

## STATEMENT OF HERITAGE IMPACT

175-177 Cleveland Street & 6-8 Woodburn Street, Redfern

September 2022 - Issue B



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**175-177 CLEVELAND STREET & 6-8 WOODBURN STREET, REDFERN**

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*Cover image: Image by Mark Shapiro Architects*

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## EXECUTIVE SUMMARY

This report has been prepared as part of the Environmental Impact Statement (EIS) for State Significant Development (SSD) application number SSD-32275057, for the redevelopment of 175-177 Cleveland Street and 6-8 Woodburn Street, Redfern, proposing the demolition of existing buildings and erection of mixed use boarding house with a basement level and ground floor retail.

175-177 Cleveland Street and 6-8 Woodburn Street are **not** listed as heritage items in any statutory instrument, nor are they located in a heritage conservation area. A Heritage Assessment of the site previously prepared by Graham Brooks and Associates (now GBA Heritage) concluded that the existing buildings have no significance in heritage terms. The existing residential apartment at 6-8 Woodburn Street, Redfern is a contemporary building with no heritage significance.

In 2015 the previous owners submitted a proposal for the redevelopment of the site (SSD 7064). Graham Brooks and Associates (now GBA Heritage) prepared a Statement of Heritage Impact to the SEARs requirements to accompany the application. It proposed demolition of the existing structures and construction of a 5-6 storey mixed use development comprising both residential and hotel accommodation with ground floor retail tenancies. While initially refused, development consent was eventually granted by the Land and Environment Court in 2018. The current proposal is similar in nature, footprint and envelope.

Although the subject site is not listed as an item of local heritage significance in the *Sydney LEP 2012*, it is in the vicinity of the following heritage items listed in Schedule 5 (Environmental Heritage): Item 163 - *Residential flat and retail building group "Strickland Building"* at 54–62 Balfour Street; Item 199 - *Former Mercantile Bank Chambers* at 151 Regent Street; and the *Chippendale Heritage Conservation Area (C9)* whose border is on the opposite side of Cleveland Street. Other listed items in the vicinity are separated by intervening development, distance and roadways and have no direct visual connection to the subject site. Accordingly, this report has considered the potential impact of the development on the closest heritage items and conservation areas in the vicinity.

While the subject site is located at the northern edge of the Redfern-Waterloo Authority Site, defined in the *State Environmental Planning Policy (SEPP) (State Significant Precincts) 2005*, it is not identified as a listed heritage item, or in the vicinity of a heritage item that is listed under the SEPP. The heritage considerations of the *Redfern-Waterloo Built Environment Plan (Stage One)* are therefore not applicable to the proposed development. Under the heritage requirements, the SEARS states that a Statement of Heritage Impact should be provided where there is potential for direct or indirect impacts on the heritage significance of environmental heritage.

The proposed development is generally consistent with the heritage objectives and guidelines of the *Sydney LEP 2012* and the *Sydney DCP 2012*.

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

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# 1.0

## INTRODUCTION

### 1.1 REPORT OVERVIEW

This report has been prepared as part of the Environmental Impact Statement (EIS) for State Significant Development (SSD) application number SSD-32275057, for the proposed affordable housing development at 175-177 Cleveland Street & 6-8 Woodburn Street, Redfern. The SSD DA is for the demolition of the existing residential buildings on the site and construction of a mixed use boarding house including a basement level and ground floor retail.

The application is lodged with the NSW Department of Planning, Industry and Environment (NSW DPIE) for assessment.

This report has been prepared in response to the requirements outlined in the Secretary's Environmental Assessment Requirements (SEARs) dated 9 December 2021, as follows:

#### 20. Environmental Heritage

- Where there is potential for direct or indirect impacts on the heritage significance of environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (if potential impacts to archaeological resources are identified), prepared in accordance with the relevant guidelines, which assesses any impacts and outlines measures to ensure they are minimised and mitigated.

The report evaluates the proposed development, designed by Mark Shapiro Architects, and concludes that, the proposal will have an acceptable heritage impact.



**Figure 1.1**  
Location map showing the subject site shaded in yellow.  
Source: NSW Spatial Services SIX Maps



**Figure 1.2**  
Extract from the LEP Heritage Map showing the subject site shaded in yellow.  
Source: Sydney LEP 2012 Heritage Map, sheet HER\_009

## 1.2 REPORT OBJECTIVES

The main objective of this Statement of Heritage Impact is to analyse the overall heritage impact of the proposed development in relation to the Environmental Planning Instruments (EPIs) specified in the Secretary's Environmental Assessment Requirements (SEARs), and the guidelines endorsed by the NSW Heritage Council.

## 1.3 METHODOLOGY AND STRUCTURE

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

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

## 1.4 SITE IDENTIFICATION

The subject site constitutes 175-177 Cleveland Street, 1-5 and 6-8 Woodburn Street, Redfern (Fig 1.1). It is located on the south side of Cleveland Street. The subject site has two frontages to Woodburn Street and Eveleigh Street. The subject site comprises multiple lots which are described by NSW Land Registry Services (LRS) as:

175 Cleveland Street:

- Lot 1, DP 1093304
- Lot 1, DP 724328
- Lot 15 DP 57107

177 Cleveland Street:

- Lot 10, DP 809537

1-5 Woodburn Street:

- Lots 3 and 4, DP 977379
- Lot 5, DP 68798

6-8 Woodburn Street:

- Lot 1, DP 121029
- Lot 1, DP 780307

## 1.5 HERITAGE MANAGEMENT FRAMEWORK

The subject property is **not** listed as an item of heritage significance in any statutory instrument.

### NSW ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979 (EP&A ACT)

The Secretary's Environmental Assessment Requirements (SEARs) for SSD-32275057 note:

*Any Environmental Impact Statement (EIS) must meet the minimum form and content requirements as prescribed by Schedule 2 of the Environmental Planning and Assessment Regulation 2000 (EP&A Regulation) and the State Significant Development Guidelines.*

### NSW HERITAGE ACT 1977

The NSW Heritage Act 1977 (Amended) is an Act to conserve the environmental heritage of New South Wales. The Act established the Heritage Council of NSW, and the State Heritage Register. The subject site is located in the vicinity of the following items listed in Schedule 5 of the Sydney Local Environmental Plan (LEP) 2012, as items of local heritage significance, the closest being:

- *Item I163 - Residential flat and retail building group "Strickland Building" at 54–62 Balfour Street*
- *Item I199 - Former Mercantile Bank Chambers at 151 Regent Street.*

The subject site is also located in the vicinity of the Chippendale Heritage Conservation Area (C9) listed in Schedule 5 of the *Sydney LEP 2012*.

Other listed heritage items in the wider locality are separated from the subject site by intervening development, distance, roadways, and public domain, and have no direct visual or physical connection to the site.

Although the subject site is part of one of a number of sites excluded from the *Sydney LEP 2012*, due to its proximity to heritage listed items including the HCA, the property is subject to the heritage provisions of the *Sydney LEP 2012* and the *Sydney Development Control Plan (DCP) 2012* under the *Environmental Planning and Assessment Act 1979*. Sydney Council must take into consideration the potential impact of any proposed development on the heritage significance of the listed items in the vicinity of the subject site.

While the subject site is located at the northern edge of the Redfern-Waterloo Authority Site, defined in the *State Environmental Planning Policy (SEPP) (State Significant Precincts) 2005*, it is not identified as a listed heritage item, or in the vicinity of a heritage item that is listed under the SEPP (refer to Figure 1.3). The heritage provisions of this SEPP and the heritage considerations of the *Redfern-Waterloo Built Environment Plan (Stage One)* are therefore not applicable to the proposed development.

## 1.6 AUTHORSHIP

This report has been prepared by Dr Shabnam Yazdani Mehr, Senior Heritage Consultant, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

## 1.7 REPORT LIMITATIONS

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

Recommendations have been made on the basis of documentary evidence viewed. Historical investigation or analysis was not included in this report.

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

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

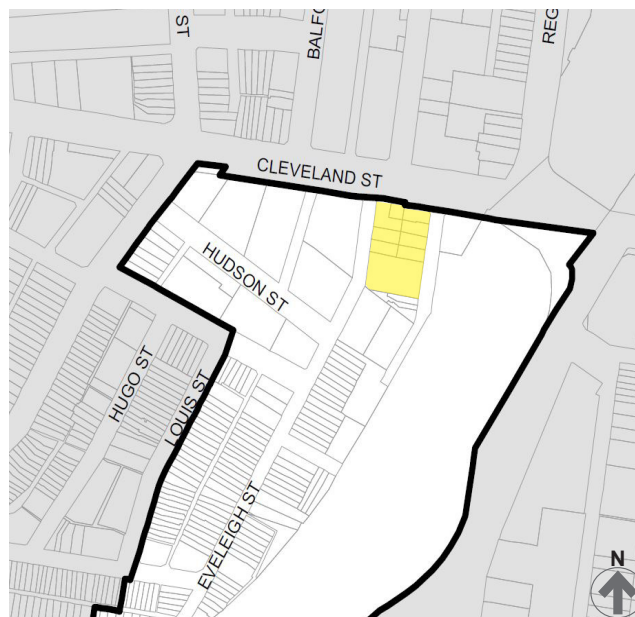
This assessment is based on drawings and information available as at 1 September 2022.

## 1.8 ACKNOWLEDGEMENT OF COUNTRY

GBA Heritage acknowledges the Traditional Custodians of the land that includes the subject site, and pay our respects to Elders past, present and emerging.

## 1.9 COPYRIGHT

Copyright of this report remains with GBA Heritage.



**Figure 1.3**

Extract from the SEPP (Major Development) 2005 Heritage Map showing the subject site, shaded in yellow, is not a listed heritage item, or in the vicinity of a heritage item listed under this SEPP.

Source: NSW Government Legislation website



# 2.0

## HISTORICAL SUMMARY

### 2.1 BRIEF HISTORY OF THE LOCALITY

The following information is sourced from the 2014 Heritage Assessment for 175-177 Cleveland Street, Redfern:

*The initial European settlement of the Sydney area was centred around the site of Port Jackson, with the far reaches of the town area finishing near the intersection of present-day George and Pitt Streets. Beyond, George Street turned into what was known as Parramatta Street (later George Street West). Alongside Parramatta Street ran a stream which crossed the road under a bridge and drained into Blackwattle Swamp. Outside the immediate city precinct, the land was principally used for the stabling and pasturing of livestock.*

*William Chippendale, one of the first grantees in the area, arrived in New South Wales as a free settler in 1815 and was granted 95 acres of land in 1819 on the condition that at least 20 acres be cleared and cultivated within five years. His land, which lay opposite Ultimo Estate, bordered that of Redfern, Chisholm and Hutchinson farms. On the south side, his grant ended at the Blackwattle Swamp Stream. The grant, known as the Chippendale Estate, was composed of low-lying bog and fertile soil. The major landholders in the area were Chippendale, Major Druitt, Robert Cooper and Thomas Shepherd. In later years, Shepherd's Nursery became an integral part of the Chippendale area, ultimately giving names to many of the streets in the vicinity, including Pine, Myrtle and Rose.*

*Over time, William Chippendale sold portions of his land to pawnbroker/merchant and ex-convict Solomon Levey. Part of the land was subsequently resold and subdivided in 1838, with the evolving suburb clearly emerging as both residential and industrial. The smallest blocks had 66 foot frontages to Cleveland, Botany and Banks (Meagher) Street. Banks Street emerged as a small commercial nucleus, with one shop and three houses in 1845, but six shops, twenty-seven houses and one hotel within the next three years. Among established buyers such*

*as Hutchinson and Shepherd were individuals like Prosper De Mestre, who owned numerous properties in the Sydney CBD and evidently aimed to extend his reach to the surrounding areas. The external streets of Botany (now Regent) and Cleveland Streets were predominantly good quality residential premises, with a smattering of some commercial properties. By mid century, there were several enterprises in the area: notably Cooper's Brisbane distillery, and the Kent Brewery. There was also a steam flour mill on Abercrombie Street and a small soap and candle factory on Parramatta Street.*

*The early housing in the area was associated with the industries in the area, with most of the companies' workers and their families residing close by. The majority of housing was of low quality, cramped and squalid. One of the first areas occupied was between the distillery and the brewery, in narrow laneways running back from Parramatta Street that were lined with shabbily built and ill maintained wooden houses. Despite this, the area rapidly filled to overflowing with residents. In the 1850s the area expanded to allow for more of these narrow laneways, with the marking out of Charles and Green Lane. In total, there were approximately ninety cottages by the end of the 1850s: all were in sad repair and lacking basic drainage and sanitation.*

*The 1850s and 1860s saw the subdivision of the last remaining large holdings in Chippendale and the consequent establishment of new street formation such as the extension of Cleveland Street through to Newtown as part of the subdivision of Hutchinson's paddock. By the latter half of the nineteenth century, large sections of Chippendale and Redfern was maligned by the Council for its perceived low character, incidence of crime and depravity, and the poor quality of lifestyle among the resident Irish and minority groups. A Legislative Assembly report compiled in 1875-6 found that:*

*“Throughout the whole of this area the buildings are of a very inferior class, being chiefly low weatherboard and shingle cottages, containing three or four small rooms, in most cases very much out of repair...”*

*In many instances residences seemed to be composed mostly of rags, bits of wood, torn sugar baskets from the nearby distillery, mats, old bags, and suffering from either excessive or insufficient ventilation.*

*Several streets were renamed in the late nineteenth century, among them Kensington Lane (later known as Fitzroy St), which was temporarily called Goold Street, and Yarnold Street was subsequently known as Eveleigh Street. In the 1880s and 1890s, land in the area became increasingly utilised for residences and manufacturers, particularly after the reclamation of Blackwattle Swamp. Between 1871 and 1891, the population increased by over fifty per cent. Inevitably, the illegal subdivision of properties emerged as another significant problem that the Council had to deal with in the last two decades of the nineteenth century.*

## **2.2 RESUMPTION AND REDEVELOPMENT**

*Wholesale resumption of pockets of Chippendale and Redfern land began in earnest in the late nineteenth and early twentieth centuries. Flooding and sewage problems continued to plague the area, and the decision to cover a main open sewer in 1900 resulted in back-flooding through manholes, gullies, yards and cellars. In 1909 Archdeacon Boyce recommended the remodeling of Chippendale as a matter of urgency and the construction of worker’s dwellings essential and the demolition of “wretched little streets [with] no room to live.” A process of wholesale resumption of selected areas began in 1911, with the resumed land reserved for both residential and commercial redevelopment. Owners were offered compensation by the Council, and inevitably led to court cases, and numerous disputes and correspondence. In 1912 the City Architect was instructed to draw up plans for public housing, ultimately resulting in the construction of the Strickland Buildings – the first public housing in Sydney. A good proportion of the land was sold to factory owners. Later demolitions followed, such as in 1917, when the Council knocked houses on Buckland Street down in order to widen the road.*

*Increased pressure was laid on locals to move further out into the suburbs and abandon Chippendale to the commercial enterprises, forming a long-running pattern of commercial occupation of this area, particularly along Cleveland Street. Many businesses dealt with clothing manufacturers and associated industries. Again, by the end of World War One, the food processing industry was also in place in Chippendale, including the White Wings factory, Bendollar Chocolate Company, MacRobertson’s Chocolate factory and the Phoenix Biscuit Company, all of which were located on Cleveland Street. Heavy manufacturing was to be found in both wholesaling and production, with companies such as Clutterbuck Brothers, numerous wire workers, engineers, printing firms, galvanisers, motor accessories manufacturers and spring makers. As the small residential cottages were demolished, they were increasingly replaced by commercial, retail and industrial buildings. By midcentury, the area in close proximity to the railway, between Regent and Abercrombie Streets, was a hub of industry and manufacturers.*

*Following World War Two, many of the residents moved out to the suburbs as part of a larger pattern of prosperity and consequent suburbanisation. In their place came new migrants: Greeks, Italians and British immigrants, although many southern Europeans did not stay long in the area. Other nationalities were Asian, African and South American countries, with the area generally becoming desirable to students through its proximity to the Sydney University. In the latter part of the twentieth century, the factories and similar industries needed to expand, and chose to move to other suburbs, leaving their warehouses vacant for new enterprises and overall redevelopment. Older businesses, such as the brewery, remained, and even expanded, as late as the 1980s, when houses in Balfour, Wellington and Kensington Streets were demolished to enable the construction of new buildings. However, the small sizes of the allotment limiting the growth of the various manufactories meant that companies needed to relocate away from the inner city area., with a pattern evident by the late 1970s and early 1980s of businesses moving away from the Chippendale/Redfern area.*

## 2.3 EARLY OWNERSHIP AND USE OF THE SUBJECT SITE

### 175-177 CLEVELAND STREET

*The subject site is originally part of a 95 acre of land granted to William Chippendale on 31 August 1819.*

*It was acquired by merchant and importer Jean Prosper De Mestre, who was involved in shipping, whaling and property markets and was well regarded as a business leader in the Sydney colony, at one time becoming a director of the Bank of New South Wales. De Mestre was declared insolvent in 1844 and died at Terara, Shoalhaven, after a short illness later that same year.*

*The breakup of his property portfolio began prior to his death, with advertisements for his Sydney city properties published in the Sydney Morning Herald on 15 May, 1844.*

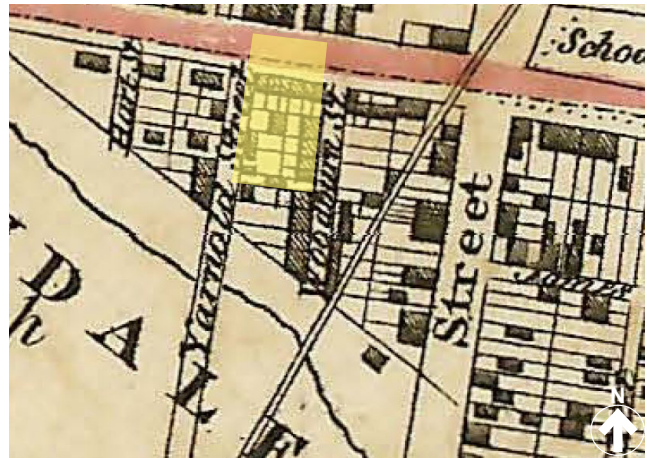
Throughout the mid-1800s the subject site remained undeveloped, although a number of buildings fronting onto Cleveland Street had begun to appear. As it can be seen from Woolcott and Clarke's map of the City of Sydney (Figure 2.1), the lots were mainly occupied by public buildings in 1854, which were replaced by residential buildings during the 1860s .

*The land at 175-177 Cleveland Street and 1-5 Woodburn Street comprised lots 16 and 18 of Section 2 of De Mestre's subdivision, with building allotments at Chippendale was conveyed to:<sup>1</sup>*

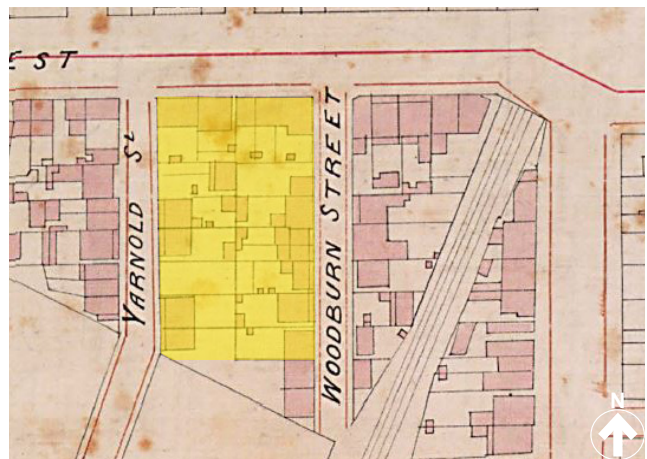
- GC Hayes (1844)
- LF Johnson (1848)
- WW Billyard (1855)
- FGC Hanlow (1861)

*It was then purchased by builder and surveyor Henry Hodgson of Redfern on 5th March 1877. It is likely that the early buildings on the site of 175 Cleveland Street were constructed by Henry Hodgson. By the late nineteenth century, there was a series of residential dwellings extending across the Cleveland Street frontage of the property and a local grocer store at the corner of Cleveland and Eveleigh Streets.*

*In late 1952, Cleveland Street was renumbered, with the subject site changing from 359 to 175 Cleveland Street.*



**Figure 2.1**  
Woolcott & Clarke's Map of the City of Sydney, 1854. The approximate location of the subject site is shaded in yellow.  
Source: City of Sydney Archives and Historical Research



**Figure 2.2**  
Woolcott & Clarke's Map of the City of Sydney, 1854. The subject site is shaded in yellow.  
Source: City of Sydney Archives and Historical Research

<sup>1</sup> Heritage Assessment for 175-177 Cleveland Street, Redfern prepared by Graham Brooks and Associates (now GBA Heritage), 2014.



## 6-8 WOODBURN STREET

The land at 6-8 Woodburn Street comprised lots 6,7,8,11,12,13, and 14 of Section 2 of De Mestre's subdivision of part of the Chippendale estate. These lots changed hands several times as follows:

### Lots 11, 12, 13

1879 - James Ridley<sup>2</sup>

1892 - William Waterman (lot 13)<sup>3</sup>

1921 - Joint tenancy between George Martin Simpson and Edmund James Lonsdale (Lots 11 and 12)<sup>4</sup>

1929 - Paper Products Limited<sup>5</sup>

### Lots 6, 7, 8

1872 - Hugh O'Neill (lots 6, 8)<sup>6</sup>

1872 - Joint tenancy between John Burke and William Johnson Rich Roztron (lot 7)<sup>7</sup>

1879 - Maria Woollaghan (lots 6, 8)<sup>8</sup>

1913 - tenancy in common between Thomas Wall, James Wall, Henry Wall, and Robert Wall (lots 6, 8)<sup>9</sup>

1915 - Robert Wall (Lots 6, 8)<sup>10</sup>

1916 - Robert Wall (lot 7)<sup>11</sup>

1921 - Joint tenancy between George Martin Simpson and Edmund James Lonsdale (Lots 6,7, 8)<sup>12</sup>

1929 - Paper Products Limited<sup>13</sup>

### Lot 14<sup>14</sup>

1873 - Alfred and Mary Pullen

1892 - Mary Robinson

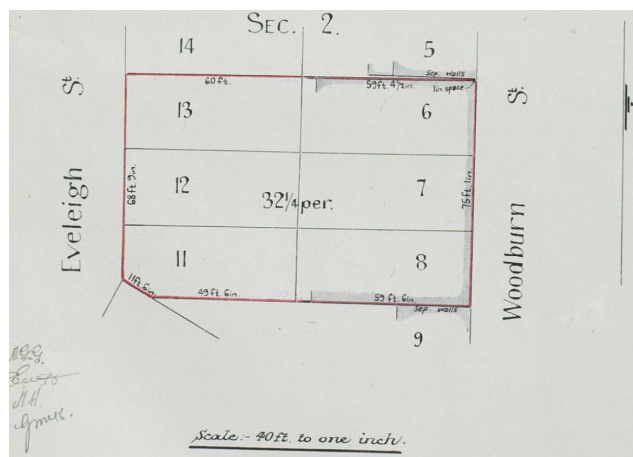
1904 - Daniel Hammett

1906 - William Moris

1929 - Thomas Wall

1959 - Paper Products Limited<sup>15</sup>

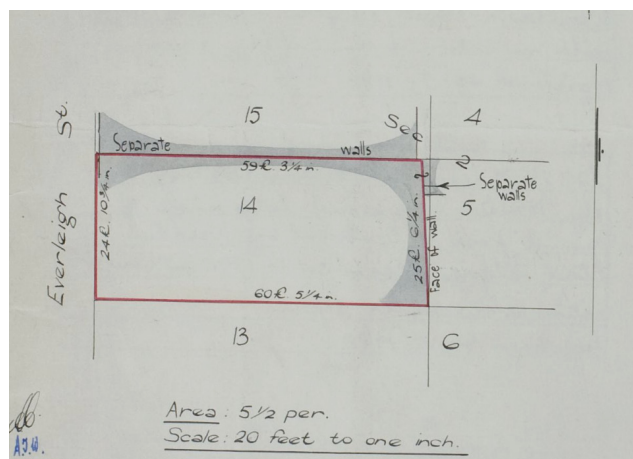
Lots 6, 7, 8, 11, 12, and 13 were probably amalgamated in the 1920s and a building was constructed for Simpson Lonsdale Limited on the amalgamated land. The lots were transferred to the Paper Products Limited in 1929; however, parts of the land (lots 11, 12, 13) were leased to Simpson Lonsdale Limited.



**Figure 2.3**

Part of the subject site including lots 6, 7, 8, 11, 12, 13 in the ownership of Paper Products Limited in 1929.

Source: HLRV, Vol 4334 Fol 59



**Figure 2.4**

Part of the subject site comprised of lot 14 which was transferred to Paper Products Limited in 1959.

Source: HLRV, Vol 7779 Fol 89

2 HLRV, Vol 413 Fol 27  
3 HLRV, Vol 1042 Fol 225  
4 HLRV, Vol 3161 Fol 56 and 57  
5 HLRV, Vol 4334 Fol 59  
6 HLRV, Vol 137 Fol 147  
7 HLRV, Book 129 Number 165  
8 HLRV, Vol 464 Fol 246  
9 HLRV, Vol 2367 Fol 17  
10 HLRV, Vol 2597 Fol 224  
11 HLRV, Vol 2700 Fol 176  
12 HLRV, Vol 3193 Fol 116 and 117  
13 HLRV, Vol 4334 Fol 59  
14 HLRV, Application Number 18798  
15 HLRV, Vol 7779 Fol 89



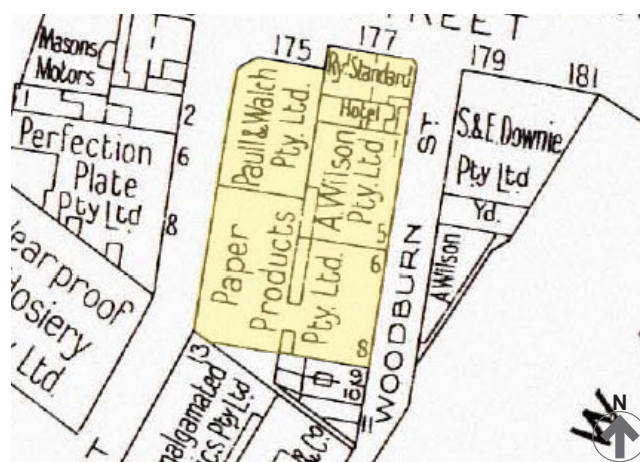
The c.1938 Civic survey (Figure 2.5) shows the some parts of the subject site located at 6-8 Woodburn Street was occupied by part three storey building of Paper Products Limited and part five storey building of Simpson Lonsdale Limited. The c.1949-72 Building Surveyor's detail sheet (Figure 2.6) shows this part of the subject site was completely occupied by Paper Products Pty Ltd.

The Paper Products Limited remained the owner of this part of the subject site until the 1990s when it was further transferred and the existing residential apartment was probably constructed at this time.



**Figure 2.5**

The c.1938 Civic Survey showing the subject site, shaded in yellow.  
Source: City of Sydney Archives and Historical Research



**Figure 2.6**

The c.1949-72 Building Surveyor's detail sheet showing the subject site, shaded in yellow.  
Source: City of Sydney Archives and Historical Research

# 3.0

## SITE DESCRIPTION

### 3.1 URBAN CONTEXT

The subject site is located in the inner city suburb of Redfern which is located to the south of Sydney Central Business District. It is located within a context of mixed residential and commercial uses. Dwellings in the area comprise typical one and two storey terraced houses constructed during the late nineteenth and early twentieth centuries. There are also numerous examples of Interwar units and more recently, the development of contemporary multi-storey apartment buildings in the area. Directly opposite the site to the northern side of Cleveland Street, east to Woodburn Street and west to Eveleigh Street, development is of a contemporary nature (Figure 3.1).

The railway corridor between Central and Redfern Stations lies to the east of the site. Views within the streetscape extend along Cleveland Street in both easterly and westerly directions. The existing buildings on the subject site are visible along the approaches on Cleveland Street.

The site is located on the southern side of Cleveland Street opposite the intersection with Chippen Street. The northern side of Cleveland Street is the southern boundary of the Chippendale Heritage Conservation Area (HCA). The HCA is generally bounded by Cleveland Street to the South, Broadway to the north, Regent Street to the east and City Road to the west. The area comprises nineteenth and twentieth century residential and industrial development, characterised by one to three storey terraces and larger warehouses and industrial buildings. Cleveland Street is noted for its mix of traditional working class Victorian Filigree terraces, Victorian corner shops and The Rose Hotel. In recent years, the street has had numerous contemporary developments.

Views within the streetscape extend along Cleveland Street in both easterly and westerly directions. However, some parts of the subject site located at Woodburn and Eveleigh Street are partially visible from Cleveland Street.



**Figure 3.1**  
Aerial photo showing the subject site, shaded in yellow.  
Source: Nearmap



**Figure 3.2**  
Aerial photo showing the existing buildings (shaded in yellow) on the subject site.  
Source: EG Funds Management Pty Ltd



### 3.2 SITE DESCRIPTION

The site is a parcel of land bounded by Eveleigh, Cleveland and Woodburn Streets, sloping away southward and westward. It contains a part one and part two storey building known as 175 Cleveland Street, unbuilt open space currently used as car parking (177 Cleveland Street) and a two storey building at 1-5 Woodburn Street. Part four and part five residential apartment is located at 6-8 Woodburn Street.

The light industrial building at 175 Cleveland Street has a splayed two storey component along its principal Cleveland Street elevation, dropping down to a single storey level behind, with a saw tooth roof and rear roller door access onto Eveleigh Street, simple timber roof trusses and painted brick walls.

The Cleveland Street elevation occupies half of the block between Woodburn and Eveleigh Streets, with the other half remaining vacant. The painted brick facade presents with restrained Interwar detailing at parapet level and across the upper half of the building, incorporating subdued horizontal and vertical motifs. There are late twentieth century modifications to the facade including changes to the fabric and c.1970s signage. Windows are timber framed sashes on the two storey elevation fronting Cleveland Street, with vertically oriented metal framed window openings on the Eveleigh Street one storey elevation which are flanked by box gutters.

1-5 Woodburn Street is a two storey Interwar structure constructed c.1938-1940. It has a stepped parapet with remnant Wilson Electrical Appliances signage on the original facebrick facing onto Woodburn Street, and raised signage on the Cleveland Street elevation. The remainder of the building is rendered and features a simple saw tooth roof form.

The Woodburn Street elevation presents with a modified facade showing two bands of horizontally oriented windows across its length. Windows have been fitted at ground floor level with security grilles.

The eastern elevation of 175 Cleveland Street and the northern elevation of 1-5 Woodburn Street have both been painted with artistic murals in recent years.

The existing building at 6-8 Woodburn Street is part four and part five contemporary residential apartment with painted brick facade and a ground level central courtyard constructed in c.1990s. The building has two frontages to Woodburn Street and Eveleigh Street. The pedestrian access to the building is via Woodburn Street. There is a vehicular access to the basement parking and secondary pedestrian access to the building via Eveleigh Street.

Fine-grained terrace houses are located southward along Woodburn Street. Surrounding development is comprised of a mixture of terrace housing, multi storey residential, and commercial buildings.

The railway corridor is on the east side of Woodburn Street, opposite the subject site. On the west side of Eveleigh Street, opposite the subject site is a four storey residential building.



**Figure 3.3**  
Looking south to the subject site from Cleveland Street. Note the northern elevation of 175 Cleveland Street and 1-5 Woodburn Street. 177 Cleveland Street constitutes the carpark.  
Source: Google Streetview 2020



**Figure 3.4**  
View of the corner of Woodburn and Cleveland Streets, showing bitumen carpark on this side.  
*Source: Google Streetview 2022*



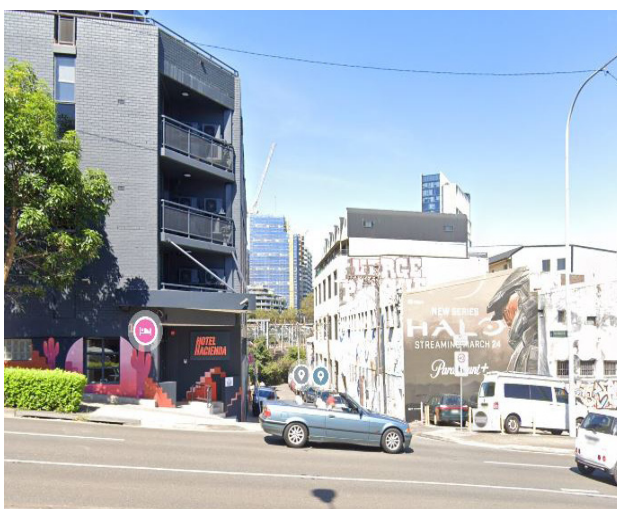
**Figure 3.5**  
View of splayed corner of Eveleigh and Cleveland Streets, showing two storey brick building with metal roof and its adjacent one storey brick building with sawtooth roof.  
*Source: Google Streetview 2020*



**Figure 3.6**  
Cleveland Street view, looking west. Note residential development on the northern side of Cleveland Street, within the Chippendale Heritage Conservation Area.  
*Source: Google Streetview, 2022*



**Figure 3.7**  
Cleveland Street view, looking east. The Chippendale Heritage Conservation Area is on the left.  
*Source: Google Streetview, 2020*



**Figure 3.8**  
Looking south to Woodburn Street from Cleveland Street. The subject site is on the right, partly occupied by a two storey rendered building with metal roof.  
*Source: Google Streetview, 2022*



**Figure 3.9**  
Looking south to Woodburn Street. The subject site is on the right. Note the railway corridor apposite the subject site.  
*Source: Google Streetview, 2021*

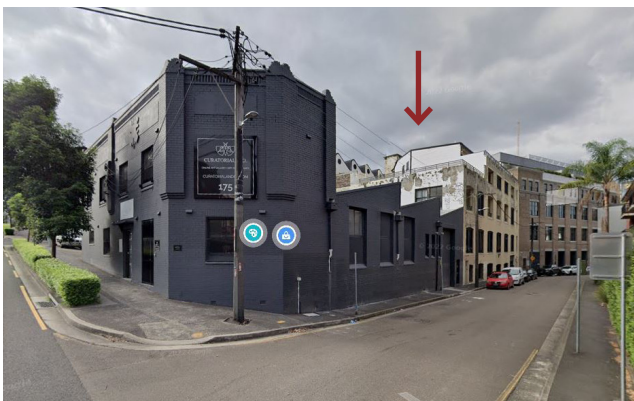




**Figure 3.10**  
Looking north to Woodburn Street, showing the existing 4-5 storey brick building (shown by a red arrow) on the subject site which is proposed to be demolished.  
*Source: Google Streetview, 2021*



**Figure 3.11**  
Looking to the subject site from Woodburn Street. Parts of the site is occupied by a four to five storey residential brick building.  
*Source: Google Streetview, 2021*



**Figure 3.12**  
Looking east to Eveleigh Street from Cleveland Street. The subject site is on the left, shown by a red arrow.  
*Source: Google Streetview, 2022*



**Figure 3.13**  
Looking south to Eveleigh Street. At the south-west end of the subject site is a 4-5 storey rendered building, shown by a red arrow, which is proposed to be demolished.  
*Source: Google Streetview, 2021*



**Figure 3.14**  
Looking north to Eveleigh Street. The subject site is on the right, partly occupied by a 4-5 storey rendered building. Note a four storey residential building opposite the subject site.  
*Source: Google Streetview, 2021*



**Figure 3.15**  
Eveleigh Street view, looking to Cleveland Street. The subject site is on the right.  
*Source: Google Streetview, 2021*

# 4.0

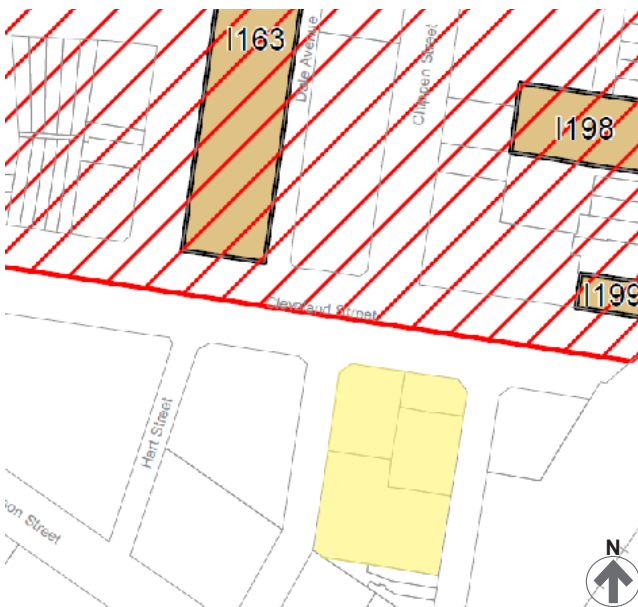
## ESTABLISHED HERITAGE SIGNIFICANCE

### 4.1 INTRODUCTION

The subject site does not include items of heritage significance listed in any statutory instrument, nor is it located in a heritage conservation area. The Heritage Assessments of the site (175-177 Cleveland Street, Redfern: Heritage Assessment by Graham Brooks and Associates, April 2014, and 1-5 Woodburn Street, Redfern: Heritage Assessment by Graham Brooks and Associates, June 2015) conclude that the existing buildings at 175-177 Cleveland Street and 1-5 Woodburn Street have no significance in heritage terms.

Although the subject site is not listed as an item of local heritage significance in the LEP, it is in the vicinity of the following heritage items listed in Schedule 5 (Environmental Heritage):

- Item I163 - Residential flat and retail building group “Strickland Building” at 54–62 Balfour Street
- Item I199 - Former Mercantile Bank Chambers at 151 Regent Street
- Chippendale Heritage Conservation Area (C9).



**Figure 4.1**  
Extract from the LEP Heritage Map 5 showing listed heritage items shaded brown, the HCA hatched in red and the subject site shaded in yellow. The Chippendale Conservation Area and heritage items I199 and I163 are located on the opposite side of Cleveland Street.  
Source: NSW Government Legislation website

### 4.2 ESTABLISHED SIGNIFICANCE OF THE CHIPPENDALE CONSERVATION AREA

The subject site is located opposite the southern border of the Chippendale Conservation Area, which is listed as an item of local heritage significance on Schedule 5 of the Sydney LEP 2012.

The NSW Heritage Inventory contains the following information for database entry number 2421466, Chippendale Heritage Conservation Area:

#### **Statement of Significance:**

*Chippendale is of historical significance for three key themes: 19th century industry, industrial working class residential, and quality residential housing. Industry was the key historical role of Chippendale due to its location relative to the City. Housing for industrial workers is integral to the industrial history of Chippendale, evidenced by early housing in Elim and Chandler's Avenues.*

*Chippendale is also of historical significance for the extent of land resumption which occurred in the early 20th century which increased the dominance of industry in the area. Strickland House, the first public housing by the City Architect, is significant as evidence of the need to provide quality low income housing.*

*Chippendale's association with high quality 19th century residential housing predominantly predates the intrusion of the railway around Regent Street. Chippendale demonstrates several key periods of layers for the development of inner city Sydney: the first layer as a direct result of the subdivision of the Cooper Estate and Shepherd's Nursery, subsequent layers from Railway construction and from the resumption era, and the construction of industry and related housing for industrial workers*



*Chippendale is an exceptional area with multiple key period layers, an early residential suburb profoundly affected by land resumptions and the construction of industrial buildings and associated Victorian working class housing. The area contains many intact buildings which are contributory to the area's significance.*

*Earlier periods of buildings are included as significant. Buildings other than those identified as from a significant period may also be contributory.*

#### 4.3 ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE

There are a number of individually listed heritage items in the vicinity of the subject site. These are listed as items of local heritage significance on Schedule 5 of the *Sydney LEP 2012*. This report focuses on the closest items in the vicinity, being Item I163 at 54-63 Balfour Street and I199 at 151 Regent Street.

The NSW Heritage Inventory contains the following Statements of Significance for these items:

**Residential Flat and Retail Building Group  
"Strickland Building" Including Interior  
54-63 Balfour Street, Chippendale**  
Database entry number 2420437

**Statement of Significance:**

*Of historical significance as an early, innovative and substantial residential apartment development. Of architectural significance for its detailing and original integrity. The complex is of environmental importance, greatly contributing to the character of its community.*

**Former Mercantile Bank Chambers Including Interior  
151 Regent Street, Chippendale**  
Database entry number 2421167

The NSW Heritage Inventory does not contain a Statement of Significance for this item, but it is assumed to have been listed for its historical and aesthetic values.

**Description:**

*Two storey Victorian Italianate style commercial building.*

Other listed heritage items in the wider locality are separated from the subject site by intervening development, distance and roadways, and have no direct visual connection to the site.



**Figure 4.2**

The "Strickland Building" located on Balfour Street, Chippendale.  
Source: The NSW Heritage Inventory



**Figure 4.3**

The Former Mercantile Bank Chambers to the corner of Regent and Cleveland Streets.  
Source: Google Streetview 2020



# 5.0

## DESCRIPTION OF THE PROPOSAL

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

- Demolition of the existing buildings on the subject site including:
  - Two storey rendered building with metal roof at 1-5 Woodburn Street, Redfern,
  - 4-5 storey brick building with metal sawtooth roof at 6-8 Woodburn Street, Redfern,
  - Two storey brick building with metal roof at 175 Cleveland Street, Redfern,

- Single storey brick building with metal sawtooth roof at 175 Cleveland Street, Redfern, and
- Construction of mixed use boarding house on the subject site including a basement level.
- The addition of internal and rooftop greenery for environmental benefit.

The proposal intends to deliver an exemplar modern multigenerational co-working boarding house to address affordable housing within the locality. The aim of the proposal is to provide some commercial/retail floorspace in addition to a co-working hub.



**Figure 5.1**  
The proposed development- Ground Floor Level  
Source: Mark Shapiro Architects, 2022





**Figure 5.2**  
The proposed development - East elevation facing Woodburn Street.  
Source: Mark Shapiro Architects, 2022



**Figure 5.3**  
The proposed development - North elevation facing Cleveland Street.  
Source: Mark Shapiro Architects, 2022



**Figure 5.4**  
The proposed development - West elevation facing Eveleigh Street.  
Source: Mark Shapiro Architects, 2022

# 6.0

## ASSESSMENT OF HERITAGE IMPACT

### 6.1 INTRODUCTION

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria, the SEARS requirements and Heritage NSW (in the NSW Department of Premier and Cabinet) guidelines, Altering Heritage Assets and Statements of Heritage Impact.

This section of the report provides a detailed analysis of the statutory controls applying to this site, with regard to heritage. None of the allotments are listed as heritage items in any statutory instrument, nor are they located in a heritage conservation area. However, the site is located in the vicinity of items listed in Schedule 5 of the *Sydney Local Environmental Plan (LEP) 2012*, as items of local heritage significance.

While the subject site is located at the northern edge of the Redfern-Waterloo Authority Site, defined in the *State Environmental Planning Policy (SEPP) (State Significant Precincts) 2005*, it is not identified as a listed heritage item, or in the vicinity of a heritage item that is listed under the SEPP (refer to Figure 1.3). The heritage provisions of this SEPP and the heritage considerations of the Redfern-Waterloo Built Environment Plan (Stage One) are therefore not applicable to the proposed development.

### 6.2 CONSIDERATION OF THE GUIDELINES OF HERITAGE NSW

Heritage NSW (in the NSW Department of Premier and Cabinet) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item have been considered in the preparation of the following commentary; they are:

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

- The proposal retains views to and from the heritage items and nearby contributory buildings in the HCA.
- Being physically separated from the heritage items and the HCA, the proposed development does not infringe on the curtilage or settings of the heritage items or the Chippendale HCA
- The proposal site is separated from the Chippendale Heritage Conservation Area by Cleveland Street and intervening development, and the pr thus will have no impact on its significance, character and presentation.
- Being consistent with the form and scale of contemporary development in the local area.

#### ***New Development Adjacent to a Heritage Item***

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*



### Comment

The new development is not located immediately adjacent to any listed heritage items. The heritage items and HCA that are nearest to the subject site are located opposite the subject site, physically and visually separated from it by the relatively wide roadway of Cleveland Street and contemporary development directly opposite all three street frontages of the site. The physical separation provided by Cleveland Street ensures the proposed development on this site will not visually dominate the conservation area or the two individually listed heritage items in its vicinity. This analysis is supported in the Land and Environment Court judgement *Trinity Grammar School v Ashfield Council* [2007] NSWLEC 733 that posed the question 'How close does the larger building need to be to the conservation area or heritage item to constitute an unacceptable impact?' and determined that existing streets are regarded as sufficient separation when considering the relationship of new development to a conservation area.

The proposed development is of a contemporary design and materials, consistent with that of the immediate locality. Although the proposed development will be seen in some views from the listed items at 54-62 Balfour Street and 151 Regent Street, and from within the Chippendale HCA, it is consistent with the scale and form of the contemporary development in the locality, one of which is located on the corner of Eveleigh and Cleveland Streets (on the west side of the subject site), and will not have an adverse impact on the established historical and architectural values of the heritage items and the HCA. The proposed upper floor is set well back from the lower floor levels, respecting the scale of adjacent buildings, and making the proposed development consistent with the contemporary development in the locality.

The proposal does not obstruct any significant views to the heritage items in the vicinity or contributory buildings to the Chippendale HCA, and the HCA which is surrounded by contemporary developments. The proposal does not generate any adverse impacts on the established heritage significance of the listed heritage items and HCA in the vicinity of the site. Their significance will be still retained and appreciable from the public domain.

As the subject site is separated from the heritage items by Cleveland Street and has no relationship with the conservation area or the listed heritage items in its vicinity, it is not considered necessary for the design of the new development to be sympathetic to these items in terms of its form, siting and design.

## 6.3 HERITAGE OBJECTIVES OF THE SYDNEY LEP 2012

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

- Retains views to and from the heritage items in the vicinity and the Chippendale Heritage Conservation Area.
- The subject site is separated from the heritage listed items and the Heritage Conservation Area in the vicinity by the width of Cleveland Street and intervening development.
- There will be no adverse visual impact on the established heritage significance of the heritage items in the vicinity and the Chippendale Heritage Conservation Area.
- The proposed upper floor is set back from the lower floor levels, making the proposed development consistent with the scale and massing of the contemporary development in the locality.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Sydney LEP 2012*, which are:

### 4.3 Height of buildings

- (1) *The objectives of this clause are as follows:*
- (b) *to ensure appropriate height transitions between new development and heritage items and buildings in heritage conservation areas or special character areas,*

### 5.10 Heritage conservation

#### (1) Objectives

*The objectives of this clause are as follows:*

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

## 6.4 HERITAGE GUIDELINES OF THE SYDNEY DCP 2012

The proposed development is generally consistent with the guidelines of the *Sydney DCP 2012* that relate to development in the vicinity of heritage items:

### 3.9 Heritage

#### 3.9.5 Heritage items

##### Objective

*(a) Ensure that development in the vicinity of heritage items is designed and sited to protect the heritage significance of the item.*

##### Comment

The subject site is generously separated from the heritage items in the vicinity and the Chippendale HCA by Cleveland Street. All development directly opposite the site is of a contemporary nature including development to the northern side of Cleveland Street, which is not classified as contributory to the HCA.

The proposed development is consistent with the scale, form, and massing of the contemporary development in the locality, responding to the character of contemporary development in the locality.

Being separated from the heritage listed items and the HCA, no significant views are affected and the heritage significance of the listed items in the vicinity and the Chippendale HCA will be respected and retained.

The existing buildings on the subject site are not considered to be of a significant architectural building type and have been assessed as having no heritage significance. Therefore, the guidelines in *Section 3.10.1 Warehouses and industrial buildings older than 50 years* of the DCP pertaining to retention and reuse of industrial buildings located at 175-177 Cleveland Street, are not considered to be relevant to the site and this development.

## 6.5 REQUIREMENTS OF THE SEARs

The following requirements of the SEARs are considered in this section:

### 6.5.1 SEARs ITEM 20 - ENVIRONMENTAL HERITAGE

*Where there is potential for direct or indirect impacts on the heritage significance of environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (if potential impacts to archaeological resources are identified), prepared in accordance with the relevant guidelines, which assesses any impacts and outlines measures to ensure they are minimised and mitigated.*

##### Comment

This Statement of Heritage Impact prepared by GBA Heritage satisfies this requirement. Section 6.0 'Assessment of Heritage Impact' reviewed the proposal against the relevant guidelines, and concluded that the proposed development has no adverse impact on the heritage significance of the heritage items in the vicinity and the HCA.

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

# 7.0

## CONCLUSIONS AND RECOMMENDATIONS

### 7.1 CONCLUSIONS

- The subject site at 175-177 Cleveland Street, 1-5 & 6-8 Woodburn Street, Redfern is **not** listed as an item of heritage significance in any statutory instrument.
- The subject site is located in the vicinity of the following items listed in Schedule 5 of the Sydney Local Environmental Plan (LEP) 2012, as items of local heritage significance, the closest being:
  - *Item I163 - Residential flat and retail building group "Strickland Building"* at 154–62 Balfour Street
  - *tem I199 - Former Mercantile Bank Chambers* at 151 Regent Street
- The site is also located in the vicinity of the *Chippendale Heritage Conservation Area (C9)*.
- The subject site is located at the northern edge of the Redfern-Waterloo Authority Site, defined in the *State Environmental Planning Policy (SEPP) (Major Development) 2005*, which contains the applicable planning provisions.
- As the subject site is not a listed heritage item, or in the vicinity of a heritage item listed under the SEPP, the heritage provisions of this SEPP and the heritage considerations of the *Redfern-Waterloo Built Environment Plan (Stage One)* are not applicable to the proposed development.
- Although the site is not listed as a heritage item in the *Sydney LEP 2012*, due to its proximity to the Chippendale Heritage Conservation Area (C9), this report has considered the potential impact of the development on the significance of the heritage conservation area and found no adverse impact.
- The proposed development is consistent with the existing form, scale, and massing of development in the locality.
- Being separated from the heritage items in the vicinity and the HCA by Cleveland Street, the proposed development will have no adverse physical or visual impact on the heritage significance of the Chippendale Heritage Conservation Area and heritage items in the vicinity.
- There are no views between the subject site and the conservation area that have been identified as contributing factors to the heritage significance of any of these places.
- The proposed development is generally consistent with the heritage requirements and guidelines of the *Sydney LEP 2012*, the *Sydney DCP 2012*, the guidelines of Heritage NSW and the relevant SEARs.

### 7.2 RECOMMENDATION

- The consent authorities should have no hesitation, from a heritage perspective, in approving the application.

# 8.0

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