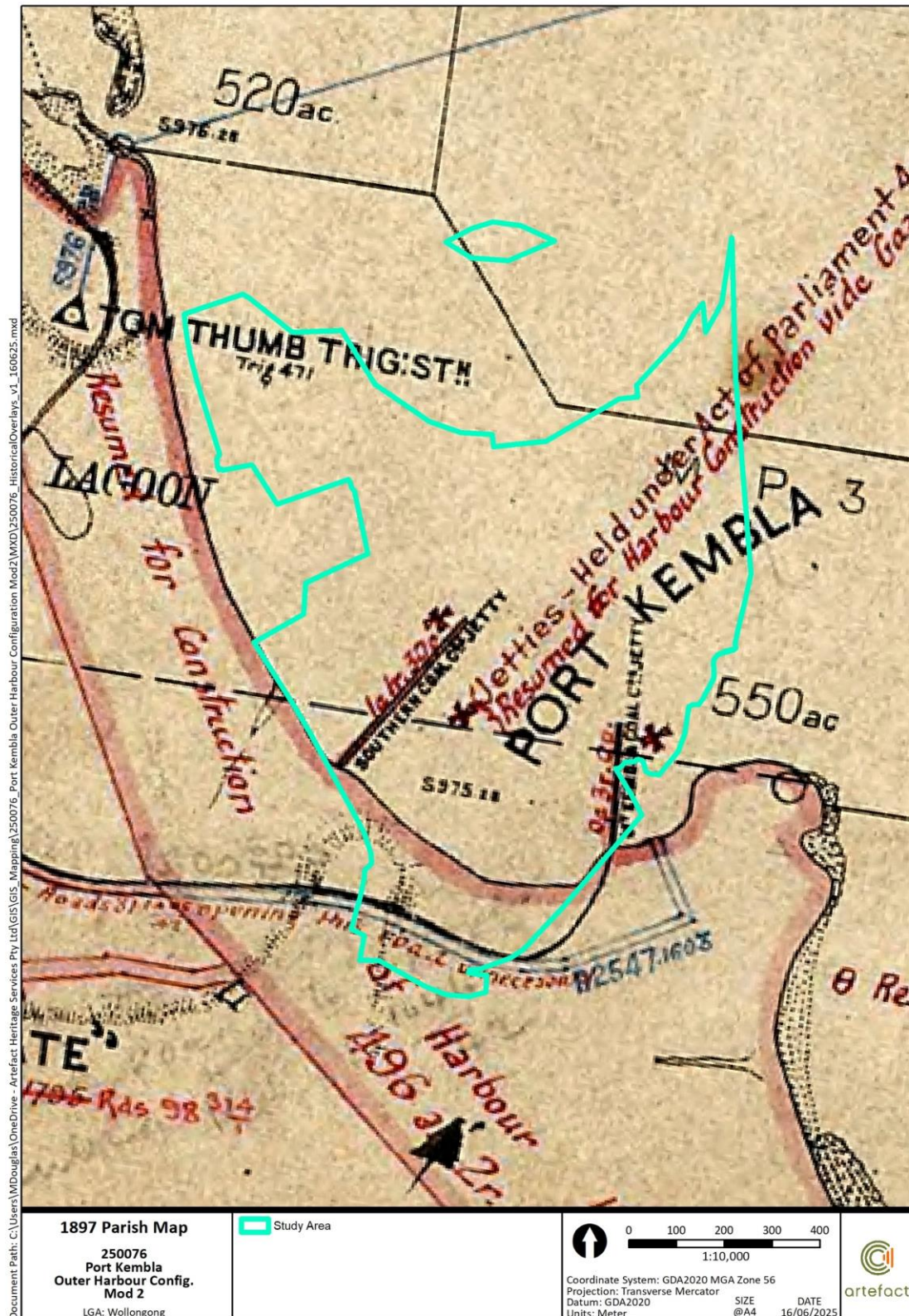


Figure 4: 1897 Parish map ²⁷

²⁷ Historic Land Records Viewer

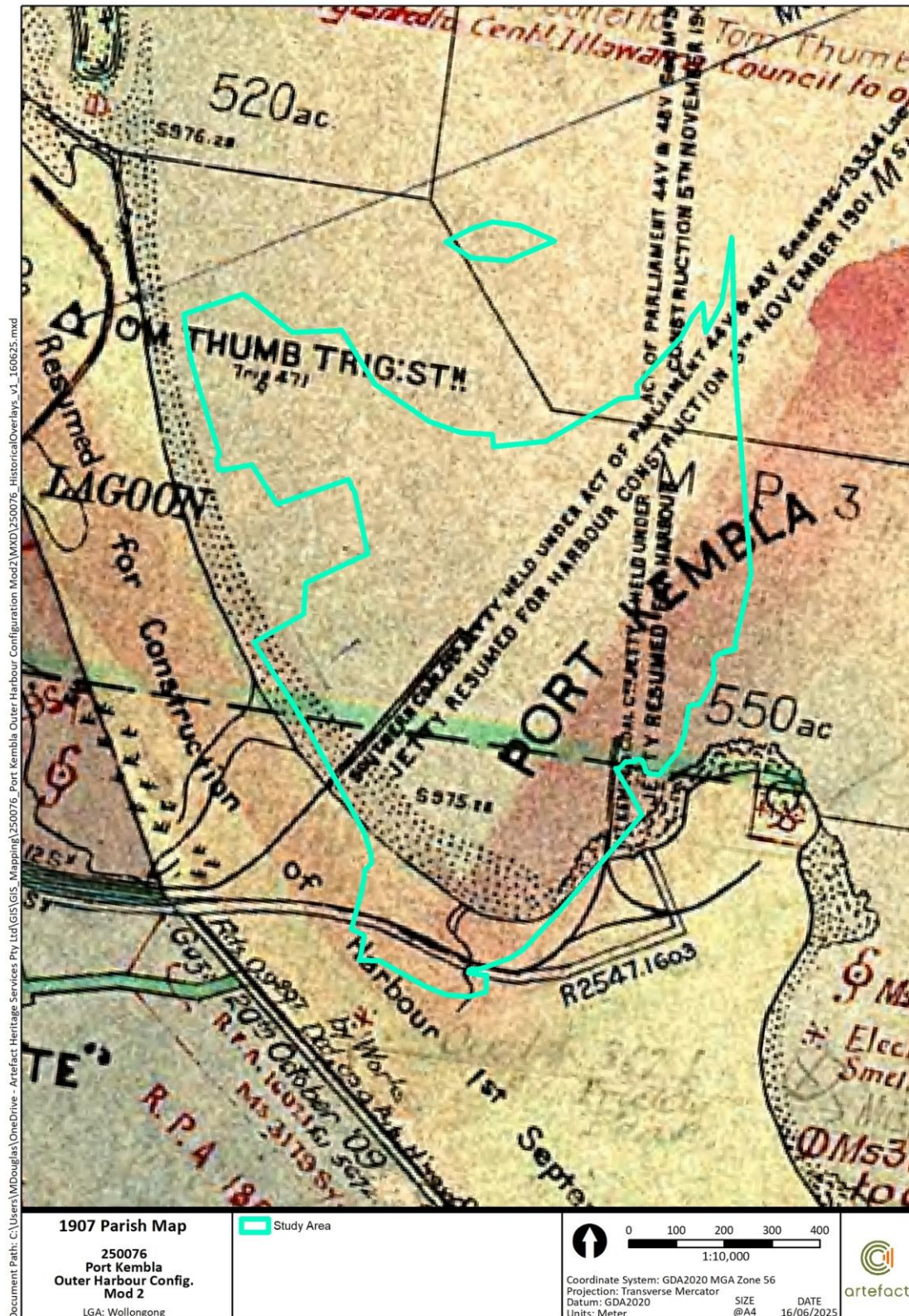


Figure 5: 1907 Parish map ²⁸

²⁸ Historic Land Records Viewer

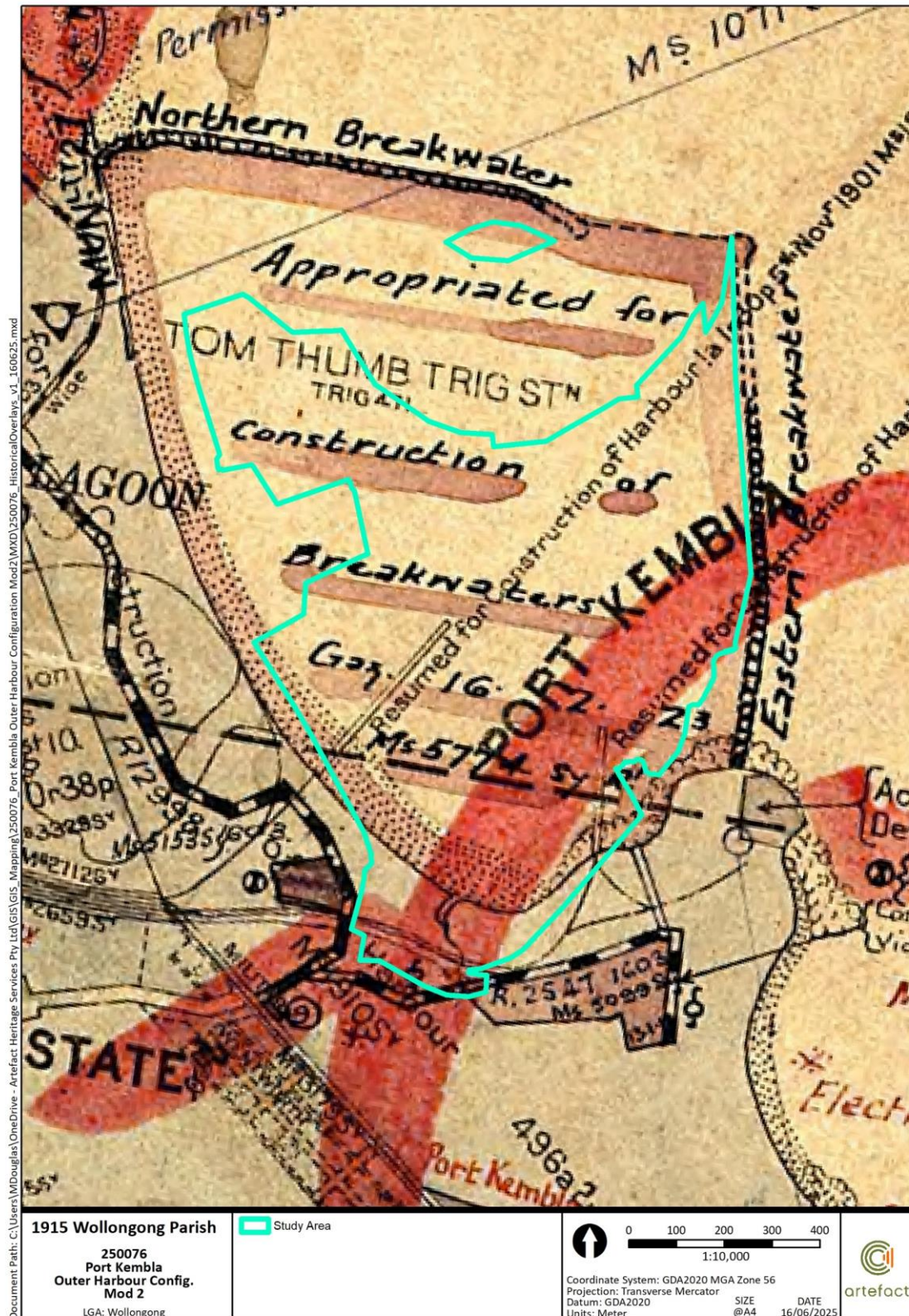


Figure 6: 1915 Parish map ²⁹

²⁹ Historic Land Records Viewer



Figure 7: 1951 aerial overlay ³⁰

³⁰ Spatial Collaboration Portal, Historical Imagery

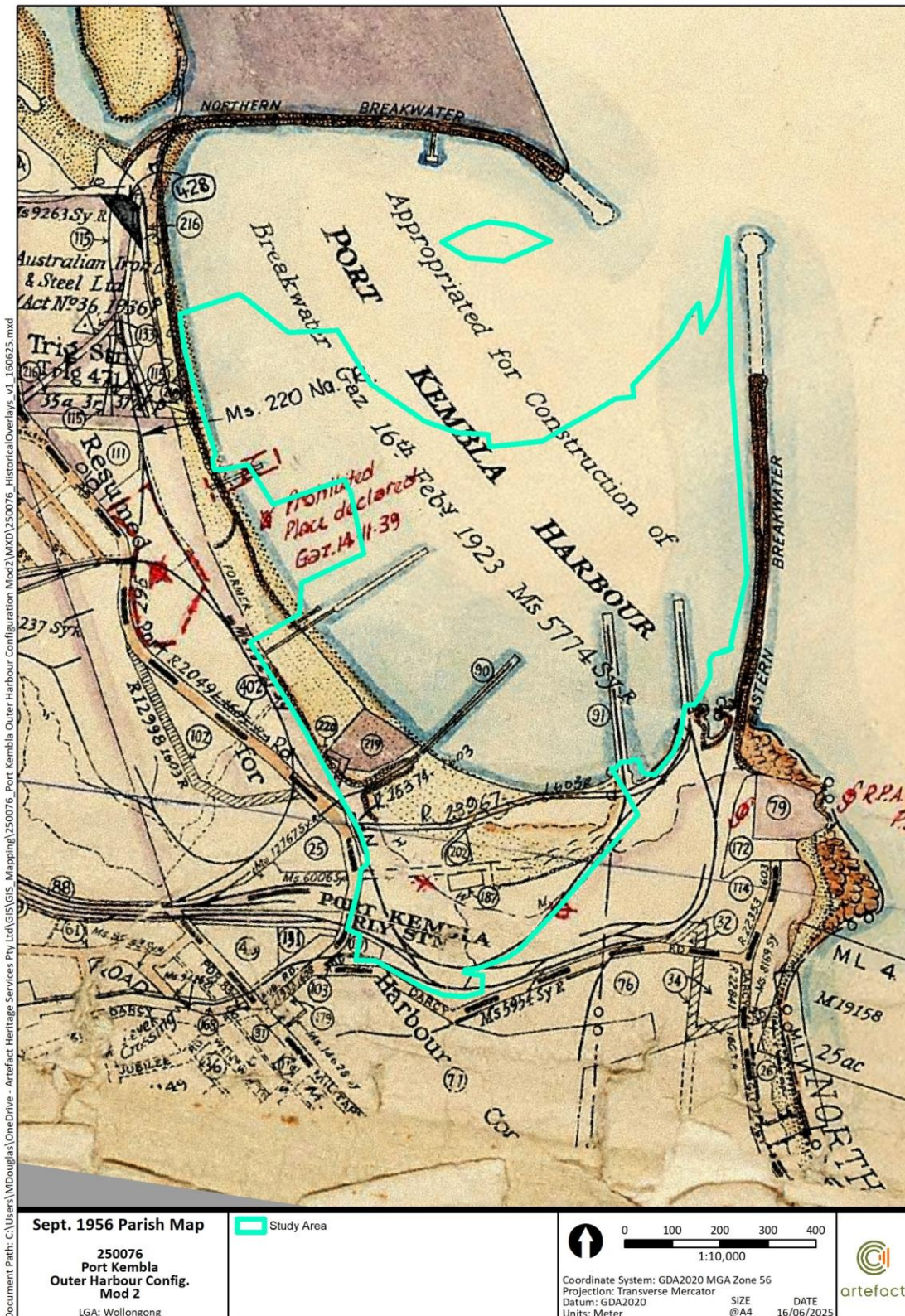


Figure 8: 1956 Sept Parish map ³¹

³¹ Historic Land Records Viewer

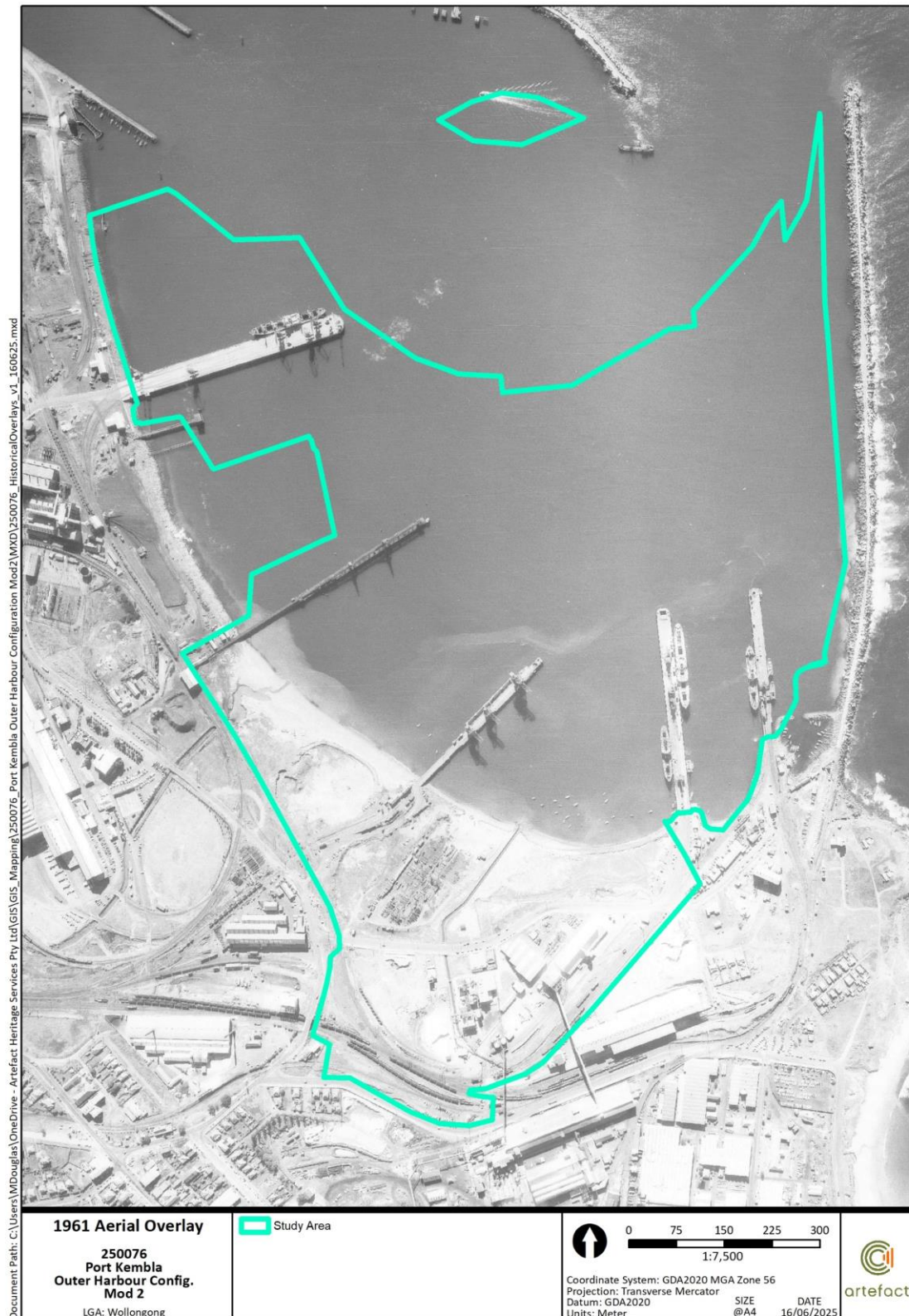


Figure 9: 1961 aerial overlay ³²

³² Spatial Collaboration Portal, Historical Imagery

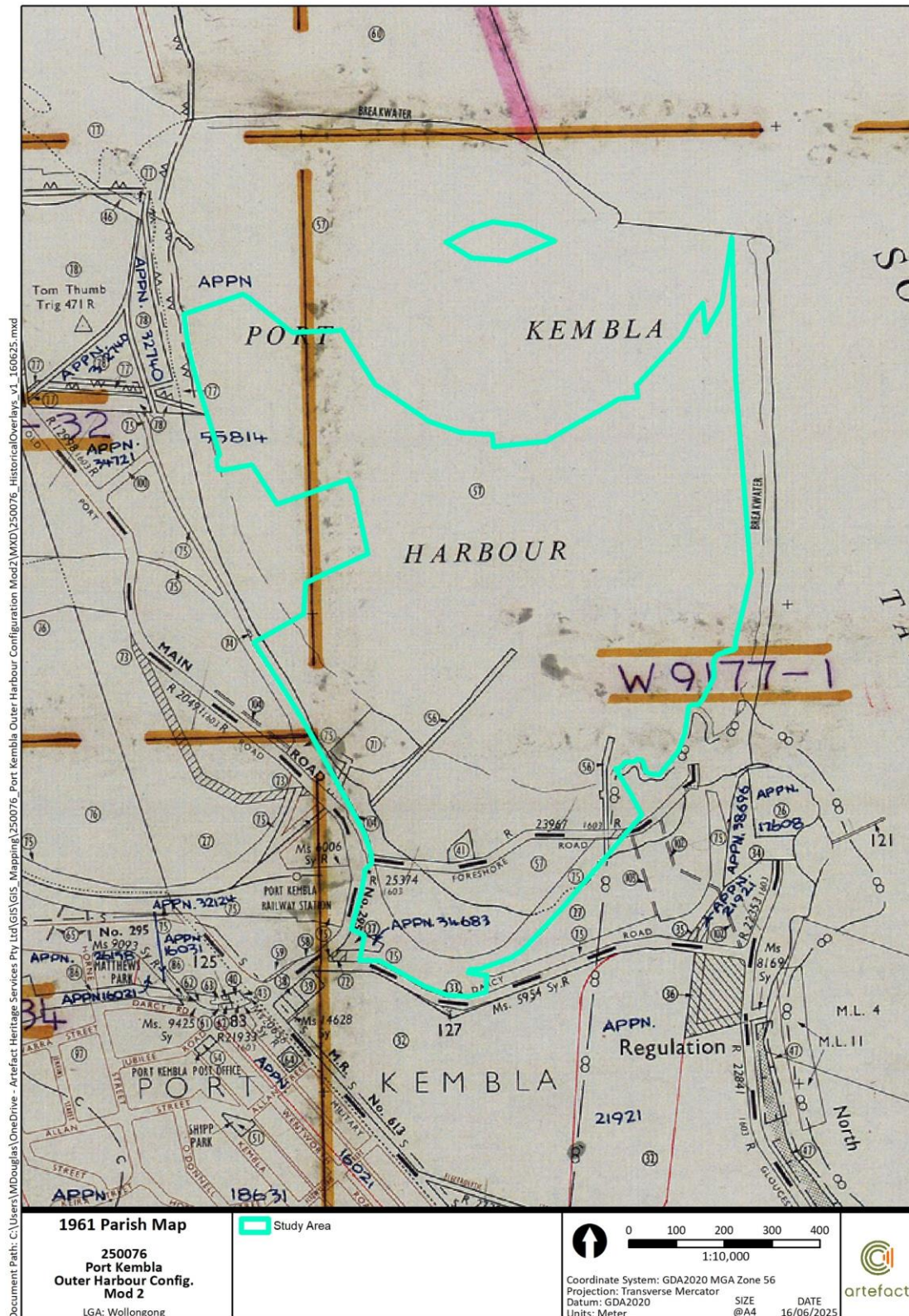


Figure 10: 1961 parish map ³³

³³ Historic Land Records Viewer



Figure 11: 1970 aerial overlay ³⁴

³⁴ Spatial Collaboration Portal, Historical Imagery



Figure 12: 1975 aerial overlay ³⁵

³⁵ Spatial Collaboration Portal, Historical Imagery



Figure 13: 1990 aerial overlay ³⁶

³⁶ Spatial Collaboration Portal, Historical Imagery

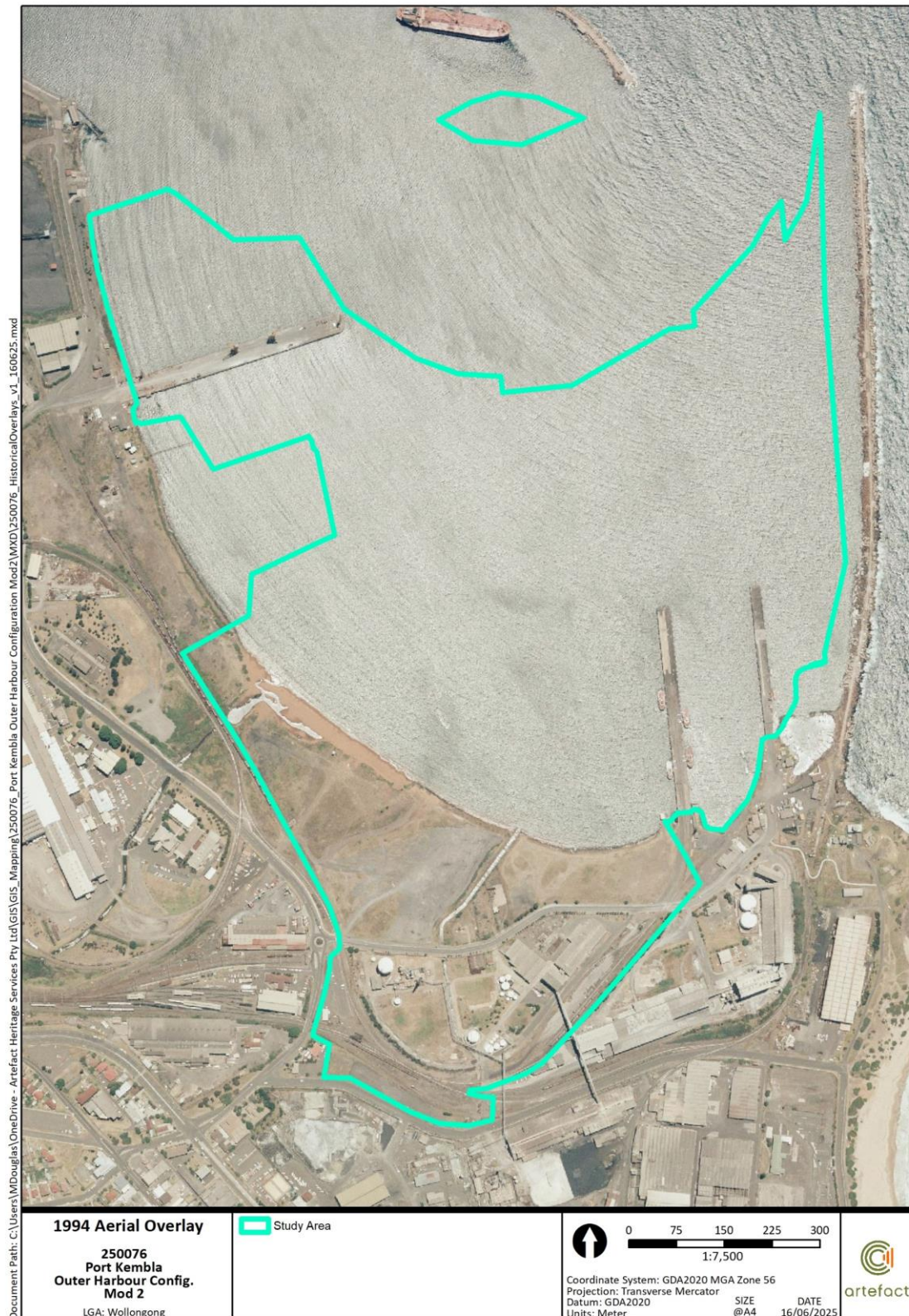


Figure 14: 1994 aerial overlay ³⁷

³⁷ Spatial Collaboration Portal, Historical Imagery



Figure 15: 2002 aerial overlay ³⁸

³⁸ Spatial Collaboration Portal, Historical Imagery



Figure 16: 2005 aerial overlay ³⁹

³⁹ Spatial Collaboration Portal, Historical Imagery

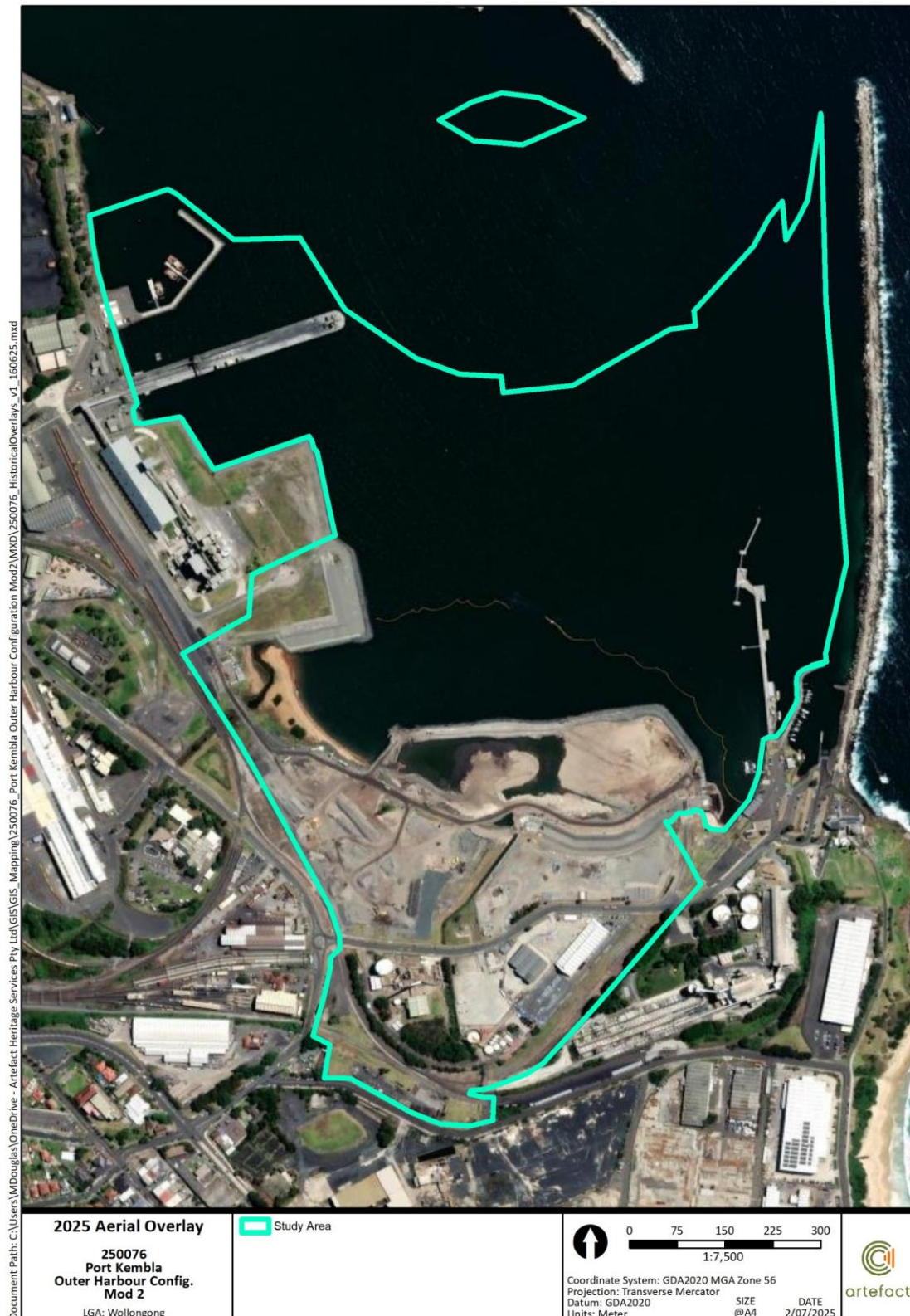


Figure 17: 2025 Aerial Overlay

3.3 Site survey

A visual inspection of the study area was undertaken by Samuel Sammut (Senior Heritage Consultant, Artefact Heritage) on 19 June 2025. Conditions were sunny and were acceptable for the visual inspection.

The entire study area had been subject to modification to facilitate its industrial and commercial usage across the nineteenth and twentieth centuries. Evidence observed during the site survey demonstrated that this modification included extensive filling activities (particularly in areas that had previously been located over water), and some cutting and terracing in certain portions of the study area.

Much of the study area featured extant industrial and commercial structures, structures associated with the function of the Outer Harbour, and roadways, and only a relatively small portion of the site was vegetated. In these vegetated areas fill materials were ubiquitous, and it was apparent that the observed grass and plant cover were present as a function of intentional landscaping, or the growth of vegetation on soils that had accumulated on top of fill materials over time (Figure 19).

A beach and small associated dune system were present in one portion of the study area. Historic aerials and mapping demonstrated that a beach was present within this location prior to the development of the port. However, during the survey it became apparent that the beach and dune area had undergone modification associated with the usage and development of the port. Portions of the beach had been destroyed or covered over by land reclamation or the introduction of boulders as part of seawalls. The survey demonstrated that additional modification to this beach and dune area was apparent through the creation of an outlet for a water canal, and potential terracing of the land within this area.

Extensive land reclamation works, cement concrete and build up has destroyed intact soil profiles. Any visual connection between the heritage items and the study area are **nil - low**. The study area is characterised by sites that are similar to the works proposed in the project. The heritage items discussed in Section 2.2 were observed from the study area to determine any potential visual impacts and the context in which they fit within the greater Port Kembla landscape. As indicated in the images below.

3.3.1 Heritage items visual inspection images



Figure 18: View south to SEPP Item 3 (Brick tower) from closest point of the proposed area (indicated in red)



Figure 19: View southwest to SEPP Item 1 (Commonwealth Rolling Mill Plant and Gardens) from the closest point within the proposed works area. Majority of the SEPP item is obscured behind pines and other trees



Figure 20: View southwest SEPP Item 1 (behind pines and other trees) from within the proposed works area



Figure 21: View towards SEPP item 1 (behind pines and other trees) from the reclaimed land to the west of the study area



Figure 22: View east towards SEPP items 4 and 5, and SHR itemc01492 from eastern ground boundary of the proposed works



Figure 23: View east towards SEPP items 4 and 5, and SHR item from beach which has been subject to significance disturbance



Figure 24: Views east toward SEPP Items 4 and 5



Figure 25: View east toward SEPP Items 4 and 5, LEP item and SHR item from 6



Figure 26: View east from SEPP item 1 towards proposed works area



Figure 27: Views northeast from SEPP item 1 towards study area. Study area mostly obscured by trees



Figure 28: View of the Mobile Block Setting Steam Crane and towards heritage items and study area



Figure 29: View west towards study area from the SEPP 4 and 5 and SHR collective



Figure 30: View north from SEPP item 2 (Brick structure) towards study area proposed works (obscured behind shed in background)



Figure 31: Views from SEPP items 2 (Brick structure) towards study area (behind shed in background)

3.4 Archaeological potential and Significance Assessment

As discussed in Section 3.2 Historical Development Port Kembla Outer Harbour has been subject to extensive works since the 1950's. The majority of land disturbance has occurred between 2005 and 2025 where land reclamation, demolition of jetties and construction of warehouses has extensively removed intact soil profiles and therefore removed potential for archaeological remains from 19th century agricultural occupation and early 20th century industrial works.

In addition to the desktop assessment no areas of archaeological potential were identified within the study area during site survey. Based on these findings, the study area has **nil-low** potential to contain significant historical archaeological remains. The study area is unlikely to contain relics as protected by the relics provisions of the *NSW Heritage Act 1977* due to these high levels of disturbance.

3.5 Potential heritage impacts

There are no listed heritage items within the study area; seven locally heritage listed and one state listed heritage item are within a 250-metre buffer of the study area.

The works on Jetty 3, 4 and 6 has been approved under the requirements of the original application with schedule 2 requirements prior to the current works adjustments and application. The Jetties are not listed on any heritage listed, but were determined by AECOM (2010) to have low local significance and that retention of the items would not be of great benefit to the Outer Harbour as quoted In Section 2.3 (of this report). Jetty 3 has already been removed due to works conducted in 2013.

The recommended minimum working distance to avoid cosmetic vibration impacts is 25 metres from works as listed in the Construction noise and vibration guidelines.⁴⁰

For most construction activities involving vibration sources such as rock breakers, piling rigs, vibratory rollers, excavators and the like, the predominant vibration energy occurs at frequencies greater than 4 Hz (and usually in the 10 Hz to 100 Hz range). On this basis, a conservative vibration damage screening level per receiver type is given below:

- Reinforced or framed structures 25.0 mm/s
 - Unreinforced or light framed structure 7.5 mm/s
-

As all heritage items are over 100 metres away from the study area and therefore satisfy the minimum requirements.⁴¹

There will be no physical or direct impacts to listed heritage items as none are currently located within the study area.

The new works boundaries are not any closer to the breakwaters. Therefore, there is no additional potential impacts to shipwrecks as discussed in AECOM 2010.

⁴⁰ Construction noise and vibration guideline – public transport infrastructure September 2023 Transport for NSW

⁴¹ Construction noise and vibration guideline – public transport infrastructure September 2023 Transport for NSW

Minor indirect visual impacts may occur for the heritage items within 250 metres of the study area. The proposed works will be consistent with the current Port Kembla setting and extant structures around the harbour. Therefore, the additional works will cause only minor visual impacts that does not extend beyond works already occurring and constructed in the area.

Archaeological potential has been assessed as **nil to low** for relics and **nil to low** for works. The proposed works are unlikely to impact on significant archaeological remains.

4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 Historic heritage

A search of statutory heritage registers has identified no listed heritage items within the study area, and two jetties unlisted and of local significance within the study area. The following listed heritage items within 250 metres of the study area:

- Hill 60/ Illowra Battery – State Heritage Register item no. 01492
- Historical military museum including break water battery and concrete tank barriers – Wollongong LEP 2009 item no. 61043
- Hill 60, Fisherman’s Beach, Boilers Point, Red Point and MM Beach – SEPP 2021 item no. 5
- Mobile Block Setting Steam Crane – SEPP 2021 item no. 4
- Brick Chimney – SEPP 2021 item no. 3
- House/ Office – SEPP 2021 item no. 2
- Commonwealth Rolling Mill Plant and Gardens – SEPP 2021 item no. 1

There will be no physical or direct impacts to listed heritage items as none are currently located within the study area. The new works boundaries are not any closer to the breakwaters. Therefore, there is no additional potential impacts to shipwrecks as discussed in AECOM 2010.

Minor indirect visual impacts may occur for the heritage items within 250 metres of the study area. The proposed works will be consistent with the current Port Kembla setting and extant structures around the harbour. Therefore, the additional works will cause only minor visual impacts. Each of the heritage items are located beyond the minimum working distance to avoid cosmetic vibration impacts from works as determined by the Transport for NSW Construction noise and vibration guidelines.

4.1.2 Historical archaeology

A review of historical documentation, parish maps and historical aerial imagery has identified that development of the Outer Harbour commenced in the study area in the late 1800s. The majority of land disturbance has occurred between 2005 and 2025 where land reclamation, demolition of jetties and construction of additional warehouses has extensively removed intact soil profiles.

In addition to the desktop assessment no areas of archaeological potential were identified within the study area during site survey.

It has been determined that the study area has **nil-low** potential to contain significant historical archaeological remains.

4.2 Recommendations

Based on the findings of this non-aboriginal heritage advice memo it has been determined that an additional Statement of Heritage, Historical Archaeological Assessment or Maritime Statement of Heritage Significance are not required for the project.

It has been determined through the additional survey and high-level research that no additional recommendations are required for the extension of the study area from the original study conducted by AECOM in 2010 as they apply to this project.

No additional visual or physical impacts to heritage will occur with this extended Mod-5 works area boundary. The works will have a minimal visual impact to the locally listed State Environment Planning Policies 3 Ports (SEPP 2021) heritage items in an area that already has extensive modern buildings and works which is consistent with the proposed works. Artefact endorses the recommendation previously issued by AECOM (2010) for the initial Major Project Approval conditions including the Photographic Archival Recording for the extant Jetties.

It is recommended that the original application Project Approval Conditions (Application number: 08_0249) be fulfilled.

B26. The proponent shall, prior to demolition, prepare photographic archival recordings of Jetties No. 3 and No.4 including a comprehensive history of these Jetties. The recordings shall be in accordance with the guideline How to Prepare Archival Records of Heritage Items (Heritage Office, 1998) or any superseding document and shall include copies of current and/ or historical plans or drawings. Copies of the recordings are to be lodged with the State Library of NSW, the Department (Heritage Branch) and the Council.

B27. The proponent shall ensure that all construction contractors and subcontractors and personnel are inducted, prior to construction, as to their obligations and requirements in respect of the protection of non-indigenous heritage items and relics.⁴²

In addition, Jetty 6 will be impacted by the current proposed works it is recommended that the Jetty no.6 be recorded with a Photographic Archival Recording including a comprehensive history as is consistent with the AECOM 2010 SoHI and HAA recommendations.

An unexpected finds procedure must be put in place for both terrestrial and maritime archaeology. In the unlikely event that archaeological material is uncovered works must cease immediately and Heritage NSW contacted.

The Photographic Archival Recording as recommended in the AECOM 2010 SoHI will also apply to MOD5. Additional recommendation mitigations are included in the table below.

Table 3: Summary of Recommendations and mitigation measures for the project

Recommendation/ Mitigation Measures	
	Photographic Archival Recording fulfillment of Project Approval Conditions and AECOM 2010 recommendations.
	Jetty 4 and Jetty 6 (Jetty 3 no longer extant)
<i>Recommendation 1</i>	Photographic Archival Recording to record each Jetty in its final form should be undertaken. Photographic recording could take place from the water and from the structure itself provided that adequate safety precautions are taken. It would also be pertinent to construct a comprehensive history of the use of the jetty including historical and recent photographs of the structure and its operation to preserve the knowledge of its operations.

⁴² Schedule 1 Project Approval, Application number 08_0249

Recommendation/ Mitigation Measures

Unexpected Finds Procedure

As the study area has been assessed as having areas of Nil-low archaeological potential, it is recommended that potential archaeological resources be managed through an Unexpected Finds Procedure that is developed for the proposal. The Unexpected Finds Procedure content is outlined below:

Mitigation Measure 1

- If archaeological resources are identified during any stage of the project, works in the area must cease, the area be adequately protected, and a suitably qualified archaeologist notified so as to carry out more detailed investigation and assessment.
- If the archaeological assessment determines that the remains are 'relics' in the meaning of the Heritage Act, the Department of Climate Change, Energy, Environment and Water must be notified about the discovery of relics in accordance with Section 146 of the Heritage Act. Further approval/s may be required to allow the works to proceed.

Heritage induction

Mitigation Measure 2

- All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project to encounter significant archaeological resources.
- The induction should make contractors aware of the recommendations and mitigation method included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.

General

Mitigation Measure 3

- Any additions or design modifications to the proposal, outside the scope of this assessment, would require additional heritage assessment to ensure consistency with this assessment.

5.0 REFERENCES

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Schedule 1 Project Approval, Application number 08_0249

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