

Housing Australia Future Fund - Maroubra

Historic Heritage Constraints
Assessment

Report to Homes NSW

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 artefact

Artefact Heritage and Environment

ABN 73 144 973 526

Suite 56, Jones Bay Wharf

26-32 Pirrama Road

Pymont NSW 2009

Australia

+61 2 9518 8411

office@artefact.net.au

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EXECUTIVE SUMMARY

Project overview

This Historic Heritage Constraints Assessment has been prepared by Artefact Heritage and Environment on behalf of Homes NSW for a State Significant Development Application (SSD-71454960) for the redevelopment of existing social housing (the Project) at 195-213 Fitzgerald Avenue and 40-64 Yorktown Parade, Maroubra (the Site). The Project involves the replacement of the 33 social housing units across eight 2 storey apartment buildings and a single storey dwelling with 144 units across four 3 storey buildings and two part 3/part 4 storey buildings.

The purpose of this Historic Heritage Constraints Assessment is to identify whether a Statement of Heritage Impact or Historical Archaeological Assessment are required to support the State Significant Development Application and to address the Secretary's Environmental Assessment Requirements (SEARs) for the project issued on 6 June 2024 which identified the following specific assessment requirements:

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

The Site

The Site is located within the Randwick City Council local government area (LGA) and is zoned R3 Medium Density Residential under the *Randwick Local Environmental Plan (LEP) 2012*.

The Site has a total area of approximately 9,647 square metres (sqm) with frontages to Fitzgerald Avenue to the north and Yorktown Parade to the south. Refer to Figure X.

The existing buildings on the Site are currently occupied. There are street trees located along the Fitzgerald Avenue frontage and a series of trees within the Site between the buildings and along both street frontages.

The site is accessible by public transport with services that run along Fitzgerald Avenue with frequent services to Maroubra town centre and Bondi Junction, with connecting services to Sydney CBD.

Key findings

This constraints assessment has identified:

- That there are no listed heritage items within the study area, or within a 250-metre buffer of the study area.
- There is low potential for historic heritage values to be identified within the study area.
- The study area has low archaeological potential.

Recommendation

The following recommendations are made in relation to historic heritage and historical archaeology:

- Based on there being no listed heritage items either within the study area, or within 250-metres of the study area, there is no indication from this preliminary assessment that a Statement of Heritage Impact report is required
- A preliminary review of historical maps and aerial photographs indicates that no further Historical Archaeological Assessment is required
- An unexpected heritage finds procedure should be prepared and incorporated into the Construction Environment Management Plan (CEMP) to be implemented through the works.
- A brief heritage induction should be prepared to advise contractors of what to do in the event that an unexpected heritage find is encountered. The heritage induction should be delivered as part of the project environmental induction given at project commencement.

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1.0 INTRODUCTION

1.1 Project background

This Historic Heritage Constraints Assessment has been prepared by Artefact Heritage and Environment on behalf of Homes NSW for a State Significant Development Application (SSD-71454960) for the redevelopment of existing social housing (the Project) at 195-213 Fitzgerald Avenue and 40-64 Yorktown Parade, Maroubra (the Site). The Project involves the replacement of the 33 social housing units across eight 2 storey apartment buildings and a single storey dwelling with 144 units across four 3 storey buildings and two part 3/part 4 storey buildings.

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

1.2 Study area

The study area is located within the Randwick City Council local government area (LGA) and is zoned R3 Medium Density Residential under the *Randwick Local Environmental Plan (LEP) 2012*.

The study area has a total area of approximately 9,647 square metres (sqm) with frontages to Fitzgerald Avenue to the north and Yorktown Parade to the south. Refer to Figure X.

The existing buildings on the study area are currently occupied. There are street trees located along the Fitzgerald Avenue frontage and a series of trees within the study area between the buildings and along both street frontages.

The study area is accessible by public transport with services that run along Fitzgerald Avenue with frequent services to Maroubra town centre and Bondi Junction, with connecting services to Sydney CBD (Figure 1).

1.3 Methodology and limitations

This report has been prepared to determine if further non-Aboriginal heritage assessments are required to support the SSDA application for the HAFF- BH2NJ Maroubra (SSD71454960) project. The report presents a preliminary overview of historic heritage and historical (non-Aboriginal) archaeological value only and does not constitute a detailed assessment of potential, significance or proposed impact.

This report presents the results of high-level historical research and cartographic analysis and a review of statutory heritage registers only. No detailed assessment of potential or significance assessment has been presented. This report does not assess Aboriginal cultural heritage.

1.4 Author identification

This report was prepared by Amanda Bie Wojcik (Graduate Heritage Consultant, Artefact) and Stephanie Moore (Senior Associate, Artefact). Technical review was undertaken by Jenny Winnett (Technical Director, Artefact).



Figure 1: Location of the study area

2.0 LEGISLATIVE CONTEXT

2.1 Introduction

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

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

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

This overview has been provided to contextualise the statutory register searches undertaken to inform this assessment.

2.2 Results of heritage register searches

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

- World Heritage List (WHL)
- Commonwealth Heritage List (CHL)
- National Heritage List (NHL)
- State Heritage Register (SHR)
- Section 170 Heritage and Conservation Registers
- *Randwick Local Environmental Plan 2013 (LEP) (2023)*

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

A search of the federal and state statutory registers showed that there are no listed heritage items within the study area. The search was expanded to a buffer of 250 metres surrounding the study area and no listed heritage items were identified.

The latest Randwick council heritage item review has also been consulted. It has determined that there are no pending listings within or within 250 metres of the study area.

A summary of the search results is presented in Table 1 below.

Table 1: Summary of statutory register search results

Heritage Register	Item Name	Item ID	Significance
World Heritage List	Nil	Nil	N/A
National Heritage List	Nil	Nil	N/A
Commonwealth Heritage List	Nil	Nil	N/A
State Heritage Register	Nil	Nil	N/A
Section 170	Nil	Nil	N/A
<i>Randwick Local Environmental Plan 2013</i>	Nil	Nil	N/A



Figure 2: Location of listed heritage sites within and in the vicinity of the study area

3.0 ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

3.1 Methodology

The assessment of archaeological potential has been prepared using high-level historical research and cartographic analysis. This section presents an overview of the European history of Maroubra to contextualise the development of the study area. A summary of development phases within the study area is then presented, supported by maps and aerial imagery. The section concludes with a discussion of historical land disturbance and a summary statement of archaeological potential.

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

3.2 Historical development

3.2.1 First Nations

Many Aboriginal people, like other Indigenous or First Nations people around the world, say they have been living on Country for ‘time immemorial’ – that they have always been here, and their origins lie in the creation of the land and animals. Over the last few decades, archaeologists’ knowledge of deep human time in Australia has expanded from just a few thousand years in the 1950s, to 25,000 years in the 1960s, then 40,000 years, to now around 60,000 years or more.¹

The traditional lands and waters of the Dharawal around Kamay-Botany and the people who continued to live there after 1770 up to today were for a long time in the shadow of Australian nation-making and industrial development. From as early as 1822 when the first plaque commemorating the 1770 landing of Cook and the Endeavour crew was erected, up to the 1970s Bicentenary replete with a reenactment of Cook’s landing, Aboriginal people were depicted as the precursor to the arrival of the British and the birth of the modern Australia. But all along during over 200 years of erasing Aboriginal history, Aboriginal people lived, survived and now thrive in particular at La Perouse.

Indeed in 2020, Shayne Williams could write that his family had ‘a continuous cultural connection’ to the place – his ‘great uncle King Burruga spoke of his great grandfather being present at the time of Cook’s landing’ (Ingrey et al. 2020).²

The moment of Cook’s landing at Kamay – what he was to later call Botany Bay – has been portrayed by Australian historians as a moment of bravery by two warriors who ‘opposed’ his landing, and so too, by Cook himself. In fact, it was a moment where the British completely misunderstood the intentions of the Gamayngal – the Dharawal people at Kamay. Cook and the Endeavour crew had no concept of Aboriginal protocols about meeting new people or travelling through other peoples’ lands. Cook ordered his men to fire their muskets at the two warriors who ‘threatened them’, but as historian Maria Nugent suggests, the ‘threat’ to Cook was part of a ‘repertoire of responses covering encounters with strangers’ that did not require a ‘counter display of force’. Indeed, recent language revitalisation work by La Perouse Community and Dharawal people suggests the so-called warning to go away (based on observation not translation in 1770) may have misunderstood the meaning of

¹ Karskens et al., ‘Traces in a lossy landscape. Aboriginal archaeological sites. Dyarubbin/Nepean River and contiguous areas, NSW, Australia (Data Paper)’; Griffith, *Deep Time Dreaming. Uncovering Ancient Australia*; Belshaw et al., ‘Histories of Indigenous Peoples and Canada’.

² Ingrey et al., 2020. ‘Warrawarrawa – what was really said to Cook?’ in Pauline Curby (ed.), *East Coast Encounters 1770 – Reflections on a cultural clash*, Sutherland Shire Historical Society, Sutherland.

warrawarrawa – which seems to be associated with the phrase ‘they are all dead’, corroborating the widespread Aboriginal association of whiteness and death.³

The access to fishing and traditional foods at La Perouse, as well as being far enough away from the city to be relatively ‘out of sight’ from the authorities, but also close enough to southern Sydney for work opportunities, meant it had become a focal point for the people of Sydney who had survived invasion and dispossession. Others, particularly from communities on the south coast had moved to government was under increasing pressure to take action on Aboriginal affairs and in 1882 George Thornton was appointed as Protector of Aborigines. Thornton promoted removing Aboriginal people from urban areas, but he did allow five families to stay at La Perouse, suggesting that their ‘camp’ was ‘economically viable’ via fishing in the main. (Elsewhere around Sydney, other camps were seen as ‘parasitic’ and a ‘nuisance to society’). Thornton had some huts built at La Perouse for the community there, which in 1881 was around 50 people around Kamay-Botany Bay (35 at La Perouse and 15 in the area of Kamay).⁴

In 1883, Thornton’s role was replaced by the Aborigines Protection Board. The Board wanted to segregate Aboriginal people onto small areas of land and by 1885, seven acres of land at La Perouse was declared a ‘Reserve for the use of Aborigines’ – the only one at this stage in the Sydney region.

As the city of Sydney grew, in the 1880s, numbers Sydneysiders were taking day trips to the seaside. Many went to Kurnell and Botany and others to La Perouse curious to see the Aboriginal people who lived there. This caused concern for the Aborigines Protection Board who wanted to keep the La Perouse community segregated and led to further restrictions. In 1895, the reserve was enclosed by a fence and only the local constable and the resident missionary had keys. Aboriginal people were prevented from selling fish at the markets and restrictions placed upon boat and rail travel. In 1897 the Aborigines Protection Board rejected requests by missionaries for more huts and increased rations for the La Perouse community because the board believed this would encourage more people to move from the south coast to La Perouse. The late 19th and early 20th centuries were a grim period of Australian racism.⁵

But the strength of the La Perouse community was astounding. After concerns about white tourists mingling with the community, in 1900, the Aborigines Protection Board decided to relocate Aboriginal people from La Perouse to Wallaga Lake on the south coast. But they refused to move, despite the fact that the Aborigines Protection Board reduced, and eventually ceased supplying rations. By 1902, it seems that the Aborigines Protection Board had given up and resumed supplying rations to those on the reserve. In 1908 there were 73 people living on the reserve. During 1908, new houses were built and by 1912, the population on the reserve had grown to 106. In 1915 there were 124 people living on the reserve.⁶

3.2.2 Residential development

British colonisation was sparse in the area for many years, due to the poor soil and swamps. Despite this, in 1838 Coogee was pronounced a township, and in 1855 the new village of Long Bay was established. The first council elections were held in 1859 upon the establishment of the Randwick Municipality.

³ Nugent, M., *Botany Bay. Where histories meet*. Allen and Unwin, Sydney, 2005.

⁴ Kensy, J., 2008. ‘La Perouse’, *Dictionary of Sydney*, http://dictionaryofsydney.org/entry/la_perouse

⁵ Kensy, J., 2008. ‘La Perouse’, *Dictionary of Sydney*, http://dictionaryofsydney.org/entry/la_perouse

⁶ Kensy, J., 2008. ‘La Perouse’, *Dictionary of Sydney*, http://dictionaryofsydney.org/entry/la_perouse

By 1900, almost ninety per cent of the population lived in Randwick, with the remainder mostly in Coogee, and a few people living in the new suburb of Kensington. By 1911, the population had reached more than 18,000, rising to 50,000 in 1921.

Maroubra's residential development started in the second decade of the twentieth century as the prospect of living by the beach became more widespread and desirable. This caused a big increase in the land value by 1911.⁷ For the continuation of the suburb, Herbert Dudley - one of the main trailblazers for its development - built Dudley's Emporium to establish local community services and facilities. The Emporium had several stores and services where locals could gather and enjoy the amenities. Maroubra Junction flourished during the 1920-30s, with the new addition of the Maroubra Junction Hotel, and the construction of the tramline facilitated movement, attracting more people to the suburb.

An early twentieth century map of the Parish of Botany shows the early establishment of Fitzgerald Ave in relation to Anzac Parade and Maroubra Road, and an early draft of the Coral Sea Park (labelled in Figure 3 as 'Park'). Yorktown Parade is not yet labelled here, although the western portion of the road has been established. Although this housing scheme map shows no constructed or proposed dwellings within the study area at that time, the street layout shown on this plan is a key indicator of the intended subdivision of that land.

The 1950 aerial imagery of the study area (Figure 4) reveals an empty lot with no improvements. The surrounding lands are also unimproved at this time, although residential subdivision and development are starting to appear along the eastern half of Fitzgerald Avenue and to the north of the study area.

Following World War II, houses were being developed closer to Maroubra Junction and making their way up from Maroubra Bay. Figure 5 shows that by 1960, a series of two storey residential flats had been constructed within the study area. The housing layout shown in Figure 5 is identical to that seen within the study area today.

Throughout the 1960s, there is an increase in the construction of houses and blocks of flats in and around the study area. Between the 1960s and the early 2000s, housing density continues to increase north of the study area, although no major alterations occur within the study area. The 2001 aerial imagery shows no change in the housing layout (Figure 6). Based on the referenced aerial imagery, the study area has not significantly changed since the early to mid-2000s.

⁷ Caroline Ford, *Sydney Beaches A History*, New South Publishing (Kensington: UNSW Press, 2014) p.77

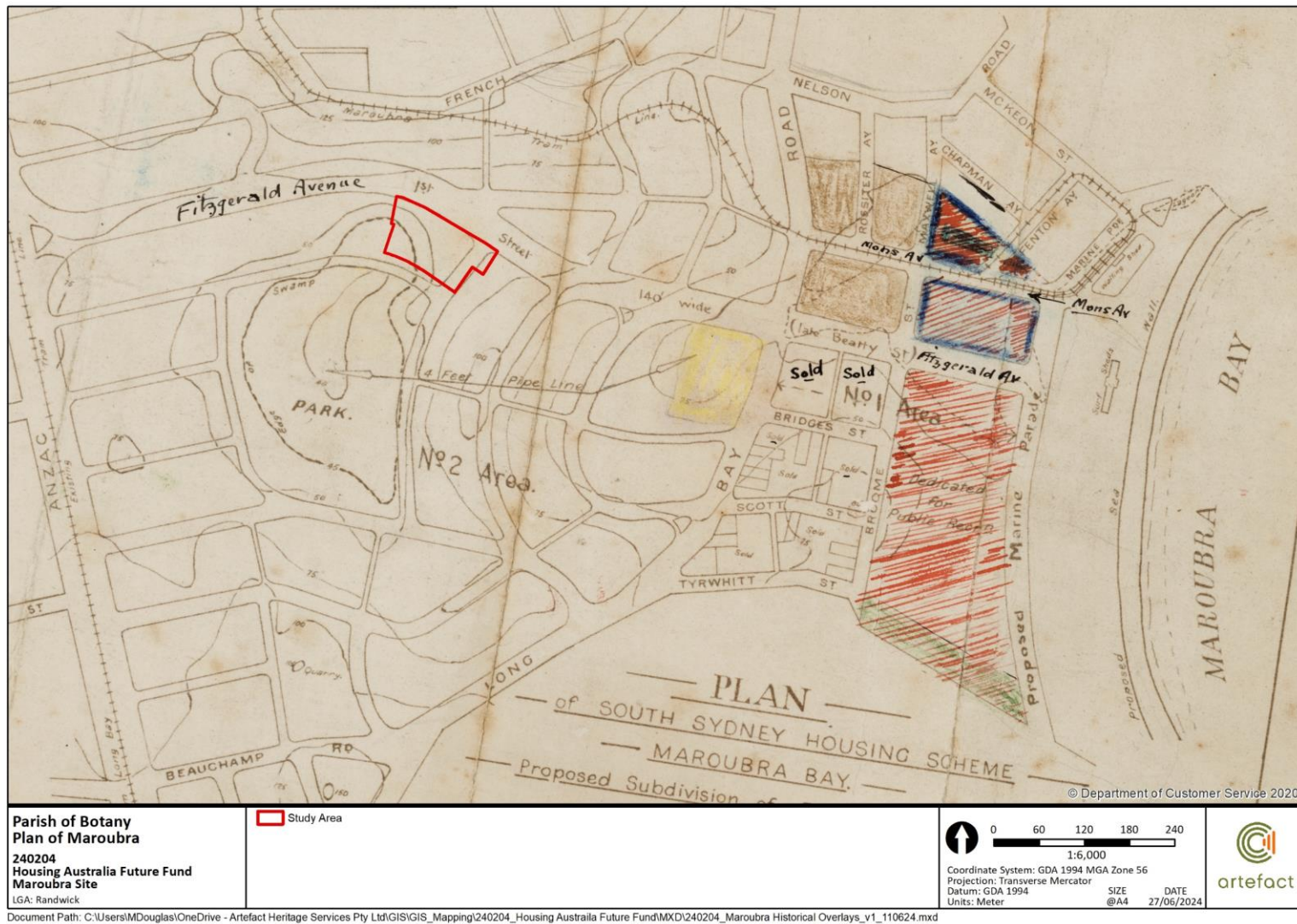


Figure 3: Plan of South Sydney Housing Scheme Maroubra Bay, proposed subdivision of Eastern Block – circa 1920s. (Source: Historical Lands Records Viewer)



Figure 4: Aerial imagery of study area 1950 (Source: Spatial Collaboration Historical Imagery Viewer)

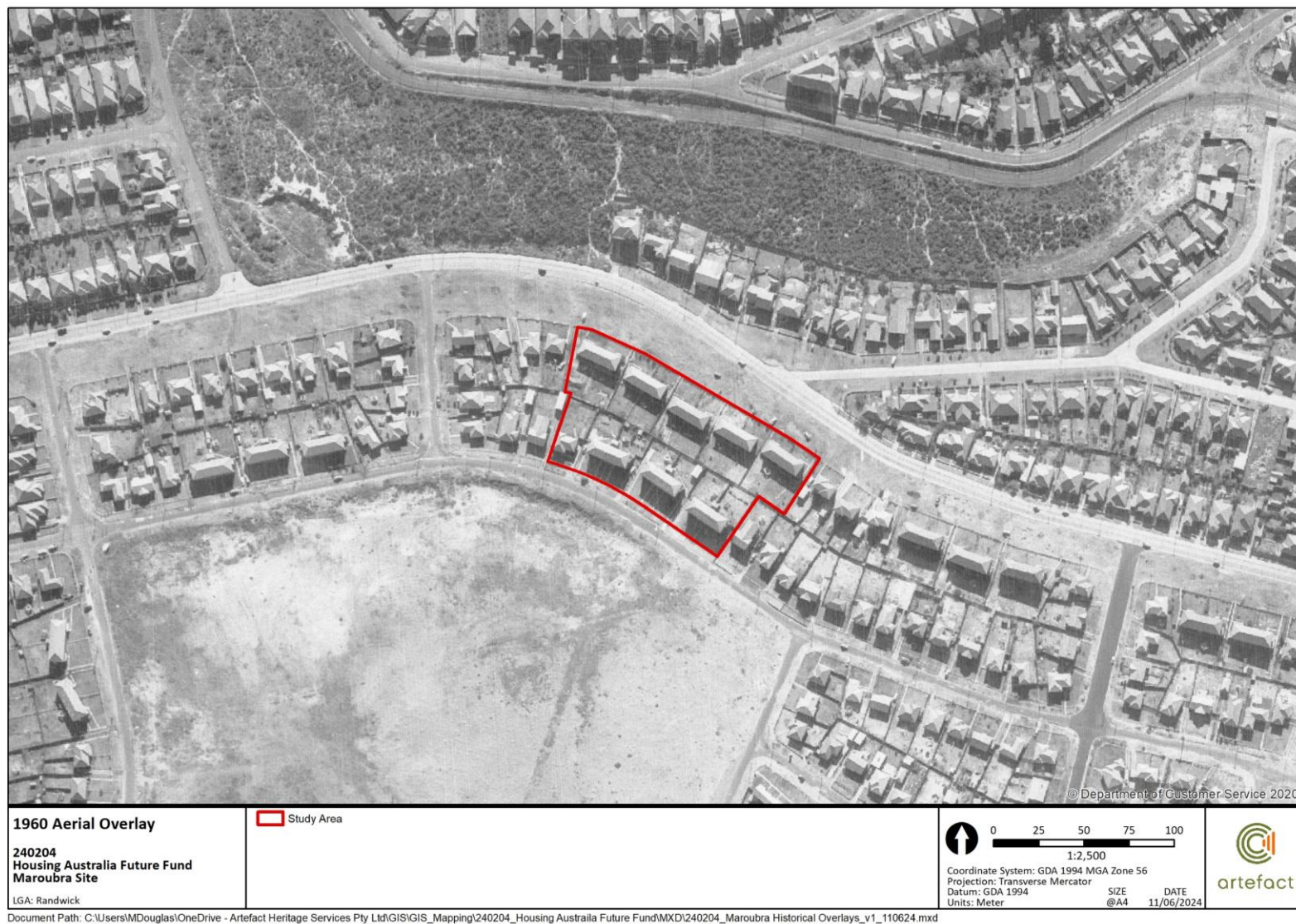


Figure 5: Aerial imagery of study area 1960 (Source: Spatial Collaboration Historical Imagery Viewer)



Figure 6: Aerial imagery of study area 2001 (Source: Spatial Collaboration Historical Imagery Viewer)

3.3 Archaeological potential

Based on a preliminary review of documentary evidence and historical aerial imagery, it has been determined that the first development within the study area occurred in the mid-late 1950s. No earlier structures have been identified within the study area, suggesting that activities prior to this development included land clearance, stock grazing and recreation.

Based on these findings, the study area has low potential to contain significant historical archaeological remains.

4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 Historic heritage

A search of statutory heritage registers has identified no listed heritage items within the study area, or within a 250-metre buffer of the study area.

The preliminary historical research has also identified low potential for the study area to contain historic heritage values, as development commenced in the 1950s.

4.1.2 Historical archaeology

The review of historical documentation and historical aerial imagery has identified that development did not commence in the study area until the mid-late 1950s. No earlier land usage was likely to have generated archaeological remains has been identified.

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

4.2 Recommendations

The following recommendations are made in relation to historic heritage and historical archaeology:

- Based on there being no listed heritage items either within the study area, or within 250 metres of the study area, there is no indication from this preliminary assessment that a Statement of Heritage Impact report is required
- A preliminary review of historical maps and aerial photographs indicates that no further Historical Archaeological Assessment is required
- An unexpected heritage finds procedure should be prepared and incorporated into the Construction Environment Management Plan (CEMP) to be implemented through the works.
- A brief heritage induction should be prepared to advise contractors of what to do in the event that an unexpected heritage find is encountered. The heritage induction should be delivered as part of the project environmental induction given at project commencement.

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artefact

Artefact Heritage and Environment

ABN 73 144 973 526

Suite 56, Jones Bay Wharf

26-32 Pirrama Road

Pymont NSW 2009 Australia

+61 2 9518 8411

office@artefact.net.au

www.artefact.net.au