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4-6 Bligh Street, Sydney Historical Archaeological Assessment

Holdmark

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Abbreviations

Abbreviation	Description
AHD	Australian Heritage Database
DCP	Development Control Plan
DPE	Department of Planning & Environment
ELA	Ecological Australia Pty Ltd
LEP	Local Environment Plan
LGA	Local Government Area
LPI	Land and Property Information
OEH	Office of Environment and Heritage
SHI	State Heritage Inventory
SHR	State Heritage Register

Executive Summary

Eco Logical Australia Pty Ltd (ELA) was commissioned by Holdmark to prepare a Historical Archaeological Assessment to address the Secretary's Environmental Assessment Requirements (SEARs) (SSD-48674209) to support a State Significant Development Application (SSDA) for 4-6 Bligh Street, Sydney. The SEARs Item 20 requires the application to provide a Archaeological Assessment if potential impacts to archaeological impacts are identified, prepared in accordance with the relevant guidelines. The subject site is not listed as a heritage item or an archaeological site but is bounded on three sides by local and State listed heritage items.

The application seeks consent for the construction of a 59-storey mixed-use hotel and commercial development. A separate development consent (D/2018/892) relating to early works for the proposed application was granted for the site on 31 January 2020. Consent was granted for the demolition of the existing site structures, excavation and shoring of the site for three basement levels (to a depth of RL9.38m) to accommodate the proposed mixed-use hotel and commercial development. As such, this application does not seek consent for these components and instead seeks to rely upon and activate D/2018/892 for early works.

The purpose of this archaeological assessment is to provide an analysis of the potential of the site to contain archaeological deposits or features and to identify whether the archaeological resource has heritage significance on either a local or state level. Some of the earliest plans of Sydney indicate that there was development on the site as early as 1802 and the site was redeveloped multiple times until the current building was constructed in the 1960s.

The existing building is approved for demolition under D/2018/892 and has two basement levels impacting the whole allotment footprint. The site is assessed as having no potential for the survival of features or deposits relating to the previous occupation of the site. Geotechnical testing demonstrates that the basement is cut into bedrock and there was no soil or historical deposits overlying bedrock.

Archaeological features and deposits are afforded statutory protection by the 'relics provision' of the Heritage Act (1977) whether the site is listed or not. Archaeological relics cannot be disturbed or destroyed without prior consent from the Heritage Council of NSW or its delegate. In this case, an excavation permit under section 139 of the Heritage Act 1977 will not be required.

The proposal will occur within the footprint of the existing building and no direct or indirect archaeological impacts to surrounding heritage items or their curtilage has been identified. This report concludes that the proposed mixed-use hotel and commercial development will not impact historical archaeology and satisfies the SEARs requirement (SSD-48674209; requirement 20).

1. Introduction

1.1 Background

Eco Logical Australia Pty Ltd (ELA) was commissioned by Holdmark to prepare this Historic Archaeological Assessment to address the Secretary's Environmental Assessment Requirements (SEARs) to accompany a State Significant Development Application (SSDA) for the mixed-use development proposal at 4-6 Bligh Street, Sydney. The SEARs Item 20 requires the application to provide a Archaeological Assessment if potential impacts to archaeological impacts are identified, prepared in accordance with the relevant guidelines. The subject site is not listed on the State Heritage Register (SHR) or Schedule 5 of the Sydney Local Environmental Plan 2012.

The Council of the City of Sydney, as delegate for the Minister for Planning and Public Spaces (the Minister), is the Consent Authority for the SSDA under an Instrument of Delegation issued by the Minister on 3 October 2019.

The application seeks consent for the construction of a 59-storey mixed-use hotel and commercial development. A separate development consent (D/2018/892) relating to early works for the proposed application was granted for the site on 31 January 2020. Consent was granted for the demolition of the existing site structures, excavation and shoring of the site for three basement levels (to a depth of RL9.38m) to accommodate the proposed mixed-use hotel and commercial development. As such, this application does not seek consent for these components and instead seeks to rely upon and activate D/2018/892 for early works.

This report has been prepared in response to the requirements contained within the SEARs (SSD-48674209) and issued for the SSDA. Specifically, this report has been prepared to response to the SEARs requirement issued below:

Item	Description of requirement	Section reference (this report)
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.	Section 4.

In NSW, historical archaeological sites are protected under the *Heritage Act 1977* whether they are listed items or not. The Act requires that historical archaeological sites and 'relics' are managed in accordance with permits issued by the Heritage Council of NSW. The consent of Heritage NSW (Environment and Heritage Group, Department of Planning and Environment), under delegation from the Heritage Council of NSW, is required before any archaeological 'relics' are disturbed (Heritage Branch of the Department of Planning 2009).

The purpose of this archaeological assessment is to provide a careful analysis of the potential for the site to contain historical archaeological deposits or features and to identify whether the archaeological

resource has heritage significance on either a local or state level. The identified values of the site will help determine which management options are most appropriate and whether the consent of the Heritage Council is required.

1.2 Site Location

4-6 Bligh Street (Lot 1 DP1244245), known currently as Bligh House, is located within the Sydney Central Business District (CBD), approximately 500 m to the south of Circular Quay (Figure 1). The site has an area of 1,218sqm and is directly adjacent to three heritage listed items (Figure 2).

The site is relatively flat, with a slight slope ranging from 21m AHD in the north-western corner to 19.5m AHD in the south-western corner. The site is located within the north-eastern part of Central Sydney in a block bound by Bligh Street to the west, Hunter Street to the south, Chifley Square/Phillip Street to the east, and Bent Street to the north. The surrounding buildings are generally characterised by a mix of commercial official and hotel uses with ground level retail, restaurant and café uses and are of varying heights, ages, and styles., including a number of State and locally listed heritage buildings.

The site is also located in proximity to a number of Sydney Metro City & Southwest (opening 2024) and Sydney Metro West (opening 2030) station sites.

Specifically, the site is located to the immediate east of the Sydney Metro Hunter Street station (east site), which is located on the corner of Hunter Street and Bligh Street, and approximately 350m east of the Sydney Metro Hunter Street station (west site). The Hunter Street station sites are part of the Sydney Metro West project. SEARs for the preparation of Concept SSDAs for the sites were issued in August 2022.

Approximately 150m to the south of the site is Sydney Metro Martin Place Station site, located to the south of Hunter Street between Castlereagh Street and Elizabeth Street. The Martin Place Station site is currently under construction and forms part of the Sydney Metro City & Southwest project.

The site is occupied by a vacant commercial office building with ground floor retail and basement car parking known as “Bligh House”. Completed in 1964, Bligh House is a 17-storey tower inclusive of a three-storey podium with the podium levels built to the Bligh Street alignment and the tower setback from the street frontage. The building was designed by Peddle Thorp and Walker and was constructed as part of the post-World War II development boom in the Sydney CBD. The podium overhang along the footpath provides continuous pedestrian protection. Vehicle access to the site is off Bligh Street via a single 2.6m wide driveway that is restricted by a security gate under one-lane, two-way access arrangements. The driveway provides access to the basement car park, containing 21 car parking spaces.

The site contains no vegetation; however, two existing street trees are located adjacent to the site boundary on Bligh Street.

Development consent for the demolition of the existing site structures, excavation and shoring of the site for three basement levels (to a depth of RL9.38m) was granted by City of Sydney on 31 January 2022 (D/2018/892).

The heritage items located in proximity to the study area are:

- Wentworth Hotel (2 Bligh Street, Sydney LEP 2012 item 1674) to the north;
- Qantas House (1 Chifley Square, SHR 01512) to the east
- Former City Mutual Life Assurance Building (10 Bligh Street SHR 00585) to the south.
- Former NSW Club (31 Bligh Street SHR 00145) opposite to the west
- Richard Johnson Square (Bligh Street, Sydney LEP 2012 item 1673) to the south west.

The 1216-square-metre site is known as Lot 1 DP 1244245 in the City of Sydney Local Government Area.

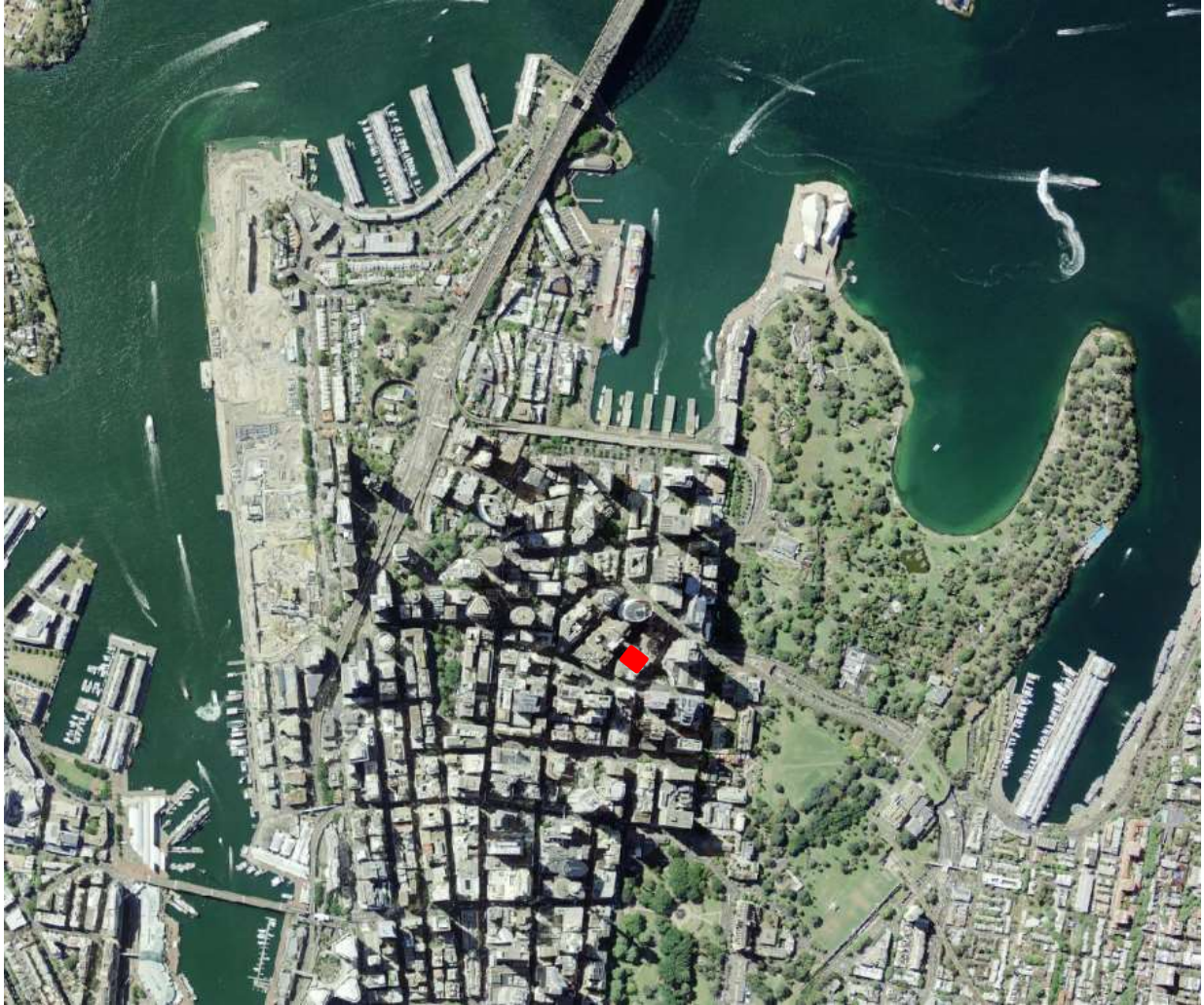


Figure 1 Location of the study area (red) within the Sydney CBD

1.3 Proposal

It is proposed that the current building located at 4-6 Bligh Street be demolished in order to facilitate the construction of a new high-rise office and hotel tower. Specifically, development consent is sought for:

- Site establishment, including removal of two existing trees along the Bligh Street frontage and de-commissioning and removal of an existing substation (s2041) on the site.
- Construction of a 59-storey hotel and commercial office tower. The tower will have a maximum building height of RL225.88 (205m) and total gross floor area (GRA) provision of 26,796sqm, and will include the following elements:

- Three basement levels accommodating a substation, rainwater tank, hotel back of house, plant and services. A porte cochere and four service bays will be provided on basement level 1, in addition to 137 bicycle spaces and end of trip facilities on basement level 2.
- A 12-storey podium accommodating hotel concierge and arrival at ground level, conference facilities, eight levels of commercial floor space and co-working facilities, and hotel amenities including a pool and gymnasium at level 12.
- 42 tower levels of hotel facilities including 417 hotel keys comprising standard rooms, suites and a penthouse.
- Two tower levels accommodating restaurant, bar, back of house and a landscaped terrace at level 57.
- Plant, servicing and BMU at level 59 and rooftop.
- Increase to the width of the existing Bligh Street vehicular crossover to 4.25m and provision of an additional 4m vehicular crossover on Bligh Street to provide one-way access to the porte cochere and service bays on basement level 1.
- Landscaping and public domain improvements including:
 - Replacement planting of three street trees in the Bligh Street frontage;
 - Construction of landscape pergola structure on the vertical façade of the north-eastern and south-eastern podium elevations;
 - Awning and podium planters; and
 - Provision of a feature tree at the level 57 terrace.
- Identification of two top of awning building identification signage zones with a maximum dimension of 1200mm x 300mm. Consent for detailed signage installation will form part of a separate development application.
- Utilities and service provision.
- Installation of public art on the site, indicatively located at ground level.

1.4 Methodology

This archaeological assessment has been prepared in accordance with the NSW Heritage Branch guidelines including *Archaeological Code of Practice* and *Assessing Significance for Historical Archaeological Sites and Relics* (2009). The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

1.5 Author Identification

The following report has been prepared by Karyn McLeod, ELA Principal Archaeologist/Heritage Consultant, (BA Hons [Archaeology] University of Sydney, MA [Cultural Heritage] Deakin University) and reviewed by Jessica Horton (BA [Archaeology & History], University of Sydney, MA [Heritage Conservation] University of Sydney).

1.6 Limitations

This report does not assess Aboriginal archaeological potential. A separate Aboriginal Cultural Heritage Assessment (ACHA) has been prepared for the site (ELA 2022).

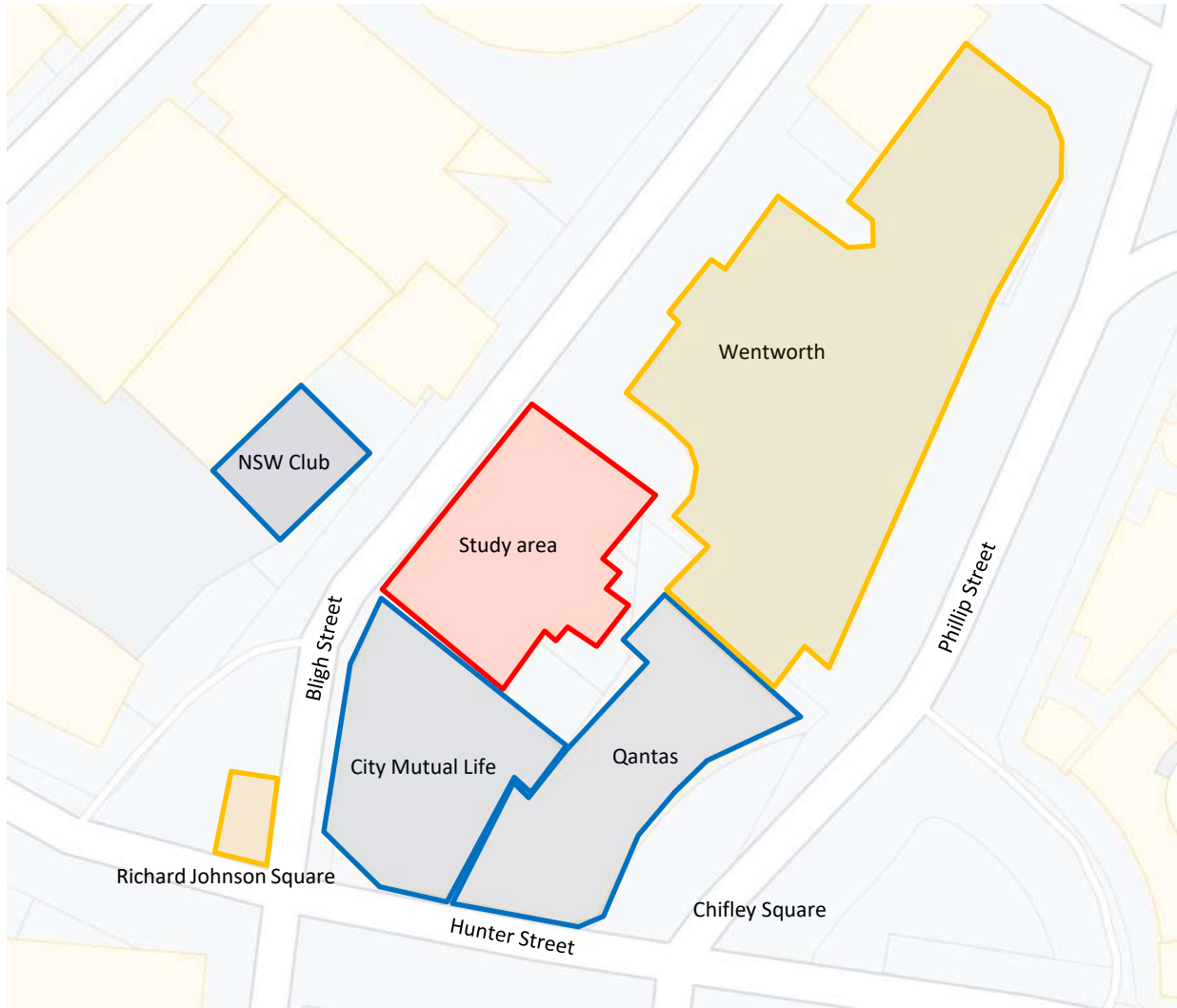


Figure 2: The study area outlined (red) and surrounding SHR listed items (blue) and local listed items (orange) (Google Maps)

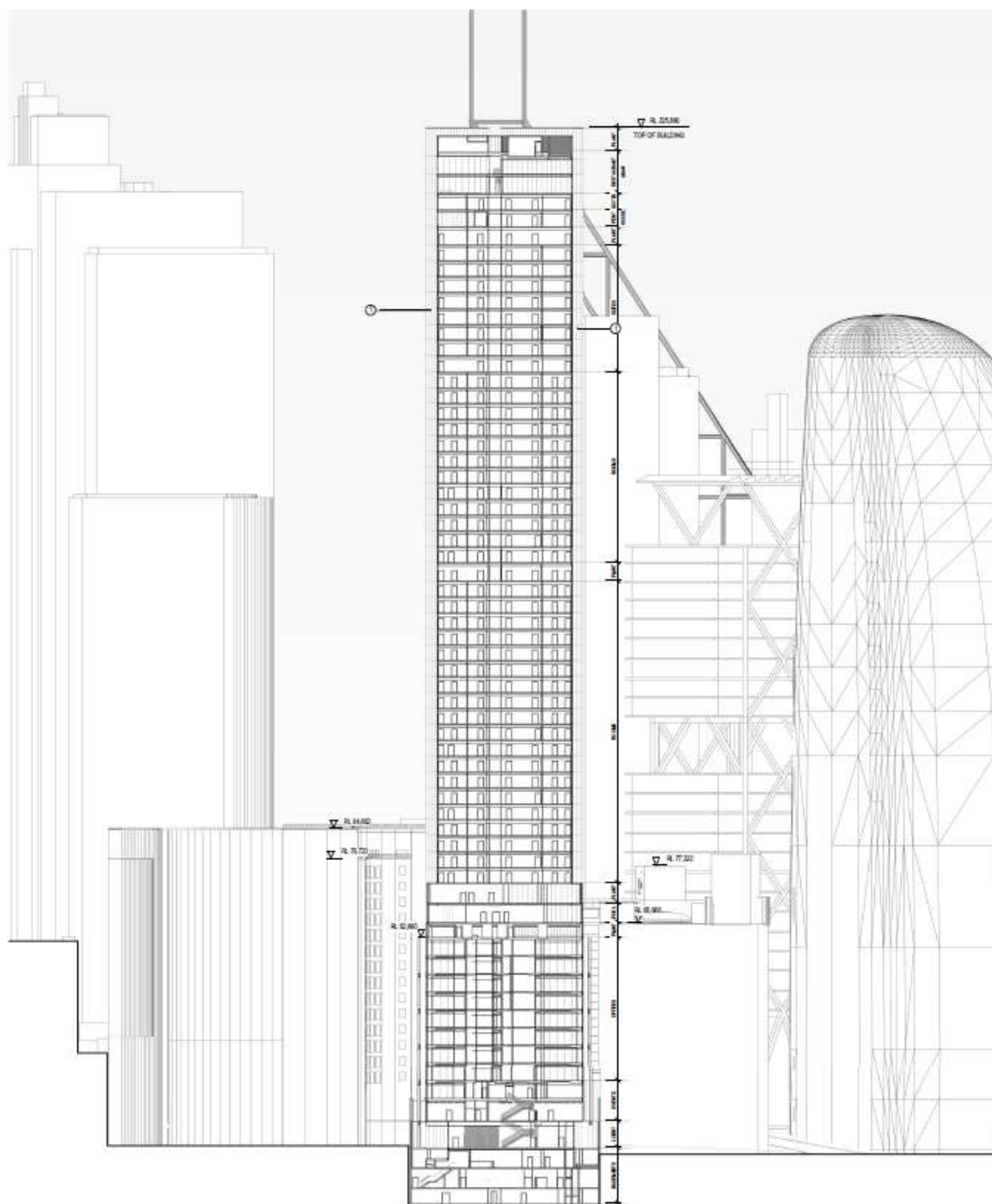


Figure 3 Section plan of the proposal (Woods Baggot 07/10/22)

2. History

2.1 Aboriginal occupation

The original inhabitants of the City of Sydney were the Gadigal people. The territory of the Gadigal extended along the southern side of Port Jackson to around Petersham and south to the Alexandria Canal and Cooks River. The Gadigal were one of the 29 clan groups that made up the Eora Nation which was the name given to the coastal Aboriginal people around Sydney by the earliest diarists of the colony. Aboriginal people had inhabited the coastal fringes and hinterland around Sydney for tens of thousands of years. The people gained their food by hunting, fishing and gathering, and their foods came from land and marine animals, birds, reptiles and plants. To obtain foods available in different locations and different seasons, people were relatively mobile. They lived in shelters made from bark and other plant materials as well as sandstone rock shelters (Attenbrow 2012).

Sydney Cove was the location selected by Captain Arthur Phillip when he led the eleven ships of the First Fleet into Port Jackson on 26 January 1788. It was one of many inlets of the harbour that was associated with a fresh water stream. The Gadigal people were decimated by introduced disease, displaced by the granting of land and clearance of vegetation and forced to either move from settled areas or to find ways to adapt to the new conditions by establishing many unofficial camps around Sydney Town and its harbour. Their descendants became fringe-dwellers, driven into unpopulated niches by the expansion of white settlement. Having lost their traditional territories, the Gadigal competed with the new arrivals for fish, game and fresh water. Despite dispossession, dispersal and decimation from smallpox, groups of Aboriginal people continued to live in sparsely settled areas around Port Jackson for more than a century after European occupation (Vincent Smith 2011).

2.2 Site history

The earliest structures of the colony included a food store, hospital, fort and barracks on the western shore of the freshwater stream flowing into Sydney Cove (Tank Stream) and the Governor's residence on the eastern shore. Some of the first modest, privately built cottages were located immediately to the west of the official encampment, in the area that became known as The Rocks. Tracks between structures became roads and development slowly pushed streets to the south, behind Sydney Cove, and west towards Darling Harbour. The eastern shores of the harbour were reserved as the Governor's domain (Botanical Gardens). Boatbuilding and wharfage proliferated around the many bays and rocky headlands and small-scale industry and workshops, pubs, houses and official buildings were located adjacent to each other without planning or restriction (Fitzgerald 2011).

Development within the vicinity of the study area is evident on maps of Sydney as early as 1802. A plan of the fledgling town produced by Lesueur and Boullanger (Figure 6) shows a bridge over what became Bridge Street, and the layout of buildings and streets. At this time a structure was located within the study area and the layout of Bligh Street is evident. Land in early Sydney was leased from the crown and, in a detailed plan produced by James Meehan in 1807, there is one recorded leaseholder within the study area, a Daniel MaCollom. Bligh Street was located to the rear of the Governor's residence and formerly known as Bell Row and Little Chapel Row, the latter two named because it was at the street's southern end that first fleet colonial Chaplain Rev Richard Johnson erected Sydney's first church.

All of Sydney's early streets were rough narrow tracks winding around rocky outcrops. Governor Macquarie found Sydney a dirty settlement of crooked streets and irregular buildings on his arrival in 1809 and quickly organised the widening and straightening of roads and imposed regulations on the construction of buildings (Ashton and Waterson 2000). Bligh Street was one of a number of streets re-named by Governor Macquarie in 1810 (formerly Bell Row) and commemorates Captain William Bligh, Governor-in-Chief of NSW who was unlawfully removed from office by officers of the NSW Corps in what became known as the Rum Rebellion in 1806.



Figure 4: 1802 "Plan de la Ville Sydney, Capitale des colonies Anglaise aux Terres Australes", Lesueur & Boullanger with the approximate location of the study area outlined blue (Trove - National Library of Australia, PIC Volume 602 #S2123)

By the 1830s the study area contained two allotments and a number of structures (Figure 5). One allotment was originally granted to Thomas Raine but owned by Samuel Terry and the other granted to John McHenry and owned by James Goodsir. Both allotments contained similar residences with verandahs and gardens facing the street and a number of outbuildings to the rear (Figure 6). It is likely that the residences were constructed much earlier than the 1833 plan and could be those indicated in the 1802 plan (Figure 4). Plans of the City of Sydney dating to 1845, 1855 and 1865 show the same arrangement of buildings on the site as those in 1833 (Historical Atlas of Sydney).

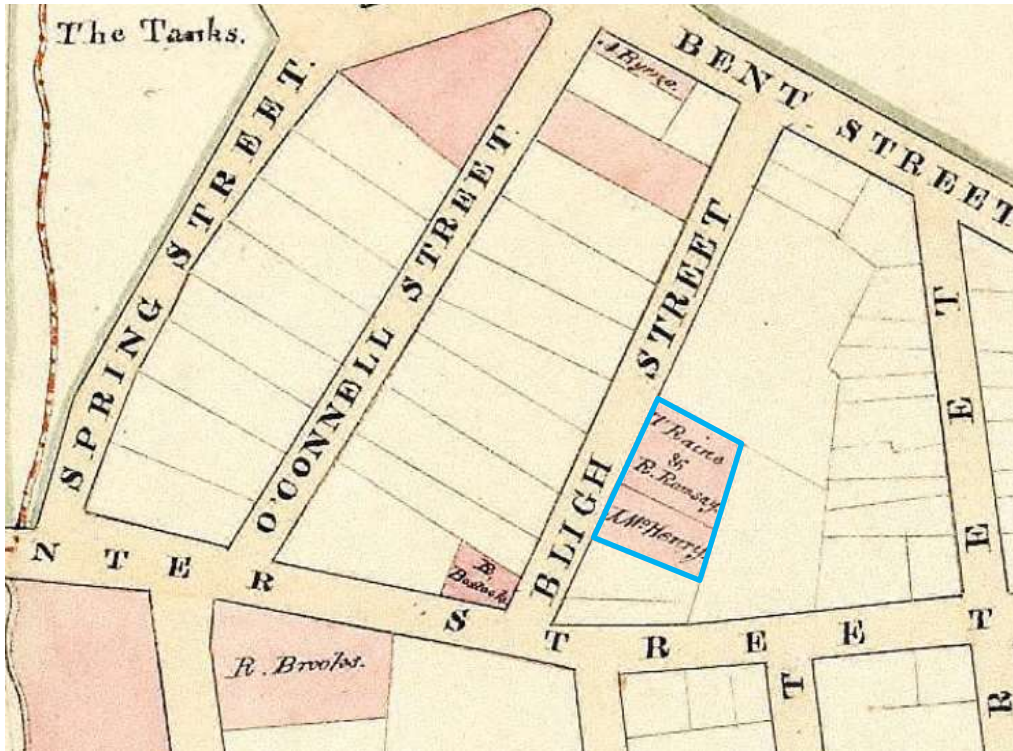


Figure 5: No date, possibly 1820s. The study area is outlined blue (Parish Maps LPI)

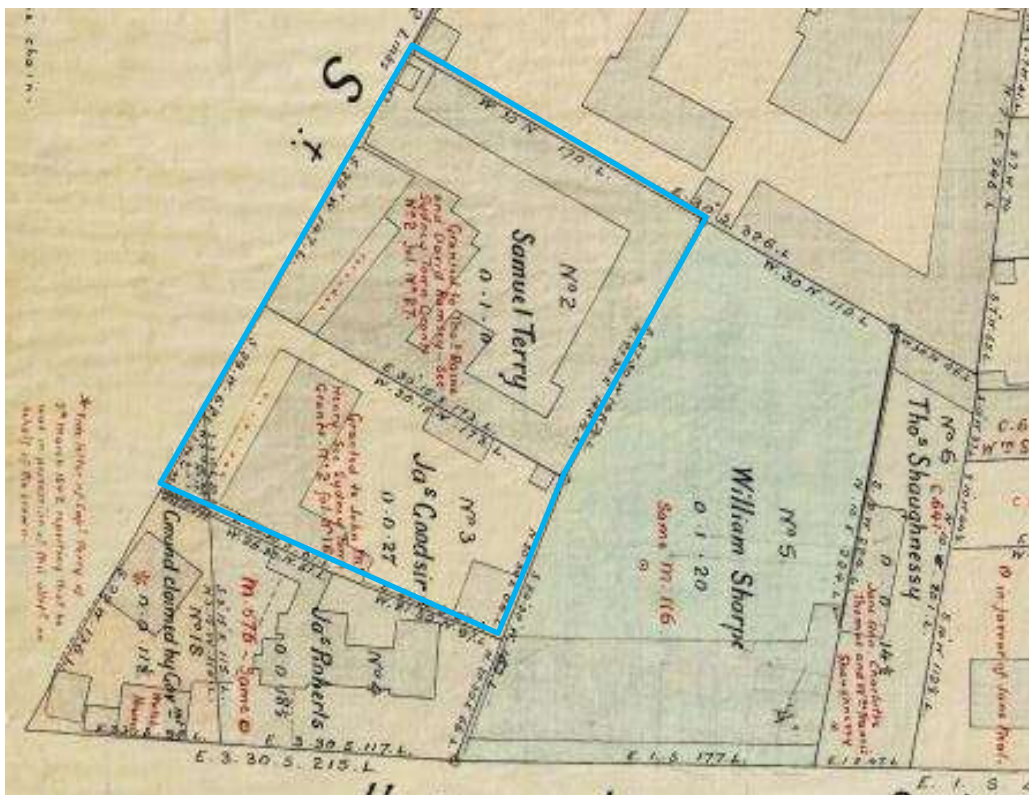


Figure 6: City of Sydney Survey Plan 1833, study area outlined blue – north at top (Historical Atlas of Sydney)



Figure 7: Dove's 1880 Plan of Sydney (Historical Atlas of Sydney)

By 1880, Dove's detailed plan of the built features and their uses demonstrates that the properties were owned by J. Hinton (builder) and the single storey brick houses constructed prior to 1833 are still standing (Figure 7). Both properties contained rear yards accessible from the street and sheds for wood and coal. A wooden shed and office fronting Bligh Street was located at 4 Bligh Street as well as a detached kitchen and a large work shed at the rear, while 6 Bligh Street has a fowl house, a lumber room and outhouses. Buildings on the adjoining property on the southern corner of Bligh Street were removed around the 1850s and the land claimed by the Government. This allowed the realignment of the street in the early 20th century.

Sydney underwent extensive growth and reconstruction from the 1890s to the 1920s resulting in the removal of small-scale residences and industry from the city and construction of multi-storey warehouses and offices. No documentary or photographic evidence has been located to clarify the date of the demolition and reconstruction of the buildings in the study area, however it likely occurred around 1890. Photographic evidence shows a new building on the site in 1900. By 1910, 4 Bligh Street was occupied by the Australian Mortgage Land and Finance Company (AML & F Coy), while number 6 Bligh Street was the Australian Jockey Club (AJC) (Figure 8). The northern end of Bligh Street was occupied by the Union Club, a grand four storey stone building, and 8-10 Bligh Street was the City Mutual Chambers. All these buildings were 3 to 5 storey brick and stone structures dating to the late 19th and early 20th century. It does not appear that any of the buildings in the study area had basements.

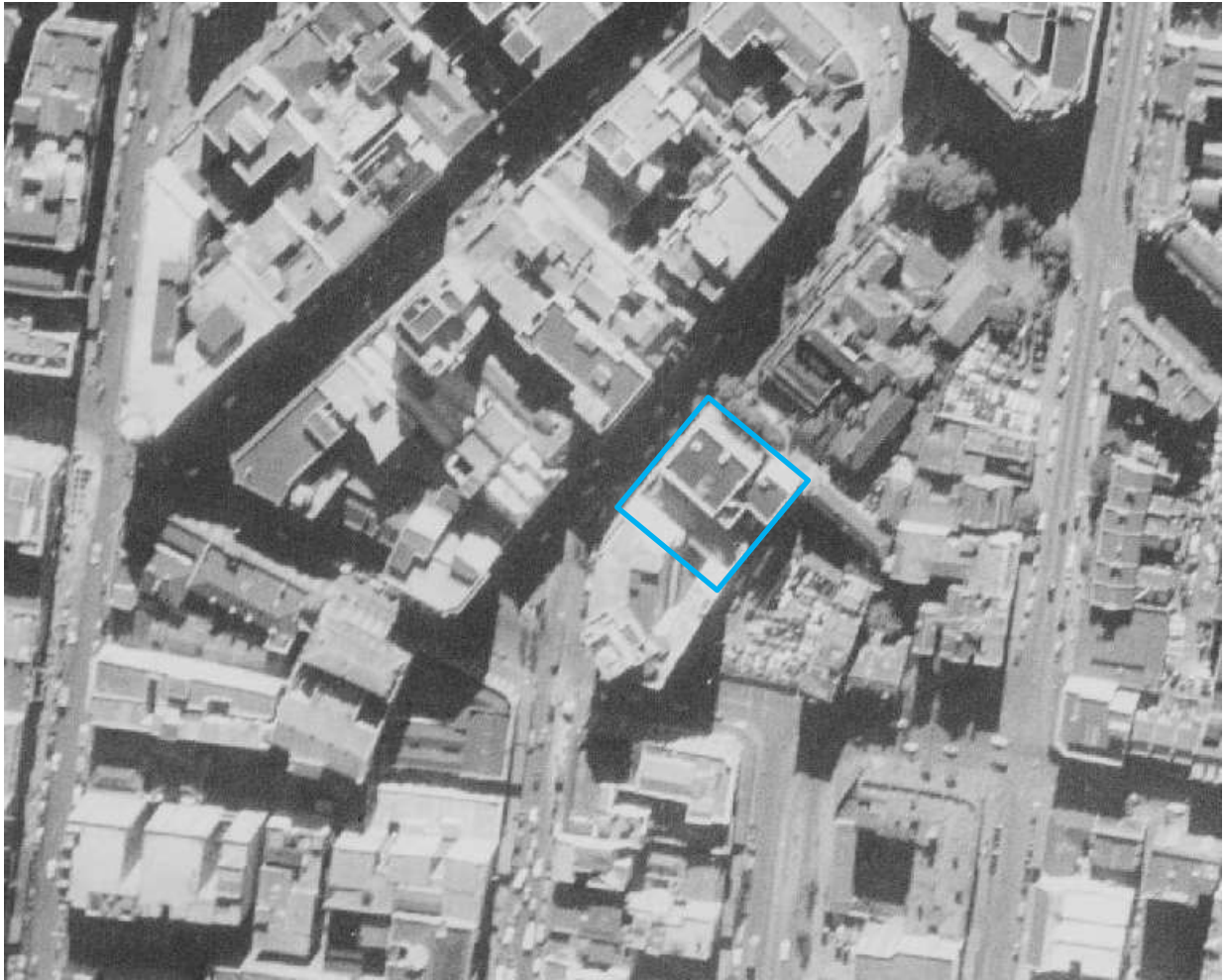


Figure 8 Aerial image 1950 showing the study area (Historical Image Viewer)

The AML & F Coy and the AJC buildings were demolished in 1963. Bligh House was constructed in the study area between 1963-1967 during the building boom in central Sydney after World War II. The rise of the skyscraper in the city was due to changes to development policies at the time, which lifted building height restrictions to above 150 feet (45.7 metres) for the first time. After it was completed, Bligh House was 20 storeys high, which included below ground parking and plant room over two levels and was the eighth tallest building in Sydney at 240 feet (73 metres). Currently, the tallest structure in the city is the Sydney Tower, standing at 309 metres.

In 2018, Recap IV Operations No. 4 Trust Pty Ltd lodged a planning proposal to the Department of Planning and Environment to redevelop 4-6 Bligh Street. Holdmark have taken over the project with minor changes to the original proposal. If approved, the 205 metre building could be one of the tallest towers of its kind in the CBD and would include commercial offices, hotel, four rooftop levels featuring a publicly accessible landscaped terrace, restaurant, bar and function space, gym, a 25 metre semi-outdoor swimming pool and five levels of basement parking. At the time of assessment (August 2022) Bligh House was partially occupied.

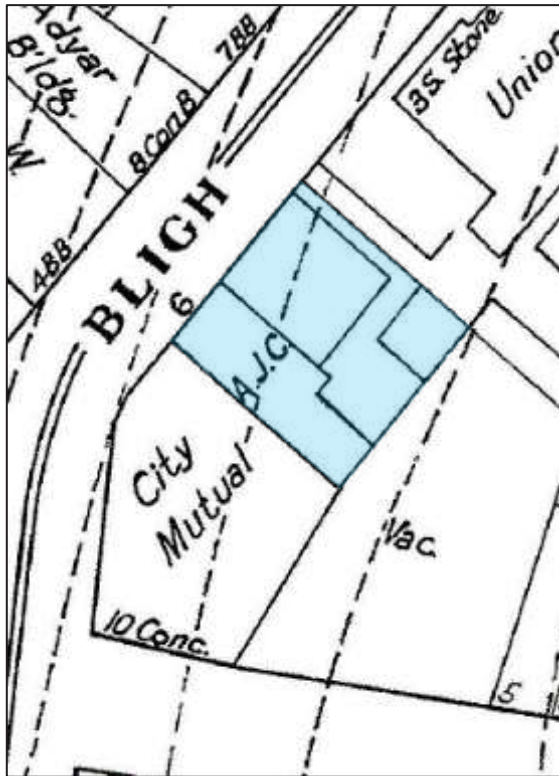


Figure 9: City of Sydney Civic survey 1938 (Historical Atlas of Sydney)



Figure 10: 1962 photograph of the study area and buildings on the site, the AJC to the right (Trove – NLA)

2.3 Historical phases

Phase 1 Pre-settlement landscape – 1788

The rocky and sandy coastline surrounding Sydney Harbour was the home of Aboriginal people for thousands of years. The freshwater stream (Tank Stream) and abundance of marine and terrestrial resources were available year-round enabling Aboriginal people to lead a relatively sedentary existence in the area.

Phase 2 Early colonial development -1788-1830

The settlement of Sydney spread south of Sydney Cove rapidly. By 1802 it appears the site was occupied, and Bligh Street was extant. The landform is likely to have required cutting and levelling.

Phase 3 Residences and business - 1830 – 1890

By the 1830s most of the land in Sydney CBD was subdivided and allotments well delineated. The two allotments that make up the study area were developed by the early 1830s to include two substantial brick houses and buildings of one and two stories. They included gardens and verandahs fronting the street. Both properties had off street access to a rear yard which contained cess pits and outbuildings. Historical plans demonstrate that the outbuildings were developed and changed over time. The intersection of Hunter and Bligh Street was devoid of buildings from the 1850s and the south-eastern corner was realigned around 1900, probably around the same time as the redevelopment of the study area.

Phase 4 Reconstruction – 1890-1963

All buildings were demolished and replaced by large brick and stone four to five storey buildings that encompassed the entire allotment and built right up to the street frontage. There is no evidence that either The AML & F Coy or the AJC building contained a basement.

Phase 5 Bligh House – 1963-2019

The former five storey AML & F Coy and the four storey AJC buildings were demolished for the construction of Bligh House and its two levels of basement parking and plant rooms.

2.4 Historic themes

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Heritage Council of NSW established historical themes relevant to the State of New South Wales. These themes correlate with National and Local historical themes. Historical themes that are relevant to the study area are provided in the table below.

Table 1: Historical themes

Australian theme	NSW Theme	Local theme	Example
3 Developing local, regional and national economies	Industry	Activities associated with the manufacture, production and distribution of goods.	A builder occupied 6 Bligh Street in 1880 and timber was stored on the site.
4 Building settlements, towns and cities	Utilities	Activities associated with the provision of services, especially on a communal basis.	19 th and 20 th century utilities such as sewage, water and electricity were available to the properties and would be associated with current building and two previous phases.
5 Working	Labour	Activities associated with work practises and organised and unorganised labour.	The site had a workshop and numerous outbuildings to the rear indicating a small business run from the property.
8 Developing Australia's cultural life	Domestic life	Activities associated with creating, maintaining, living in and working around houses and institutions.	The site was occupied by residences which developed into commercial properties from at least 1802 until the 1890s .

3. Site description

The study area was surveyed by ELA Principal Archaeologist Karyn McLeod and Sydney Metropolitan Local Aboriginal Land Council (LALC) Site Officer Selina Hamilton on Thursday 09 May 2019. The subject site consists of a 20 storey building comprising of 17 upper floors of commercial office space with floor spaces of approximately 490 square metres, with the three lower levels having floor spaces ranging from 634 square metres to 994 square metres. The ground floor contains two retail tenancies (currently vacant) and a basement level carpark that can accommodate 21 vehicles. A plant room is located on a level below the car park.

For the purposes of this report, we have focussed our attention on the ground floor and lower levels as this is where any potential archaeological features or deposits are likely to be located if they survived the construction of the current building.

The current ground floor of the building encompasses the entire allotment boundary. The ground floor level is approached by a short flight of stairs from the street and the entrance to the building is approximately one metre higher than the footpath. The basement level also encompasses the entire allotment boundary and is accessed from Bligh Street at the southern boundary of the property. A concrete ramp provides entry and exit from the car park and is protected by a security gate (Figures 12 & 13). Due to the topography, the concrete floor of the car park is approximately 1.5 -2 metres below street level. The basement level contains the car park and a number of other functions including the lift well, amenities, maintenance rooms etc. The boundary walls at this level are constructed of brick and concrete piles support the levels above (Figure 15). There are also basements associated with the buildings on either side of the study area.

Access to the plant room, a level below the car park, is via stairs from the eastern side of the car park. The plant room contains the mechanics that enable the functioning of the building (Figure 16). The boundary walls at this level are also constructed of brick and the floor area comprises of approximately half of the ground floor footprint (Figure 19). The building's ground floor level is approximately 21 metres AHD. The existing car park floor level is 17.9 metres AHD and the plant room is 12.8 metres AHD. The ground floor of Bligh House is currently vacant, while levels 1-17 are occupied.



Figure 11: 4-6 Bligh Street façade

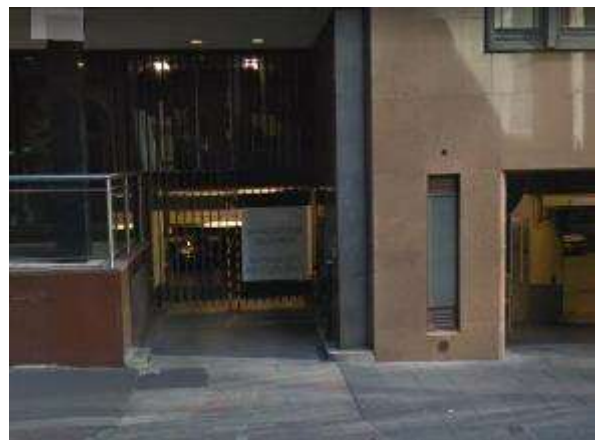


Figure 12: Entrance to below ground parking to the study area and 10 Bligh Street to the right from Bligh Street



Figure 13: Ramp from Bligh Street to the parking area



Figure 14: Ramp to Bligh Street



Figure 15: Parking area and concrete piles



Figure 16: Basement plant room



Figure 17: View of adjoining Qantas building to the east from level 3, showing a 1.5m wide lightwell between the buildings to ground floor



Figure 18: Level 3 podium overlooking Bligh Street and the adjoining Wentworth building hard up against the northern boundary

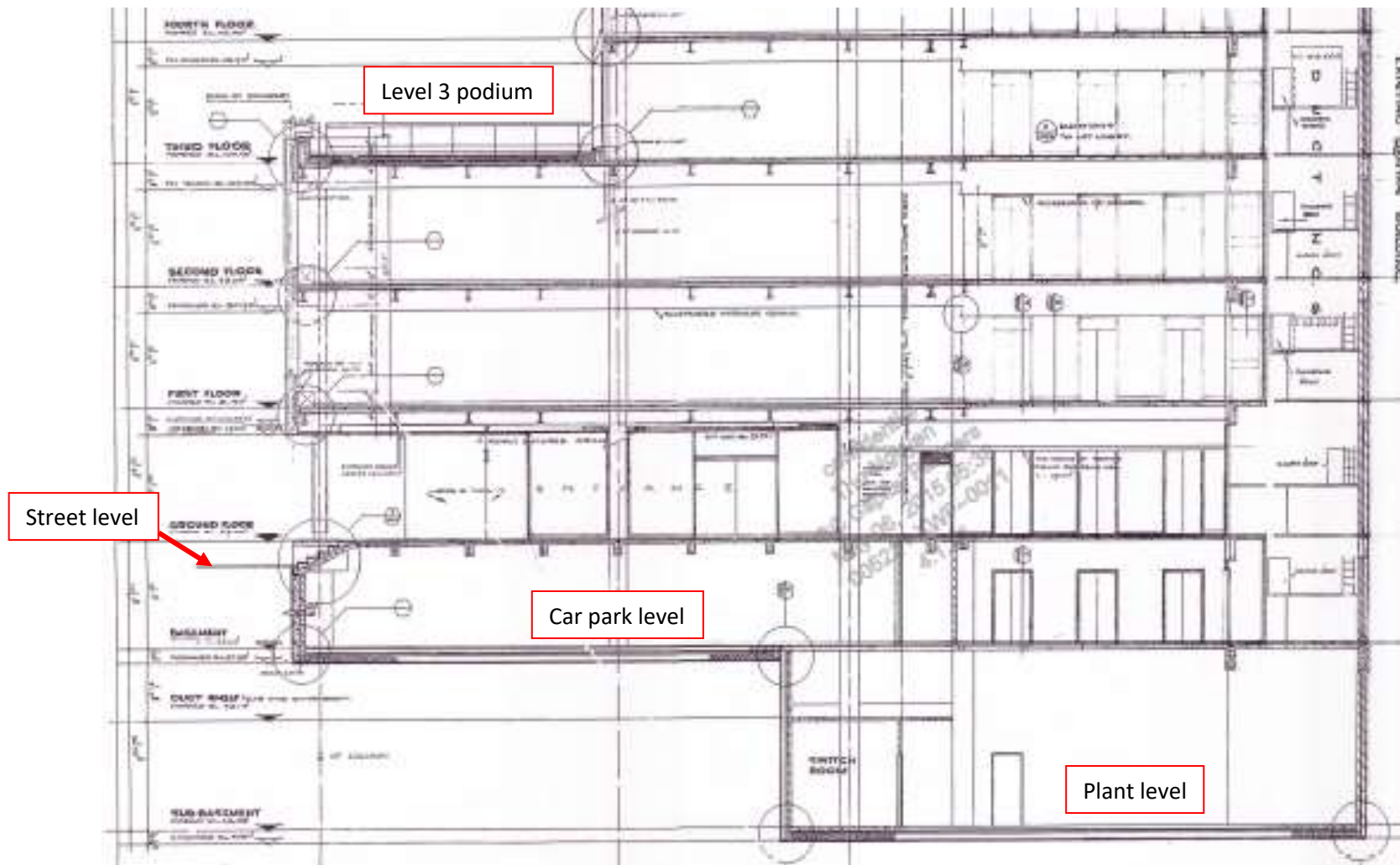


Figure 19: Section plan showing ground and below ground levels (Peddle Thorp & Walker section through centre plan 622/33A 1963)

4. Archaeological assessment

4.1 Historical archaeology

Historical archaeology is the study of human activity in the past using physical evidence in conjunction with historical sources. It focuses on the objects used by people in the past and the places where they lived and worked. It can tell us about the way things were made and used and how people lived their daily lives. Archaeology is not just about objects and remains; it is also about landscapes and links between sites.

4.2 Previous studies

Numerous Aboriginal and historical archaeological surveys and reports have been undertaken within the Sydney CBD. A large body of archaeological work was undertaken in the 1980s for works around Circular Quay, the Tank Stream and George Street. Evidence of the former shoreline have been uncovered in several locations and multiple excavations in The Rocks, Millers Point, Darling Harbour, Central Sydney and Haymarket have uncovered a range of structures and deposits dating from the 1790s and through the 19th Century. A selection of sites in the vicinity are discussed below.

No previous archaeological assessments have been prepared for the study area. A separate Aboriginal Cultural Heritage Assessment (ACHA) is currently being undertaken by ELA for the site (ELA 2019). That assessment will address any Aboriginal archaeological potential for the subject site.

A. Bickford 1993, *First Government House Site Young Street and Raphael Place Excavation*.

Substantial remains of most phases of Government House and primarily outbuildings (1788 – 1845) were uncovered during the construction of the Museum of Sydney as well as significant deposits relevant to the later development of the site. Outcrops of bedrock were modified for the stable's footings and a pre - 1820 oviform brick drain from outbuildings was present. Slots in clay showed the evidence of timber privy walls.

E. Higginbotham 1986, *Archaeological Watching Brief, Gateway Plaza, Circular Quay NSW*.

Structural evidence from the 1790s, 1820s-30s was present, artefact evidence from c. 1788 - 1823; fill and reclamation material and evidence of the former shoreline. Excavations at the nearby Water Police Building at Circular Quay uncovered undisturbed soil profile revealed.

W. Thorp 1987, *Dalley Street, telephone exchange site*.

The site contained estuarine deposits from the Tank Stream, filling material of mid - later nineteenth century, nineteenth and twentieth century destruction levels, structural evidence from later nineteenth and twentieth century, artefact material from mid- later nineteenth century.

W. Thorp 1986, *Cadman's Cottage, George Street Circular Quay*

Original beach level found to be c. 3.0m below current surface. Extensive evidence of 1850s reclamation and modification of rocky outcrops for the construction of the building. Additional work nearby at Lots 1-7 Section 83 George Street, uncovered evidence of earliest topography (1700s) and shipyard development, later quay development and reclamation.

The City of Sydney Council Archaeological Zoning Plan (1992)

The primary aim of the Archaeological Zoning Plan for Central Sydney was to identify and document the remaining below ground archaeological resource within the Sydney CBD to a basic but consistent level, enabling an overview of the survival and general nature of the resource in the Central Sydney CBD. The Plan identifies areas within Central Sydney which contain archaeological potential and assesses this according to criteria based on their perceived physical potential (dependant on the level of ground disturbance), resulting from site inspections. The document also provides a schedule of these sites for Council planning purposes and isolates areas of little or no archaeological potential, indicating where no further archaeological assessment / research will be required (https://www.cityofsydney.nsw.gov.au/data/assets/pdf_file/0003/120369/ArchaeologicalZoningPlan.pdf). The Archaeological Zoning Plan does not identify the study area as having the potential to contain an archaeological resource.

Coffey, 4-6 Bligh Street, Sydney NSW Geotechnical Investigation Report 16 November 2018

This report presents our findings from a geotechnical investigation conducted for the proposed redevelopment of 4-6 Bligh Street, Sydney. The borehole investigation was conducted in order to: present a general overview of the existing site condition and proposed development; document geotechnical data; assess stress conditions within the rock mass; interpret groundwater conditions and prepare recommendations for footing design, methods of shoring and excavation. The reinforced concrete slab of the basement floor was poured over a compact layer of gravel directly overlying cut and levelled sandstone (section 4.4). The plant room has been excavated into bedrock.

4.3 Discussion

The earliest evidence of original topography, structures, deposits and activities around the harbour and the Sydney CBD have been located at sites where no below ground excavation has occurred and areas that have been subject to reclamation, thereby burying and protecting the deposits. Areas of little or no archaeological potential, are identified by the presence of below ground basements or multiple phases of large scale development.

4.4 Historical archaeological potential

Archaeological Potential is defined as:

The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research. Common units for describing archaeological potential are:

- Known archaeological features/sites (high archaeological potential)
- Potential archaeological features/sites (medium archaeological potential)
- No archaeological features/sites (low archaeological potential) (OEH 2011).

The site has had built structures located within the boundaries since at least the early 1830s, although historical plans suggest there were buildings on the site as early as 1802. A number of phases of building, demolition and rebuilding have been undertaken in the site. The following describes the archaeological resource and the level of potential that may be expected to survive on the site based on historical research and previous studies in combination with our observation of the site.

Due to the below ground excavation for the carpark and plant room, the *City of Sydney Council Archaeological Zoning Plan* (1992) does not identify the study area as having the potential to contain an archaeological resource.

The location of the study area and much of the Sydney CBD is underlain by Hawkesbury Sandstone that is typically medium to coarse grained quartzose sandstone. Coffey (2018) undertook drilling of 2 bore holes (BH101 and BH102) in the carpark at elevation 17.925 m AHD and achieved depths of 29.3 metres and 22.38 metres respectively. The bores encountered concrete formed with 60mm angular coarse aggregate, no voids, overlying well compacted ballast of 60-90mm angular coarse aggregate. Medium grained, pale grey, very high strength sandstone was encountered at 0.65 metres below the floor surface. The Geotech results do not identify soils or fill overlying bedrock, demonstrating that even in the most shallow section of the current car park, the floor level has been constructed directly over cut bedrock and no historical or Aboriginal deposits features or objects have survived. In addition, two more boreholes were drilled into the floor of the plant room with similar results. No soils or fill were identified overlying bedrock.

Deep features such as wells, cisterns or cess pits, if present would have been located at the rear of the allotments in the earliest occupation phase. The existing plant room is located where the rear of the allotments were originally, and the plant room floor level is approximately eight meters below existing ground level. There is no evidence on maps and plans indicating a well was located on the property. It is therefore highly unlikely deep features will be present within the study area. The site is considered to have no archaeological potential.

Table 2: Levels of archaeological potential

Type	Archaeological remains	Potential
Structural remains	Several phases of building occupied the site prior to the construction of the current building. Due to the depth of the plant room at eight meters below street level, deep features such as a well is unlikely to have survived the construction of the current building.	Nil
Occupation debris	Evidence of underfloor and yard deposits, cess pits, refuse dumps would have been removed during the excavation of the basement levels.	Nil
Landscape features	Original ground level, evidence for levelling of the site would have been removed during the excavation of the basement levels.	Nil

5. Significance

In NSW, the process of finding out whether an item is important is called assessing significance. It is essential to understand how and why the values of something is important. This leads to decisions that will retain and protect these values in the future.

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. These include Historic, Social, Associative, Aesthetic, Scientific/Technical, Rarity and Representative. Significance is thus an expression of the cultural value afforded a place, site or item.

In addition, the Heritage Council of NSW recognises four levels of heritage significance in NSW: Local, State, National and World. The level indicates the context in which a heritage place/item is important. Items that are important to the local area or region are considered as locally significant. Heritage places that are rare, exceptional or outstanding beyond the local area or region may be of State significance. In most cases, the level of heritage significance for a place/item has a corresponding statutory listing and responsible authority for conserving them. The study area is not listed at either a state level on the SHR or at a local level on the City of Sydney LEP 2012.

Archaeological sites, which contain 'relics' as defined in the NSW Heritage Act, are managed like any other significant item of environmental heritage whether they are listed or not. They are treated in the same way as any other surviving physical evidence of the past such as buildings, works, precincts, landscapes or other places and items with potential or known heritage value.

Archaeological deposits and features relating to the first three phases of occupation of the site would be significant at a local and possibly state level.

If in the highly unlikely event that deep features such as a well has survived the construction and demolition of a five storey building and the construction of a 20 storey building with basement levels, any contents are likely to have been removed and it would probably have been filled to prevent voids under the existing building. The site is therefore unlikely to be able to provide information that will add to the knowledge of the past in an important way.

The replacement of the existing building will not impact an archaeological resource in the study area nor will it impact on archaeological features and deposits on adjoining allotments, if present.

6. Statutory Obligations

The conservation and management of historic heritage items, places and archaeological sites is subject to a range of statutory provisions including local, State and Commonwealth legislation. There are also a number of non-statutory heritage lists or registers, conservation policies and community expectations that can have an impact on the management, use and development of heritage items. This section only includes statutory obligations relating to archaeological remains at 4-6 Bligh Street.

6.1 State Legislation (NSW)

6.1.1 Heritage Act 1977 (NSW)

The *Heritage Act 1977* (NSW) provides protection of the environmental heritage of the State which includes places, buildings, works, relics, movable objects or precincts that are of State or local heritage significance.

The NSW State Heritage Register (SHR) is the statutory register under Part 3A of the *NSW Heritage Act 1977*. Listing on the SHR means that any proposed works or alterations (unless exempted) to listed items must be approved by the Heritage Council or its delegates under section 60.

Archaeological features and deposits are afforded statutory protection by the 'relics provision'. Section 4(1) of the *Heritage Act* (as amended 2009) defines 'relic' as any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- (b) is of State or local heritage significance.

The 'relics provision' requires that no archaeological relics be disturbed or destroyed without prior consent from the Heritage Council of NSW. To determine if an area has historical archaeological potential or relics an assessment is to be made using the guidelines 'Assessing Significance for Historical Archaeological Sites and Relics' (Heritage Branch 2009).

For location within a State Heritage Register curtilage, a permit under Sections 57(1) and 60 of the *Heritage Act 1977* shall be obtained from the Heritage Council for any ground disturbance works that have the potential to disturb or destroy relics.

For locations outside a State Heritage Register curtilage, an Excavation Permit under Sections 139- 140 of the *Heritage Act 1977* shall be obtained for any ground disturbance works that have the potential to disturb or destroy relics.

The Heritage Council must be notified on the discovery of a relic under Section 146 of the *Heritage Act 1977*.

6.1.2 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (NSW) [EP&A Act] requires that consideration is given to environmental impacts as part of the land use planning process. In NSW, environmental

impacts are interpreted as including cultural heritage impact. Proposed activities and development are considered under different parts of the EP&A Act, including:

- Major projects (State Significant Development under Part 4.1 and State Significant Infrastructure under Part 5.1), requiring the approval of the Minister for Planning.
- Minor or routine development requiring local council consent, are usually undertaken under Part 4. In limited circumstances, projects may require the Minister's consent.
- Part 5 activities which do not require development consent. These are often infrastructure projects approved by local councils or the State agency undertaking the project.

The EP&A Act also controls the making of environmental planning instruments (EPIs) such as Local Environmental Plans (LEPs) and State Environmental Planning Policies (SEPPs). LEPs commonly identify, and have provisions for the protection of, local heritage items and heritage conservation areas. Sydney Council LEP 2012 is relevant to this site.

6.1.3 Sydney Local Environment Plan (2012)

The heritage objectives of the Sydney LEP 2012 which are appropriate for the site are as follows:

5.10.7 Archaeological sites

The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the *Heritage Act 1977* applies):

- (a) notify the Heritage Council of its intention to grant consent, and
- (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.

7. Conclusions and recommendations

CONCLUSIONS

Due to the excavation of up to eight meters in depth below current street level for the construction of the existing carpark and plant room, there is no potential for a significant archaeological resource to remain within the study area. Geotechnical testing demonstrates that there was no soils or historical deposits overlying excavated bedrock.

An excavation permit under section 139 of the *Heritage Act 1977* will not be required for excavation of additional basement levels.

The proposal will occur within the footprint of the existing building and no direct or indirect impacts to surrounding heritage items or their curtilage has been identified.

This report satisfies the SEARs requirement for a historical archaeological assessment to be prepared.

RECOMMENDATIONS

In the highly unlikely event that unexpected historical archaeological material was encountered during works, it would be necessary to stop all work in the immediate vicinity of the identified deposits. The NSW Heritage Council would be notified, and a qualified archaeologist would be engaged to assess the significance of the material and recommend whether further investigation is required.

8. References

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Heritage Office and Department of Urban Affairs & Planning 1996, *NSW Heritage Manual*, Heritage Office and Department of Urban Affairs & Planning (NSW), Sydney.

Heritage Branch, Dept of Planning, 2009 *Assessing Significance for Historical Archaeological Sites and Relics*

Historical Atlas of Sydney <https://atlas.cityofsydney.nsw.gov.au/>

Historical Image Viewer

https://portal.spatial.nsw.gov.au/download/historic/CCC467/CCC467_12_118.jp2.jpeg

National Library of Australia, Trove <https://trove.nla.gov.au/>

NSW Heritage Act 1977 <https://www.legislation.nsw.gov.au/#/view/act/1977/136>

Sydney LEP 2012 <https://www.legislation.nsw.gov.au/#/view/EPI/2012/628>

