



49 STEPHEN ROAD BANKSMEADOW

Historical Heritage Impact Assessment

DRAFT

September 2024

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Historical Heritage Impact Assessment

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Prepared by
Umwelt (Australia) Pty Limited
on behalf of
ESR Australia Pty Ltd

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Acknowledgement of Country

Umwelt would like to acknowledge the traditional custodians of the country on which we work and pay respect to their cultural heritage, beliefs, and continuing relationship with the land. We pay our respect to the Elders – past, present, and future.

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1.0 Introduction

1.1 Project Background

ESR Australia Pty Ltd (ESR) proposes to undertake the demolition and redevelopment of an industrial facility located at 49 Stephen Road, Banksmeadow, NSW, hereafter referred to as the Project. Umwelt was engaged by ESR to prepare a Statement of Heritage Impact (SoHI) relating to the redevelopment the Project

The Project was classified as State Significant Development (SSD) (SSD-65924461) and will require development consent under State Environmental Planning Policy (Planning Systems) 2021 (Planning Systems SEPP) and Part 4 of the NSW Environmental Planning and Assessment Act 1979 (EP&A Act). With regard to historical (non-Aboriginal) heritage, the SEARs received for the Project (issued 30 January 2024) require that:

A non-Aboriginal cultural heritage assessment (including both cultural and archaeological significance) which must detail potential impacts on heritage assets and any proposed management and mitigation measures

1.2 Project Area

As shown in **Figure 1.1**, the Project is located within the Botany Industrial Park at 49 Stephen Road, Banksmeadow, NSW, approximately 10 km south of the Sydney Central Business District (CBD), approximately 2 km to the southeast of Sydney Airport. The area of proposed development is situated within the Bayside Council Local Government Area (LGA), encompasses 48,160 m² in area, and includes the following cadastral boundaries:

- Lot A on Deposited Plan (DP) 190526;
- Lot 1 on DP1095110; and
- Lot 1 on DP311767.

The three cadastral boundaries listed above are hereafter referred to as the Project Area.

1.3 The Project

The Project will comprise the demolition of all extant built infrastructure within the Project Area to facilitate extensive site remediation to mitigate and manage hazards associated with the Project Area's known contamination concerns (Douglas Partners, 2023). A component of the contamination management strategy includes the construction of a stormwater retention/remediation treatment pond located along the eastern boundary of the Project Area.

Bulk earthworks and site preparation works will then precede the construction and eventual operation of 2 x 3-storey warehouses encompassing 24 total warehouse tenancies, a distribution centre, as well as office facilities, car parking, and landscaping. Specifics regarding the proposed development include:

- The construction of 2 x 3-storey warehouses, Warehouse A and Warehouse B, along the northern and southern sides of the site, respectively.
- The construction of hardstand areas will be suspended between each storey of the two blocks, with a mezzanine carpark level located beneath the second level of the hardstand.
- The construction of roads and pathways along the northern and eastern site boundary for general vehicular, pedestrian and emergency vehicle access.
- Entrance and exit route for trucks from and to Coal Pier Road to the east of the Project Area, including the construction of a circular ramp and heavy-duty pavements from the western side of the hardstand area and a heavy-duty driveway along the southern site boundary to the street frontage along Coal Pier Road.
- In areas of unconsolidated and unstable sediments, piled concrete footings are proposed to be driven into underlying sediments to act as stable foundations for construction to occur.
- To counteract the sloping nature of the Project Area, imported fill will be placed to raise the topographically lower areas of the Project Area.

1.4 Methodology

This report was prepared with regards to the following guidelines and best practice principles:

- NSW Heritage Manual 1996 (Heritage Office and Department of Urban Affairs & Planning).
- Archaeological Assessments 1996 (Heritage Office and Department of Urban Affairs and Planning).
- Assessing Heritage Significance, guidelines for assessing places and objects against the Heritage Council of NSW criteria 2023 (Department of Planning and Environment).
- Guidelines for preparing statement of heritage impact 2003 (Department of Planning and Environment) NSW Heritage Branch (now Heritage NSW).
- Assessing Significance for Historical Archaeological Sites and 'Relics', 2009 (Department of Planning, 2009).
- The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance 2013 (Australia ICOMOS. 2000) (the Burra Charter).

1.5 Limitations

This report is limited to the consideration of historical heritage impacts. A separate Aboriginal Cultural Heritage Assessment has been prepared by Umwelt (2024) for the Project.

1.6 Authorship

This report has been prepared by Melissa Moritz, Umwelt Senior Heritage Consultant. Technical review and advice has been provided by Tim Adams, Principal Heritage Consultant.

FIGURE 1.1
Location of the Project Area



Legend
 Project Area
 Cadastre



0 25 50
Metres

Scale 1:2,500 at A4
GDA2020

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2.0 Statutory context

2.1 Statutory Listing

2.1.1 Commonwealth Legislation and Policies

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) is the Australian Government's environment and heritage legislation. This Act is triggered by developments or actions that will have a significant impact on Matters of National Environmental Significance (MNES), including world heritage areas, Commonwealth marine areas, nationally threatened species and communities and migratory birds. The EPBC Act includes a process for the assessment of proposed actions that have, or are likely to have, a significant impact on matters of national environmental significance. These actions require approval from the Commonwealth Minister, Environment and Heritage.

A new national heritage system was established in January 2004 under the EPBC Act. This led to the introduction of the National Heritage List, which recognises and protects places of outstanding heritage to the Nation, and the Commonwealth Heritage List, which includes Commonwealth owned or leased places of significant heritage value.

No National or Commonwealth listed heritage items, places or assets are located within the Project Area.

2.2 State Legislation

2.2.1 Heritage Act 1977

The *Heritage Act 1977* (Heritage Act) is administered by Heritage NSW. The purpose of the Heritage Act is to ensure cultural heritage in NSW is adequately identified and observed. The Heritage Act is the primary item of state legislation affording protection to items of environmental heritage (natural and cultural) in NSW. Under the Heritage Act 'items of environmental heritage' include places, buildings, works, relics, moveable objects, and precincts identified as significant based on historical, scientific, cultural, social, archaeological, architectural, natural, or aesthetic values. State significant items are listed on the NSW State Heritage Register (SHR) and are given automatic protection against any activities that may damage an item or place or affect its heritage and/or archaeological significance.

The Heritage Council of NSW, appointed by the Minister, is responsible for heritage in NSW, as constituted under the Heritage Act. The Council is a cross-section of heritage experts, with the Heritage NSW being the operational arm of the Council.

No State listed heritage items are located within the Project Area.

2.2.1.1 Relics Provision of the Heritage Act 1977

The Heritage Act affords automatic statutory protection to 'relics' which form part of archaeological deposits (except where these provisions are suspended by other prevailing legislation). The Heritage Act defines a 'relic' as any deposit, object, or material evidence that:

- relates to the settlement of the area that comprises NSW, not being Aboriginal settlement, and
- is of state or local heritage significance.

Sections 139-145 of the Heritage Act prevent the excavation or disturbance of land known or likely to contain relics, unless in accordance with an excavation permit. Section 60 excavation permits are required to disturb relics within SHR items/places, while Section 140 permits are required for items/places that are not listed on the SHR.

2.2.2 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EPA Act) governs strategic planning and development assessment processes undertaken by State and Local Government in NSW. The Act requires that Local Governments prepare planning instruments (such as Local Environmental Plans [LEPs] and Development Control Plans [DCPs]) in accordance with the Act to provide guidance on the level of environmental assessment required.

2.2.2.1 Local Environmental Plan

The Project Area falls within the Bayside LGA (formerly Botany LGA) and is subject to the planning provisions of the Bayside Local Environmental Plan 2021 (LEP).

Part 5 Clause 5.10 of the LEPs provides the statutory framework for heritage conservation including the conservation of:

- the environmental heritage of local government area
- the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings, and views
- archaeological sites
- Aboriginal objects and Aboriginal places of heritage significance.

2.2.3 The Burra Charter (The Australian ICOMOS Charter for Places of Cultural Significance (2013))

The Burra Charter is a set of best practice principles and procedures for heritage investigations and conservation. The charter was developed by the Australian group of the international professional organisation for conservation; the International Council for Monuments and Sites (ICOMOS). Although it is not a statutory document, the Burra Charter provides a best practice standard for heritage management in NSW and Australia. The policies and legislative guidelines of the Heritage Council of NSW and Heritage NSW are consistent with and guided by the Burra Charter.

2.3 Relevant Heritage Listings

To inform this assessment, searches of all relevant historical heritage databases were undertaken. This includes searches of:

- The Commonwealth Heritage List
- The National Heritage List
- The State Heritage Register

- Section 170 Heritage and Conservation Registers (where publicly accessible)
- relevant Local Environmental Plans (LEPs).

As a result of these searches, it has been identified that:

- no heritage items or places listed on the Commonwealth or National Heritage Lists are located within the Project Area
- no State listed heritage items are located within the Project Area. The nearest State heritage item is approximately 560m south west of the Project Area
- no items listed on any publicly available 170 Heritage and Conservation Registers (NSW State agency heritage registers) are located within the Project Area
- no items listed on Schedule 5 of an LEP are located within the Project Area.

Table 2.1 provides a summary of the heritage items within 1 km of the Project Area

Table 2.1 Heritage Items within 1 km of the Project Area.

Item ID	Item Name	Listing Details	Distance from Project Area
I77	Streetscape—verge plantings of Canary Island Date Palm (<i>Phoenix canariensis</i>)	Bayside LEP 2021	50 m
I78	Former headmaster's residence to Banksmeadow Public School	Bayside LEP 2021	100 m
I76	Banksmeadow Public School	Bayside LEP 2021	120 m
I75	Commercial building	Bayside LEP 2021	480 m
I74	Sir Joseph Banks Hotel (circa 1920)	Bayside LEP 2021	500 m
I204	Sir Joseph Banks Park	Bayside LEP 2021	570 m
I162 / SHR 00076	Sir Joseph Banks Hotel (former, circa 1840)	Bayside LEP 2021 NSW State Heritage Register	560 m
I192	House—"Helena"	Bayside LEP 2021	630 m
I215	Electricity Substation No 340	Bayside LEP 2021	680 m
I210	House	Bayside LEP 2021	800 m
I211	House	Bayside LEP 2021	800 m
I206	House Group	Bayside LEP 2021	820 m
I196	Presbyterian Church of Australia and manse	Bayside LEP 2021	800 m
I186	House Group	Bayside LEP 2021	900 m

FIGURE 2.1
Heritage Context



3.0 Summary Historical Context

This section provides a brief overview of the historical development of the Project Area. A detailed ethnohistory is available in the Aboriginal Cultural Heritage Assessment Report prepared by Umwelt (2024) for the Project.

3.1 Early European Settlement of Botany

Following the establishment of the colonial settlement in Sydney Cove in 1788, lands around the cove were developed as the colony continued to expand. The speed of which areas were developed depended on three key factors; the quality of the land, the accessibility of the area to/from Sydney and the alienation of the land by grant or sale (Conroy 2017).

Although the Botany area is located in relatively close geographical proximity to Sydney, the development of the area was slow to commence, with the expansive wetlands and swamps preventing reliable access as well as the sandy soils believed to be unproductive and therefore overlooked for the more readily available fertile areas closer to Sydney and along the southern banks of the Parramatta River (Conroy 2017).

The first land grants in the Botany area occurred in 1810, most of which were between 20 to 30 acres for farms, with a few exceptions, such as Simeon Lord and Edward Redmon's grant of 135 acres, in the vicinity of the current Kingsford Smith airport. Other large land grants included Church and School Lands, to the north of the Project Area, as well as TWM Winder (State Library NSW).

3.2 Veteran's Swamp

The first land grant associated with the Project Area is within the lands designated as the Veterans Swamp (**Figure 3.1**).

In 1818 the NSW Veteran's Corp was disbanded, and the Surveyor General was told to find suitable land to grant to veterans from the 73rd regiment, the NSW Corps members that had accompanied Governor Macquarie as well as veterans from other regiments (Conroy 2017).

An area of swamp land to the south of Botany Swamp was identified as being suitable, with soils in the depression relatively rich and a reliable water source available. Surveyor Hoddle was instructed to survey and set aside between 6 and 12 allotments along with a small reservation for a village.

This resulted in the swamp area being divided into eight approximately 50 acre lots in a chevron pattern, with a central drain (Conroy 2017). The land, referred to as Veteran's Swamp, was offered as grants free of any quit rent to veterans who wished to remain in Sydney as market gardeners. However the initial take up on the lots was slow, with seven of the allotments promised to veterans on the condition that they be retained and occupied (not sublet or sold) for at least 2 years (**Figure 3.1**).

Only one veteran, Mr Roderick Ross, took up a grant in the Veteran's Swamp in 1839. The remaining seven lots were not acquired until 1838 to 1848, and not by veterans. This includes the Project Area, which was granted to Hutchinson Bell.

The Bell family took up residence in Botany, in ‘Prospect House’ the location of which is unclear however records indicate it was within 3 minutes from Sir Joseph Banks Hotel to the south of the Project Area.

H. Bell obtained a total of three allotments in Veteran’s Swamp, two within the Project Area, as well as one to the southeast, creating a large market garden.

These allotments were subdivided and sold following the death of H. Bell, with subdivision plans showing four buildings within the Project Area, as well as a further structure to the east of the Project Area within the Bell estate (**Figure 3.2**).



Figure 3.1 1898 Parish Plan showing Veteran’s Swamp

The approximate location of the Project Area is indicated in blue.

Source: NSW Historical Land Records, Land Registry Services.



Figure 3.2 H Bell Estate Subdivision Plan

Approximate location of the Project Area indicated in blue.

Source: State Library NSW

The Project Area is recorded as being transferred to the Fisher family in 1890, who are also listed as market gardeners (Land Titles Records Volume 973 Folio 59), with further sales and subdivision occurring in 1914 (Land Titles Records Volume 2511 Folio 189) and 1925, both to the Armstrong family.

The extent of land clearing associated with the establishment of small farms and market gardens is visible in early 1940s aerial imagery, with **Figure 3.3** showing the Project Area with a cottage on the southwest corner of the site within the cleared swamp land. Further structures, including a second house or cottage in the eastern portion of the Project Area are visible in the 1943 aerial imagery available (**Figure 3.4**).

FIGURE 3.3
1941 Aerial Image

Legend

 Project Area



0 150 300
Metres

Scale 1:10,000 at A4
GDA2020

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 Project Area

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3.3 Industrial Development

Industrial development in the Botany area was widespread, commencing in the 1850s with utilisation of the well-watered swamps for noxious industries such as tanneries, woolscouring and fellmongering. From the late nineteenth to early twentieth century other industrial industries, such as a gelatine factory, paper-making and chemical manufactures were established in the area (Conroy 2017).

The market gardens in and around Veteran's Swamp were gradually replaced, starting with the Johnson & Johnson factory, whose owners purchased 39 acres of Veterans Swamp and sandhills at the corner of Stephen Road and Swinbourne Street (Conroy 2017). This included the Project Area within the 39 acres.

The foundations of the Johnson & Johnson factory were laid in 1937, with the land within the Project Area largely cleared of gardens with two houses or other smaller structures visible. The 1941 and 1943 historical aerials show the location of the Johnson & Johnson factory immediately to the north outside the boundaries of the Project Area (Conroy 2017).

Between 1943 and 1950, two warehouses and several buildings are constructed in the Project Area, with the pre-1941 cottage still visible at the southwest corner of the Project Area. Further industrial development of the Project Area occurs over the next decade, with most of the Project Area showing warehouses or associated structures in the 1960s aerial imagery (**Figure 3.5**). Further additions and reconfigurations to the warehouses and industrial buildings occur between 1960s and 2004, with the extant buildings on the site generally all constructed by 2004. The location of the water detention basin for the chemical manufacturer occurred in 2014 with the consolidation of the property, including the subdivision of the eastern edge (outside the Project Area) and extension of Coal Pier Road north along the east edge of the Project Area.

FIGURE 3.5
1960 Aerial Image

Legend

 Project Area



0 150 300
Metres

Scale 1:10,000 at A4
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 Project Area

Scale 1:10,000 at A4
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FIGURE 3.7
2004 Aerial Image

Legend

 Project Area



0 150 300
Metres

Scale 1:10,000 at A4
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4.0 Results of the Site Inspection

A site inspection was undertaken by Umwelt Senior Heritage Consultant, Melissa Moritz, on 14 June 2024. The purpose of the inspection was to understand the context of the extant buildings and confirm that no structures are likely to be of heritage significance and warrant further assessment.

The following observations were made during the site inspection:

- The Project Area is located in the east side of Stephen Road. Industrial properties are located generally on the east side of the road, with residential buildings opposite the Project Area on the west side of Stephen Road (**Photo 4.1**).
- A locally listed heritage item is located on Brighton Street running parallel to Stephen Road, to the west of the Project Area. This is item I77, Bayside LEP 2021 'Streetscape—verge plantings of Canary Island Date Palm (*Phoenix canariensis*)' (**Photo 4.2**). Brighton Street is a residential street, which is on the upper slope of a hill and elevated above the Project Area, with residential buildings blocking views to the Project Area from this heritage item.
- The Project Area is set on a former slope, with the western side cut into the slope, while the eastern extend of the Project Area has been cut and filled to create a level area with water detention basin at the lowest point of the site (**Photo 4.3**).
- Access to the site is via three driveways, two from Stephen Road of the north west and south west corners of the Project Area, and one on the southeast corner via Coal Pier Road.
- The driveway on the northwest corner is flanked by two rendered masonry piers with horizontal banding details which, although constructed post-1943, demonstrate stylistic elements from the interwar streamline style, with a federation ogee profile to the top of the piers (**Photo 4.4**).
- A sandstone block retaining wall supports the raised area adjacent to the water detention basis at the eastern portion of the Project Area (**Photo 4.5**).
- The majority of the Project Area is covered with hardstand (brick pavers to publicly accessible areas and asphalt elsewhere) with a small area of garden in the west side of the Project Area. A small, grassed area surrounds the water detention basis, with thick hedge vegetation bordering a grassed clearing elevated area above the water detention basis (**Photo 4.6**).
- The Project Area consists of a range of buildings, including the office / administration building and several warehouses across the site, with vehicle and pedestrian access routes between and around buildings (**Photo 4.7 to Photo 4.10**).
- Other structures, such as underground tanks and freestanding tanks were evident during the site inspection (**Photo 4.11**).
- Buildings are generally rectangular with a variety of roof forms, with the warehouses primarily gabled or sawtooth. Roofs are generally clad in corrugated metal sheeting, with some examples of klip-lock™ like profile. Warehouses are constructed of brick, part brick part corrugated metal or completely corrugated metal and are of varying ages as identified in **Section 3.3**.

- The administration building is located on the northwest corner of the Project Area and is an irregularly shaped two-story building of rendered masonry construction, with a hipped corrugated metal roof. The north and west elevations have multiple three pane fixed pane windows on the lower level, with upper level having groups of three pane windows, with each group including a central sash window flanked by fixed panes. The building is simplistic in design, with little stylistic detailing, with the exception of a semicircular porch with vertical banding over the main and side doorway, the details of which appear influenced by interwar streamline style architecture (**Photo 4.12**).

The following photos were taken by Umwelt during the visual inspection.



Photo 4.1 Stephen Road looking south with the Project Area on the left of the photo.



Photo 4.2 Bridgton Street, showing example of canary palms included in the local heritage item I77 Bayside LEP 2021.



Photo 4.3 Retaining wall along west boundary showing variation in level between the street and Project Area.



Photo 4.4 Gate piers at main entrance to the Project Area.



Photo 4.5 Sandstone block retaining wall along the driveway from Coal Pier Road.



Photo 4.6 Masonry and corrugated metal warehouse, showing two phases of development.



Photo 4.7 Example of mixed warehouse types and other infrastructure within the Project Area.



Photo 4.8 Example of circa 1960s brick and corrugated metal building.



Photo 4.9 Late 1940s warehouse with sawtooth roof.



Photo 4.10 Above-ground tanks and associated infrastructure in the northeast corner of the Project Area.



Photo 4.11 Centre of the Project Area, showing lid and marker of one of the underground tanks.



Photo 4.12 Administration building, showing the west elevation.

5.0 Assessment of Heritage Significance

5.1 Heritage Significance

The Burra Charter defines cultural significance as meaning ‘aesthetic, historic, scientific, or social value for past, present, or future generations’ (Article 1.2). The Burra Charter was written to explain the basic principles and procedures that should be followed in looking after important places.

Cultural significance is defined as being present in the ‘fabric, setting, use, associations, meanings, records, related places and related objects’. The fabric of a place refers to its physical material and can include built elements, sub-surface remains and natural material (Australia ICOMOS 2000).

5.1.1 Heritage Significance Criteria

The NSW Heritage Manual (1996) published by the then NSW Heritage Office and Department of Urban Affairs and Planning, sets out a detailed process for conducting assessments of heritage significance. The manual provides a set of specific criteria for assessing the significance of an item, including guidelines for inclusion and exclusion.

The seven (7) criteria (a-g) defined by the former Heritage Division, OEH, and used by the NSW Heritage Council as an assessment format within NSW have been used in the preparation of this SoHI. The seven (7) criteria are as follows:

- **Criterion (a)** an item is important in the course, or pattern, of NSW’s cultural or natural history.
- **Criterion (b)** an item has strong or special association with the life or works of a person, or group of persons, of importance in NSW’s cultural or natural history.
- **Criterion (c)** an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.
- **Criterion (d)** an item has strong or special association with a particular community or cultural group in NSW for social, cultural, or spiritual reasons.
- **Criterion (e)** an item has potential to yield information that will contribute to an understanding of NSW’s cultural or natural history.
- **Criterion (f)** an item possesses uncommon, rare, or endangered aspects of NSW’s cultural or natural history.
- **Criterion (g)** an item is important in demonstrating the principal characteristics of a class of NSW’s cultural or natural places or cultural or natural environments.

The Heritage Council of NSW recognises four (4) levels of significance for heritage in NSW: local, state, national and world. An item has local heritage significance when it is important to the local area (LGA). An item has state heritage significance when it is important in NSW. Most heritage in NSW is of local significance.

5.2 Assessment of Heritage Significance

The following table provides an assessment of the Project Area, at 49 Stephen Road, Botany, against the NSW heritage significance criteria which has been informed by the review of historical development and visual inspection of the Project Area.

Table 5.1 Assessment of Heritage Significance

Criterion	Application of Criterion
Criterion A – Historical Significance	The Project Area is located in an area subject to mid-nineteenth century subdivision and development of the Botany area. Located within Veteran's Swamp, it is a typical example of former market garden allotments that were taken up and operated from the mid-nineteenth century in the local area, and the wider Sydney region more broadly. Although early industrial development and significant industrial endeavours occurred in the Botany area, such as Simeon Lord's Mill and the establishment of major manufactures, the Project Area was one of several later phases associated with small scale manufacture in the mid-twentieth century. The Project Area does not provide evidence of a historically significant event, phase or period of development in Bayside LGA, nor NSW more broadly. The Project Area does not meet the threshold for heritage significance under this criterion at any level.
Criterion B – Associate Significance	Review of the historical development of the Project Area did not identify any association with person(s) or organisations of importance or notable contribution to the local area or NSW more broadly. The Project Area does not meet the threshold for heritage significance under this criterion at any level.
Criterion C – Aesthetic or Technical Significance	The Project Area includes a complex of warehouse and associated chemical manufacturing equipment spanning from post-1943 to the twenty-first century. The buildings are generally utilitarian in design, with little decorative detail or characteristics indicative of particularly architectural styles, with the exception of the administration building, which has limited decorative details influenced by the interwar streamline modern architectural styles. The gate piers on the northwest driveway entrance to the Project Area, demonstrate elements of the Streamline modern architectural style, featuring a curve to the inside vertical edge, as well as horizontal banding providing simple decorative detailing. With the exception of the gate piers, the Project Area generally does not display any landmark or scenic qualities, nor does it have strong and associates with any creative or technical achievements or notable architectural styles. The Project Area does not meet the threshold for heritage significance under this criterion at any level.
Criterion D – Social Significance	From publicly available information on the Project Area, it is unlikely that the Project Area holds any significance to a particular community or cultural group. The Project Area does not meet the threshold for heritage significance under this criterion at any level.

Criterion	Application of Criterion
Criterion E – Research Potential	The history of the Botany area, and the design and function of warehouses from post-World War 2 are well researched and documented. The Project Area is unlikely to be able to provide new information that will contribute to the understanding of the local area, nor the development of NSW. The Project Area does not meet the threshold for heritage significance under this criterion at any level.
Criterion F – Rarity	The Project Area is an example of a post-war industrial complex which underwent multiple phases of development. This is a common typology of industrial buildings. There are several extant examples remaining within the local area, including buildings to the south of the Project Area, as well as in nearby local area, such as the City of Sydney, and the greater Sydney area more broadly. The Project Area does not meet the threshold for heritage significance under this criterion at any level.
Criterion G – Representative	The Project Area is not an intact or complete example of a post-war industrial complex. Several buildings have been replaced or altered during the continued use and expansion of the complex, degrading its ability to demonstrate the principal characteristics of a post-war industrial complex. The Project Area does not meet the threshold for heritage significance under this criterion at any level.

5.3 Historical Archaeological Potential

5.3.1 Discussion of Historical Archaeological Potential

Historical archaeology in Australia generally relates to the study of the past using physical evidence in conjunction with historical sources. Historical archaeology is generally defined as comprising the period since European arrival in Australia in 1788. An archaeological resource is the physical evidence of the past and may comprise sub-surface evidence including building foundations, occupation deposits, features and artefacts. Archaeological resources are irreplaceable and have the potential to contribute to our knowledge and understanding of early history using information that is unavailable from other sources (DUAP 1996:2).

The historical archaeological potential of the Project Area is the likelihood that there may be physical evidence relating to the early development and occupation of the Project Area beneath the current ground surface within the Project Area.

5.3.1.1 Historical Archaeological Potential

Archaeological potential is defined as “the degree of physical evidence presents on an archaeological site, usually assessed on the basis of physical evaluation and historical research” (Heritage Office and Department of Urban Affairs and Planning, 1996).

Archaeological research potential of a site is the extent to which further study of relics likely to be found is expected to contribute knowledge about the history of NSW which is not demonstrated by other sites or archaeological resources. The archaeological potential of the Project, and its immediate surrounds is assessed using the following gradings:

- **Low Potential:** land use history suggests limited development or use, or there is likely or known to have been quite high impacts in these areas. However, deeper sub-surface features such as wells, cesspits and their artefact-bearing deposits, and deeply embedded footings or piles may survive at depth.
- **Moderate Potential:** land use history suggests limited phases of low to moderate development intensity, or that there have been impacts in this area. A range of archaeological remains may survive, including building footprints and shallower remain or deposits as well as deeper sub-surface features.
- **High Potential:** substantially intact historical archaeological remains could survive in these areas.

The assessment of potential is dependent upon the extent of disturbance that has occurred in the area of the assessment. This has been considered in the following section.

5.3.1.2 Disturbance

In order to assess the extent of disturbance, the following classifications are used:

- Low disturbance: the area or feature has been subject to activities that may have had a minor effect on the integrity and survival of archaeological remains.
- Moderate disturbance: the area or feature has been subject to activities that may have affected the integrity and survival of archaeological remains. Archaeological evidence may be present; however, it may be disturbed.
- High disturbance: the area or feature has been subject to activities that would have had a major effect on the integrity and survival of archaeological remains. Archaeological evidence may be greatly disturbed or destroyed.

The historical overview presented in **Section 3.0** and the results of the site inspection demonstrates that the Project Area has likely been subject to a range of disturbances during the development and ongoing use of the Project Area, including modification to the ground level of the Project Area and construction of existing buildings and underground tanks.

5.3.2 Historical Archaeological Potential of the Project Area

As outlined in **Section 3.0**, the Project Area was part of Veteran's Swamp, within H. Bells land grant. Subdivision records of H. Bell's land, show that a small residence, as well as several unnamed structures are located within the Project Area, likely associated with the use of the area as market gardens and domestic occupation of the land.

However, visual inspection of the Project Area indicated that widespread ground disturbances to the Project Area has occurred since the mid-twentieth century. This includes cutting and leveling of the former hill slopes and large areas of excavation to install buried tanks, building foundations and other infrastructure associated with current land use. These activities are likely to have resulted in significant impact to evidence of previous phases of development across the Project Area, including truncation and/or removal of any remains of the former structures located within the Project Area. It is unlikely that any significant historical archaeological remains survive intact following the development of the industrial warehouse complex, and therefore the historical archaeological potential of the Project Area is considered low.

6.0 Impact Assessment

This section assesses the likely impacts of the works included in the Project on the potential heritage items identified in **Section 5.2**, heritage items in vicinity of the Project Area and any assessed areas of historical archaeological identified in **Section 5.3.3**.

The impact assessment has been undertaken using the heritage impact gradings included in **Table 6.1**. The gradings have been developed in accordance with the Heritage NSW guidelines and the Burra Charter.

Table 6.1 Heritage Impact Gradings

Grading	Definition
Major Adverse	An action which will have a severe, long term and possibly irreversible impact on the heritage item. Major adverse impacts include the partial or complete demolition of a heritage item or addition of new structures in its vicinity that would destroy the visual setting of the items. The action will have a substantial impact on the fabric and or values of the heritage item. Actions of a major adverse impact cannot be fully mitigated.
Moderate Adverse	An action that will have an adverse impact on a heritage item. Moderate adverse impacts include the modification of a heritage item, including partial removal of significant fabric or elements, altering the setting of a heritage item or landscape and construction of new structures which alter the visual setting of the heritage item. Actions of a moderate adverse impact may be able to be reduced through appropriate mitigation measures.
Minor Adverse	An action that will a minor adverse impact on a heritage item. This may include an action affecting only a small element of the heritage item, or a small or partial impact on the setting of a heritage place. The action may be temporary or reversible. Actions of a minor adverse impact can be minimised or reduced through use of appropriate mitigation measures.
Negligible Impact	Actions which do not affect the heritage values of a place, or do not affect significant elements, fabric, views, or the setting of a heritage item.
Minor Positive	An action which will bring a minor benefit to a heritage item, such as improving an item's visual setting.
Moderate Positive	An action which will bring a moderate benefit to a heritage item, such as the removal of an intrusive element or fabric, or a substantial improvement to the heritage items setting or reinstatement of obscured views.
Major Positive	Major positive impacts include actions which include a major benefit to the heritage item and add to or increase the heritage values of the item. This includes actions such as the reconstruction of significant elements, removal or substantial intrusive elements or structures in the curtilage or reinstatement of a heritage items visual curtilage or setting. This can also include the reintroduction of former uses of an item which are key to demonstrating its heritage significance.

6.1 Assessment of Heritage Impacts

6.1.1 Physical Impacts

As identified in **Section 2.3**, no listed heritage items are located within the Project Area and as assessed in **Section 5.2**, the Project Area does not meet the threshold for heritage significance at any level.

The closest heritage item (being Item #I77, Bayside LEP 2021) is located approximately 50 m west of the Project Area, with several others within 2km. The Project will not require any intervention, changes or works outside the boundaries of the Project Area. As such the Project will not have any physical impacts to heritage items in the vicinity of the Project Area. The project will have a negligible physical heritage impact.

6.1.2 Visual Impacts

The Project includes the demolition of all existing structures, and construction of a new three-storey warehouse, representing an increase in height across the Project Area. The existing structures include a range of one and two story structures, with variable heights across the Project Area with the Project resulting in a significant increase in height and bulk proposed in the new structure.

The heritage item #I77 Bayside LEP 2021 is the nearest heritage item to the Project Area, located approximately 50m to the west of Brighton Street. The significance of this heritage item is associated with the streetscape and significant plantings on Brighton Street, and no significant views to/from the Project Area are included in the statement of significance for this heritage item (Heritage NSW 2018) As identified in **Section 4.0**, the Project Area and this heritage item are visually separated by the difference in elevation and two storey residential buildings located on the east side of Brighton Street, and west side of Stephen Road. It is unlikely that the proposed development would be visible from heritage item #I77 Bayside LEP 2021, and the Project would not require any changes to the setting or character of Brighton Street and the significant streetscape included in the curtilage of heritage item #I77 Bayside LEP 2021.

The other heritage items within the vicinity of the Project Area are located significant distance from the Project Area that the Project would not impact any significant views to/from heritage items nor affect the setting of listed heritage items within 2 km of the Project Area. The Project will have a negligible visual heritage impact.

6.1.3 Impacts to Historical Archaeology

As assessed in **Section 5.3.2**, the Project Area has low potential for historical archaeological remains. The proposed works associated with the Project are located within areas of heavy previous disturbance and are not located within areas with potential to contain historical archaeological remains. No impacts to historical archaeological remains are expected to occur as part of the Project.

7.0 Conclusions and Management Recommendations

7.1 Conclusions

As identified in **Section 2.3**, no heritage items are located within the Project Area. The assessment of significance for the Project Area set out in **Section 5.2** identified that the Project Area did not meet the threshold for heritage significance at local or State level. The assessment of historical archaeological potential contained in **Section 5.3.2** identified that the Project Area has low potential for historical archaeological remains.

The proposed development, although representing a significant change in height and scale of built form on the Project Area, has been assessed as having a negligible visual heritage impact and negligible physical heritage impact. No changes or alterations to listed heritage items is proposed as part of the Project.

7.2 Management Recommendations

The following heritage management recommendations should be implemented for the duration of the Project.

1. An unexpected heritage finds protocol should be established and implemented as part of the project. This should be set out in the environmental management policies for the Project.
2. The gate piers to the northwest driveway of the Project Area are a good example of post-war streamline architectural style and demonstrate the post-war industrial development of Stephen Road. They should be retained and included in the proposed development in acknowledgement of the Project Area's historical development

8.0 References

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