

**University of Sydney**

**Darlington Road Terraces Mixed Use Building  
Additions and Alterations to the Darlington Road Terraces  
and Public Domain Improvements**

**Statement of Heritage Impact**



Prepared by Ian Kelly  
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Amended May 2020



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## Executive Summary

This Statement of Heritage Impact (SHI) which was prepared to accompany the Environmental Impact Statement for the Darlington Terraces Mixed Use Development (SSD 7539), has been amended to reflect the changes made to the design as a result of the public submissions. The proposed work includes internal alterations, demolition of rear additions and the construction of affordable student accommodation and other educational facilities behind the terrace houses (H13-H58) in Darlington Road, Darlington and public domain improvements. [\[Amendments are highlighted in blue\]](#)

The Secretary's Environmental Assessment Requirements (SEARS) issued by the Department of Planning & Environment (dated 21 March 2016) requires the SHI to address the impact of the Darlington Terraces Mixed Use Development on the following:

- the significance of heritage items on the development site;
- the structural impact of the adaptive reuse of the existing terrace houses;
- the significance of heritage items in the vicinity;
- potential archaeological relics; and
- Aboriginal cultural heritage values.

In preparing the HIS reference was made to the following documents:

- Project 14051 Drawings DA0001 (Issue 7); DA1000 (Issue 5); DA1001 (Issue 3); DA1101 (Issue 5); DA1102 (Issue 5); DA1103 (Issue 5); DA1104 (Issue 5); DA1105 (Issue 5); DA1106 (Issue 5); DA1107 (Issue 5); DA1108 (Issue 5); DA1109 (Issue 5); DA2101 (Issue 8); DA2102 (Issue 8); DA2103 (Issue 8); DA2104 (Issue 8); DA2105 (Issue 8); DA2111 (Issue 8); DA2112 (Issue 8); DA2113 (Issue 8); DA2114 (Issue 8); DA2115 (Issue 8); DA2120 (Issue 2); DA2121 (Issue 8); DA2122 (Issue 8); DA2123 (Issue 8); DA2124 (Issue 8); DA3100 (Issue 8); DA3101 (Issue 2); DA3201 (Issue 7); DA3202 (Issue 7); DA3901 (Issue 6); DA3902 (Issue 6); DA3903 (Issue 6); DA3904 (Issue 2); DA3905 (Issue 2); DA3906 (Issue 2); DA4201 (Issue 2); DA4202 (Issue 2); and DA5100 (Issue 6), prepared by AJ+C Architects ([as amended and dated 05.06.2020](#));
- Conservation Management Plan for 104-119 Darlington Road & 121-123 Darlington Road, Darlington, prepared by Tanner Architects [dated Dec 2008]
- Terraces External Condition – Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C; and
- Terraces Internal Condition - Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C.

With reference to the issues identified in the SEARS, the SHI concludes the following:

i) The significance of heritage items on the development site:

The proposed development will continue the historic residential use of the terrace houses, retain their overall architectural character and improve the character of the Darlington Road streetscape. The demolition and alterations inside the terrace houses involve the removal of some significant heritage fabric (internal walls and staircases) as well as some later, more recent, building fabric (kitchens and bathrooms) of little or no heritage significance.

In particular the removal of the staircase in 17 of the 38 terrace houses is a major loss of a significant element which cannot be easily reversed. The linking of each group of terrace houses by creating openings in the party walls, will result in the loss of some original fabric, however creating these openings will not blur the distinction between each house. The proposed removal of original heritage fabric will be mitigated, somewhat, by its reuse in the restoration of corresponding elements in the matching terrace houses. The removal of some internal walls in the ground floor of houses Nos 94, 102, 103 and 124 will be interpreted through the retention of nibs.

ii) The structural impact of the adaptive reuse of the existing terrace houses:

The proposed structural alterations of the terrace houses and excavations works at the rear of the site will be engineered to ensure the works do not adversely affect the structural integrity of the existing heritage items, in accordance with the Structural Schematic Design Report, prepared by Taylor Thomson Whitting (November 2016).

iii) The significance of heritage items in the vicinity:

The only listed heritage item in the immediate vicinity of the Darlington Road development is the Institute Building (Sydney LEP 2012, Heritage Item No.1523), which occupies the triangular site bounded by City Road, Darlington Road and Butlin Avenue. The Institute Building faces onto City Road, while the Darlington Road terrace houses face the Institute Building's tall rear boundary wall.

The proposed new buildings are located behind the terrace houses, with their heights set a minimum of 200mm below the ridge line of the existing Darlington Road terrace houses, in accordance with Drawing SSD-H-12 Rev.A (SSD 6123, approved 16 February 2015). The proposed development will have no physical or visual impacts on the heritage significance of the Institute Building.

iv) Potential archaeological relics:

Based on the numerous Indigenous and Non-Indigenous archaeological reports that have been prepared the potential for archaeological relics within the proposed Darlington Mixed Use Development site is considered to be low. Ground disturbance could proceed without any archaeological supervision; however, it is recommended that an archaeological watching brief is maintained for the duration of the development. (Casey & Lowe letter, dated 23 June 2016.)

v) Aboriginal cultural heritage values:

The Aboriginal Heritage Impact Assessment (AHIA) prepared by AHMS (February 2016), which covers Aboriginal cultural heritage values across the Camperdown and Darlington campuses, concludes:

*“Consultation with RAPs identified six places retaining cultural values within the subject area. (It is highlighted that while the discussions focused on the six CIP precincts, it also considered the wider Camperdown and Darlington Campuses). These include the Macleay Museum, Shellshar Museum in the Anderson Stewart Building, Mackie Building, the Quad, the Koori Centre, the Sports Ovals and the University entrances.” (AHIA, p.64.)*

The places on University land identified in the AHIA as retaining Aboriginal cultural values are located well away from the subject site. The proposed development is unlikely to have any adverse impact on the Aboriginal cultural heritage values associated with the University campus.

The impact of the mixed-use development on the overall heritage significance of the 38 terrace houses in Darlington Road is considered to be acceptable.

The Darlington Road Mixed Use Development could be approved subject to the following recommendations, which arise from this assessment of heritage impact;

1. The preparation of an external and internal archival recording of the 38 terrace houses, in accordance with the requirements of the NSW Heritage Division, is to be completed prior to the commencement of works;
2. An archaeological watching brief is maintained for the duration of the development;
3. Removed original heritage fabric should be reused, where feasible, in the restoration of corresponding elements in the matching terrace houses.
4. Final details of all works in the terrace houses are to be approved by the UI Heritage Architect prior to construction; and
5. An interpretation strategy to be prepared and implemented prior to the completion of the development.

Ian Kelly  
Heritage Consultant

May 2020



## 1.0 Introduction

### 1.1 Background

This Statement of Heritage Impact (SHI) has been prepared to accompany the Environmental Impact Statement for a proposal to undertake internal alterations, demolition of rear additions and the construction of affordable student accommodation and other educational facilities behind the terrace houses in Darlington Road, Darlington (SSD 7539) and public domain improvements.

### 1.2 Report Objectives

The Secretary's Environmental Assessment Requirements (SEARS) issued by the Department of Planning & Environment (dated 21 March 2016) requires the SHI to address the impact of the Darlington Terraces Mixed Use Development on the following:

- the significance of heritage items on the development site;
- the structural impact of the adaptive reuse of the existing terrace houses;
- the significance of heritage items in the vicinity;
- potential archaeological relics; and
- Aboriginal cultural heritage values.

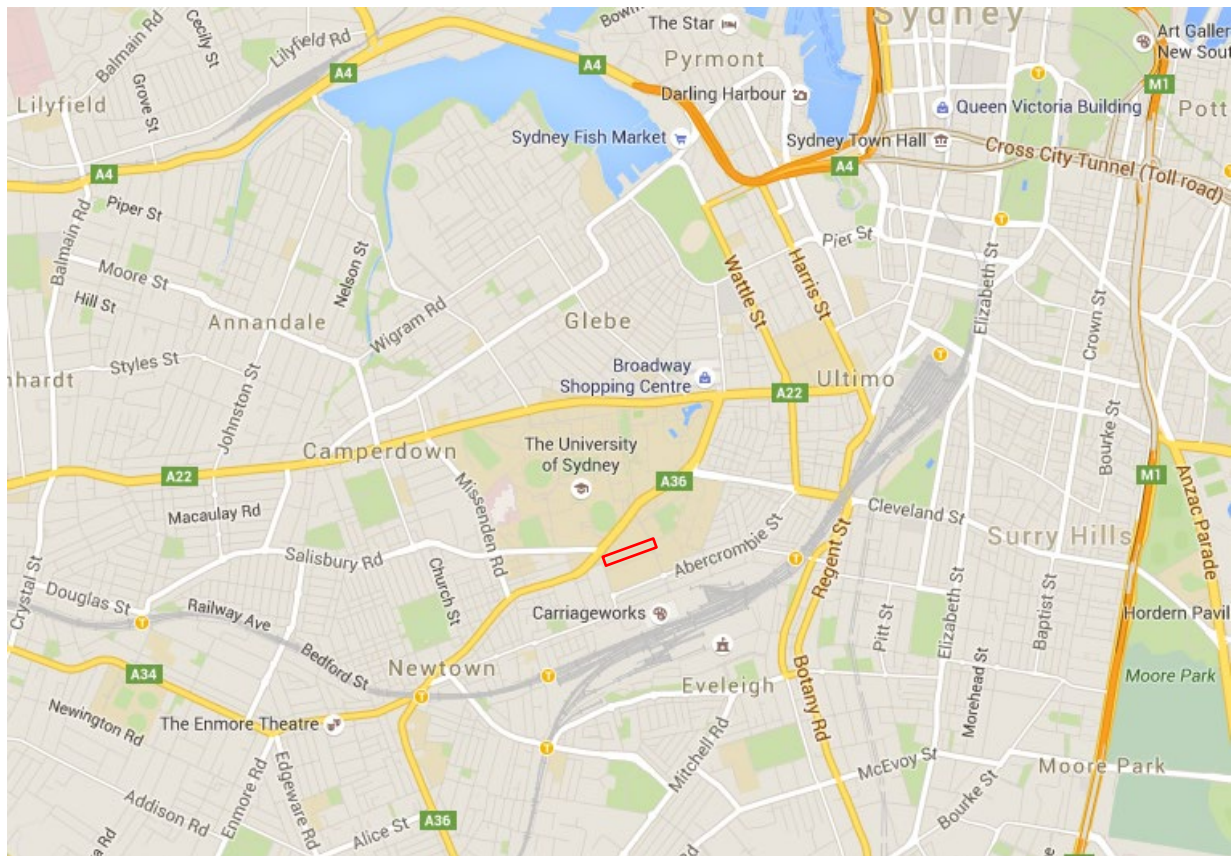
### 1.3 Methodology

This SHI has been prepared generally in accordance with the principles and guidelines of *The Burra Charter (the Australia ICOMOS Charter for Places of Cultural Significance)* and the methodology described in the Statements of Heritage Impact prepared by the NSW Heritage Office.

### 1.4 Site location

Darlington is an inner-city suburb of Sydney, located approximately 3 kilometres south-west of the Sydney central business district, and falls within the governance of the City of Sydney. (Fig.1.1)

The subject row of 38 terrace houses, which the University of Sydney has progressively acquired since 1964, is situated on the southern side of Darlington Road, facing north to the rear wall of the Institute buildings. The long row of houses is bounded by Codrington Street to the east, Golden Grove Street to the west and Darlington Lane to the south. (Note: Houses numbered 88, 90, 91, 92, 93, 94, 97 & 120 are privately owned and are not the subject of this development application.)



**Figure 1.1 Darlington Road, Darlington**  
(source: Google Maps)

The rear yards of these terrace houses back onto Darlington Lane, facing the northern facades of the University's Economics Building and the recently completed Abercrombie Business School. The location of the row of terrace houses within the University of Sydney's Darlington campus is illustrated in Figure 1.2.



**Figure 1.2 Darlington Road Houses located in southern section of the Darlington campus**

(source: Campus Infrastructure and Services)

(Note: The houses numbered 88, 90, 91, 92, 93, 94, 97 & 120 are privately owned and, therefore, are not the subject of this development application.)

## 1.5 Statutory Heritage Framework

The subject row of terrace houses in Darlington Road is located within the City of Sydney. The following table summarises the various Statutory and Non-Statutory Heritage Registers and listings of the Darlington Road terrace houses included in this development.

Place	Register of National Estate (archived)	State Heritage Register	University Section 170 Register	Sydney LEP 2012	National Trust (NSW) Register
86-87 Darlington Rd	Yes	---	---	Item 1528	Yes
88 Darlington Rd	Yes	---	---	Item 1529	Yes
90-93 Darlington Rd	Yes	---	---	Item 1530	Yes
94 Darlington Rd	Yes	---	---	Item 1531	Yes
95 Darlington Rd	Yes	---	---	Item 1532	Yes
96-103 Darlington Rd	Yes	---	---	Item 1533	Yes
104-123 Darlington Rd	Yes	---	---	Item 1534	Yes
124-131 Darlington Rd	Yes	---	---	Item 1535	Yes

**Table 1.1 Statutory and Non-Statutory Heritage Registers**

(Note: There is no house numbered No.89. Houses 88, 90, 91, 92, 93, 94, 97 & 120 are privately owned and are not the subject of this development application. The multiple heritage listings reflect the separate construction of each group of terrace houses in Darlington Road, irrespective of their present ownership.)

## 1.6 Authorship

This report has been prepared by Ian Kelly (M.Arch), heritage consultant for UNIVERSITY INFRASTRUCTURE (UI), University of Sydney. The site has been inspected by the author on several occasions between 2015 and 2020.

Other reports relied upon for information in this report include:

- The University of Sydney Grounds Conservation Plan, prepared by the Planning Team, Campus Infrastructure and Services (2017)
- University of Sydney Aboriginal Heritage Impact Assessment Report, prepared by AHMS, February 2016
- Conservation Management Plan for “Romla” and “Frelin”, 86 - 87 Darlington Road, Darlington prepared by Heather Godfrey, Luis Abarca Ibaceta, David Cooper and David Reynolds, Faculty of Architecture, Planning and Design, University of Sydney, June 2008
- Conservation Management Plan for Terrace Houses at Nos. 95-96 and 98-103 Darlington Road, Darlington prepared by Janice Hogg, Stela Rhaman, Mia Langejans, Daniel O’Keefe, and Fatin Atiqhar Abu Othman, Faculty of Architecture Design and Planning, The University of Sydney, June 2008
- Conservation Management Plan for 104-119 Darlington Road & 121-123 Darlington Road, Darlington, prepared by Tanner Architects, Dec 2008
- Conservation Management Plan for 124-131 Darlington Road, Darlington, prepared by Tanner Architects, Dec 2008
- Guidelines for Alterations and Additions to Terraces, prepared by City of Sydney (1997)

In preparing the HIS reference was made to the following documents:

- Project 14051 Drawings DA0001 (Issue 7); DA1000 (Issue 5); DA1001 (Issue 3); DA1101 (Issue 5); DA1102 (Issue 5); DA1103 (Issue 5); DA1104 (Issue 5); DA1105 (Issue 5); DA1106 (Issue 5); DA1107 (Issue 5); DA1108 (Issue 5); DA1109 (Issue 5); DA2101 (Issue 8); DA2102 (Issue 8); DA2103 (Issue 8); DA2104 (Issue 8); DA2105 (Issue 8); DA2111 (Issue 8); DA2112 (Issue 8); DA2113 (Issue 8); DA2114 (Issue 8); DA2115 (Issue 8); DA2120 (Issue 2); DA2121 (Issue 8); DA2122 (Issue 8); DA2123 (Issue 8); DA2124 (Issue 8); DA3100 (Issue 8); DA3101 (Issue 2); DA3201 (Issue 7); DA3202 (Issue 7); DA3901 (Issue 6); DA3902 (Issue 6); DA3903 (Issue 6); DA3904 (Issue 2); DA3905 (Issue 2); DA3906 (Issue 2); DA4201 (Issue 2); DA4202 (Issue 2), and DA5100 (Issue 6), prepared by AJ+C Architects ([as amended and dated 05.06.2020](#));
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- Terraces Internal Condition - Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C.

## 1.7 Report Limitations

The information in this SHI has been gathered from numerous studies, reports and site visits.



## **2.0 Historical Summary**

### **2.1 Introduction**

The subject row of terrace houses is located within the suburb of Darlington, an inner city suburb of Sydney, NSW. (Figure 1.0) The terrace houses are located approximately three kilometres south-west of the Sydney CBD, in the local government area of the City of Sydney. The houses, which now form part of the Darlington Campus of the University of Sydney, have been progressively acquired by the University since 1964. The following historical background has been taken primarily from the University of Sydney Grounds Conservation Plan (2003) and the Conservation Management Plan for 104-119 Darlington Road & 121-123 Darlington Road, Darlington, prepared by Tanner Architects (2008).

### **2.2 Aboriginal History (Pre –Colonial)**

The Darlington area was occupied by Aboriginal people of the Cadigal and/or Wanngal clans. The freshwater sources and swamps within close proximity of the area, east and west of the Petersham Ridge, may have attracted occasional Aboriginal occupation.

At the time of European settlement the Darlington area is likely to have consisted of bushland, with predominantly Sydney turpentine-ironbark forest, *Eucalyptus* and *Angophora spp.*, as the locality has largely clay soils derived from Wianamatta Shale and shale layers within Hawkesbury Sandstone. (Grounds Conservation Plan 2003) Several creeks, which ran into Sydney Harbour, had their sources within what are now the University grounds. These include Blackwattle Creek, which began in a swampy area where the former Darlington School stands, and another tributary which began in Victoria Park. Both ran north-east through Glebe, Chippendale and Ultimo into the harbour. These freshwater creeks and swamps may have attracted occasional Aboriginal occupation, although there have been no discoveries of any sandstone outcrops, rock shelters or engravings in the immediate grounds vicinity.

### **2.3 1788 - 1850**

Within two years of the colonial settlement of Sydney, Governor Phillip reserved an area then known as 'Kangaroo' Grounds, around Petersham Hill, near the present intersection of Parramatta and City roads, for Crown, church and school purposes. Darlington is located at the southern edge of the School Reserve. An area of 52 acres, situated between what is now Cleveland Street and Golden Grove Street, was purchased by William Hutchinson, an ex- convict, in 1815. Following Hutchinson's death in 1846 the land grant passed to his sons and in the 1860s to his grandsons. During this period the land was used for grazing.

### **2.4 1850 – 1880**

The 1850s saw the beginnings of residential development in the area, as well as the establishment of hotels and commercial buildings. The Municipality of Darlington, consisting of the Darling Nursery (subdivided in 1855), the South Sydney (1856) and the Golden Grove (undeveloped) estates, had been formed in 1864.

Darlington, bounded by Newtown Street (City Road), Cleveland Street, Blackwattle Creek and Forbes Street, was established as a municipality in 1864. At this time the municipality had a population of around 700, contained 169 houses and had approximately 8 kilometres of streets.

The formation of the Darlington roadways was a result of the landscape and natural features. The Blackwattle Swamp Creek bounded the southern side of Darlington; thus guiding the formation of the local roadways situated near the Creek. Darlington Road, previously known as Old Newtown Road, had some rather boggy sections that made travel difficult. Consequently, a new Newtown road (now known as City Road) was constructed further up the hill.

In 1870, the Institute for the Deaf, Dumb, and Blind was established to cater for children with special needs. The Institute building was constructed on a triangular site between City, Darlington and Codrington Roads. Benjamin Backhouse designed the building in the Victorian Italianate style and the property was fenced with a high brick fence with stone piers.

The Darlington Public School, designed by architect was George Allen Mansfield and located adjacent to the Town Hall on Old Newtown Road (now Maze Crescent), opened in 1878. (Fig. 2.1) The school soon faced overcrowding from the rapidly expanding population and new buildings were constructed to accommodate the additional pupils.



**Figure 2.1** Portion of Higinbotham & Robinson's c.1885-1890 Atlas of the Suburbs of Sydney, which delineates the Municipality of Darlington.  
(Source: City of Sydney Archives)

## 2.5 1880 – 1950

Despite the steady growth of Darlington, the Golden Grove Estate was not subdivided until 1879, when the numerous claimants to the estate, by means of mortgages and trusteeships, determined to subdivide and sell the estate. When the estate was put on the market in September 1880 it was the largest and final release of land in the municipality.

Ferdinand Reuss Jnr., surveyed the Golden Grove Estate as a residential neighbourhood with a multitude of narrow and deep lots (typically 20 feet wide and 100 feet deep); each lot with a street frontage and night soil lane behind. Section 34, the subject site along Darlington Road, consisted of 39 lots. The Metropolitan Detail Survey Drawing (1887), which outlines the building footprint of the terrace houses, illustrates how quickly the lots were built upon. (Fig.3.2)

The release of the Golden Grove Estate was well timed to benefit from the development of the nearby Eveleigh railway workshops. As Sydney developed and the state's railway network expanded in the late 1870's, a decision was made to establish new railway workshops on land purchased at Eveleigh. The Eveleigh railway workshops grew to be the largest railway workshop in the Southern Hemisphere and by the turn of the century it was one of the largest employers in Sydney, declining only in the latter half of the 20<sup>th</sup> century. The establishment of other industries including a jam factory, iron foundry, a zinc and brass works, two cabinet factories, a cordial factory, a portmanteau factory and other small industries, provided additional employment opportunities for local residents. Consequently, by 1891 the suburb of Darlington became one of the most densely populated suburbs in Sydney, with its population of 3,500 outnumbering that of Paddington, Redfern or Newtown. The Darlington population remained fairly stable into the early twentieth century, with the population numbering 3,920 in 1918. (Figs. 2.2 and 2.3)



**Figure 2.2 Map of the Municipality of Darlington (1893)**  
(Source: Mitchell Library)

The early twentieth century saw major changes in transportation technologies. As diesel powered engines replaced those powered by steam, the role of the Eveleigh railway workshops as a source of employment declined. From 1920-1940 the public transportation system was greatly improved and the suburbs of Sydney expanded. Inner suburbs such as Darlington became less inhabited as their residents moved into detached housing in the outer suburbs. The residential decline during the 1920s was matched by an increase in low-level industrial buildings in the suburb. The population declined further during the war years (1939-45) when many families, whose men had joined the armed forces, moved to country areas to be closer to relatives. This trend was reversed in the post-war period however, when migration brought new families to the inner-city, close to factory employment. Also many Aboriginal families returned to the area.

## 2.6 1950 – Present

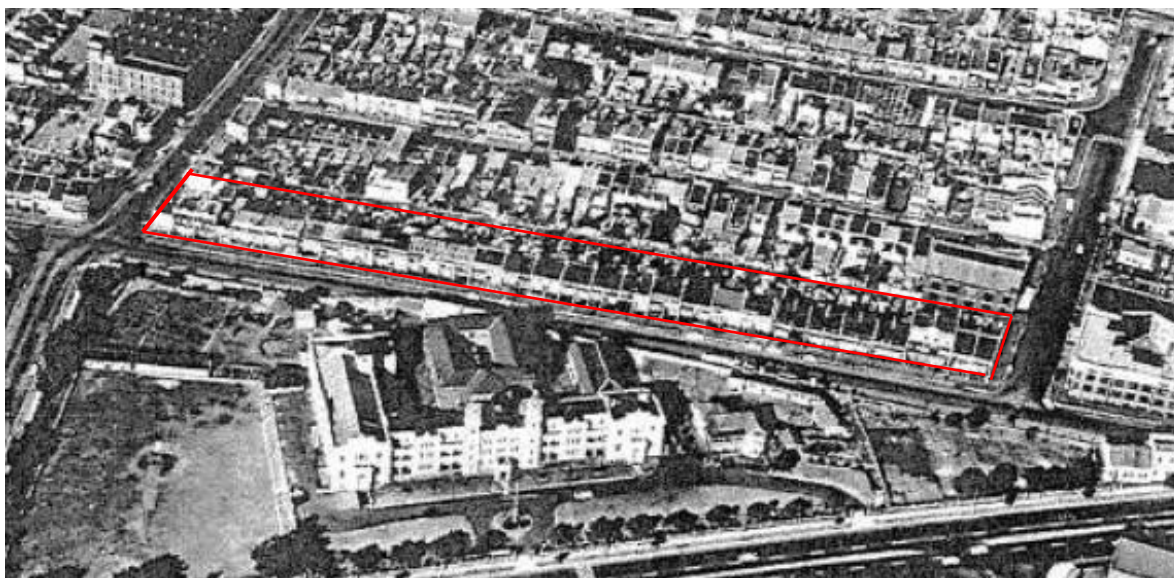
The Post-WWII growth in people seeking a tertiary education placed pressure on the University of Sydney to expand its campus. The state government, acknowledging the need for the University to grow, amended the Cumberland County Plan (1948) accordingly. Subsequently, the City of Sydney Planning Scheme (1958) rezoned part of the Darlington area to 'special uses'. As a result the University was able to extend its boundaries across City Road into the designated 'University Extension Area' in the suburb of Darlington.

New development in the University's Darlington campus included construction of the Faculty of Architecture (1960), the Engineering Precinct (1963-70), the University regiment complex (1963), the Merewether Building (1966), International House (1967), the Wentworth Building (1968), the Seymour Centre (1973) and its associated multi-storey car-park (1976).

The rapid expansion of the University in Darlington resulted in the demolition of about 650 dwellings, as well as shops, factories, bank, post office, the Town Hall and other amenities. Roads and lanes were progressively closed or removed, and the population of Darlington decreased by about 2,000. The surviving parts of Darlington now comprise of numerous terrace houses, the Institute Building, some industrial buildings and a section of the original Darlington Public School.

After a lull in development in the 1980s, further development within the Darlington campus resumed with the construction of the Engineering Link Building (1993), the University Sports Centre (1997), the Economics and Business Building (2002), SIT Building (2006) and the Jane Foss Russell Building (2009). The Abercrombie Precinct, a development bounded by Codrington and Abercrombie Streets, the Darlington Primary School and Darlington Lane, is currently under construction.





**Figure 2.3** Aerial view (c.1940) shows the Institute Building (foreground), with the Darlington Road terrace houses located immediately behind. (Source: University of Sydney Archives)

The University of Sydney is now undertaking the Campus Infrastructure Program (CIP), a seven year (2014-2020) staged program of new development, including new teaching and research facilities and affordable student accommodation, as well as an upgrade of access, public domain and infrastructure. This will enable the University to maintain its position as Australia's leading teaching, learning and research tertiary institution. The proposed increase in the residential capacity of the Darlington Road terrace houses is one of a number of projects to address the CIP's objectives.

## **2.7 Land Ownership**

The residential lots of Section 34 in the Golden Grove Estate were originally bought by property developers, builders and investors, who quickly built their own small groups of terrace houses. By 1888 most of the terrace houses in Darlington Road were completed and occupied. The Sands directories indicate that the houses were held primarily as rental properties, with a majority of property investors owning more than one property. In the few instances where the owner was also listed as the occupant, that owner also possessed the adjacent terrace houses.

This pattern of ownership continued until the 1960's, at which time the University of Sydney, following the rezoning of the Darlington area for 'special uses', began to acquire properties to accommodate the expansion of the University facilities. The University has systematically acquired individual terrace houses in Darlington Road, and now owns 38 of the 45 terrace houses, which are the subject of this report.



### 3.0 Physical Evidence

#### 3.1 Description

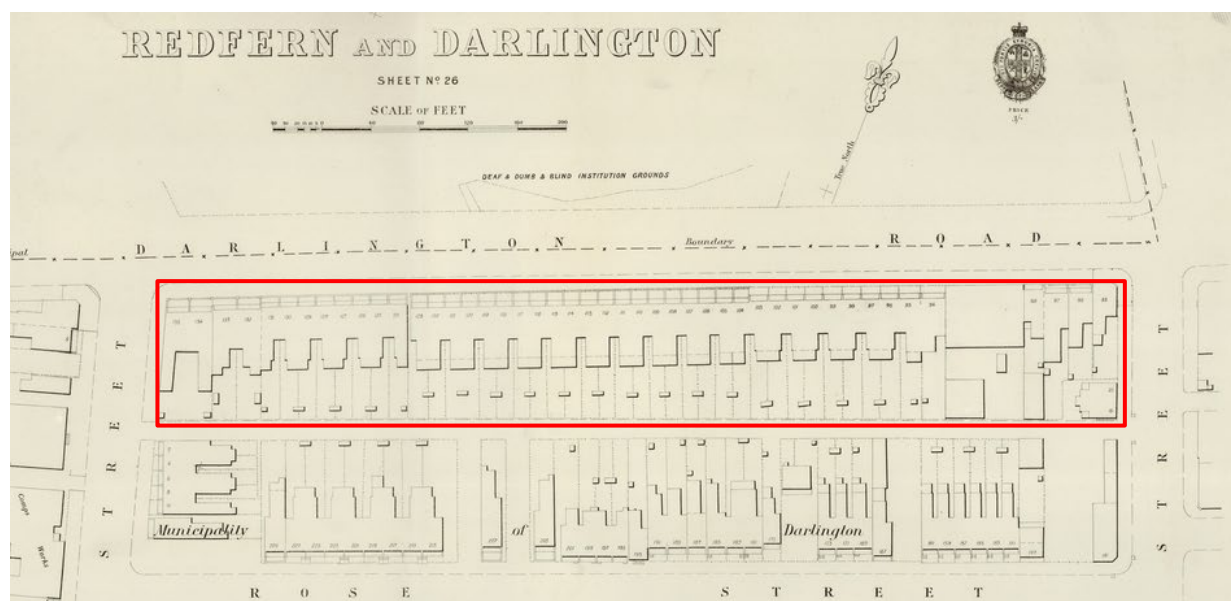
Each lot in Darlington Road contains a terrace house with a front and rear garden; with the front gardens bounded by a wrought iron palisade fence with cast iron finials.

All the houses are built of brick, with stuccoed facades rendered and lined to resemble ashlar. Cast iron balustrades on the upper veranda are a prominent feature on each terrace house. (Fig.3.1) The front verandas were paved originally with encaustic tessellated tiles, but a number of the houses no longer retain these veranda tiles.



**Figure 3.1 A section of the Darlington Road terrace houses**  
(Source: Author, 2015)

Because the construction of the terraces predated the sewerage lines (likely to have been connected sometime after 1889), the houses were provided with outbuildings, situated adjacent to the rear laneway - Darlington Lane. (Fig. 3.2) The location of these outbuildings is evident by the surviving example in the rear yard of terrace No. 98.



**Figure 3.2 The building footprint of the Darlington Road terrace houses (1887)**  
(Source: Redfern Sheet 26, Metropolitan Detail Survey Drawings (1887), Mitchell Library)

Each property has both a front and rear garden. The front garden is relatively small, providing a transition zone from the public to the private domain. The back yards have inconsistent landscaping. Some yards have small pathways created by stones and bricks, sparse grass and soil; while others have been entirely paved with no plantings.

These terrace houses and the street tree plantings along Darlington Road form an important and well-preserved late-Victorian inner urban streetscape. This streetscape is significantly enhanced by the fall of Darlington Road and by the views to the rear of the Institute Building, a grand Victorian Italianate structure which once housed the New South Wales Institution for the Deaf, Dumb and Blind.

The row of terrace houses in Darlington Road is a fine representative example of the inner urban housing that once typified the suburb of Darlington at the end of the nineteenth century and into the first half of the twentieth century.

## **4.0 Heritage Significance**

### **4.1 Introduction**

The assessment of the significance of a place requires an evaluation of the fabric, uses, associations and meanings relating to the place, leading to detailed statement of significance. The heritage assessment criteria, as set out by the NSW Heritage Office in *Heritage Assessments* encompasses seven types of significance as detailed below:

- Criterion A - An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)
- 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 (or the cultural or natural history of the local area)
- Criterion C - An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or in local area)
- Criterion D - An item has strong or special association with a particular community or cultural group in NSW (or local area) 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 (or the cultural or natural history of the local area)
- Criterion F - An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)
- Criterion G - An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or environments (or a class of the local area's cultural or natural places or environments).

The NSW Heritage Office recommends that all criteria be considered when assessing an item's significance, although only complex items are likely to be significant under all the criteria. Places should be compared with similar items of local and/or state significance in order to fully assess their heritage significance.

### **4.2 Analysis of Cultural Significance**

Criterion A: The Darlington Road terrace houses demonstrate the subdivision pattern of the Golden Grove Estate (1880) and the residential development of the suburb of Darlington in the 1880s.

Criterion B: The builders, owners and occupants of the Darlington Road terrace houses were typical of the local population, but not of particular historical note.

Criterion C: The various groups of terrace houses, in their scale, form, internal layout, materials and Victorian Italianate decorative detailing are representative of late-nineteenth century terrace housing constructed in the inner suburbs of Sydney and Melbourne.

Criterion D: With much of the Darlington area now redeveloped, the row of terrace houses in Darlington Road is valued by the local community as an important representative example of a late-nineteenth century Darlington streetscape.

Criterion E: The Darlington Road terrace houses are unlikely to yield any more information about terrace housing than any other terrace houses in the neighbourhood.

Criterion F: The row of terrace houses in Darlington Road is not rare in the suburb of Darlington, nor inner Sydney.

Criterion G: With much of the Darlington area having been redeveloped the row of terrace houses in Darlington Road is an important representative example of a late-nineteenth century Darlington streetscape.

### 4.3 Comparative Analysis

In the 1880's the terrace house was still the most prevalent form of housing built in Australian cities. Only the wealthy could afford to live in the more desirable detached houses in the growing suburbs. While the room layouts of the Darlington Road houses are typical of the terrace housing constructed in the inner suburbs of Sydney and Melbourne in the late-nineteenth century, due to their more desirable location (on a hill and further away from the railway line), these houses are generally wider (between 4.0 to 6.0 metres) than houses elsewhere in Darlington.

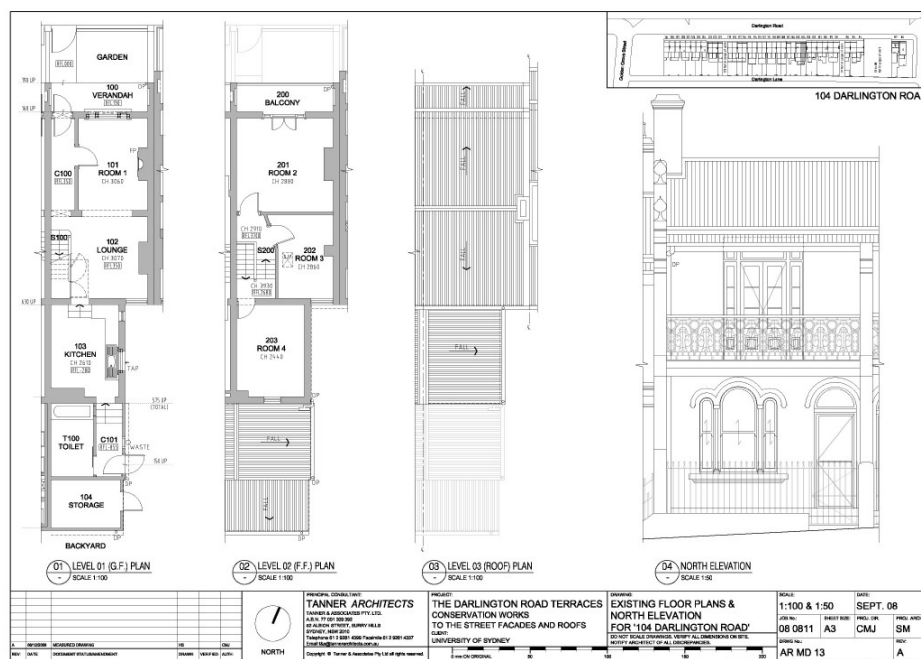
### 4.4 Statement of Significance

The row of terrace houses in Darlington Road (Nos. 86 -131) is of Local heritage significance because:

- It demonstrates the subdivision pattern of the Golden Grove Estate (1880) and the residential development of the suburb of Darlington;
- The various groups of terrace houses, in their scale, form, internal layout, materials and Victorian Italianate decorative detailing are representative of late-nineteenth century terrace housing constructed in the inner Sydney area;
- With the majority of these houses now owned by the University of Sydney and surrounded by university buildings, the Darlington Road terrace houses reflect the post-WWII expansion of the University across City Road into the residential suburb of Darlington;
- and
- With much of the Darlington area now redeveloped the row of terrace houses in Darlington Road is valued by the local community as an important representative example of a late-nineteenth century Darlington streetscape.

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CONSERVATION MANAGEMENT PLAN  
104-119 & 121-123 DARLINGTON ROAD  
DARLINGTON CAMPUS, UNIVERSITY OF SYDNEY

**Figure 4.1 Plans and front elevation of a typical Darlington Road terrace house**

(source: CMP for 104-119 Darlington Road & 121-123 Darlington Road, Darlington, prepared by Tanner Architects (Dec. 2008))



#### 4.5 Grading of Significance

The contribution of the various built elements to the overall heritage significance of the terraces houses has been graded in the two CMPs for 104-119 & 121-123 Darlington Road, Darlington and 124-131 Darlington Road, Darlington, both prepared by Tanner Architects in 2008. These two CMPs specifically cover 27 of the 38 terrace houses included in the proposed development. It is reasonable, however, to apply this grading of significance across all the 38 houses even though they are not all identical in plan and detailing, and also vary in their physical condition.

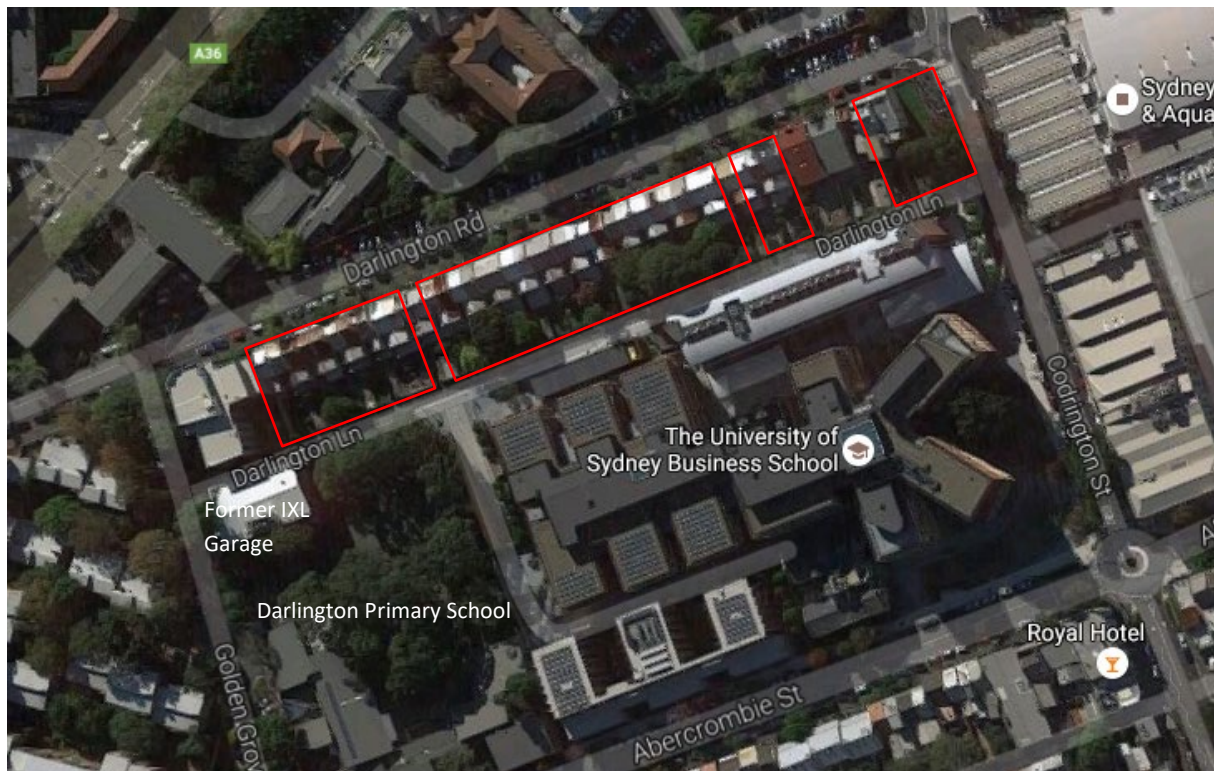
Exceptional Significance	Nil
High Significance	Street elevation; street facing yard; interior spaces and detailing; and rear service wing
Medium Significance	Paired skillion roofed wings of the rear service wing
Low Significance	Attached original laundries and post-1950 laundry and bathroom additions at the rear of each house.

**Table 4.1 Grading of Significance of a typical Darlington Road terrace house**

( Source: CMP for 104 -119 Darlington Road & 121 -123 Darlington Road, Darlington, prepared by Tanner Architects [Dec 2008], pp.55- 57.)

#### 4.6 Curtilage Analysis

The heritage curtilage for the Darlington Road terrace houses is their residential lots, including the front and rear yards of each house. These lots are collectively bounded by Darlington Road (north) fronting the rear perimeter wall of the Institute Building, Codrington Street (east), Darlington Lane (south) and Darlington House (west). (Fig.4.2) Unlike other Darlington laneways, the southern side of Darlington Lane is occupied by the former IXL Garage at the western end, the school yard of Darlington Primary School, the 4 storey Economics Building and the recently completed 5 storey Abercrombie Business School. Darlington Lane is no longer a typical two sided residential back lane.



**Figure 4.2 Curtilage of the Darlington Road terrace houses**

(Source: Google Maps)

Note: House nos. 88, 90, 91, 92, 93, 97 & 120 are privately owned and not part of this development application. The University's Business School, south of Darlington Lane, consists of 4 and 5 storeys buildings.



#### **4.7 Archaeological Potential**

Based on several archaeological reports, and the amount of development that has recently occurred at the place, the University of Sydney Grounds Conservation Management Plan (2017) concluded that the potential for archaeology, either Aboriginal or European, is considered to be low and, therefore, ground disturbance could proceed without any archaeological supervision over the majority of the Camperdown and Darlington campuses.

##### **4.7.1 Aboriginal Archaeology**

Heritage consultants Godden Mackay Logan and JMcDCHM prepared a Preliminary Aboriginal Archaeology Assessment Report (2012) for the redevelopment of the Abercrombie Street Precinct, directly south of the Darlington Road terrace houses. No landscape features associated with Aboriginal archaeological objects or potential Aboriginal archaeological objects were identified within the study area. The report concluded that due to extensive twentieth century construction and landscaping within the precinct, the potential for sub-surface archaeological deposits was assessed as being low.

A more recent archaeological report, the CIP Aboriginal Heritage Due Diligence Report, prepared by Godden Mackay Logan (October 2013, p.29) concluded that the Merewether Precinct has been heavily disturbed and has low potential to preserve sub-surface Aboriginal archaeological deposits below the foundations of the Darlington Road terrace houses and the Institute Building.

The Aboriginal Heritage Impact Assessment (AHIA) prepared by AHMS (February 2016), which covers Aboriginal cultural heritage values across the Camperdown and Darlington campuses, concludes:

*“Consultation with RAPs identified six places retaining cultural values within the subject area. (It is highlighted that while the discussions focused on the six CIP precincts, it also considered the wider Camperdown and Darlington Campuses). These include the Macleay Museum, Shellshear Museum in the Anderson Stewart Building, Mackie Building, the Quad, the Koori Centre, the Sports Ovals and the University entrances.” (AHIA, p.64.)*

The places on University owned land identified in the AHIA as retaining Aboriginal cultural values are located on the University's Camperdown campus, well outside the subject Darlington site.

##### **4.7.2 Historical Archaeology**

An archaeological assessment (1997) and subsequent archaeological testing (2006) of several terrace housing allotments off Darlington Road was carried out by Casey and Lowe (archaeology and heritage consultants). The consultants concluded that archaeological deposits, although possible, were unlikely to remain. After undertaking further archaeological testing on the adjacent Abercrombie site in early 2013 Casey and Lowe concluded that these late nineteenth century properties had a low level of archaeological potential and, therefore, recommended “no further testing is regarded as being necessary. The archaeologist, however, should attend site to record any deposits of artefacts that may be exposed during civil works.” (Casey and Lowe letter, 23 June 2016)

#### **4.8 Heritage Items in the Vicinity**

According to the Sydney LEP 2012 Heritage Map – Sheet HER\_009, the only listed heritage item in the immediate vicinity to the Darlington Road terrace houses is the Institute Building (Heritage Item No.1523). The Institute Building faces City Road and its high rear boundary wall defines the northern edge of Darlington Road.

## 5.0 Description of the Proposal

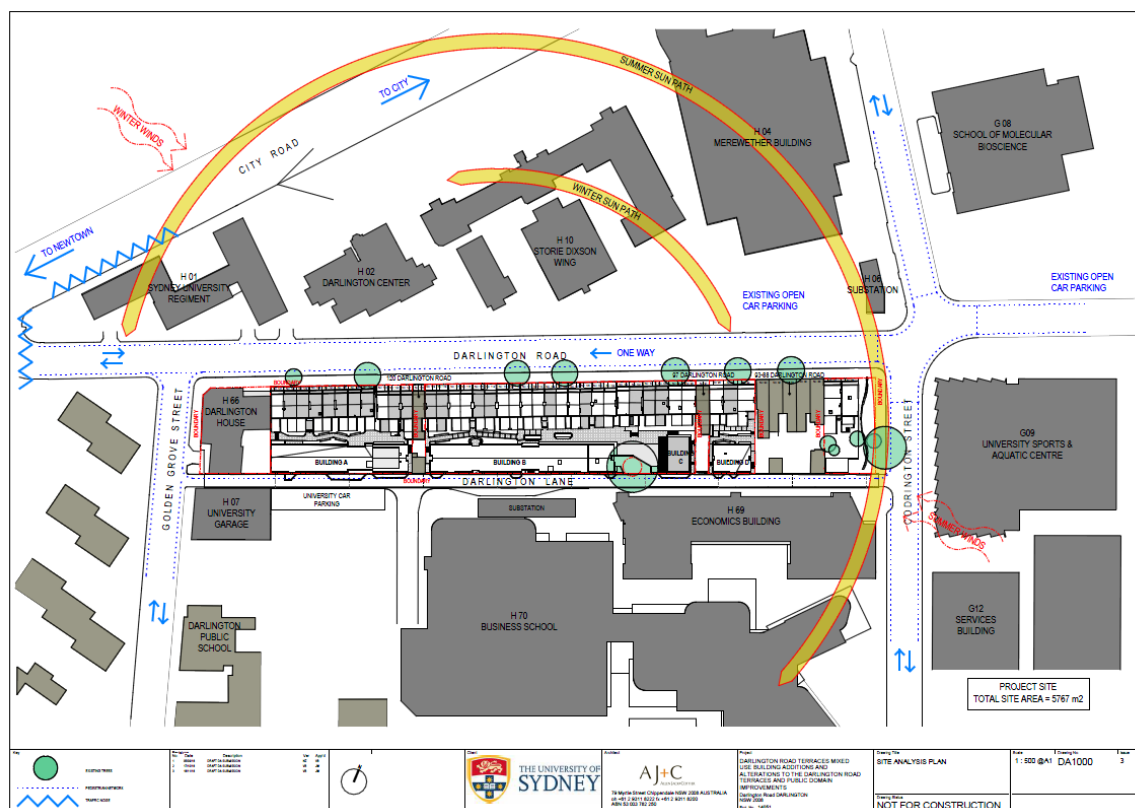
### 5.1 Summary of the Proposal

The proposed Darlington Terraces Mixed Use Development aims to provide the University of Sydney with additional affordable student accommodation and educational facilities. The proposal includes the refurbishment of the existing terrace houses, the demolition of later skillion roofed additions and the construction of four (4) three storey buildings at the rear of the terrace houses, backing onto Darlington Lane for use by the student residents and the wider University community. (Fig. 5.1) In addition, it is proposed to refurbish the two terrace houses at the eastern end of Darlington Road - “Romla” (No.86) and “Frelin” (No.87) - to provide short term accommodation for visiting University academics.

In preparing the HIS reference was made to the following documents:

- Project 14051 Drawings DA0001 (Issue 7); DA1000 (Issue 5); DA1001 (Issue 3); DA1101 (Issue 5); DA1102 (Issue 5); DA1103 (Issue 5); DA1104 (Issue 5); DA1105 (Issue 5); DA1106 (Issue 5); DA1107 (Issue 5); DA1108 (Issue 5); DA1109 (Issue 5); DA2101 (Issue 8); DA2102 (Issue 8); DA2103 (Issue 8); DA2104 (Issue 8); DA2105 (Issue 8); DA2111 (Issue 8); DA2112 (Issue 8); DA2113 (Issue 8); DA2114 (Issue 8); DA2115 (Issue 8); DA2120 (Issue 2); DA2121 (Issue 8); DA2122 (Issue 8); DA2123 (Issue 8); DA2124 (Issue 8); DA3100 (Issue 8); DA3101 (Issue 2); DA3201 (Issue 7); DA3202 (Issue 7); DA3901 (Issue 6); DA3902 (Issue 6); DA3903 (Issue 6); DA3904 (Issue 2); DA3905 (Issue 2); DA3906 (Issue 2); DA4201 (Issue 2); DA4202 (Issue 2); and DA5100 (Issue 6), prepared by AJ+C Architects (as amended and dated 05.06.2020);
- Conservation Management Plan for 104-119 Darlington Road & 121-123 Darlington Road, Darlington, prepared by Tanner Architects [dated Dec 2008]
- Terraces External Condition – Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C; and
- Terraces Internal Condition - Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C.

(Note: the seven Darlington Road terrace houses which are privately owned are not included in the proposed development. The excluded houses (Nos. 88, 90, 91, 92, 93, 97 & 120) are shaded on the location plan. (Fig.5.1)



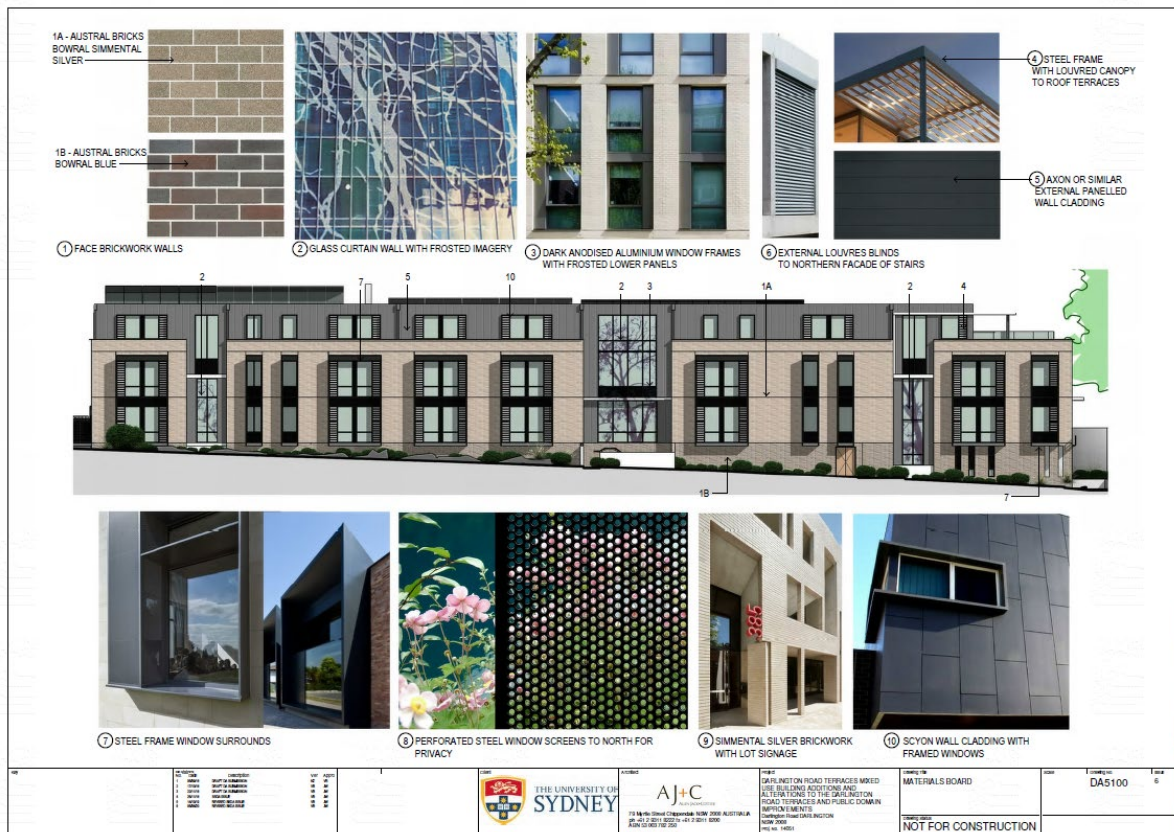
**Figure 5.1 Location Plan of the proposed Darlington Road development**  
(Source: Drawing No.DA1000 (Issue 4), AJ+C Architects)



**Figure 5.2 View of the rear yards from Darlington Lane, site of the new buildings**  
(Source: Author, 2015) Note the existing free standing building fronting Darlington Lane at the rear of No.88 (far right))

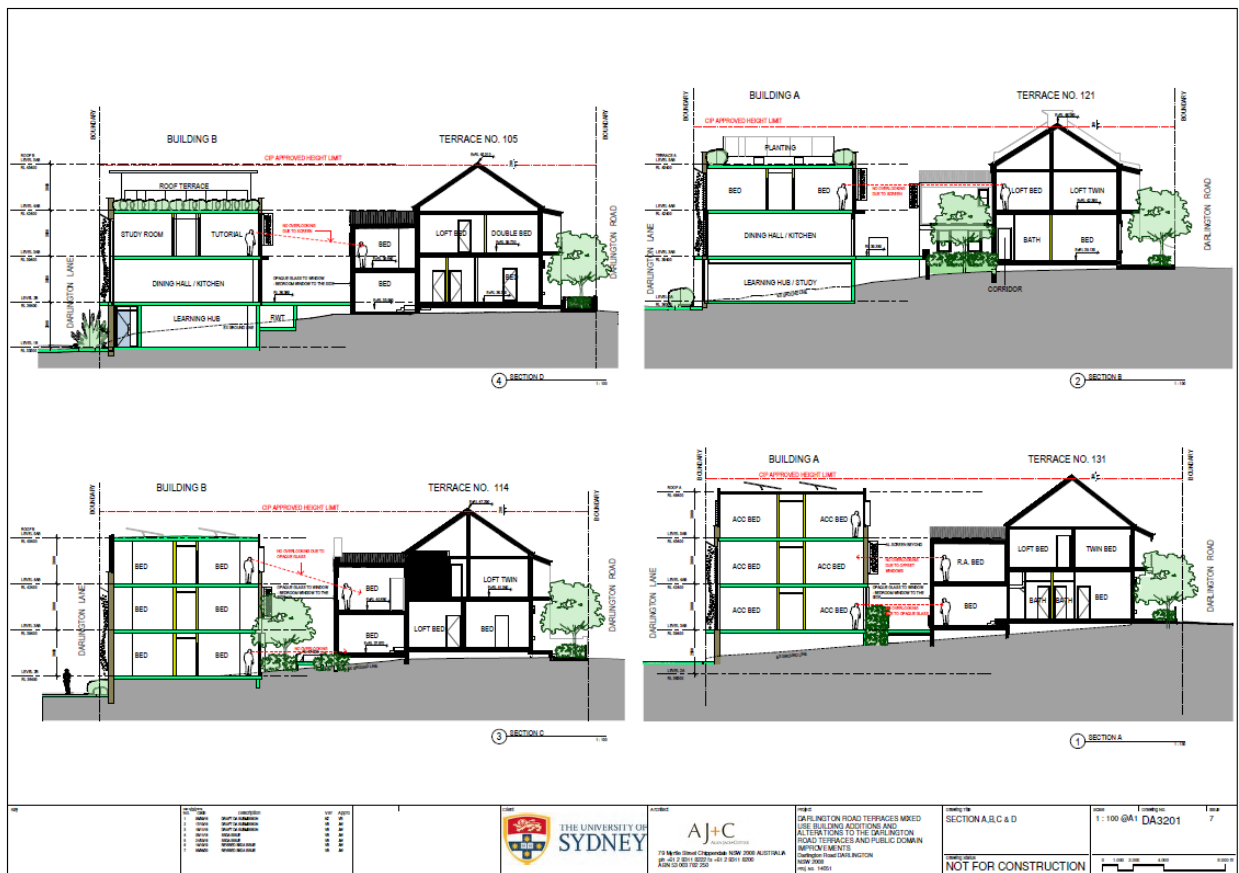
## 5.2 Design Principles

The proposed development is in accordance with the approved Stage 1 CIP building footprint and envelope (SSD 6123) and guided by the policies in the Conservation Management Plans prepared for the various groups of terrace houses. (see References). The nature of the development, however, is such that it is appropriate to assess the heritage impact on the 38 terrace houses as a single group, rather than as 38 individual heritage items.



**Figure 5.3 Elevation [partial] on Darlington Lane**  
(Source: Drawing No. DA5100 (Issue 6), AJ+C Architects)





**Figure 5.4 Sections through the Site (looking west)**  
(Source: Drawing No. DA3201 (Issue 7), AJ+C Architects)



**Figure 5.5 View of proposed development, looking west along Darlington Lane**  
(Source: Drawing No. DA4202 Issue 1, AJ+C Architects)



## **6.0 Assessment of Heritage Impact**

### **6.1 Introduction**

The Secretary's Environmental Assessment Requirements (SEARS) issued by the Department of Planning & Environment (dated 21 March 2016) requires the SHI to address the impact of the Darlington Terraces Mixed Use Development on the following:

- the significance of heritage items on the development site;
- the structural impact of the adaptive reuse of the existing terrace houses;
- the significance of heritage items in the vicinity;
- potential archaeological relics; and
- Aboriginal cultural heritage values.

### **6.2 The significance of heritage items on the development site**

Discussion: The development proposal, in particular the demolition of the later skillion roofed additions, building footprints and the building envelopes, has been assessed using the relevant policies in the two major CMPs prepared by Tanner Architects (2008) for the house Nos.104-119 & 121-123 Darlington Road, Darlington and 124-131 Darlington Road, Darlington. (Table 6.1) These two CMPs provide guidance for 27 of the 38 Darlington Road terrace houses included in this proposed development. The CMPs for the other terrace houses at 86-87 Darlington Road and 95-96 & 98-103 Darlington Road have also been referenced.

Given that the terrace houses and their interiors are listed as heritage items in the Sydney LEP 2012 Heritage Schedule, the development proposal has also been assessed using the *Guidelines for Alterations and Additions to Terraces*, prepared by City of Sydney (1997). (Table 6.2)

### 6.2.1 Assessment against CMP Conservation Policies

(Source: Conservation Management Plan for 104-119 Darlington Road and 121-123 Darlington Road, prepared by Tanner Architects, Dec, 2008)

(Note: The two CMPs prepared by Tanner Architects cover terrace houses Nos.104-119, 121-123 and 124-131 (i.e. 28 of the 38 houses). The other two CMP, which cover houses Nos.86-87, 95-96 and 98-103, were prepared by post-graduate students, and while they were referenced they are not considered as authoritative as the Tanner CMPs.)

Policy	Proposal	Comment
Policy 1 – Heritage Curtilage <i>The curtilage defined by the property's allotment should remain legible in being defined by the individual built structures and boundary fences.</i>	The proposed new student accommodation and educational facilities incorporates the 38 terrace houses at the front of the site and four new three storey buildings backing onto Darlington Lane. (Rear Elevation Drawing No.DA3101, Issue 2)	The property allotments along Darlington Road are not affected by the development, however due to the functional requirements of the new student accommodation and educational facilities it is not possible for the four new buildings at the rear of the site to literally define the original allotments on Darlington Lane. Rather, the facades of the new buildings fronting Darlington Lane have been detailed to maintain the vertical visual rhythm and scale of the original multiple lots. (Fig.5.3, HIS p.14) The individual lots will be interpreted along the laneway. This is an acceptable response
Policy 2 – Heritage Management <i>The University should retain, conserve and manage the terrace as a functional element of intrinsic heritage significance on the Darlington campus.</i>	The University's proposal for new student accommodation and educational facilities incorporates the 38 terrace houses at the front of the site with four new three storey buildings backing onto Darlington Lane.	The proposed development enables the University to retain, conserve and manage the terrace of 38 houses as a functional element of intrinsic heritage significance on the Darlington campus in accordance with Policy 2.  The restoration of the houses is set out in the <i>Terraces External Condition – Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&C. (Appendix G) and the <i>Terraces Internal Condition - Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&C. (Appendix H)
Policy 3 – CMP Adoption <i>The CMP should be adopted as the principal guiding document.</i>	The design of the proposed development has been guided by the CMPs that cover the 38 terrace houses.	In assessing the proposed works this HIS references all the relevant policies in the CMPs.
Policy 4 – BCA Compliance <i>Approaches to BCA compliance should focus on the spirit and intent of the requirements / standards.</i>	The proposed development has several instances where alterations are required to address BCA requirements; i.e. stair dimensions, balustrade heights, accessible paths and entrances.	The specific details of the required building alterations have been developed in accordance with Policy 4 and are assessed against the relevant policies in subsequent sections of this HIS.
Policy 5 – Skilled Professionals <i>The use of skilled and appropriate professional</i>		The architects, landscape architects and other consultants associated with the proposed development all have demonstrated experience of working on heritage places.

<i>supervision from a range of disciplines for conservation activities at the terrace is required.</i>		
<p>Policy 6 – Physical Fabric</p> <p><i>The primary objective of this policy is the retention of original significant fabric in-situ.</i></p>	<p>Table 6.1 (104-119 &amp; 121-123 CMP, pp.74-75) provides Fabric Conservation Guidelines according to the designated level of significance of the fabric: ranging from Exceptional, High, Medium, Low, Neutral to Intrusive.</p>	<p>The loss of original fabric required by the building alterations have been assessed against the Table 6.1 Fabric Conservation Guidance and are assessed against the relevant policies in subsequent sections of this HIS.</p>
<p>Policy 7 – Masonry Walls</p> <p><i>The rendered masonry walls should be conserved, retaining and conserving details of the original wall finish and decorative details.</i></p>		<p>The proposed works will retain and conserve details of the original wall finish and decorative details, in accordance with Policy 7.</p>
<p>Policy 8 – Windows and Doors</p> <p><i>All existing windows and door leafs identified as being of high significance should be retained and conserved in-situ.</i></p>		<p>The proposed works will retain and conserve in-situ all existing windows and door leafs on the Darlington Road façade, with the exception of the three door leafs at Nos.94, 102 and 124, which are required to be slightly widened to provide accessible entrances. The detailing of the widened door leafs will be detailed so as to replicate the original, in accordance with Policy 16.3. (104-119 &amp; 121-123 CMP, p.82)</p>
<p>Policy 9 – Verandas</p> <p><i>Conserve the verandas within a co-ordinated program of works to ensure consistency in appearance.</i></p>		<p>The first floor balcony balustrades on a number of houses will be raised to address BCA requirements, using the same bracket detail already used on a number of adjacent upgraded balconies. The proposed work is in accordance with Policy 9.</p>
<p>Policy 10 – Roofs</p> <p><i>Conserve the roofs within a co-ordinated program of works to ensure consistency in appearance.</i></p>		<p>The roofs are all being conserved in accordance with Policy 10.</p>
<p>Policy 11 – External Roof Elements</p> <p><i>No mechanised ventilation equipment, telecommunication equipment such as satellite dishes, television and radio</i></p>		<p>There are no external roof elements proposed for the roofs of the Darlington Road front [northern] façade, in accordance with Policy 11.</p>

<i>receivers should be visible or detrimentally impact on the front façade.</i>		
<p>Policy12 – Colour of Front Walls  <i>A co-ordinated consistent approach to the colour of the front walls and joinery should be established unless there is documentary and/or physical evidence that indicates otherwise.</i></p>	.	<p>A co-ordinated colour scheme has been established for the Darlington Road front walls and joinery, based on their construction groupings, in accordance with Policy 12. (refer to Drawing DA3100 Issue 8)</p>
<p>Policy 13 – Front Garden  <i>The existing spatial division of the front garden into discrete units determined by built elements should continue and the palisade fence and gate, flanking walls and path be restored.</i></p>		<p>All the front gardens and their palisade fences and gates, flanking walls and paths will be retained and restored, with the exceptions of Nos.94, 102 and 124. The original cast iron gates of Houses Nos. 94, 102 and 124 will be retained in situ, however a small section of the palisade fence will be removed to provide a wider, accessible, entrance. The garden paths will also be relevelled to provide the required accessible gradient.</p> <p>The visual impact of these minor alterations across the full length of the Darlington Road terrace houses is relatively minor, and acceptable.</p>
<p>Policy 14 – Signage  <i>Existing signage [on the front façade] could be retained and future signage is acceptable provided it satisfies the criteria of discretion in siting and design and materials.</i></p>		<p>The only proposed signage will be at the designated entrances into Houses Nos. 94, 102, and will be designed and sited in accordance with Policy 14. All other signage on the front facade will be removed.</p>
<p>Policy 15 – Lighting  <i>External lighting for site security and safety reasons is acceptable provided it satisfies the criteria of discretion in siting and design and materials.</i></p>		<p>External lighting for site security and safety reasons will be detailed and sited in accordance with Policy 15.</p>
<p>Policy 16 – Rear [of houses]  <i>Maintain the rear façade and roof and conserve in-situ original fabric.</i></p>	<p>The proposed footprints of the new buildings and their associated landscape require the demolition of the later skillion roofed additions at the rear of the terrace houses.</p>	<p>In all the CMPs the single storey rear skillion roofed additions, which are not part of the original buildings, have been assessed as having Low significance. Demolition of these additions is in accordance with Table 6.1 Fabric Conservation Guidelines (104-119 &amp; 121-123 CMP, p.75)</p>



<p>Policy 17 – Interiors  <i>The interiors of a [terrace] dwelling should be conserved according to their level of significance, which is basically the contribution of a particular space to the overall character of a typical nineteenth century urban dwelling.</i></p>	<p>Internal walls: Some of the ground floor internal walls in four houses (Nos. 94, 102, 103 and 124) are to be removed to create more spacious student common areas, and administrative offices in houses Nos.102-103.</p> <p>Stairs: In order to maximise the student accommodation, the terrace houses will be modified in groups. This grouping of the student accommodation will result in redundant staircases being removed in 17 houses and the cutting of a doorway through the party wall in a) the hallway and b) the lounge in 21 adjoining houses.</p>	<p>Internal walls, which define the spatial layout of the terrace houses, are ranked as having High significance (104-119 &amp; 121-123 CMP, p.55) Nibs will be retained to indicate the original ground floor layouts in the four houses (Nos. 94, 102, 103 and 124), in accordance with Conservation Policy 17.2 (104-119 &amp; 121-123 CMP, p.82)</p> <p>Stairs: The removal of the 17 staircases runs counter to Conservation Policy 17.4, which recommends the retention of the staircase in each dwelling. (104-119 &amp; 121-123 CMP, p.82) This policy did not contemplate that the houses might function in the future as a group rather than individual houses. An archival record should be made of the staircases prior to their removal.</p> <p>The extant stairs, which are to be modified for BCA compliance, will be detailed to replicate the original details, in accordance with Conservation Policy 17.2. (104-119 &amp; 121-123 CMP, p.82) Elements from the removed stairs will be reused where feasible to repair the other extant stairs.</p>
<p>Policy 18 – Missing Elements  <i>Missing elements of the interiors of a dwelling could be reconstructed if so required by the owner / tenant. Reconstruction should be based on extant examples within the terrace.</i></p>		<p>Elements required to be removed from the houses as part of the adaptation will, where feasible, be reused to replace missing elements elsewhere in the houses. e.g. fireplaces and mantelpieces, as part of the overall restoration of the terrace houses, as set out in the <i>Terraces Internal Condition - Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&amp;C. <b>(Appendix H)</b></p>
<p>Policy 19 – Future Uses  <i>Future uses of the individual dwellings should respond to the identified cultural significance of the terrace and its setting and require minimum new services and no major alterations.</i></p>	<p>The development proposal is to adapt and refurbish the existing terrace houses and construct new affordable student accommodation and educational facilities at the rear of the site.</p> <p>Houses Nos.86 &amp; 87 are to be refurbished to provide short-term accommodation for visiting University academics.</p>	<p>The streetscape of individual dwellings will be retained and the overall appearance of Darlington Road greatly improved. The proposed internal alterations of the terrace houses will result in the amalgamation of the individual houses into a number of inter-connected blocks, with new services.</p> <p>Houses Nos.86 &amp; 87 will retain their individual residential function.</p>

Policy 20 – Alteration of Services <i>Alteration of existing services is acceptable in the context of changes in use or modification of an existing use where it has no detrimental impact on significant fabric.</i>		<p>The existing fixtures and fittings in the bathrooms and kitchens are not original. Their removal and replacement will not result in the loss of significant fabric.</p> <p>Fireplaces and mantelpieces required to be removed from rooms adapted to create new bathrooms will be reused to replace missing elements elsewhere in the houses as set out in the <i>Terraces Internal Condition - Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&amp;C. (<b>Appendix H</b>).</p>
Policy 21 – New Development Policy 21.1 - <i>New works should be limited to the rear of the terrace and be consistent in scale, materials and bulk throughout the row and should not be visible from the public domain of Darlington Road.</i>	<p>The four new three storey buildings are located at the rear of site, backing onto Darlington Lane.</p> <p>SSD 6123 has imposed a height restriction of 200mm below the ridgeline of the extant terrace houses to ensure the new buildings located at the rear of the site would not be visible from the Darlington Road public domain.</p>	<p>The maximum height of the proposed new buildings is 200mm below the ridgeline of the extant terrace houses, in accordance with approved Drawing No.SSD-H-12 Rev. A (SSD 6123).</p> <p>Unlike other rear lanes nearby (e.g. Wilson Lane), Darlington Lane is bounded on the south by the four storey Economics Building and the new 5 storey Abercrombie Business School. The building scale, form and materials of a traditional residential rear lane no longer exists. In addition, the brick building at the rear of No.88 will act as a visual barrier to the new development when it is viewed from Codrington Street.</p>
Policy 21.3 - <i>Changes in the rear yards should ensure that the original subdivision pattern continues to be clearly discernible within the new development.</i>	<p>The approved Stage 1 CIP Concept building footprints and envelopes along the Darlington Lane boundary consists of four buildings which straddle the original lot subdivisions. (Rear Elevation Drawing No.DA3101, Issue 8.)</p>	<p>Due to the functional requirements of the new student accommodation and educational facilities at the rear of the site it is not possible to define the individual new buildings in accordance with the original lot lines. The elevation of the four new buildings fronting Darlington Lane have been detailed to maintain the vertical visual rhythm of the original multiple lots. Markers along Darlington Lane will interpret the original lot lines. (Fig.5.3, HIS p.14)</p> <p>This is an acceptable response.</p>
Policy 21.6 – <i>No breakthrough from Darlington Lane to Darlington Road should be permitted.</i>	<p>Through-site equitable access from Darlington Road to Darlington Lane is provided through Houses Nos.94, 102 and 124 and then through the new buildings at the rear of the site.</p>	<p>The provision of equitable access from Darlington Road requires the widening of the front doors of Houses Nos. 94, 102 and 124.</p> <p>In order to minimise any visual disruption to the individual houses and the Darlington Road streetscape these widened doors will be detailed to replicate the original, in accordance with Conservation Policy 16.3. (104-119 &amp; 121-123 CMP, p.82). This is an acceptable solution</p>
Policy 22 – Maintenance <i>The terrace should be continuously maintained in accordance with a</i>		<p>The development is to be occupied by University students and will be regularly maintained in accordance with the Asset Maintenance Plan included in the University's <i>Heritage Asset Management Strategy</i> (HAMS, Section 3.2, p.41,</p>

<i>planned maintenance and repair programme that is based on regular inspection and prompt preventative action.</i>		revised Jan 2018).
<i>Policy 23 – Drainage Develop and maintain systems that prevent water penetration into the building fabric.</i>		A Stormwater Management Report and Plan (Nov. 2016), prepared by Jacobs, details how the issue drainage is to be addressed. (Appendices I & J)
<i>Policy 24 – Structural Integrity Undertake a full structural assessment of the terrace prepared by a structural engineer experienced in heritage buildings.</i>		A Structural Schematic Design Report (Jun. 2016), prepared by Taylor, Thompson Whitting, details how the issue structural integrity is to be addressed. (Appendix FF)
<i>Policy 25 – Interpretation The interpretation of the terrace should be seen as an important element of the conservation of the place.</i>		The numerous CMPs provided a detailed history of the Darlington Road terrace houses. The physical history of the terrace houses will be interpreted in several ways: markers along Darlington Lane will interpret the original lot subdivisions [see Policy 1, above]; wall nibs will indicate where walls have been removed; and wall graphics will illustrate where stairs have been removed.

## 6.2.2 Assessment against the City of Sydney Guidelines for Alterations and Additions to Terraces

(Source: City of Sydney, 1997)

Policy	Proposal	Comment
Conservation of significant original features (external and internal)	<p>Drawings DA1101 (<a href="#">Issue 5</a>) - DA1109 (<a href="#">Issue 5</a>) inclusive illustrate the extent of the proposed demolition / alteration of external and internal fabric.</p> <p><b>External Building Fabric:</b> The proposed adaptive reuse of the 38 terrace houses involves minimal alteration of the Darlington Road facades.</p> <p>The front gateways and front doors of Houses Nos. 94, 102 and 124 are to be widened to provide equitable access into the student accommodation and educational facilities.</p> <p>The first floor balcony balustrades will be raised to meet BCA requirements.</p> <p>The siting of the new buildings at the rear of the properties requires the demolition of the skillion roofed [later] additions at the rear of the terrace houses. Consequently, a number of ground floor rear windows and doors will be altered to provide improved access, light and privacy.</p>	<p>The houses will, overall, be conserved as set out in <i>Terraces External Condition – Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&amp;C. (Appendix G) and <i>Terraces Internal Condition – Proposed Conservation Schedule</i> [dated 20/05/20] prepared by AJ&amp;C. (Appendix H). The proposed demolition and alterations involve the removal of some significant heritage fabric (discussed below) as well as some later, more recent, building fabric of little or no heritage significance.</p> <p><b>External Alterations and Conservation:</b> The front elevation of each of the Darlington Road terrace houses is ranked as having High significance. (104-119 CMP, p.55)</p> <p>Gates and Fences: The original cast iron gates of Houses Nos. 94, 102 and 124 will be retained in situ, however a small section of the palisade fence will be removed to provide a wider, accessible, entrance. This alteration is acceptable.</p> <p>Front Doors: In order to minimise any visual disruption to the Darlington Road streetscape the widened doors at Houses Nos. 94, 102 and 124 will be detailed so as to repeat their original form, in accordance with Conservation Policy 16.3. (104-119 CMP, p.82) This alteration is acceptable.</p> <p>The first floor balcony balustrades will be raised using the same bracket detail already used on a number of upgraded balconies.</p> <p>In all the CMPs the rear skillion roofed additions, which are not part of the original buildings, are assessed as having Low significance. (104-119 CMP, p.56) Their removal is acceptable.</p> <p>Rear windows and doors: A large number of the rear windows and doors are not original building fabric and, therefore, have little heritage significance. Their loss is offset by the improved amenity for the residents.</p>



	<p><b>Internal Building Fabric:</b> Some of the ground floor internal walls in four houses (Nos. 94, 102, 103 and 124) are to be removed to create more spacious student common areas, and administrative offices in houses Nos.102-103.</p> <p>In order to maximise the student accommodation, the terrace houses will be modified in groups. This grouping of the student accommodation will result in redundant staircases being removed in 17 houses and the cutting of a doorway through the party wall in a] the hallway and b) the lounge in 21 adjoining houses.</p> <p>It is proposed to upgrade the fixtures and fitting in all the existing kitchens and to replace all the first floor bathrooms with new bathrooms.</p>	<p><b>Internal Alterations:</b> Internal walls: The internal walls, which define the spatial layout of the terrace houses, are ranked as having High significance (104-119 CMP, p.55) Nibs, indicating the original ground floor layouts in the four houses (Nos. 94, 102, 103 and 124), will be retained, in accordance with Conservation Policy 17.2 (104-119 CMP, p.82)</p> <p>New stud framed plasterboard internal walls elsewhere in the houses are relatively reversible.</p> <p>Stairs: The removal of the 17 staircases runs counter to Conservation Policy 17.4, which recommends the retention of the staircase in each dwelling. (104-119 CMP, p.82) This policy did not contemplate that the houses might function in the future as a group rather than individual houses. An archival record should be made of the staircases prior to their removal.</p> <p>The extant stairs, which are to be modified for BCA compliance, will be detailed to replicate the original details, in accordance with Conservation Policy 17.2 (104-119 CMP, p.82).</p> <p>Doorways: The cutting of doorways through the party walls will result in the loss of some original brickwork and some erosion of the integrity of each individual house, but the evident thickness of the openings will interpret this intervention.</p> <p>Kitchens and Bathrooms: The existing kitchens and bathrooms in the terrace houses have been altered numerous times over the past century. They retain no significant heritage fabric. Their replacement and upgrade has a minimal impact on heritage significance.</p>
Retain the architectural integrity and character of the terrace housing	<p>The development has been designed to keep alterations of the existing 38 terrace houses to a minimum, while upgrading the buildings to meet current standards for affordable student accommodation, provide additional educational facilities and, also, address issues of equitable access.</p>	<p>The proposed external conservation works will enhance the overall architectural integrity and character of the 38 terrace houses, in particular the Darlington Road streetscape.</p> <p>The proposed internal alterations, specifically the loss of the staircases, will have an adverse impact on 21 of the 38 terrace houses. The removal of original fabric will be mitigated somewhat by its reuse, where feasible, elsewhere in the restoration of the terrace houses.</p> <p>Existing significant original details, fixtures and fittings, including fireplaces, doors, timber mouldings, plaster details, etc., throughout the 38 terrace houses will be retained where feasible.</p>

Maintain the streetscape character	SSD 6123 has imposed a height restriction of 200mm below the ridgeline of the extant terrace houses to ensure the new buildings located at the rear of the site will not be visible from the Darlington Road public domain.	<p>The maximum building height and rear siting of the new buildings ensures they will not be visible from Darlington Road.</p> <p>The proposed external conservation works will enhance the overall character of the Darlington Road streetscape.</p>
Continue the historic residential use	The proposed new works provides additional student accommodation and educational facilities in the terrace houses.	The provision of upgraded student accommodation and educational facilities will enable the terrace houses to continue being used for residential purposes.
Provide a minimum area of 20m <sup>2</sup> open space	The development provides for shared common open spaces between the back of the existing terrace houses and the proposed new buildings at the rear of the sites, as well as a pocket park at the eastern end of the site.	The Landscape Design Report, prepared by Oculus ( <a href="#">May 2020, Rev.A</a> ), illustrates the size and quality of the landscaped external areas across the mixed use development sites.
Ensure the quality of design and choice of materials	It is the University's stated objective that all its affordable student accommodation demonstrates a high standard of residential amenity.	Renown architects Allen Jack + Cottier have designed the development to satisfy this objective.
Retain the privacy of the neighbours	The proposed new buildings in the development abuts 3 of the 7 privately owned terrace houses in Darlington Road. (see Site Plan Drawing No. <a href="#">DA1001 Issue 3</a> ).	<p>Maintaining the privacy of the 3 privately owned terrace houses adjoining the development has been addressed by the use of blank walls and building setbacks along the side boundaries.</p> <p>The buildings on the southern side of Darlington Lane include the former IXL Garage (now a University administrative building), the Darlington Primary School Playground, the 4 storey Business School and the recently completed 5 storey Abercrombie Building. The privacy of these building occupants will not be adversely affected by the development.</p>

**Conclusion:** The proposed development will continue the historic residential use of the terrace houses, retain their overall architectural character and improve the character of the Darlington Road streetscape. The demolition and alterations inside the terrace houses involve the removal of some significant heritage fabric (internal walls and staircases) as well as some later, more recent, building fabric (kitchens and bathrooms) of little or no heritage significance. In particular, the removal of the staircase in 17 houses is a major loss of a significant element which cannot be easily reversed, whereas the removal of some internal walls will be interpreted through the retention of nibs. The proposed removal of original heritage fabric can be mitigated somewhat by its reuse in the restoration of corresponding elements in the matching terrace houses.

It is recommended that an external and internal archival recording of all the terrace houses, prepared in accordance with the requirements of the NSW Heritage Division, is completed prior to the commencement of works. In addition, an interpretation strategy should be prepared and implemented prior to the completion of the development.

### **6.3 The structural impact of the adaptive reuse of the existing terrace houses**

**Discussion:** The proposed adaptive reuse of the terrace houses will result in the removal of a number of ground floor internal walls in houses Nos. 94, 102, 103 and 124. The Structural Schematic Design Report, prepared by Taylor Thomson Whiting (November 2016), provides guidance on the required structural design to ensure that the removal of these walls does not adversely affect the structural integrity of the terrace houses. The same report also provides guidance on the excavations and construction works at the rear of the site in order to retain the structural integrity of the terrace houses.

**Conclusion:** The proposed structural alterations of the terrace houses and the works at the rear of the site will be engineered to ensure the works do not adversely affect the structural integrity of the existing heritage items.

### **6.4 Impacts on the significance of Heritage Items in the Vicinity**

**Discussion:** The only listed heritage item in the immediate vicinity to the Darlington Road terrace houses is the Institute Building (Sydney LEP 2012, Heritage Item No.1523), which occupies the adjacent triangular site bounded by City Road, Darlington Road and Butlin Avenue. (Fig.1.1) The Institute Building faces onto City Road, while the Institute's tall rear boundary wall faces the Darlington Road terrace houses.

The street facades of the Darlington Road terrace houses are to be refurbished, thereby improving the appearance of the streetscape. The proposed new buildings to accommodate additional students are located behind the terrace houses. In accordance with Drawing SSD-H-12 Rev. A (SSD 6123, approved 16 February 2015) the height of the new buildings at the rear of the site are a minimum of 200mm below the ridge line of the Darlington Road terrace houses.

**Conclusion:** Due to their location at the rear of the Darlington Road terrace houses, the proposed new buildings will be out of sight of the Institute Building. The proposed development will have no physical or visual impacts on the heritage significance of the Institute Building.

### **6.5 Archaeological Relics**

#### **6.5.1 Aboriginal Archaeology:**

**Discussion:** Heritage consultants Godden Mackay Logan and JMcDCHM prepared a Preliminary Aboriginal Archaeology Assessment Report (2012) for the redevelopment of the Abercrombie Street Precinct, directly south of the Darlington Road houses (on the opposite side of Darlington Lane). No landscape features associated with Aboriginal archaeological objects or potential Aboriginal archaeological objects were identified within the study area. The report concluded that due to extensive twentieth century construction and landscaping within the precinct, the potential for sub-surface archaeological deposits was assessed as being low.

A more recent report, the CIP Aboriginal Heritage Due Diligence Report, prepared by Godden Mackay Logan (October 2013, p.29) concludes that the Merewether Precinct has been heavily disturbed and has low potential to preserve subsurface Aboriginal archaeological deposits below the foundations of the Darlington Road terrace houses and the Institute Building.

### **6.5.2 Indigenous Archaeology:**

Discussion: An archaeological assessment (1997) and subsequent archaeological testing (2006) of several terrace housing allotments off Darlington Road has been carried out by Casey and Lowe (archaeology and heritage consultants). The consultants concluded that archaeological deposits, although possible, were unlikely to remain. After undertaking further archaeological testing on the adjacent Abercrombie site in early 2013 Casey and Lowe concluded that these late nineteenth century properties had a low level of archaeological potential and recommended “no further testing is regarded as being necessary. The archaeologist, however, should attend site to record any deposits of artefacts that may be exposed during civil works.” (Casey and Lowe letter, 23 June 2016.

Conclusion: Based on these reports the potential for archaeological relics, either Aboriginal or European, within the proposed Darlington Mixed Use Development site is considered to be low. Ground disturbance could proceed without any archaeological supervision; it is, however, recommended that an archaeological watching brief is maintained for the duration of the development.

### **6.6 Aboriginal Cultural Heritage Values**

Discussion: The Aboriginal Heritage Impact Assessment (AHIA) prepared by AHMS (February 2016), which covers Aboriginal cultural heritage values across the University’s Camperdown and Darlington campuses, concludes.

*“Consultation with RAPs identified six places retaining cultural values within the subject area. (It is highlighted that while the discussions focused on the six CIP precincts, it also considered the wider Camperdown and Darlington Campuses). These include the Macleay Museum, Shellshear Museum in the Anderson Stewart Building, Mackie Building, the Quad, the Koori Centre, the Sports Ovals and the University entrances.” (AHIA, p.64.)*

The places on the University lands identified in the AHIA as retaining Aboriginal cultural values are located well away from the subject site.

Conclusion: The proposed development is unlikely to have any adverse impact on the Aboriginal cultural heritage values associated with the University’s Camperdown and Darlington campuses.



## **7.0 Conclusions and Recommendations**

### **7.1 Conclusions**

The proposed Darlington Terraces Mixed Use Development, which incorporates 38 terrace houses in Darlington Road, includes the demolition of rear additions, internal alterations and the construction of new affordable student accommodation and educational facilities at the rear of the site. The development has been designed so as to keep alterations within the 38 terrace houses to a minimum, while meeting current standards for affordable student accommodation and addressing issues of equitable access.

#### **7.1.1 Significance of heritage items on the development site**

The proposed development will continue the historic residential use of the terrace houses, retain their overall architectural character and improve the character of the Darlington Road streetscape. The demolition and alterations inside the terrace houses involve the removal of some significant heritage fabric (internal walls and staircases) as well as some later, more recent, building fabric (kitchens and bathrooms) of little or no heritage significance. In particular, the removal of the staircase in 17 houses is a major loss of a significant element which cannot be easily reversed, whereas the removal of some ground floor internal walls in houses Nos. 99, 102, 103 and 124 will be interpreted through the retention of nibs. The linking of each group of terrace houses by creating openings in the party walls will result in the loss of some original fabric, however the openings will not blur the distinction between each house. The proposed removal of original heritage fabric can be mitigated somewhat by its reuse in the restoration of corresponding elements in the matching terrace houses.

Overall, the impact of the mixed use development on the heritage significance of the 38 terrace houses in Darlington Road is considered to be acceptable.

#### **7.1.2 Structural impact of the adaptive reuse of the existing terrace houses**

The proposed structural alterations of the terrace houses and the works at the rear of the site will be engineered to ensure the works do not adversely affect the structural integrity of the existing heritage items.

#### **7.1.3 Significance of heritage items in the vicinity**

Due to their location at the rear of the Darlington Road terrace houses, the four new buildings will have no physical or visual impacts on the heritage significance of the Institute Building.

#### **7.1.4 Potential archaeological relics**

Based on numerous archaeological reports the potential for archaeological relics, either Aboriginal or European, within the proposed Darlington Mixed Use Development site is considered to be low. Ground disturbance could proceed without any archaeological supervision; it is recommended that an archaeological watching brief is maintained for the duration of the development.

#### **7.1.5 Aboriginal cultural heritage values**

The places on the University lands identified in the Aboriginal Heritage Impact Assessment (AHIA), prepared by AHMS (February 2016), as retaining Aboriginal cultural values are located well away from the subject site. The proposed development is unlikely to have any adverse impact on the Aboriginal cultural heritage values associated with the University's Camperdown and Darlington campuses.

### **7.2 Recommendations**

The Darlington Road Mixed Use Development could be approved subject to the following recommendations, which arise from this assessment of heritage impact;

1. The preparation of an external and internal archival recording of the 38 terrace houses, in accordance with the requirements of the NSW Heritage Division, is to be completed prior to the commencement of works;
2. An archaeological watching brief is maintained for the duration of the development;
3. Removed original heritage fabric should be reused, where feasible, in the restoration of corresponding elements in the matching terrace houses.
4. Final details of all works in the terrace houses are to be approved by the UI Heritage Architect prior to construction; and
5. An interpretation strategy should be prepared and implemented prior to the completion of the development.

## 8.0 References

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- Archaeological Testing: 241-277 Rose Street, Darlington Campus, University of Sydney, prepared by Casey & Lowe Associates, 2001
- Aboriginal Heritage Due Diligence Report, University of Sydney Campus Improvement Program, prepared by Godden Mackay Logan, 2013
- Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013
- Conservation Management Plan for "Romla" and "Frelin", 86 - 87 Darlington Road, Darlington, prepared by Heather Godfrey, Luis Abarca Ibaceta, David Cooper and David Reynolds, Faculty of Architecture, Planning and Design, University of Sydney, June 2008
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- Conservation Management Plan for 124-131 Darlington Road, Darlington, prepared by Tanner Architects, Dec 2008
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- Landscape Design Report, prepared by Oculus, (Rev.A, May 2020)
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- Structural Schematic Design Report, prepared by Taylor Thomson Whiting, November 2016
- Terraces External Condition – Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C
- Terraces Internal Condition - Proposed Conservation Schedule [dated 20/05/20] prepared by AJ&C
- University of Sydney Aboriginal Heritage Impact Assessment, prepared by AHMS, February 2016
- University of Sydney Grounds Conservation Management Plan, prepared by the Planning Team, Campus Infrastructure Services, 2017