

# EXTENT

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## 600-660 Elizabeth Street, Redfern, NSW—Planning Proposal

### Historical Archaeological Assessment

Client: NSW Land and Housing Corporation

February 2020 Final

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## Executive summary

Extent Heritage has been commissioned by the NSW Land and Housing Corporation to prepare a Historical Archaeological Assessment of land at 600-660 Elizabeth Street, Redfern to accompany a Planning Proposal to be lodged with the City of Sydney.

The Planning Proposal seeks to rezone the site to allow redevelopment for a mix of social, affordable and private housing in an integrated residential community. The aims of the Planning Proposal are to rezone the Site to B4 Mixed Use.

An indicative reference scheme and urban design report has been prepared to support the Planning Proposal and demonstrates how the site may be redeveloped. The indicative reference scheme comprises a mixed-use development with approximately 327 dwellings, (with building heights ranging between 6 and 14 storeys) and space for local shops, cafes, community space and other services.

This report assesses the potential for historical archaeological resources to be present at the Site and evaluates significance of such resources. It also identifies constraints and opportunities associated with the impact of the proposed development.

### Key Findings

- With respect to historical heritage, the site has been in constant use since the mid-1860s. Despite the significant level of disturbance by various development activities, the site has the potential to contain historical archaeological remains associated with the nineteenth century site occupation. The site's archaeological potential ranges from low to extant depending on the phase of historical development.
- The archaeological evidence likely to be present at the Site include: land clearing; sediment deposits and a water management system installed at the 1860s Albert Cricket Ground; structural and depositional remains associated with the post 1879, high density slum dwellings; and evidence of the mid-twentieth century Housing Commission homes.
- In general, the known and potential historical archaeological resources have been assessed to be significant at a local level. In particular, tangible evidence associated with Historical Phase 2: Subdivision 'Slums' (1879 – 1949) would be considered to have research potential that could contribute to the better understanding of the development of multiculturalism in Sydney and beyond. The house site of the notorious Makin Family known as the 'Baby Farmers' is of historical and associative importance even if there is little or no physical archaeological evidence relating to the case.
- Archaeological remains assessed to be of local significance are considered to be archaeological relics within the meaning of the relics provision of the *Heritage Act 1977* (NSW), and as such are afforded statutory protection by the Act.
- While rezoning of the study area in itself would not result in archaeological impacts, the proposed development in its current form, however, has potential to cause considerable

disturbance to the underlying cultural soil horizons, particularly construction of the proposed underground basement parking.

### *Recommendations*

- This archaeological assessment indicates that the Site has the potential to contain historical archaeological relics within the meaning of the relics provision of the Heritage Act. Therefore, further archaeological investigation of the study area would be required to define the nature, extent and significance of the historical archaeological resource, and to mitigate the potential impacts that may result from the development.
- Mitigation of potential development impacts should include further exploration of the Site's known and potential archaeological resources, so that their archaeological research potential can be fully realised. In addition to the physical investigations of the Site, mitigation of impacts should also include interpretation of the Site's complex history by using retrieved archaeological resources that have the potential to contribute to the story of the Site.
- Further exploration/physical investigations of the Site should involve the second stage of more extensive investigations. This can be carried out through more extensive testing of the areas that yielded archaeological evidence or as an open area excavation. The implementation of this should be undertaken at the earliest opportunity. The results of the testing or open area excavation program would be used to inform the detailed development design and provide a level of certainty for the staging of the development works.
- Based on the results of more extensive testing, the next, final stage of investigations would include one or a combination of the following: archaeological salvage excavation of key archaeological areas (ie structural remains and/or significant artefact bearing deposits and features); development redesign to conserve features *in situ* (should they be assessed significant, well preserved and feasible for incorporation into the final development design); archaeological monitoring and recording; or a combination of both.
- Further physical investigations would likely occur following determination of the proposal, and as such would be subject to DA conditions.
- All future physical investigations at the Site would need to be guided by an Archaeological Research Design and undertaken in accordance with an excavation permit under s140 of the Heritage Act.

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# 1. Introduction

## 1.1 Purpose

This historical archaeological assessment has been prepared on behalf of NSW Land and Housing Corporation (LaHC) to accompany a Planning Proposal to be lodged with the City of Sydney (CoS).

This Planning Proposal relates to land at 600-660 Elizabeth Street, Redfern (hereafter: the Site or the study area). The Planning Proposal seeks to rezone the Site to allow redevelopment for a mix of social, affordable and private housing in an integrated residential community. The aims of the Planning Proposal are to rezone the Site to B4 Mixed Use.

An indicative reference scheme and urban design report has been prepared by Architectus, Silvester Fuller and Tyrell (the Project Team) to support the Planning Proposal and demonstrates how the Site may be redeveloped. The indicative reference scheme comprises:

- approximately 327 dwellings, with building heights ranging between 6 and 14 storeys;
- a mixed-use development, with over 1,500m<sup>2</sup> of non-residential floor space for local shops, cafes, community space and other services; and
- three ground floor communal courtyard spaces.

This report assesses the potential for historical archaeological resources to be present at the Site and evaluates significance of such resources. It also identifies constraints and opportunities associated with the impact of the proposed development.

## 1.2 Site location and identification

The study area is a LAHC owned and managed property comprising Lot 1 DP 1249145, and encompassing an area of approximately 1.1ha. It is located within the City of Sydney Local Government Area (LGA), in the Parish of Alexandria, and the County of Cumberland. The study area is located 4km southwest of the Sydney CBD and is bound to the north by Kettle Street, to the east by Walker Street, to the south by Phillip Street and to the west by Elizabeth Street. The study area is largely vacant except for a single storey (~1,240m<sup>2</sup>) building and (~420m<sup>2</sup>) basketball court in the southern portion of the site, which is currently leased by the Police Citizens Youth Club (PCYC) (Figure 1 & 2).

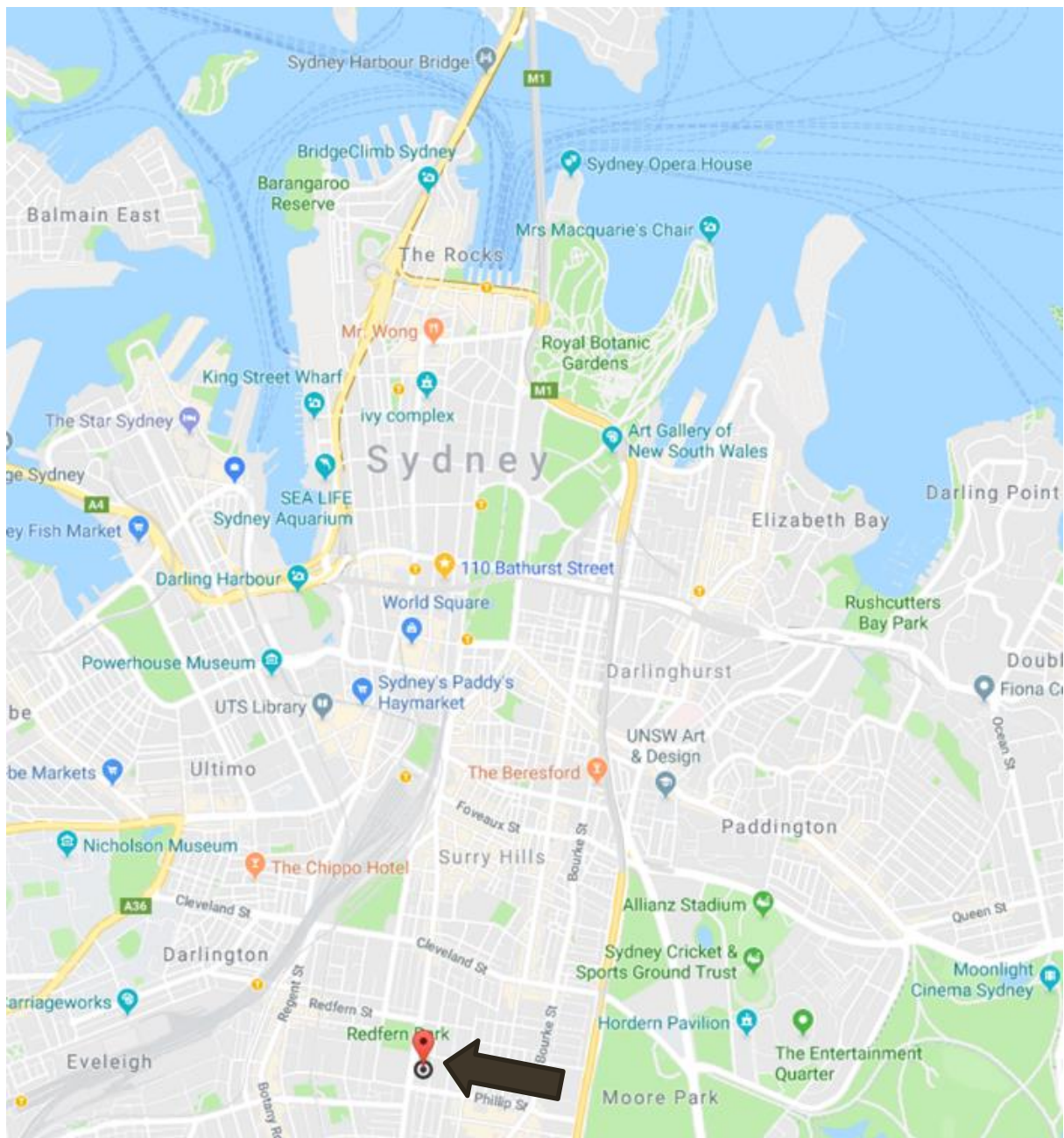


Figure 1. Context Map (Source: Google Maps)



Figure 2. Current Aerial Imagery (Source: Nearmaps)

## 1.3 Development description

The Department of Family and Community Services, Land and Housing Corporation has provided the development description that in summary entails the transformation of the site into a market leading build-to-rent redevelopment featuring contemporary urban and architectural design and creating a high-quality integrated community of social, affordable and private housing.

### 1.3.1 Communities plus build to rent

Communities Plus is a key program under NSW Government's Future Directions for Social Housing in NSW, delivering integrated social, affordable and private housing by partnering

with the private and not for profit sectors including registered Tier 1 or Tier 2 Community Housing Providers (CHPs).

The Redfern project aligns with Future Directions, by providing innovative options for private sector investment in social housing under a long-term lease. The project presents an opportunity to renew and increase social housing in a well-located integrated community with good access to education, training, local employment, and close to community facilities such as shopping, health services and transport.

On 6 July 2018, the NSW Government announced the Site as the pilot for Communities Plus build-to-rent. The Project provides an opportunity for the private sector, in partnership with the not-for-profit sector, to fund, design, develop and manage the buildings as rental accommodation under a long-term lease.

Build-to-rent is a new residential housing delivery framework that is capable of providing access to broader housing choices. Established in overseas markets such as the UK and the USA, locally, build-to-rent has significant scope to provide increased rental housing supply and the opportunity for investment in residential housing in NSW.

### 1.3.2 Vision, reference scheme and planning framework

The reference scheme was prepared to indicate how the site could, rather than will, be redeveloped and has been used as a basis to prepare draft amendments to the Sydney Local Environmental Plan 2012 (including zoning, height, floor space ratio and car parking controls) and the development of a new site-specific Development Control Plan which will guide the detailed design of the Site (Figure 3).

The proposed planning framework has regard to:

- accessibility and connectivity of the Site to public transport, employment, shops, education and other services,
- the site and local area's rich history and cultural significance,
- the surrounding urban form and context, and
- the environmental and servicing considerations, including flooding, stormwater, traffic, utilities, noise, air quality and wind.

The proposed planning framework is designed to achieve the following:

- approximately 327 dwellings, with an FSR of 2.75;
- buildings with a maximum of 7 storeys along Elizabeth Street, the single 'tower' height to 14 storeys and the Walker St frontage a maximum of 6 storeys;
- no shadow on Redfern Park;

- over 1,500m<sup>2</sup> of non-residential floor space for local shops, cafes, community space and other services including public spaces on Kettle and Phillip Streets; and
- three ground floor communal courtyard spaces.

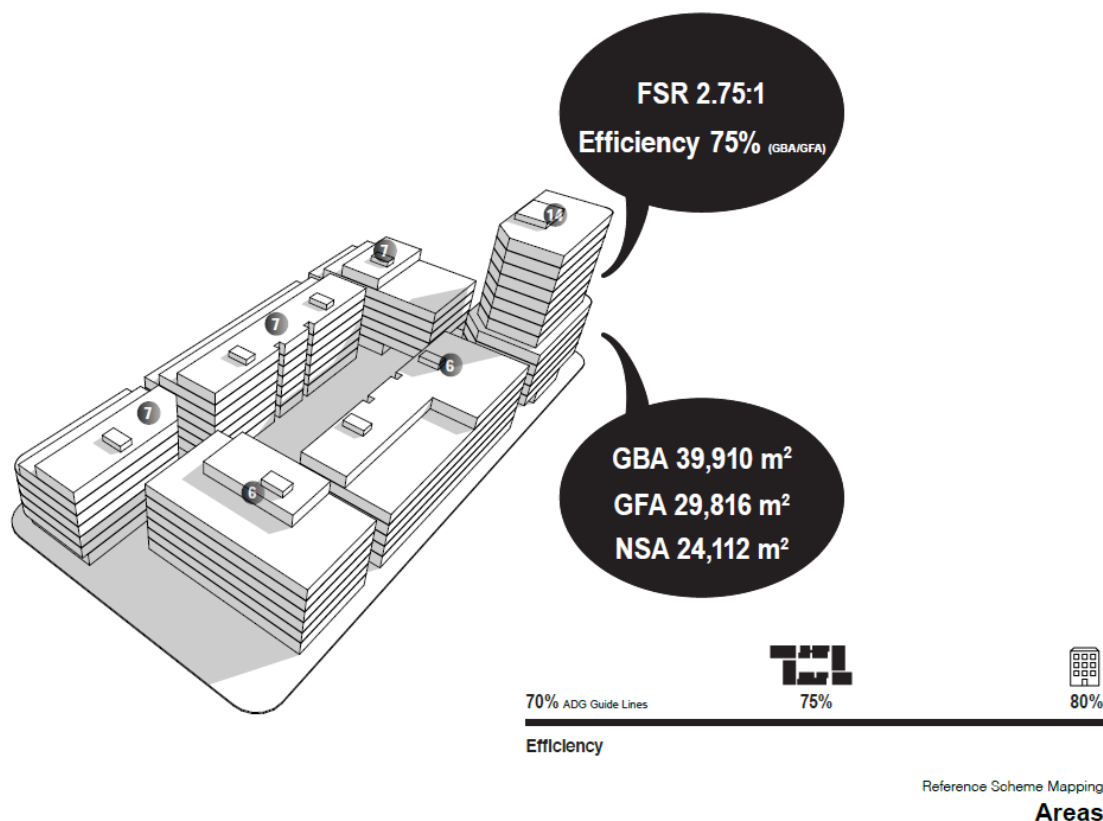


Figure 3. Reference scheme. (Source: Architectus, Silvester Fuller and Tyrell 2020)

## 1.4 Statutory context

With regard to historical archaeology, the study area is subject to the following controls:

- Environment Planning and Assessment Act 1979 (NSW)
- Heritage Act 1977 (NSW)

### 1.4.1 Environment Planning and Assessment Act 1979

Of the three main elements to the legislative scheme regulating planning and development, the Environmental Planning and Assessment Act 1979 (NSW) (EPA Act) sets out the major concepts and principles, including Part 4 which deals with development applications, and regulates State Significant Development (SSD) under Part 4 Division 4.1: major projects of State or regional significance. The EPA Act Part 4 requires a determining authority to consider the environmental impact of all development applying to land, included within an

environmental planning instrument. Heritage is included as one of the matters for consideration when considering a Development Application.

Under Part 3 Division 3.3 of the EPA Act, the Governor may make environmental planning instruments, known as State Environmental Planning Policies, (SEPP) for the purpose of environmental planning by the State.

#### 1.4.1.1 Sydney Local Environmental Plan 2012

Environmental planning instruments made under the EPA Act include State Environment Planning Policies (SEPPs), which deal with matters of State or regional environmental planning significance; and Local Environmental Plans (LEPs), which guide planning decisions for local government areas. The site falls within the Sydney LGA and the relevant environmental planning instrument is the Sydney Local Environmental Plan 2012 (Sydney LEP 2012).

The objectives of Sydney LEP 2012 with respect to heritage conservation and archaeological sites are provided in clause 5.10 which (amongst other objectives) aims to conserve archaeological sites and requires consent to demolish, move or alter known or potential archaeology. Additionally, it requires that the consent authority must notify the heritage council of this development and take into consideration their response.

The study area is not listed as a heritage item on Schedule 5 of Sydney LEP 2012, however it is adjacent to Heritage Item I1347, abuts two Conservation Areas and is near a third Conservation Area (Figure 4):

Table 1. Sydney LEP 2012 Listings in the vicinity of the subject area

Suburb	Item	Address	Property Description	Significance	Item no
Redfern	Redfern Park including low sandstone perimeter walls, entrance gates, fountain and war memorials and landscaping	Redfern Street	Lot 1, DP 135313; Lot 1, DP 724757	State	SHR 2016, I1347
Redfern	Conservation Area	Redfern Estate		Local	C56
Waterloo	Conservation Area	Waterloo		Local	C70
Redfern	Conservation Area	Baptist Street		Local	C53



Figure 4. Detail of Sydney LEP 2012 Sheet HER\_017 showing Heritage Items (brown), and conservation areas (hashed red) in vicinity of study area (centre - green)

#### 1.4.1.2 NSW Heritage Act 1977

The Heritage Act 1977 (NSW) (the Heritage Act, the Act) is designed to conserve the environmental heritage of New South Wales and regulate development impacts on the state's heritage assets. Significant historical archaeological features are afforded automatic statutory protection by the 'relics' provisions of the Act.

A relic is defined 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.

In accordance with Section 139, it is an offence to disturb or excavate land, where this may affect a relic, without the approval/excavation permit of the NSW Heritage Council, unless an endorsed 'Exemption' or 'Exception' is issued for works that are minor in nature or with minimal impact onto the heritage significance of the place. In general, sites which may contain

archaeological relics are managed under Sections 140 and 141 of the Heritage Act. However, sites with archaeological potential that are listed on the State Heritage Register (SHR) are dealt with under Sections 60 and 63 of the Heritage Act.

The requirement to obtain approvals under the Heritage Act does not apply to developments that are approved SSDs, under S89J of the EP&A Act. The potential heritage impact is instead managed by the environmental assessment process.

There are no heritage items on the SHR listed within the study area.

## 1.4.2 Non-statutory controls

### 1.4.2.1 Sydney Development Control Plan 2012

The Sydney Development Control Plan (DCP) is an advisory document with a non-statutory standing prepared to support the 2012 LEP. Provision 3.9 Heritage under Section 3 General Provisions provides controls and guidelines for appropriate management of heritage in Sydney including archaeological matters. Clause 3.9.3 Archaeological assessments specifically refers to archaeological resources and obligations with respect to the guidelines prepared by the NSW Office of Environment and Heritage. An archaeological assessment must be submitted as part of the Statement of Environmental Effects for development applications affecting a potential archaeological site that is likely to have heritage significance. Further, in accordance with the general provisions 3.9.3:

4. An archaeological assessment is to include:

- (a) an assessment of the archaeological potential of the archaeological site or place of Aboriginal heritage significance;
  - (b) the heritage significance of the archaeological site or place of Aboriginal heritage significance;
  - (c) the probable impact of the proposed development on the heritage significance of the archaeological site or place of Aboriginal heritage significance;
  - (d) the compatibility of the development with conservation policies contained within an applicable conservation management plan or conservation management strategy; and
  - (e) a management strategy to conserve the heritage significance of the archaeological site or place of Aboriginal heritage significance.
- (5) If there is any likelihood that the development will have an impact on significant archaeological relics, development is to ensure that the impact is managed according to the assessed level of significance of those relics.

In accordance with Section 5 of the study requirements; item 5.2 requires “the heritage assessment to provide management recommendations, including development control provisions, to guide future development or planning of the site”.



## 1.5 Previous heritage reports and investigations

The Site has been subject to an archaeological assessment: “Redfern, Waterloo and South Eveleigh Urban Renewal Sites: Desktop Historic Heritage Assessment’ (Extent Heritage/AHMS 2014) (the 2014 HHA), which has been reviewed in the preparation of this report.

The has recently been subject to a limited program of geotechnical and contamination investigations and archaeological monitoring, the preliminary results of which are provided in Section 3.3.

## 1.6 Approach and objectives

This report was prepared in accordance with the principles and procedures established by the following documents:

- Assessing Significance for Historical Archaeological Sites and Relics (Heritage Branch 2009);
- The Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter) (Australia ICOMOS, 2013);
- Historical Archaeology Code of Practice (NSW Heritage Office 2000); and
- Assessing Heritage Significance (NSW Heritage Office 2001).

The terminology used in this report is consistent with the NSW Heritage Manual prepared by the NSW Heritage Office (now Heritage, Community Engagement, Department of Cabinet and Premier) and the Burra Charter.

The objectives of this report are to:

- Identify any potential historical archaeological resources at the study area and assess their significance;
- Identify any constraints and opportunities and provide future directions for management of archaeological potential as part of the current proposal.

## 1.7 Limitations

This report uses historical documentation and significance assessments previously prepared by AHMS and other third-party heritage consultants to describe and assess the heritage significance of land that would be affected by the proposal.

This report does not review the Aboriginal cultural heritage values or built heritage of the study area. These are addressed in the Preliminary Aboriginal Heritage Impact Assessment (Extent, February 2020) and the Preliminary Built Heritage Assessment (Extent, February 2020).

## 2. Historical context

### 2.1 Introduction

The study area has been previously assessed as part of the 2014 HHA. This historical context section relies largely on this existing information. Additional research included a review of historical newspaper articles, plans, aerial photos and books. This history overview, however, does not provide an exhaustive account of the former occupants of the Site.

### 2.2 Site history

Historical plans from the State Library of NSW suggest that, during the initial settlement of the Colony, the study area formed part of a large tract of land between Port Jackson and Port Botany that comprised “barren sands”. This description most likely refers to the poor fertility of the land for cultivation purposes, rather than for its landscape appearance – in fact, the area beyond the initial settlement was characterised by tracts of uncleared blackbutt, tea-tree and scrub, and swampy marshes, lagoons and creeks<sup>1</sup>. Obed West, who documented much of early Sydney, describes extensive Aboriginal activity in the area including campsites, meetings and battles. The study area likely fell within Boxley’s Lagoon, which encompassed Redfern Park and “the vacant paddocks opposite Elizabeth Street.”<sup>2</sup> The surrounding farmland contained wheat, native fruit trees and native shrubs in the early days of the colony. The lagoon contained red-bills, wild duck, snipe, landrail, eels and other game.<sup>3</sup> The area that became the Albert Ground was a large swamp with a horse race conducted around the periphery in about 1822. The horses started at Mount Carmel, south of the subject site, and ran around to the Redfern Courthouse on Redfern Street, to the north of the subject site.<sup>4</sup>

The study area lies within a 185-acre grant made to Edward Smith Hall in 1822.<sup>5</sup> Hall arrived in Australia in 1811 and received his grant in the Redfern/Moore Park area intending to become a ‘gentleman farmer’. He was unsuccessful as a farmer and unpopular with Governor Macquarie, so became a cashier with the Bank of New South Wales. He left the role soon afterwards and after four years of re-attempted farm management he established his own newspaper, the Monitor. Hall published inaccurate information on several occasions, which resulted in having his rights to graze stock on certain areas of land revoked in 1827, and in 1829 he was convicted of libel.<sup>6</sup> In that same year, his grant at Redfern was obtained by Daniel Cooper and Solomon Levey.<sup>7</sup> Cooper and Levey were successful businessmen who worked

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<sup>1</sup> Marriott, E.W. (1988), *The Memoirs of Obed West: A portrait of early Sydney*, Barcom Press, Bowral. 44.

<sup>2</sup> Marriott, E.W. (1988), *The Memoirs of Obed West: A portrait of early Sydney*, Barcom Press, Bowral. 46.

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> Jervis, J. and V. Kelly (ed.). 1960. *The History of Woollahra: A record of events from 1788 to 1960 and a centenary of local government*. The Municipal Council of Woollahra. Halstead Press: Sydney. 105.

<sup>6</sup> Kenny, M. 1966. *Hall, Edward Smith (1786-1860)*. Australian Dictionary of Biography.

<sup>7</sup> Extent/AHMS. 2014. *Redfern, Waterloo and South Eveleigh Urban Renewal Sites: Desktop Historic Heritage Assessment*. For Urban Growth Development Corporation.

in trading, imports and shipping.<sup>8</sup> Daniel Cooper, who arrived in Australia as a convict in 1816, was the main director of the Cooper and Levey firm from 1826 onwards.<sup>9</sup>

Early settlers like Samuel Terry, William Hutchinson and Daniel Cooper made good use of the swampy areas in neighbouring Waterloo, Randwick and Moore Park, by establishing mills for grinding flour and wool washing on the Lachlan and Waterloo Swamps<sup>10</sup>. However, Boxley's Lagoon appears not to have been used for similar industrial pursuits. In 1843 the area was described as "lying waste and unproductive" and "a pestiferous bog of an actually dangerous nature" in 1843<sup>11</sup>. Boxley's Lagoon was eventually "drawn off by means of a large drain" to reclaim the swampland and draw away surface water.<sup>12</sup>

Between 1854 and 1857, the current street grid of the surrounding area was laid out in preparation for subdivision. This subdivision had taken place by the early 1860s, with primarily residential development undertaken in most of the allotments. The study area falls within a former swamp on the corner of Phillip and Elizabeth Streets, which became Albert Ground in 1864, a privately-owned cricket ground<sup>13</sup> (Figure 5).

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<sup>8</sup> Jervis, J. and V. Kelly (ed.). 1960. *Op. cit.* 105.

<sup>9</sup> Davidson, J. 1966. *Cooper, Daniel (1785-1853)*. Australian Dictionary of Biography.

<sup>10</sup> Marriott 1988: *Op. cit.* 45

<sup>11</sup> Thorp, W. (1994). *Historical Analysis Redfern Park Redfern*. Prepared for Clouston and Associates

<sup>12</sup> Marriott 1988: *Op. cit.* 46

<sup>13</sup> Extent/AHMS. 2014. *Op. cit.*

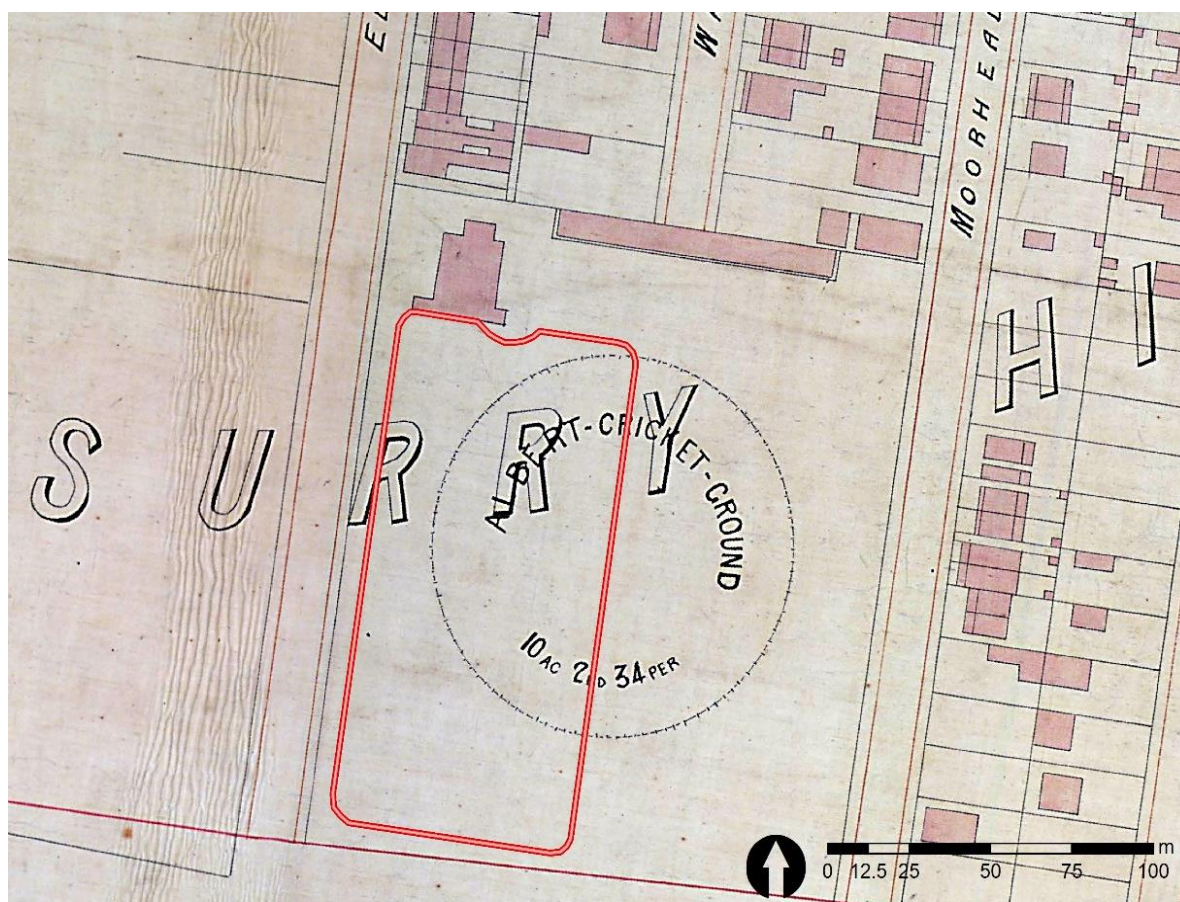


Figure 5. 'Block 152, Map 50 – The Redfern Municipality' of the Trigonometric survey of Sydney, c. 1864, overlain by modern cadastral boundaries in red. The Albert Cricket Ground encompassed a large part of the study area (Source: City of Sydney, Historical Atlas of Sydney, Block 152, Map 50).

The Albert Ground had a pavilion and grandstand, as well as a drainage system for the playing fields. In 1864 at the opening of the ground, it was a level area of sandy soil that was subject to flooding due drainage from the surrounding hills. A seven-foot high, two hundred-yard long fence was erected around the ground and the water outlet for drainage led to the “neighbouring wool-washing establishment”. Sand was imported to level the ground after the drainage system had been put in place then turfed for cricket. The area specifically dedicated to cricket was surrounded by a post and wire fence with a circumference of five hundred and ten yards with the posts standing fifteen feet apart (Figure 6). A pavilion was also erected on the northeast corner of the ground. It was a substantial wooden structure with a club room, verandah, dressing and bathrooms to the left and the parlour, bar and kitchen to the right. The building measured forty-six by thirty-six feet and the verandah on three sides was eight feet wide with four rows of seats beneath it and a garden plot directly in front of it. Inside the ground’s fence, trees were planted for spectators’ shelter and gates were placed on the eastern, southern and western fences. There were also plans for a grandstand to be built at a later date at the time of the ground’s opening.<sup>14</sup> Two years later, in 1866, improvements made at the ground included re-dressing the playing field with loam, replacing the wire fence with

<sup>14</sup> Sydney Mail, 5 November, 1864, p.5.

another that was “neat and substantial”, constructing a ladies’ room under the grand stand and constructing a new dressing room. A gymnasium was built opposite the original pavilion.<sup>15</sup>

The cricket ground was host to a number of inter-colonial teams, including W. G. Grace’s All-England XI in 1874 (Figure 7). In 1867 the Australian Native XI played on the ground. The team was an Aboriginal side from Victoria under the captaincy of Tom Wills, one of the most important figures in Australian sporting history. In the following year the team toured England under the former Surrey professional cricketer Charles Lawrence. Lawrence, a member of the Albert Club, became coach and manager of the Australian Native XI.

In addition to cricket, the Albert Ground was used for a variety of other activities. At the time of its opening, it was suitable for “athletic games of every kind, and for horticultural exhibitions, school picnics, and other public occasions.”<sup>16</sup> Circuses performed at the ground several times, conducting a chariot, Roman horse races and aerial bicycle performances as part of their shows.<sup>17</sup> Other sports included walking, hurdles, high jump, sack races, hammer throwing, pony races, velocipede (bicycle) races, bicycle hunts, wheelbarrow races, three legged races and various running races for both men and women.<sup>18</sup> One of its popular events was the Highland Gathering, undertaken on New Year’s Day (Figure 8). Another was the grand bicycle steeplechase, for which a water jump was formed as one of the obstacles (Figure 9).<sup>19</sup> Steeplechases were also conducted on foot, as well as a mix of sports and activities for events such as royal birthdays (Figure 10).<sup>20</sup>

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<sup>15</sup> Bell’s Life in Victoria and Sporting Chronicle, 29 September, 1866. P. 2.

<sup>16</sup> Sydney Mail, 5 November, 1864, p.5.

<sup>17</sup> The Sydney Morning Herald, 27 December, 1867. P. 4; Australian Town and Country Journal, 27 May, 1871, p. 6; Australian Town and Country Journal, 6 August, 1870, p. 26.

<sup>18</sup> Bell’s Life in Victoria and Sporting Chronicle, 29 September, 1866. P. 2; Sydney Mail, 29 May, 1869. P. 2; The Sydney Morning Herald, 10 November, 1869, p. 5.

<sup>19</sup> Illustrated Sydney News, February 17, 1870, p344.

<sup>20</sup> Illustrated Sydney News, November 25, 1869, p.1; Illustrated Sydney News, January 16, 1867, p.5.

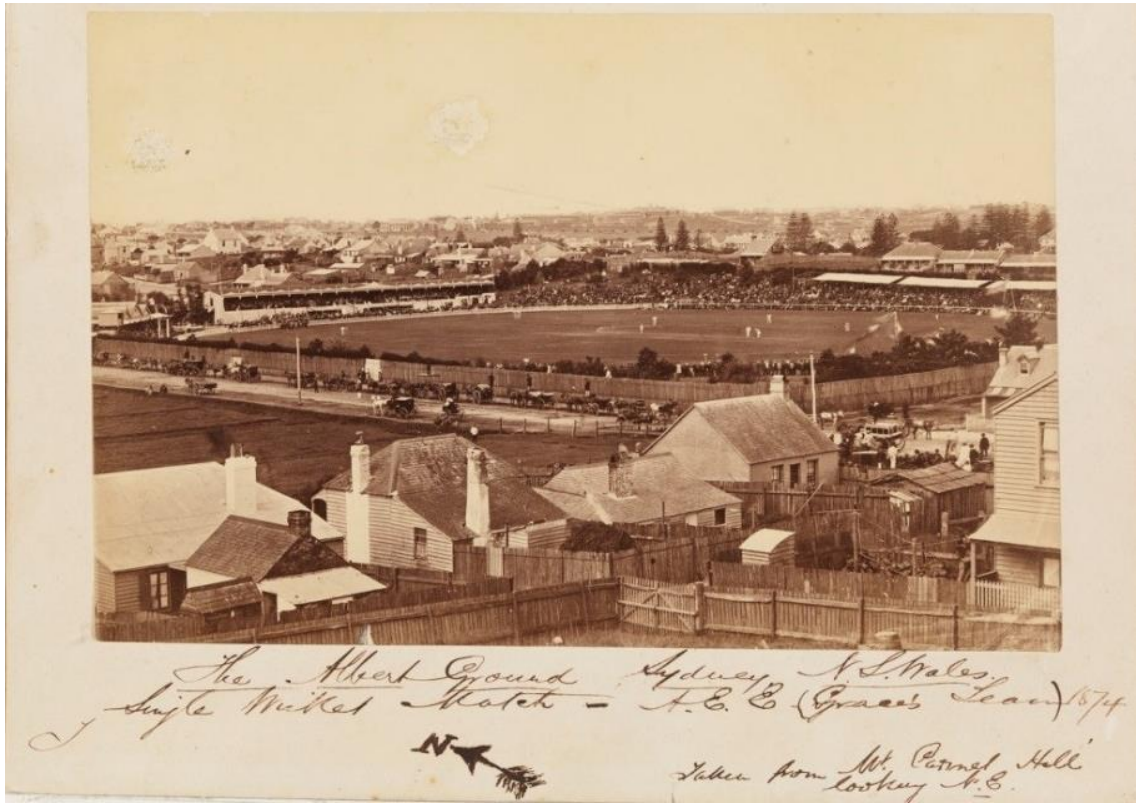


Figure 6. Albert Cricket Ground, 1874. (Source: SLNSW SPF/1570)



Figure 7. Detail of Lithograph, Albert Cricket Ground, Intercolonial Match Illustrated Sydney News 1877  
(Source: National Library of Australia Call Number PIC Drawer 7012 #S3162)

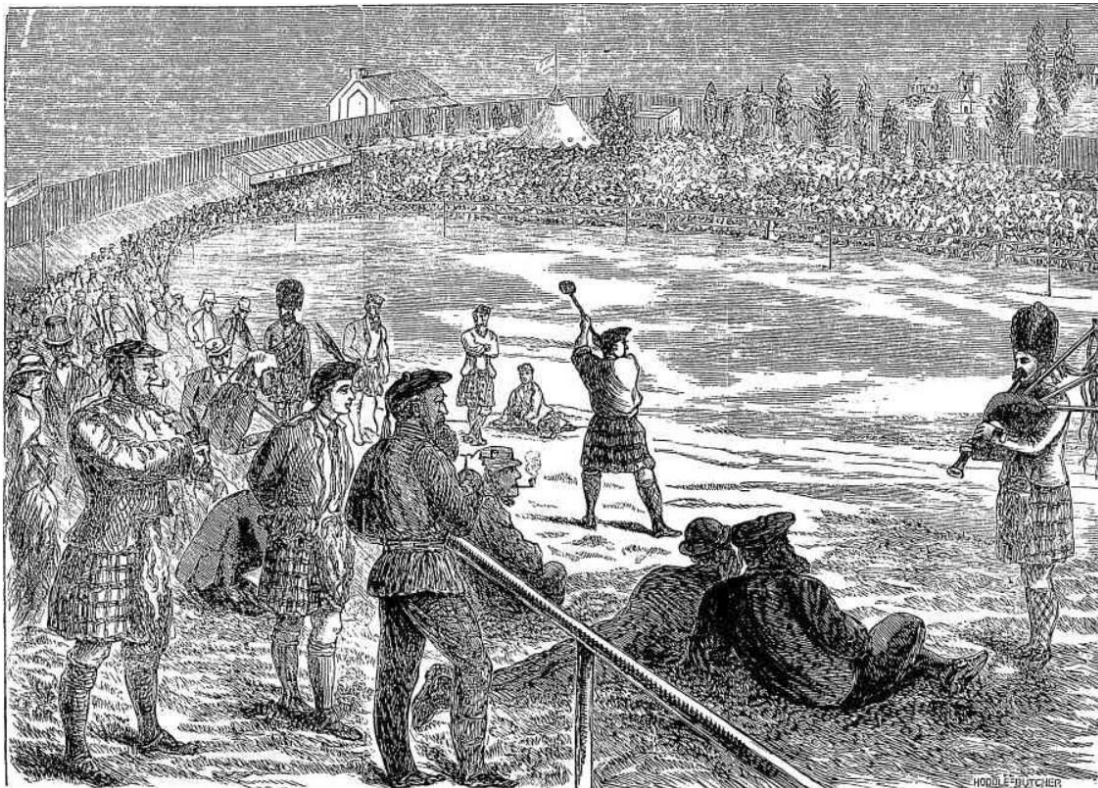


Figure 8 Highland sports on New Year's Day 1872 at the Albert Cricket Ground (Source: Australian Town and Country Journal, January 6, 1872).

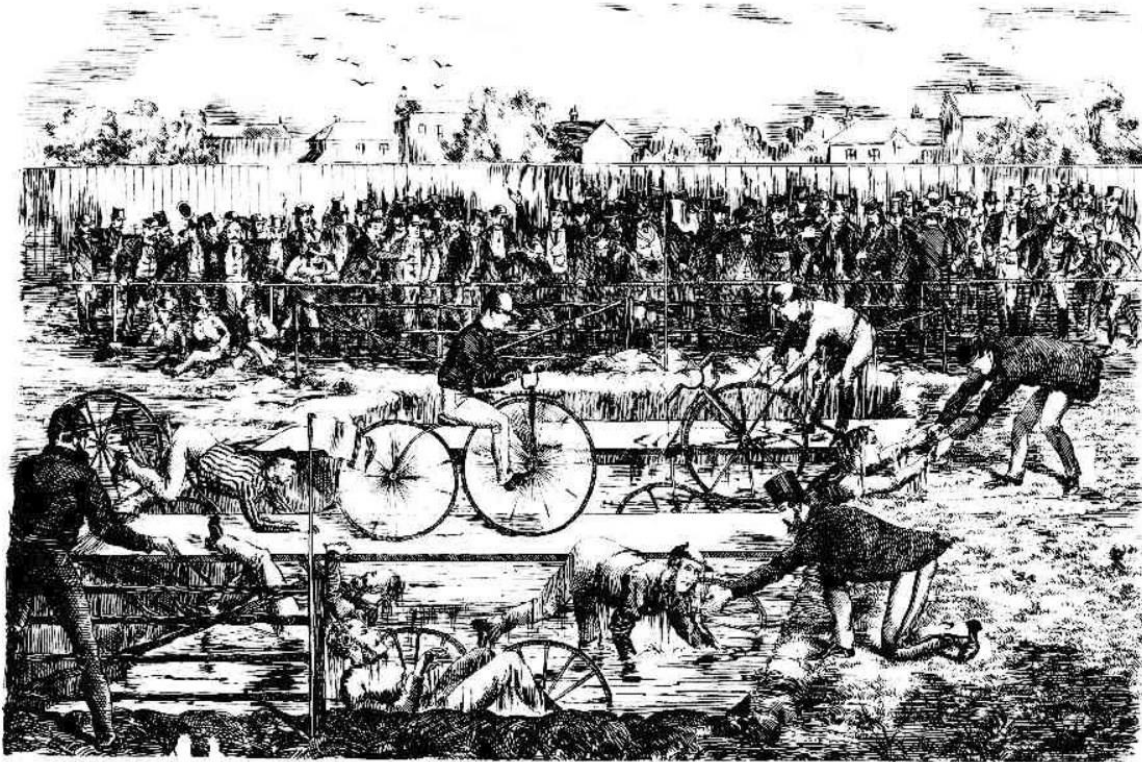


Figure 9. Final heat of the Grand Bicycle Steeplechase at the Albert Cricket Ground - The Water Jump (Source: Illustrated Sydney News, February 17, 1870).



Figure 10 Carnival Sports for the Queen's Birthday at the Albert Ground in 1878. Note the Aboriginal woman standing behind the crowd with her baby. (Source: Illustrated Sydney News, 15 June 1878).

In 1879, the year after the Carnival Sports had taken place for the Queen's Birthday, the cricket ground was closed, and the property was subdivided. By 1887 the Albert Ground had become terrace housing (Figure 11).

The terrace housing during this late nineteenth century period was associated with the 'Baby farming case' of John and Sarah Makin. The Makin's were notorious in Sydney between 1892 and 1893, when police discovered the bodies of infants across the various properties they



occupied from Macdonaldtown to Redfern.<sup>21</sup> Two of these properties are situated within the subject site (Figure 13 and Figure 13). At their property on 11 Alderson Street, the lane running parallel to Elizabeth Street that was formed during the subdivision following the closure of Albert Ground, three decomposed bodies were uncovered by police after digging in the yard in 1892. Investigations were carried out after a neighbour claimed to have seen John Makin digging a hole.<sup>22</sup> At 2 Kettle Street, on the northern boundary of the subject site, police also conducted digging operations however no bodies were found. The yard of that property was asphalted and bricked.<sup>23</sup> The Makin's and two of their daughters were taken into custody,<sup>24</sup> however only the couple was convicted in 1893.<sup>25</sup> John Makin was hanged on 15 August and Sarah Makin was sentenced for life in prison. She was released on 29 April 1911 at her children's request and died in 1918.<sup>26</sup>

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<sup>21</sup> Radi, H. 2005. *Makin, Sarah Jane (1845-1918)*. Australian Dictionary of Biography.

<sup>22</sup> 'The Macdonaldtown Mystery. Further Discoveries. In Alderson-street, Redfern. Fourth Inquest'. 1892. *The Australian Star*. 12 November. P. 6; 'Further Revelations. Two more bodies found.' 1892. *Evening News*. 12 November. P. 6.

<sup>23</sup> *Ibid.*

<sup>24</sup> 'Sydney, Wednesday, 6.15 p.m. The Macdonaldtown Mystery. 1892. *Goulburn Herald*. 16 November. P. 3.

<sup>25</sup> Radi, H. 2005. *Op cit.*

<sup>26</sup> Radi, H. 2005. *Op cit.*

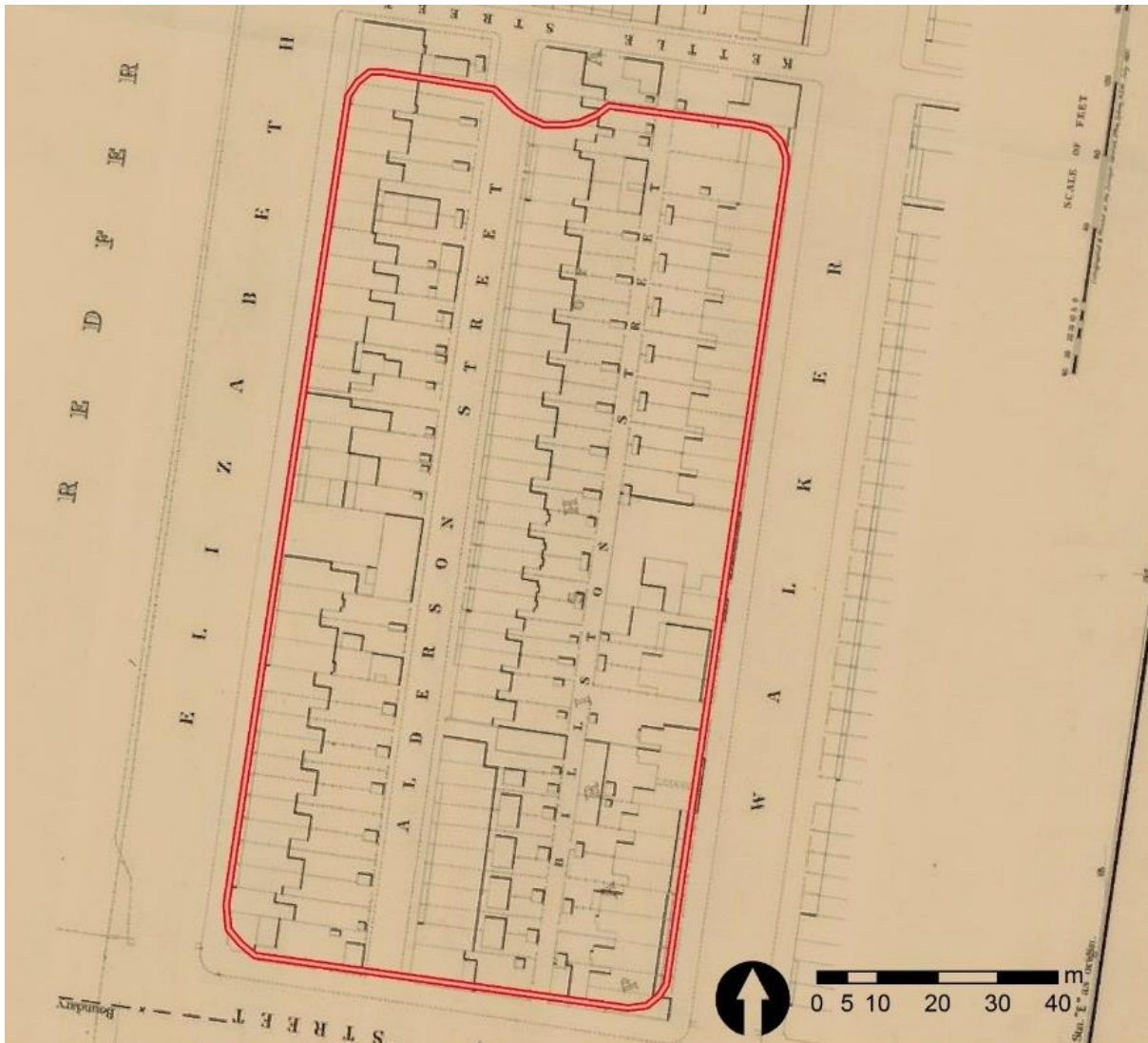


Figure 11. 1887 map showing the site in red. (Source: SLNSW Metropolitan Detail Series, Sheet 13).

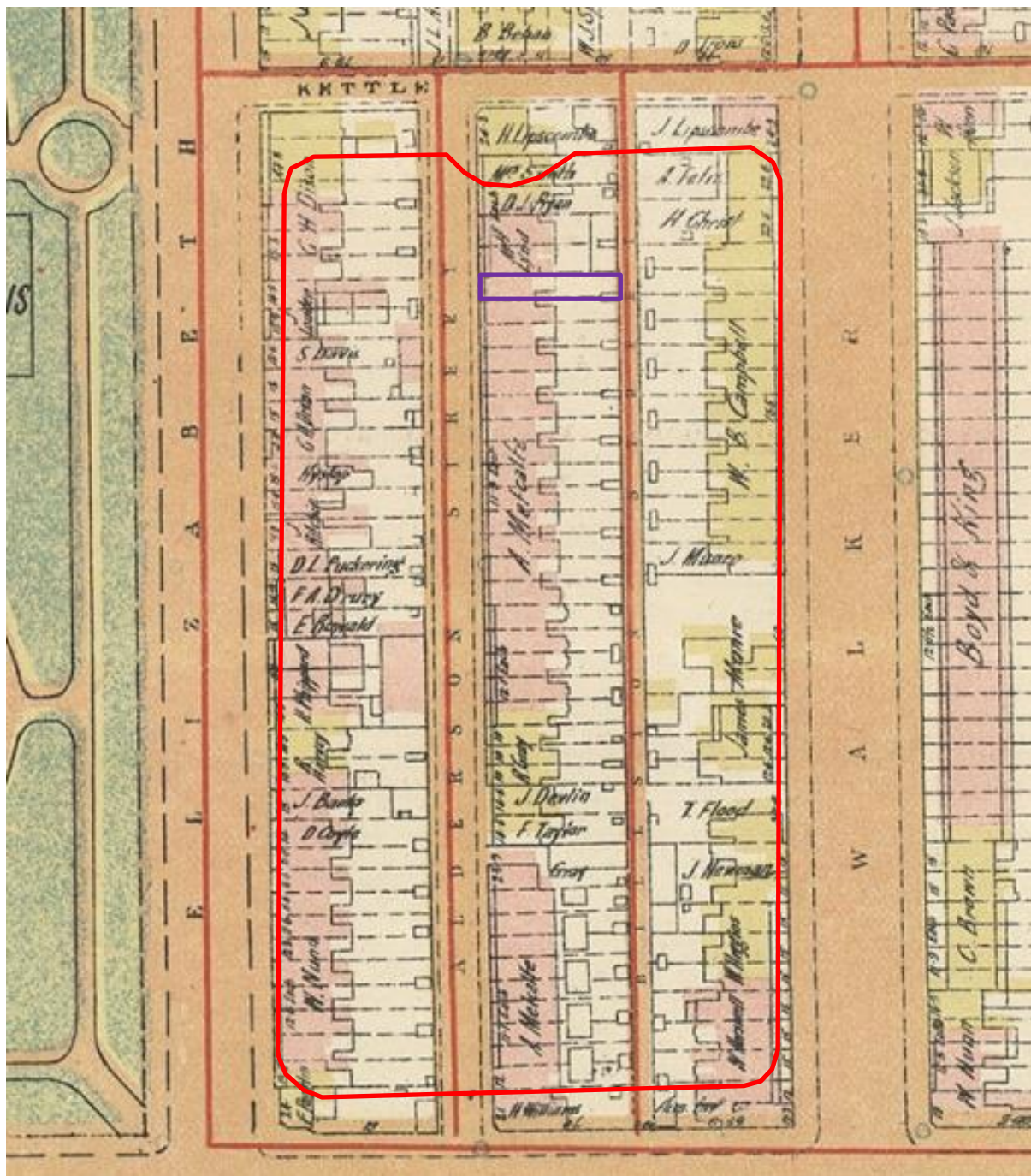


Figure 12. Gibbs, Shallard and Co., Plan of the Municipality of Redfern' in 1889, showing rows of brick terraces and internal roads within the study area. 11 Alderson Street outlined in purple (Source: State Library of NSW, Map Z M3 811.1819/1889/1)



Figure 13: Alderson Street showing backyards, date unknown, however Alderson Street was formed only during the late nineteenth century period of subdivision (Source: SLNSW Government Printing Office 1 – 31164).

Other than the ‘Baby farming case’ of the 1890s, Alderson Street in Redfern was notable for a high rate of crime, poverty and immigrant activity.<sup>27</sup> Drunkenness was a common occurrence in the area<sup>28</sup> and several fires occurred along Alderson Street during this period.<sup>29</sup> Many properties were in poor condition, with one man fined for the unsanitary state of his residence.<sup>30</sup> The area was occupied by a large number of ‘Syrian’ Lebanese and Indian immigrants,<sup>31</sup> who were subject to racism from news publications that also attributed the poor state of the area to the “alien colony”.<sup>32</sup> The Syrian community had shops and boarding houses along Alderson Street<sup>33</sup> (Figure 14). In 1900, the subject site was placed under quarantine to

<sup>27</sup> E.g. ‘Redfern’. 1892. *Evening News*. 7 December. P. 3; ‘Sudden Death at Redfern’. 1889. *The Australian Star*. 26 January. P. 9; ‘Lips Severed’. 1929. *The Maitland Weekly Mercury*. 28 December. P. 16.

<sup>28</sup> ‘A Fatal Fall. The Redfern Accident.’ 1903. *The Australian Star*. 14 October. P. 6.

<sup>29</sup> ‘Redfern Fire.’ 1925. *The Daily Telegraph*. 15 April. P. 12; ‘Inquests and Inquiries. 1904. *The Sydney Morning Herald*. 8 September. P. 4.

<sup>30</sup> ‘Dirty Premises at Redfern. 1909. *Evening News*. 19 May. P. 2.

<sup>31</sup> ‘Redfern Council and the Syrians’. 1900. *Evening News*. 5 February. P. 5; ‘Syrians in the South.’ 1892. *Illustrated Sydney News*, 19 November. P. 4.

<sup>32</sup> ‘Darkest Redfern.’ 1895. *Sunday Times*. 27 January. P. 3.

<sup>33</sup> ‘Sly Grog-selling’. 1893. *Evening News*. 17 March. P. 6.

be cleaned, associated with health issues related to the bubonic plague.<sup>34</sup> There was also a possible opium den in the area.<sup>35</sup> In 1913 a Syrian bootmaker, who had occupied the Makin's old property at 11 Alderson Street<sup>36</sup> and later moved to number 27, refuted claims that his residence was an opium den though admitted that he had been convicted in the past.<sup>37</sup> Alderson Street was known as "one of the most notorious of back streets in the coloured quarter of Redfern".<sup>38</sup>

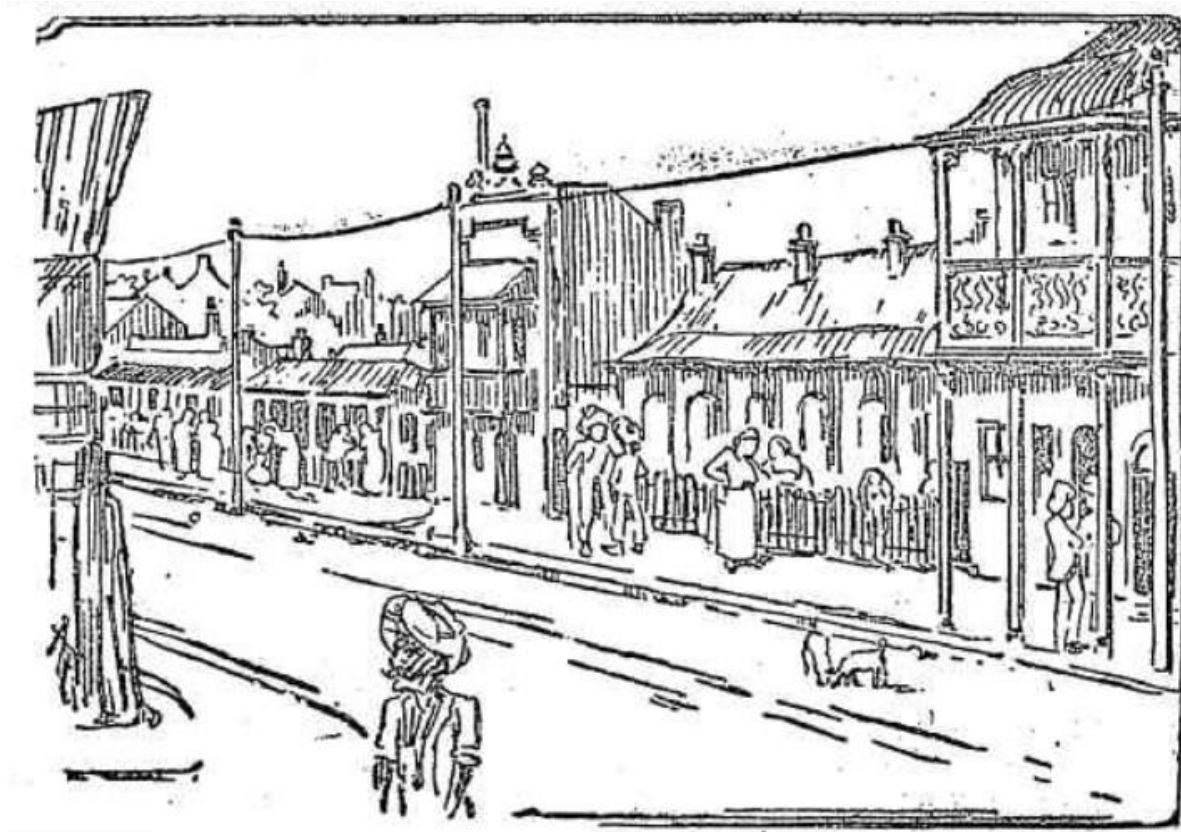


Figure 14: Alderson Street in 1895, showing the Syrian community (Source: *Sunday Times*, 27 January 1895).

During the early twentieth century, some nineteenth century housing was removed and replaced by small factories and warehouses. At the time, the government was becoming concerned with the poor living and sanitary conditions of the 'slums' in the inner city, Surry Hills and Redfern areas. Existing dwellings were often overcrowded and located in or near industrial areas, creating public health issues and overcrowding (Figure 16 and Figure 16). Many residences in the area of the subject site were deemed unfit for human habitation.<sup>39</sup> A movement began in the 1920s and 1930s that saw housing as a social service that should

<sup>34</sup> 'Redfern Quarantined Area. 1900. *The Daily Telegraph*. 9 May. P. 8.

<sup>35</sup> 'Maud's Mistake'. 1913. *Truth*. 15 June. P. 8.

<sup>36</sup> 'The Macdonaldtown Mystery. Further Discoveries. In Alderson-street, Redfern. Fourth Inquest'. 1892. *Op. cit.*

<sup>37</sup> 'That Alderson-street case'. 1913. *Truth*. 22 June. P. 2.

<sup>38</sup> *Ibid.*

<sup>39</sup> 'Redfern'. 1900. *The Daily Telegraph*. 11 May. P. 7.

receive governmental financial support.<sup>40</sup> In the 1940s, the NSW Housing Commission was established to demolish the slums and redevelop the sites with public housing that were to modern standards of living for the former occupants. On Kettle Street, on the northern boundary of the subject site, families lived in fear of an extreme rat infestation.<sup>41</sup> On Alderson Street, some of the terrace houses were valued at five pounds in 1947, though tenants had been asked to pay rents in extreme excess of this valuation.<sup>42</sup>



Figure 15. Redfern Slum Dwellings like those on the study area, slated for demolition (Source: SLNSW Government Printing Office 2 – 03527, in Extent/AHMS 2014: 52).

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<sup>40</sup> NSW Government, Redfern-Waterloo Authority, January 2011. Characteristics Analysis, Draft Redfern –Waterloo Built Environment Plan Stage 2.

<sup>41</sup> 'Redfern Family Fear Rat Colony. 1946. *The Sun*. 11 October. P. 2.

<sup>42</sup> 'Homes in Redfern'. 1947. *Tribune*. 27 June. P. 3.



Figure 16. Rear of Alderson Street, Sydney (Redfern), about 1900 (Source: State Records of NSW, NRS 12487, Digital ID: 12478\_a021\_a021000048).

The clearance and development that began in the 1940s and continued (with more funding and momentum from the government) after the Second World War (Figure 17). As part of a post-War scheme to clear Sydney's inner-city slums, the Commonwealth Department of Post-War Reconstruction was formed in 1942. It established an Advisory Town Planning Committee that identified a better post-war Australia could be achieved through comprehensive urban planning. The family was considered to be fundamental to planning and 'home' as the "nucleus of social organisation." Major planning initiatives were based on the Commonwealth Housing Commission's work and this broad vision ultimately gave way to an ambitious welfare housing program.<sup>43</sup> The states also developed Housing Commissions, however only the states of NSW and Victoria had to face the issue of inner city slums.<sup>44</sup> Sub-standard housing removal recommenced in 1948 and continued into 1949<sup>45</sup> (Figure 18 and Figure 19). During this redevelopment, the study area was cleared and its southern section became the site of the

<sup>43</sup> Lumby, 'The NSW Modern Movement' in HeriCon Consulting, August 2013. The modern movement in New South Wales: A thematic Study and Survey of Places. For Heritage Council of NSW.

<sup>44</sup> Sperritt, 'Historical and Social Context' in HeriCon Consulting, August 2013. The modern movement in New South Wales: A thematic Study and Survey of Places. For Heritage Council of NSW.

<sup>45</sup> Extent/AHMS. 2014. *Op. cit.*

NSW Police-Citizens Boys Club<sup>46</sup> (Figure 20). The central and northern portions of the study area were redeveloped into nine low density dwellings (Figure 23 and Figure 23). Whilst the NSW Police-Citizens Boys Club is still extant, the dwellings were demolished, down to ground levels by 2013 (Figure 24). The northern portion of the site has remained unchanged since this time.



Figure 17. A 1943 aerial of the study area outlined in red. (Source: Land and Property Information, Six Maps)

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<sup>46</sup> Extent/AHMS. 2014. *Op. cit.*





Figure 18. 1949 Aerial showing study area cleared of slums and levelled with introduced fills (Source: City of Sydney Archives Aerial Photographic Survey 1949).

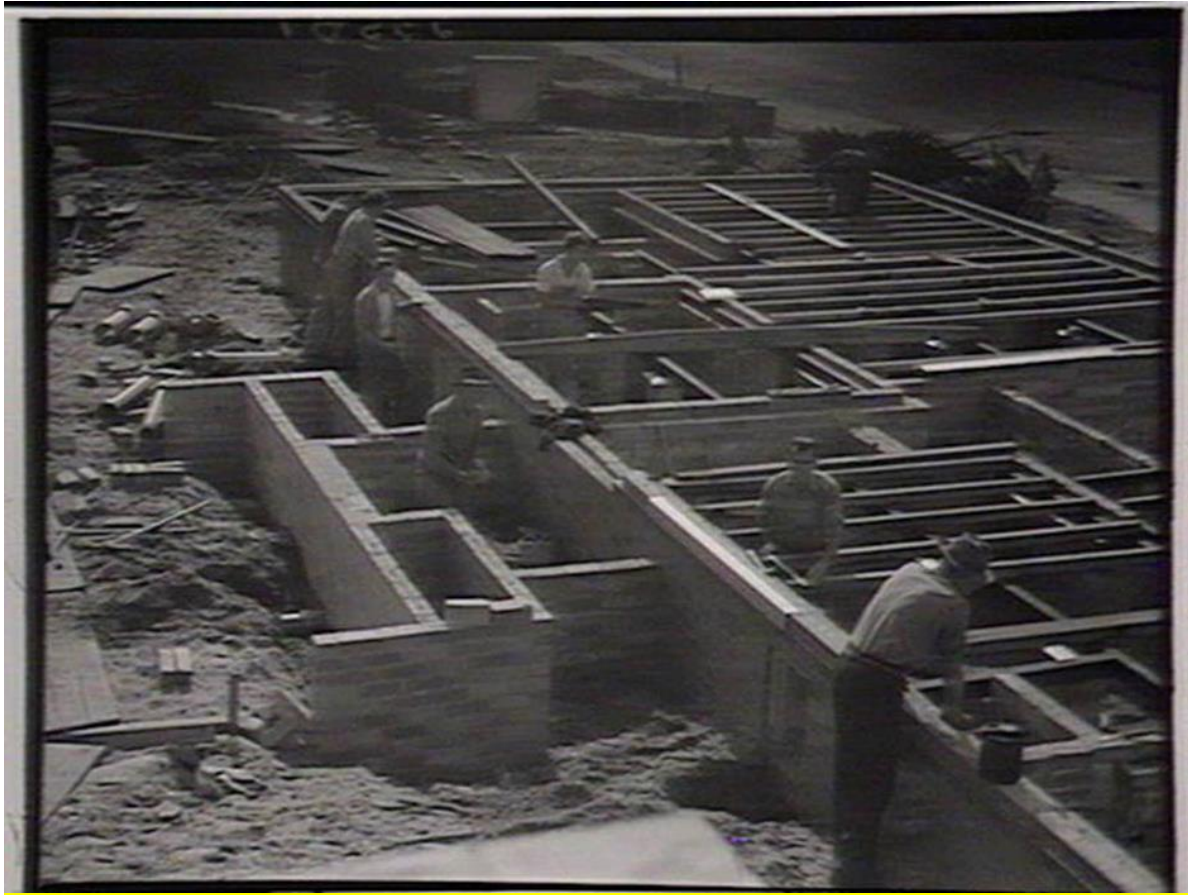


Figure 19. An example of the construction of Housing Commission buildings in Redfern, such as those on the study area. (Source: SLNSW Government Printing Office 1 – 42176, 1948, in Extent/AHMS 2014: 57).

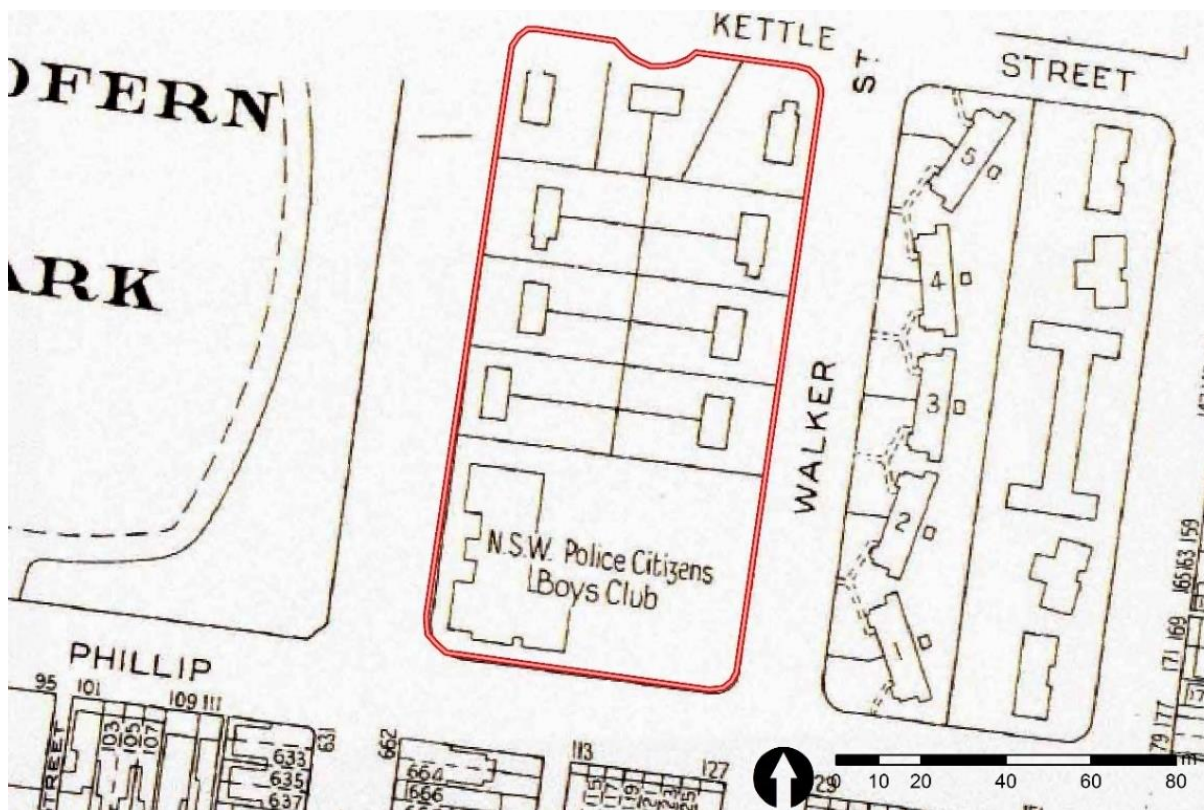


Figure 20. 1956 map showing the Redfern Urban Renewal Site in red. (Source: City of Sydney Archives City Building Surveyor's Detail Sheets, ca 1956).

By the early 1960s, it was thought that high rise buildings set in open parkland would be healthier, providing more light and air to residents.<sup>47</sup> The Housing Commission began to design for higher density living in the 'slum clearance' areas of Redfern and neighbouring Waterloo and several buildings were constructed in the vicinity of the subject site<sup>48</sup> (Figure 21). Construction commenced in 1963 with the 10 storey McKell Building. This was followed by the 16-storey Poets Corner development in 1966. From 1970 to 1974, the 16- storey Cook, Banks, Solander and Marton buildings were built in the immediate vicinity, and in 1976, the 30-storey Matavai and Turanga buildings were completed.<sup>49</sup>

<sup>47</sup> Extent/AHMS. 2014. *Op. cit.*

<sup>48</sup> AIA Register of Significant Architecture in NSW.

<sup>49</sup> NSW Government, Redfern-Waterloo Authority, January 2011. *Op. cit.*



Figure 21. 1964 Photograph of view from Morehead Street to Young and Philips Street facing southeast, showing the construction site located to the east of the study area. (Source: SLNSW Government Printing Office 2 – 24676, in Extent/AHMS 2014: 60).

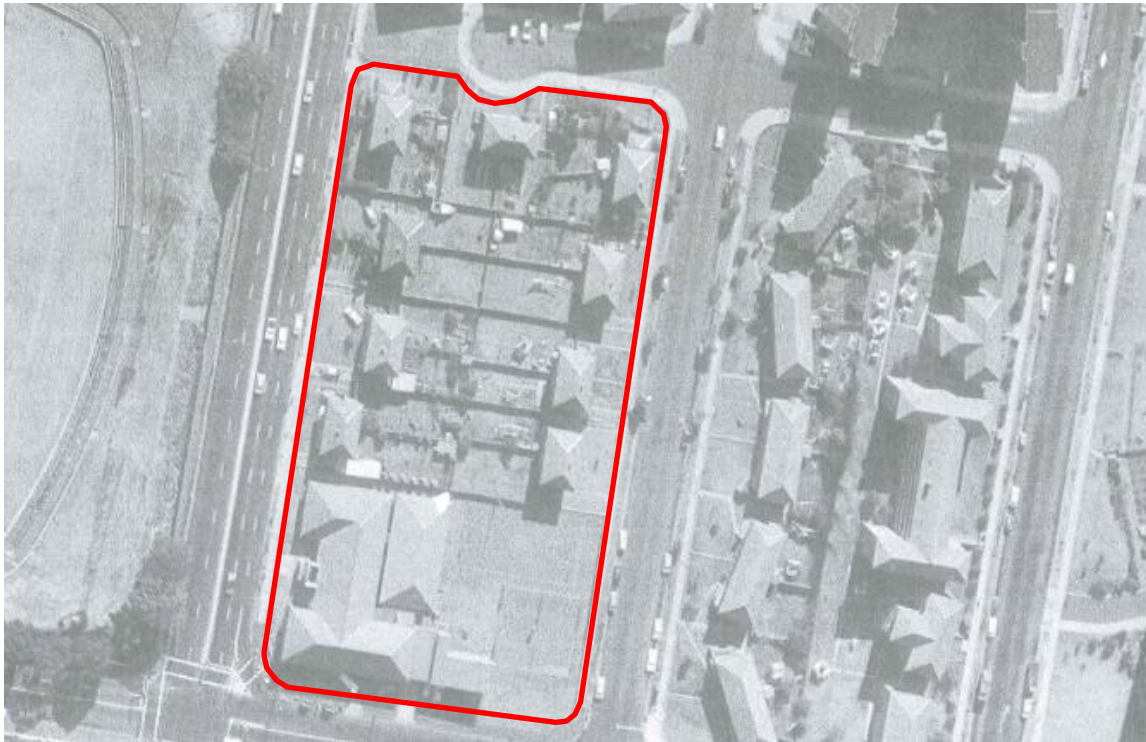


Figure 22. A 1970 aerial photograph of the study area (Source: Land and Property Information, Cumberland Survey Run 18, 07.07.1970, Map 1909\_5102).



Figure 23. Near maps imagery November 2009.



Figure 24. Nearmaps imagery May 2013 showing structures being demolished, the site is now vacant except for the large mature trees and the remaining PCYC building.

The most recent development on the site relates to the destruction of the 18 duplexes to ground level in May 2013 (Figure 24). Evidence of remains of the buildings is still clear on the surface with concrete footings and landscaping as described in Section 3. The northern portion of the site is still vacant, and the southern portion still used as a PCYC.

## 3. Physical description

### 3.1 General site condition

The area was inspected by the heritage team on 21st March 2018. The study area was inspected for evidence of potential historical archaeology. Inspection focused on the external portion of the study area, with a focus given to areas providing good ground exposure, to determine the presence of archaeological relics and/or disturbance levels.

The study area is divided into two portions. The study area is currently used as a premise for the PCYC in its southern third, while the remainder is vacant and fenced from the public. The southern portion of the study area comprises a single-storey brick building on a concrete slab foundation, with external basketball and tennis courts, a playground and garden areas (Figure 25 and **Error! Reference source not found.**). None of the buildings here have basements or below-ground elements other than footings, which is likely due to the waterlogged nature of the site. Reportedly, drainage is a consistent issue on this low-lying part of the site – during periods of heavy rain, the tennis court is inundated with water causing the turf to slump and sinking of internal floors and walls has occurred. Large parts of this part of the site are covered by existing buildings, covered in synthetic grass or paved such that ground surface visibility was low.

The northern portion is roughly flat grassed land sparsely covered with large mature trees (Figure 27). There is evidence of ground disturbance by way of services (**Error! Reference source not found.**) and cuts into the study area (Figure 29). There is a great deal of surface evidence of previously demolished late twentieth century structures (Figure 30 to Figure 32) which may obscure earlier structures. Exposed ground surface shows a soil profile of sandy humic soil over a sandy soil which likely represents a fill layer introduced as part of redevelopment and reclamation of Boxley's Lagoon. The readily available geotechnical information for the study area, as presented below, indicates that there may be between 0.6m to 2m of fill covering the study area.

### 3.2 Geotechnical survey

A desktop geotechnical survey of the study area was undertaken in April 2018 by AECOM for the purpose of the proposed development. The report, Phase 1 Environmental Site Assessment and Geotechnical Desktop Study (AECOM 2018) identifies twentieth century activities adjacent to the study area as the main sources of contamination including:

- Commercial and industrial properties in the immediate surrounding areas including car servicing and mechanical repairs, manufacturers and a laundry – Waterloo Coin Laundry.
- Use of fill material of unknown origin that could potentially contain or be impacted with contaminants.

- Historical use of asbestos containing materials (ACM) within buildings and structures erected since the 1920s.
- Historical use of lead-based paints on the interior and exterior of historical and current buildings.
- Concentrations of lead and PAHs in soil identified as part of the ERM (2001) investigation (AECOM 2018, p.i).

In 2001 ERM Australia Pty Limited (ERM) undertook a Phase 1 Contamination Assessment of a number of properties on Elizabeth Street Redfern, including the subject site. Out of ten boreholes (BH) in total, five (BH1-BH5) were drilled on the site to a depth of 3-4m revealing saturated soils at approximately 2-3.5m below ground surface.

All five BHs provided evidence of fills ranging from 0.6m deep at the northeast end (BH2) to 2m at the southeast end (BH1 near PCYC) of the site (AECOM 2018, p.4). BH1 also provided evidence of black staining within fill. The varying depth of the fill suggests the north-south slope of the original configuration of the site.

The indicative ground profile based on the overall results is that modern fills including gravelly sand, sand and clayey sand with brick inclusions are zero to two metres deep overlying Botany sands of 4–6m depth (potentially containing layers and lenses of peat and organic clay), over 1.1–2.2 m of residual soil and finally shale or sandstone bedrock ranging at a depth of 8m to 12m across the site.

Recommendations from the report include further field investigation, which would include (but are not limited to):

- service location in all areas that will be subject to intrusive investigations;
- drilling work and monitoring well installation, and
- groundwater and soil sampling (AECOM 2018 p.24).

### 3.3 Geotechnical and contamination investigations and archaeological monitoring 2019

As per the recommendations of the above geotechnical studies, further geotechnical and contamination investigations were undertaken between November-December 2019 by Douglas Partners and EMM. These investigations were a key requirement of the environmental assessment of 600-660 Elizabeth Street Redfern to determine the feasibility of the site for redevelopment.

The geotechnical and contamination investigations were carried out under archaeological monitoring, and in accordance with an s139(4) Excavation Exception endorsed by the Heritage Council NSW and methodology outlined in an associated Work Method Statement.



The contamination investigations were carried out by EMM and included 18 boreholes drilled to depths between 3m and 3.2m and three monitoring wells drilled to depths between 4.5m and 5m. Douglas Partners conducted geotechnical investigations drilling three boreholes and six cone-penetration tests (CPTs). The boreholes were sunk to depths between 17.83m and 25.65m while the CPTs were drilled to depths between 7.05m and 12.93m.

Across the site the investigations revealed the presence of loose sandy fill down to a maximum depth of 0.9m then natural white/grey sand sitting above peat associated with Boxley's swamp. The fill often contained artefacts such as sandstock brick fragments, glass and ceramic, likely associated with the dense basic dwellings and their occupation. Modern demolition fill was often identified in areas associated with the 1953 public housing buildings.

Four locations, where boreholes were expected to impact potential structural remains associated with nineteenth century dwellings of the Site, were archaeologically tested prior to bore holing taking place. All four test trenches revealed evidence of structural remains and artefacts dating to the nineteenth century subdivision of the site at a depth between 350mm and 600mm below ground level (Figure 33 to Figure 35). The borehole locations were then adjusted to avoid the structural remains.

The geotechnical and contamination investigations, along with the archaeological testing confirmed the presence of structural elements and subsurface features associated with the subdivision and development of the dense late nineteenth century residential area, as suggested by historical records. No Aboriginal objects were identified during the monitoring works, however natural sands were identified, which have previously been identified as having Aboriginal archaeological potential.



Figure 25. Entry to the PCYC building in the southern portion of the site, view north.



Figure 26. Basketball court in the southern portion of the site, view east.



Figure 27. NW corner of the site facing South (towards PCYC along Elizabeth St).



Figure 28. Sewer manhole in centre of subject area.



Figure 29. Facing Kettle St – indication of cutting: ground slopes from both Kettle and Elizabeth Street.



Figure 30. Evidence of garden bed edging.



Figure 31. Demolition rubble including brick with mortar, tile, concrete, sandstone and tile.



Figure 32. Evidence of prior structure.



Figure 33. Wall footings of a nineteenth century dwelling was identified in TT4 associated with BH CPT304A.



Figure 34. Sandstone remains and a service identified in TT3 associated with BH17.



Figure 35. Brick feature, probably a sump, and a ceramic pipe suggesting outdoor, backyard area was identified in TT1 associated with BH12.

## 4. Historical archaeological potential

### 4.1 Introduction

This section of the report discusses the site's potential to contain archaeological evidence of the previous phases of occupation. The potential for the archaeological resource to reveal useful information about the previous uses or activities that shaped its history depends on its extent, nature and level of intactness. Disturbed archaeological features and deposits in the form of fragmentary structural remain and random artefacts may be evidence of previous occupation, but their use or value in reconstructing the past though providing meaningful information is limited. This is because such features and deposits are disassociated from the stratigraphic sequence that establishes their provenance and secured date of deposition.

This section identifies where archaeological evidence is likely to be found at the site, and to what extent it may be preserved. The level of significance of archaeological evidence (known or potential) is discussed in Section 5.

### 4.2 Archaeology of the neighbourhood

In addition to the archaeological evidence obtained through the recent geotechnical and archaeological testing the immediate vicinity of the study area has been subject to a number of archaeological assessments, which can also speak to the potential nature of the archaeological resource likely to occur within the study area.

#### *AMBS 2018, Waterloo Station Site (112-168 Cope Street, Redfern) ongoing excavations for Sydney Metro*

In 2018 AMBS began assessment and excavation of a Waterloo city block bounded by Botany Road and Raglan, Cope and Buckland Streets. The archaeological assessment for that site suggested that the resource associated with the Waterloo Station site, if present with good integrity, had the potential to provide information regarding the mid-nineteenth century development of housing and industry. As a representative of a local 'slum' community it can contribute to the debate on the perceived character of the mid- and later-nineteenth century slums, the nature of landlord and tenant relationships and poor housing stock. Current excavations at the future Sydney Metro Waterloo site by AMBS have revealed a moderate level of structural integrity including an intact collapsed chimney face and a paved yard area with a surface made from upturned ginger beer bottles. A large number of nineteenth century personal and other artefacts have so far been uncovered (ceramic, glass, building material, buttons, thimbles, a pudding doll, a quantity of marbles, kewpie dolls, etc).

#### *GML 2013a, 153-167 George Street Redfern: Archaeological Assessment, prepared for Ventus Constructions / GML 2013b, 153-167 George Street Redfern: Archaeological Research Design, prepared for Ventus Constructions*

As part of residential redevelopment of the site that comprised extant twentieth century Leyland motor garage and warehouse GML Heritage undertook a program of archaeological

investigations prior to and during earthmoving works. Whilst the final excavation report is yet to be prepared, the archaeological works resulted in the discovery of mid to late nineteenth century occupation of the site including subsurface features and associated artefacts.

*Cultural Resources Management, 2009, 157-159 Redfern Street, Redfern: Archaeological assessment European archaeology, prepared for Deicorp Pty Ltd*

In 2009 Cultural Resources Management (CRM) excavated the Redfern RSL Club at 157-159 Redfern Street. Three test trenches were opened to assess the site's archaeological profile. The excavation demonstrated that nineteenth century and early twentieth-century deposits had survived with good integrity. Whilst there was some disturbance stemming from the installation of various services for the RSL club, evidence of the earlier nineteenth and twentieth-century occupations was preserved under the floating slab for the RSL construction that had been laid directly over top. Demolition deposits, possible footings, and surfaces were found relating to a c.1870s yard building, probably a shed, and a demolition deposit from two c.1870s terraces was also found, used as a levelling fill, along with a possible passageway used for access between the houses. Excavations of the trenches was halted at later nineteenth century deposits at a depth of 400mm–800mm beneath the current surface, to protect and preserve earlier deposits. The indications were that there was potential for earlier nineteenth century deposits and features to be preserved at the site, some sealed below demolition rubble and basement deposits (CRM, 2009b:14-15). CRM subsequently undertook open-area excavations of the site; however, although the final report is not yet available, it is understood that extensive early-mid-nineteenth century archaeological remains were present.

*AHMS 2007, 31 Cope Street, Redfern: Historical Archaeological Impact Assessment and Archaeological Record, prepared for The Indigenous Land Council*

In 2007, Archaeological & Heritage Management Solutions (AHMS) investigated three wells at 31 Cope Street, Redfern which were exposed during site clearance for a development. The property was at the south-western corner of Assistant Surgeon William Redfern's 1816 grant and was likely to have been quite swampy (in similarity to the study area). Three incomplete brick-lined wells were exposed between 0.5m – 1m below original ground level, surviving from four and six brick courses to 2.6m in depth. Only three bottles were recovered, from Well 3: an 1850-1880 Udolfo Wolf Schnapps, an 1860s-1880s Hora & Co of London Castor Oil bottle, and an 1830s-1860s oil/vinegar bottle. The soil horizon comprised a redeposited fill with heavy charcoal inclusions below the modern fill, to a depth of 450-500mm, below which was the natural A horizon, a 400-500 mm of a grey sand lay above a yellow-orange clayey-sand. The yellow-orange, clayey-sand, c. 300 mm deep, was above a mottled-coloured clay that was the basal soil exposed (AHMS 2007:17-20).

### 4.3 Phases of Development

Based on the historical research the following broad historical phases of site development and use can be identified:

- Phase 1: Land Grants and Albert Cricket Ground (1822 – 1879)
- Phase 2: Subdivision 'Slums' (1879 - 1949)

- Phase 3: Housing Commission Development (1949 – 2013)
- Phase 4: Housing Commission Partial Demolition (2013-present)

Disturbance and development during each phase is likely to have had a significant impact on the survival of archaeological evidence associated with the occupation and use of the study area during earlier phases. The potential historical archaeological remains associated with each phase are outlined below and summarised in Table 2 and graphically represented in Figure 33.

#### *Phase 1: Land Grants and Albert Cricket Ground*

The study area lies wholly within Edward Smith Hall's 1822, 185-acre land grant. Development at this time is likely to have been fairly small-scale at best, possibly including features such as property fences or markers. Other archaeological features, such as evidence of simple timber structures, or land cultivation, are unlikely as historical records indicate the study areas was mainly undeveloped at this phase of the site occupation. The land was sold to Cooper and Levey in 1829 in this undeveloped state and subdivision and new streets were laid out around the area by the mid-1850s. The swampy nature of the study area precluded development and by 1864 it was developed into the Albert Cricket Ground. The grounds were supplied with a subsurface drainage system that allowed excess water to be removed and later retained in periods of drought.

In general, the historical archaeological potential from this phase is considered to be low, given the lack of any substantial development, which is limited to evidence of the cricket ground, particularly the subsurface drainage system.

#### *Phase 2: Subdivision 'Slums'*

The Albert Cricket Ground was sold and subdivided in 1879 and maps show the dense development of basic dwellings that soon developed into the area which later became a slum. In order to combat the notoriety of the area, the government began to redevelop the area in the first half of the twentieth century. The Second World War impeded efforts; 1943 aerials show the area still covered by dense housing, however by 1949 the entire site had been levelled.

The photographic evidence suggests that study area was not subject to significant cutting and filling by subsequent developments unlike its neighbouring blocks, so historical archaeological potential from this phase is considered to be moderate, as the potential introduction of fill shown by aerial imagery would have favoured retention of basal structural remains. Evidence from previous investigations at neighbouring sites indicates that there may be a degree of intactness of the archaeological remains within the study area despite subsequent developments. Whilst more substantial remains of structures have a lower chance of being in situ due to their demolition and removal, evidence of footings, yard surfaces, paving, etc may still exist. Remains of both shallow and deeper subsurface features such as rubbish pits, cisterns, services and lost or discarded artefacts are very likely to be in existence.

### Phase 3: Housing Commission Development

In order to redevelop the site, the nineteenth century slums were levelled in the immediate post-war period. Details of their removal are somewhat sparse there is no indication as to whether the site was simply levelled, or whether more large-scale excavation of the ground surface and subsurface structures and fills may have occurred, particularly in light of plague threats and unsanitary conditions associated with the area. It is evident from aerial imagery that no surface structures remained, and the lighter ground surface indicates that a new levelling fill may have been introduced.

The site was divided and on the southern portion the PCYC community building was built in 1953 and is still extant. To the north, 18 low density duplex dwellings were constructed (detached/semi-detached, one-two storey). The construction of these buildings, particularly their foundations and associated subsurface services would have had some impact on any surviving late nineteenth century remains.

### Phase 4: Housing Commission Partial Demolition

The nine low density dwellings were demolished, and the site levelled in 2013. The remaining surface evidence of the demolished buildings (services, landscaping, paths, driveways, etc). show that demolition was mainly restricted to the above ground elements. Trees that were planted in backyards have not been removed. They have grown substantially and now have well developed root systems, which is likely to have infiltrated underlying fills and potentially disturbing any surviving nineteenth century remains.

## 4.4 Summary of historical archaeological potential

Table 2 below lists the potential archaeological remains from all phases of historical development with summarised formation process which may have affected the survival of those relics. Their likelihood of survival is graded in accordance with the following classification: Nil, Low, Moderate, High and Extant.

Table 2. Summary of Historical Archaeological Potential

Phase	Site Feature	Potential Remains	Archaeological Potential
1: Land Grants and Albert Cricket Ground (1822 – 1879)	Land clearing, possible boundary markers, cricket ground surfaces, access paths and surfaces associated with pavilion	Tree boles, evidence of burning, cricket ground surfaces, paths, fence line postholes, artefacts.	Nil - Low
	Evidence of drainage system	Drainage construction cuts and fills	Low
2: Subdivision 'Slums' (1879 - 1949)	Houses with associated outbuildings and yard surfaces, fences, fills.	Structural elements (wall footings, floor surfaces), yard surfaces, artefacts, fence postholes.	High - Extant (verified during the 2019 monitoring of

			geotechnical investigations)
	Deeper subsurface features such as services associated with water supplies, privies/WC, sewerage, etc.	Cuts, fills, services (various ceramic and metal pipes), drain, deeper subsurface features (garden pits), artefacts.	High- Extant (verified during the 2019 monitoring of geotechnical investigations)
	Unmarked burials of infants	Human skeletal remains and associated clothing	Nil-Low
3: Housing Commission Development (1949-present)	Houses with associated landscaping, yard surfaces, services, fills.	Structural remains, surfaces (driveways, footpaths), fencing, landscaping, construction cuts and fills, services	High - Extant

The intensity of construction and demolition activities between the late nineteenth and mid twentieth century indicates that the study area generally has low to nil potential to contain archaeological evidence associated with the first phase of land grants and the Cricket Ground, with the exception of the drainage system installed to manage water on the site which also has a low likelihood of survival.

The development of the site after the disbursement of the land from the Albert Cricket Ground was rapid. Dense, basic housing quickly erupted on the site. Based on the historical evidence and the preliminary results of the 2019 archaeological monitoring, which indicated the site's taphonomy, the late ninety century development of the site has been assessed to have generally high level of survival, with the archaeological resource including subsurface features (services, garden pits, sanitary infrastructure, etc), brick and stone wall foundations, yard surfaces and associated artefacts. Any evidence of intact skeletal remains of deceased infants is unlikely to be present at the site, however some low possibility for such evidence should still be taken into consideration.

By the mid-twentieth century the Department of Housing had demolished the 'slum dwellings' and replaced them with a community centre, PCYC which remains extant and low-density housing. The housing was subsequently demolished in 2013 in order to make way for future development, and evidence of demolished buildings, landscaping and driveways are still in evidence on the surface and several mature trees planted post 1949 now cover the area. The 2019 archaeological monitoring demonstrated that the mid-twentieth century development had limited impact on the nineteenth century 'slum dwellings', and that a number of features still remain at the site.



# EXTENT



**HERITAGE ADVISORS  
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THE ASIA PACIFIC**  
Incorporating AHMS and Futurepast

## 600-660 Elizabeth St, Redfern

Study Area

### Development Footprints

#### Phase

1864

1887

c.1950s

**Drawn by:** Laressa Barry  
**Checked by:** Alan Williams  
**Date:** 23 March 2018  
**Projection:** GDA 1994 MGA Zone 56  
**Data sources:** ESRI, HERE, DeLorme and the GIS Community, OEH, Extent.

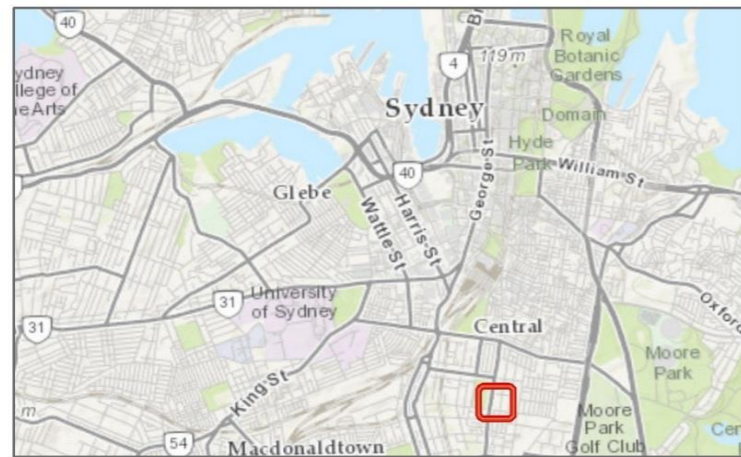


Figure 36. Phases of historical development on the study area

## Historical Archaeological Potential

- Study Area
- Low Potential
- Low - Moderate Potential

**Drawn by:** Lorna Cooper  
**Checked by:** Anita Yousif  
**Date:** 12 April 2018  
**Projection:** GDA 1994 MGA Zone 56  
**Data sources:** Extent, Nearmap

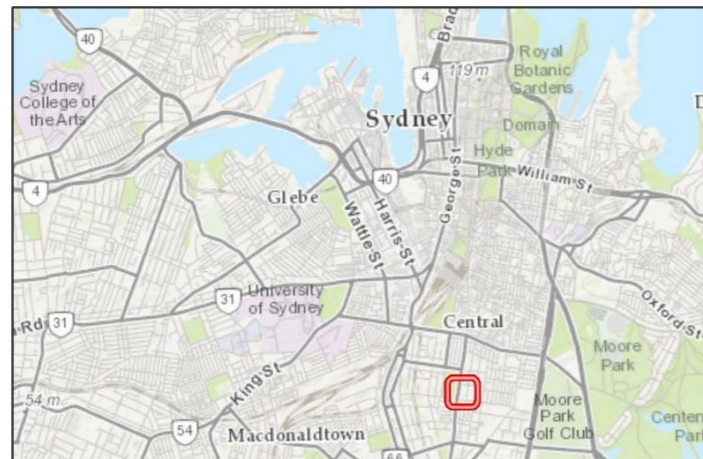
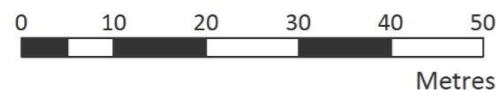


Figure 37 Areas of Historical Archaeological Potential of Study Area Assessment of Historical Archaeological Significance

## 4.5 Basis for assessment

Archaeological significance refers to the heritage significance of known or potential archaeological remains. While they remain an integral component of the overall significance of a place, it is necessary to assess the archaeological resources of a site independently from above ground and other heritage elements. Assessment of archaeological significance can be more challenging as the extent and nature of the archaeological features is often unknown and judgment is usually formulated on the basis of expected or potential attributes.

The following significance assessment of the study area's historical archaeological resource is carried out by applying criteria expressed in the publication 'Assessing Significance for Historical Archaeological Sites and 'Relics', prepared by the Heritage Branch, formerly Department of Planning (NSW) (now Heritage, Community Engagement, Office of Premier and Cabinet) in December 2009.

## 4.6 Significance assessment

### 4.6.1 Archaeological research potential (Heritage Criterion E)

Both the Albert Cricket Ground and subsequent slum subdivision, the first and second phases of development of the subject area are represented in the documentary historical record, the latter albeit in a highly biased fashion. The archaeological potential associated with the Albert Cricket Ground occupation is considered to be low, and as such would have limited ability to provide useful information about this early phase (Phase 1) of historical occupation or about the development and popularity of cricket games in general. There is generally moderate potential for the presence of archaeological remains associated with Phase 2 of the nineteenth century development of the study area. While any subsurface structural remains would have limited research value in regard to the construction techniques or unique engineering designs, carefully collected artefactual evidence would have the ability to provide additional information about the occupants and their activities carried out at the site.

The complex microcosm of the study area in Phase 2 has the potential to create colourful picture of the lifeways of some of the poorest citizens of Sydney at the end of the nineteenth century and the development of the Australian culture. The archaeological resources may illuminate a wide range of historical themes including:

- The spread of ethnic groups
- Early multiculturalism in an Australian context
- Assimilation or segregation of culture
- Religious practices including Islam and Orthodox Christianity
- Economic status as shown through consumption including diet

- Social status of slum occupants
- Health, the Bubonic Plague
- Treatment of single women
- Treatment of human life and infants
- Illegal practices (e.g. opium use)
- Lifeways of people in the lowest socioeconomic circumstances

The information obtained through material evidence would have the ability to provide further insight into lives and practices of the people from the lowest social rank of the late nineteenth century Sydney and supplement evidence provided in multiple news reports from the time document the notoriety of the study area, with deaths, maimings, drug use and other serious crime as well as desperate poverty. As one of the slum areas outside the well documented Rocks, Surry Hills and Ultimo it not only reflects the development of Sydney's urban environment, but also its multicultural character. Any substantial evidence that relates to the interaction or the development of new ethnic groups would have the potential to be of state significance as it would contribute to the better understanding of the early days of multiculturalism. Equally, there is documentary evidence relating to the later, Housing Commission use of the study area and a significantly higher archaeological potential, however, it is unlikely that the archaeological resource will add significantly to this information.

#### 4.6.2 Associations with individuals, events or groups of historical importance (Criteria A, B & D)

As the Redfern area was being developed, the land was initially slated for recreational use as the nearby swamp made housing development untenable. The development of a water management system to both drain and retain water as required allowed it to develop as a Cricket Ground and was a significant place for cricket as a sport in NSW. Intercolonial matches were widely enjoyed and the First XI Aboriginal team played here, it was heralded as one of the top venues in Sydney as, unlike the Domain and Hyde Park, it was fenced to stop animal grazing and well turfed even in periods of drought.

After the Albert Cricket Ground company disposed of the land in 1879, a large number of dwellings were quickly erected on the land. The area soon became rife with crime, poverty and neglect and is most significantly associated with the Makin family infanticide: the family lived in two properties in the study area and several bodies were identified. The case of Amber Murray vs. The Makin's was a pivotal point in bringing the plight of single mothers to the fore and instrumental in a review of the Australian Child Protection Act, 1892. Other documentary evidence, which may likely be evident in the archaeological record includes opium use and its impact on the immigrant community, particularly those of 'Syrian' Lebanese or Indian descent within the study area. Archaeological evidence would add considerable detail to the lifeways of the late nineteenth and early twentieth century inhabitants who, whilst notorious, were documented in a significantly biased fashion.

### 4.6.3 Aesthetic or technical significance (Criterion C)

The drainage system set up to manage water from Boxley's Swamp in the study area, installed in 1871 would have some technical significance as a means of maintaining the recreational ground, it rivalled Hyde Park and the Domain as a sports ground because of the well-maintained turf, made possible by the continuous water management and also the fencing which stopped it from being used as grazing land, unlike other venues stands and a pavilion were permanently erected, evidence of which may survive in the archaeological record.

Later removal and redistribution of land has the ability to demonstrate town planning policies and how they develop over time, however they are unlikely to add substantively to the historic record.

Archaeological resource may have the potential to be meet the criteria for aesthetic significance, if they are unusual and well-preserved remains. These could include unusual or highly intact structural features or personal effects which are visually appealing and useful for interpretive displays in order to demonstrate the past through material remains.

### 4.6.4 Ability to demonstrate the past through archaeological remains (Criteria A, C, F & G)

This criterion primarily depends on the nature and level of preservation of the potential archaeological resources within the study area. The subsurface remains have an unknown level of intactness, however later development has not included any deep works and there is no significant evidence of cutting and levelling, so the archaeological resource may have a high degree of intactness especially for deeper elements and may be able to significantly ability to demonstrate certain characteristics of the area's late nineteenth-century residential development, and broaden an incomplete and biased account within the documentary record.

Artefacts are most likely to survive and to be able to add to intimate details of the lives of the occupants of the study area and to give a broader view of their everyday life experiences.

### 4.6.5 Bickford and Sullivan's Questions

The above assessment criteria are supplemented by the established assessment framework that has been developed by Anne Bickford and Sharon Sullivan, who set three fundamental questions to assist in determining the research potential of an archaeological site.<sup>50</sup> These questions are as follows:

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<sup>50</sup> Bickford, A and S Sullivan 1984, 'Assessing the Research Significance of Historic Sites', in Sullivan, S and S Bowdler (eds) *Site Surveys and Significance Assessment in Australian Archaeology* (Proceedings of the 1981 Springwood Conference on Australian Prehistory), Department of Prehistory, Research School of Pacific Studies, The Australian National University, Canberra, pp 19–26.

#### *4.6.5.1 Can the site contribute knowledge that no other resource can?*

Unlike more heavily disturbed neighbouring properties the study area was less impacted by modern developments with only low-rise dwellings and no substantial ground works. Clearing of the site in 1949 appears to have only involved ground level works, and potential addition of a levelling fill apparent on aerial imagery, so it is likely that evidence of earlier site development will exist here, unlike neighbouring sites, providing a unique insight into the historical development of the area. The site may contain archaeological evidence such as structural remains, or more particularly artefact assemblages, which would be able to illuminate more biased resources such as documentary evidence.

#### *4.6.5.2 Can the site contribute knowledge that no other site can?*

The subject areas association with the Albert Cricket Grounds and its notoriety as a Redfern slum combined with the lesser degree of development in comparison with neighbouring sites means that it is able to contribute to the understanding of this period of the nineteenth century development of Sydney in a way that no other site can. Many other properties in the surrounding area have a similar history of development and use, and would have similar or lower archaeological potential, but as constant modern redevelopment continues rapidly, the remaining stock of such sites is reduced. The site holds a unique historical place as the site was investigated by the police during the Makin Baby Farming Enquiry with several infant's bodies uncovered within backyards of houses located the study area. Whilst it is unlikely that any additional remains would be located on the site, there may be potential for grave cuts. Even in the absence of any substantial archaeological remains the place continues to hold significance in relation to the case. Unlike other suburbs Redfern is seen in the documentary evidence as a location of ethnic groups such as Syrians or Indians and unlike other slum areas may be able to provide a broader picture of Sydney and Australia as it began to experience broader multiculturalism.

#### *4.6.5.3 Is this knowledge relevant to general questions about human history or other substantive questions relating to Australian history, or does it contribute to other major research questions?*

The historical information that could be derived from the potential archaeological resource relates to the nineteenth century use of the site, as recreation and then high-density dwelling. The archaeological potential, particularly of artefact rich deposits, is likely to contribute to discussions about lifeways of the local inhabitants during the period of occupation.

## 4.7 Summary statement of significance

The study area is well documented in archival resources which detail its early use as the Albert Cricket Ground when the site was too swampy for other development due to its vicinity to Boxley's Swamp. This earliest historical period of the study area, has low to nil archaeological potential due to the minor initial impact (limited primarily to evidence of the water management system) and impacted on by subsequent development, is unlikely to add substantively to the historical record and would have limited research value.

The slum phase of history is generally of local significance as it relates to the development of the area and the people who lived within and surrounding the subject area. The slum occupants were described in the documentary record in a highly colourful and one-sided manner. The archaeological evidence in the form of structural remains, surfaces, isolated artefacts but most importantly as artefact assemblages have the potential to illustrate numerous themes relating to the development of Australian culture, including treatment of women and infants, the health, social and economic status (including illegal practices) of the occupants. In particular the site is linked to the Makin family of baby farmers and their notorious abuses of infants. Whilst similar evidence may be able to be contributed from similar sites, the subsequent lower disturbance on this site and the different makeup of the occupants especially relating to recently immigrants from Syria/Lebanon and India would be able to contribute both evidence and knowledge that no other site is able to.

Substantially intact evidence which has the ability to demonstrate the seeds of Australian multiculturalism, early Islamic influence and potential evidence of either segregation or acculturation would potentially be of state heritage significance for its ability to add new knowledge in a way no other site can and to illuminate the lifeways of the occupants from the late nineteenth and early twentieth century who had considerable notoriety by being well documented but in a highly biased fashion.

The last, Housing Commission phase, is of little to no significance, except as it demonstrates town planning practices and the archaeological evidence is unlikely to provide substantial historical information that cannot be obtained from other sources, in particular the documentary record, and the overall heritage significance is considered to be low.

## 5. Assessment of development impact

### 5.1 Preliminary analysis

Rezoning of the study area in itself will not result in impacts to any known or potential historical archaeological resources.

The proposed reference scheme, however, has the potential to impact upon known and potential historical archaeological resources of the site (Figure 38). Based on the current description and reference scheme, the development would include demolition of the existing PCYC structures, sporting facilities and removal of existing trees to make way for construction of five multi-storey mixed density dwellings, and a residential tower. Communal lawns and public open spaces, covering an area of approximately 1,500m<sup>2</sup>, would also be provided. Two levels of underground basement parking are also proposed (Figure 39 and Figure 40).

Construction of the proposed development has potential to cause considerable ground disturbance to the underlying soil profile, particularly excavation works required for construction of underground basement.

As there is potential for archaeological remains from all phases of development and use of the study area, the proposal would result in partial or complete removal of historical archaeological remains. Therefore, mitigation measures should be in place prior to construction to minimise development impacts on the site's known and potential archaeological resources.

### 5.2 Mitigation of development impacts

Mitigation of potential development impacts should include further exploration of the site's known and potential archaeological resources, so that their archaeological research potential can be fully realised. This assessment concludes that the site can provide insight into the beginnings of Australian multiculturalism, early Islamic influence and potential evidence of either segregation or acculturation, as well as the lifeways of the occupants from the late nineteenth and early twentieth century who had considerable notoriety by being well documented but in a highly biased fashion. This information could be retrieved from material evidence that the site still holds. In addition to archaeological investigation, mitigation of impacts should also include interpretation of the site's complex history by using retrieved archaeological resources to tell the story of the site.

#### 5.2.1 Archaeological investigations

The type of archaeological investigations is usually commensurate to the level of archaeological potential and assessed significance. Given that the 2019 monitoring of geotechnical and contamination investigations already verified the presence of nineteenth century archaeological remains across the Site, further physical investigations should involve the second stage of more extensive investigations. This can be carried out through more extensive testing of the areas that yielded archaeological evidence or as an open area



excavation. The implementation of this should be undertaken at the earliest opportunity. The results of the testing or open area excavation program would be used to inform the detailed development design and provide a level of certainty for the staging of the development works.

For example, where archaeological investigations recover no evidence for significant historical archaeological remains, there would be no archaeological constraints to the development. Where the investigations do recover significant archaeological evidence, the areas of the Site containing such evidence may ultimately be permissible for future development provided they are fully investigated and recorded. This next stage of investigations could include: archaeological salvage excavation of key archaeological areas (ie structural remains and/or significant artefact bearing deposits and features); development redesign to conserve features *in situ* (should they be assessed significant, well preserved and feasible for incorporation into the final development design); archaeological monitoring and recording; or a combination of both.

Any future archaeological investigations at the Site would need to be guided by an Archaeological Research Design and undertaken in accordance with an excavation permit under s140 of the Heritage Act.

### 5.2.2 Interpretation

Representative archaeological remains retrieved from the Site would be used to inform an Interpretation Plan that will be prepared as part of the project. Retrieved archaeological remains would be fundamental for interpretation of the site's history with an ability not only to verify the existing historical records but to add details that have not previously been captured in written or pictorial records. Material evidence and its archaeological record would have potential to tell the site's story and contribute to public interpretive outcomes by being incorporated into the final development design.

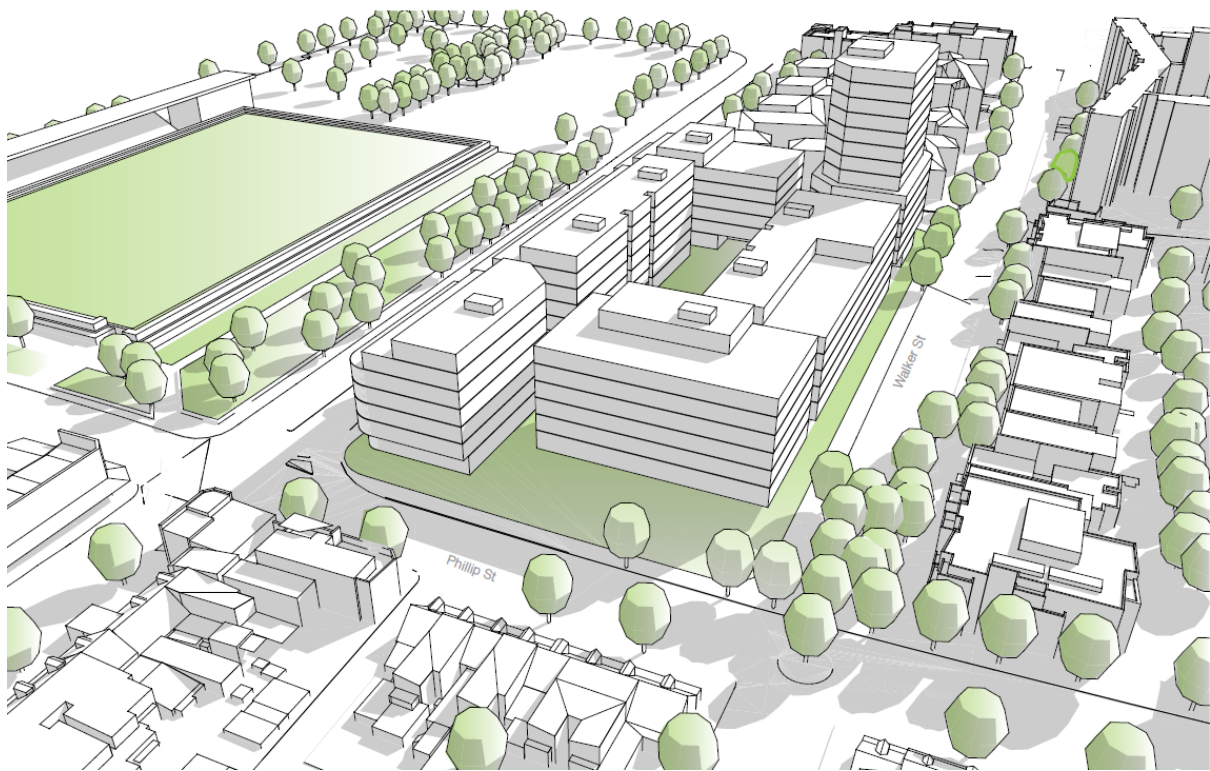
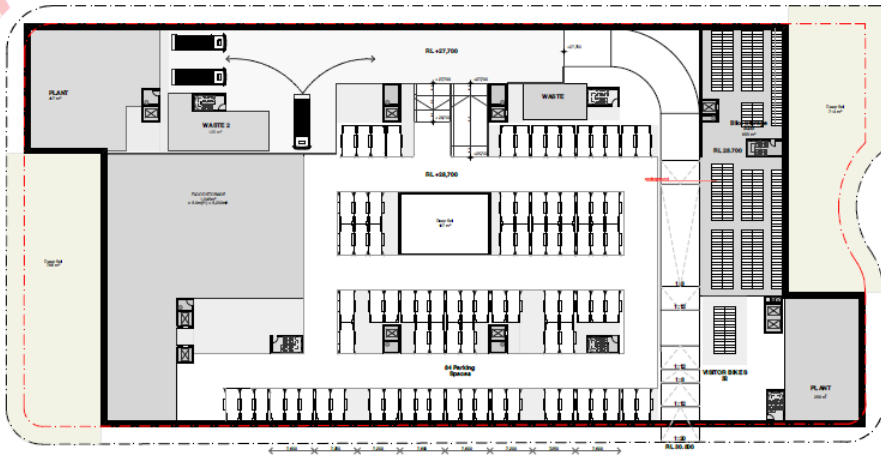


Figure 38. 600-660 Elizabeth St, Redfern Reference Scheme (Source: Architectus, Silvester Fuller and Tyrell 2020).

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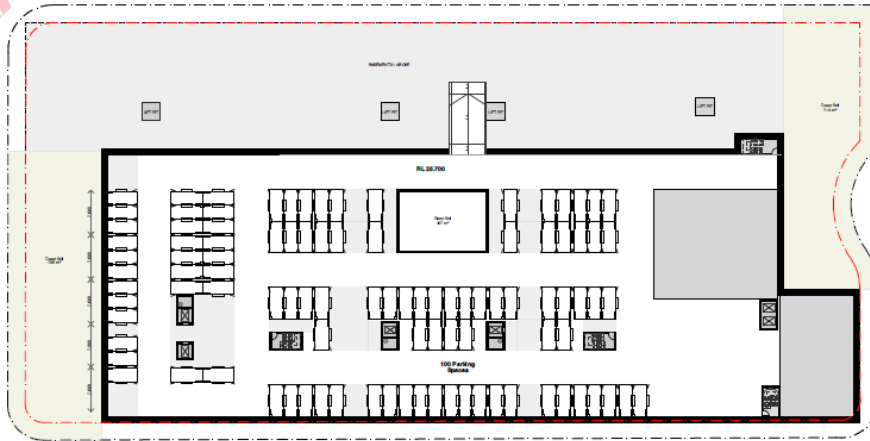


Reference Scheme Mapping  
**Basement 01**

SILVESTER FULLER TYRELLSTUDIO architectus

Figure 39. 600-660 Elizabeth St, Redfern, proposed basement. (Source: Architectus, Silvester Fuller and Tyrell 2020)

DRAFT



Reference Scheme Mapping  
**Basement 02**

SILVESTER FULLER TYRRELLSTUDIO architectus

Figure 40. 600-660 Elizabeth St, Redfern, proposed basement. (Source: Architectus, Silvester Fuller and Tyrell 2020)

## 6. Conclusions and recommendations

### 6.1 Conclusions

- LaHC is investigating the feasibility of the renewal of a small part of the Redfern social housing estate, located at 600-660 Elizabeth Street, Redfern. This report assesses the potential for historical archaeological remains to survive on the site, their respective significance and provides recommendations for staged mitigation of the potential archaeological impacts by the proposed development.
- Although the study area has been in constant use since the mid-1860s, and experienced disturbance by various development activities, the site still has the potential to contain historical archaeological remains that constitute relics under the Heritage Act.
- The archaeological evidence likely to be present at the Site include: land clearing; sediment deposits and a water management system installed at the 1860s Albert Cricket Ground; structural and depositional remains associated with the post 1879, high density slum dwellings; and evidence of the mid-twentieth century Housing Commission homes.
- The 2019 archaeological monitoring of the program of geotechnical and contamination investigations at the Site verified the presence of nineteenth century archaeological remains.
- In general, the site's archaeological potential ranges from low to extant depending on the phase of historical development.
- The known and potential historical archaeological resources have been assessed to be significant at a local level. In particular, tangible evidence associated with Historical Phase 2: Subdivision 'Slums' (1879 – 1949) would be considered to have research potential that could contribute to the better understanding of the development of multiculturalism in Sydney and beyond. The house site of the notorious Makin Family known as the 'Baby Farmers' is of historical and associative importance even if there is little or no physical archaeological evidence relating to the case.
- Archaeological remains assessed to be of local significance are considered to be archaeological relics within the meaning of the relics provision of the *Heritage Act 1977* (NSW), and as such are afforded statutory protection.
- While rezoning of the study area in itself would not result in archaeological impacts, the proposed development in its current form, however, has potential to cause considerable disturbance to the underlying cultural soil horizons, particularly construction of the proposed underground basement parking.

## 6.2 Recommendations

- This archaeological assessment indicates that the Site has the potential to contain historical archaeological relics within the meaning of the relics provision of the Heritage Act. Therefore, further archaeological investigation of the study area would be required to define the nature, extent and significance of the historical archaeological resource, and to mitigate the potential impacts that may result from the development.
- Mitigation of potential development impacts should include further exploration of the Site's known and potential archaeological resources, so that their archaeological research potential can be fully realised. In addition to the physical investigations of the Site, mitigation of impacts should also include interpretation of the Site's complex history by using retrieved archaeological resources that have the potential to contribute to the story of the Site.
- Further exploration/physical investigations of the Site should involve the second stage of more extensive investigations. This can be carried out through more extensive testing of the areas that yielded archaeological evidence or as an open area excavation. The implementation of this should be undertaken at the earliest opportunity. The results of the testing or open area excavation program would be used to inform the detailed development design and provide a level of certainty for the staging of the development works.
- Based on the results of more extensive testing, the next, final stage of investigations could include one or a combination of the following: archaeological salvage excavation of key archaeological areas (ie structural remains and/or significant artefact bearing deposits and features); development redesign to conserve features *in situ* (should they be assessed significant, well preserved and feasible for incorporation into the final development design); archaeological monitoring and recording; or a combination of both.
- Further physical investigations would likely occur following determination of the proposal, and as such would be subject to DA conditions.
- All future physical investigations at the Site would need to be guided by an Archaeological Research Design and undertaken in accordance with an excavation permit under s140 of the Heritage Act.

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