

# STATEMENT OF HERITAGE IMPACT

**Proposed development at  
106-112 Church Street,  
CAMPERDOWN**



Job No. 2581  
May 2016

**Heritage21**  
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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Cover page: Subject site at Lot 101, DP 1179349, as viewed from a South-east angle (Source: Heritage 21, 22.04.2016)

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment.	06.05.16	CS	K.B	CS
2	Draft report (D2) issued for comment.	11.05.16	CS		CS
3	Final report (R1) issued to client.	11.05.16	CS		CS

## 1.0 INTRODUCTION

### 1.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared on behalf of NSW Department of Health, the owner of 106-112 Church Street, Camperdown, in the context of a development application submission for development located adjacent to the Queen Mary Building within the Royal Prince Alfred Hospital Campus.

### 1.2 Site Identification

The subject site is located at 106-112 Church Street, Camperdown, which falls within the boundaries of the City of Sydney local government area. The site is legally defined as Lot 101, DP 1179349. It is located on the south side of Church Street and the west side of Lucas Street as depicted in Figure 1 below.



Figure 1. Aerial view of locality with approximate boundaries of the subject site outlined in blue.<sup>1</sup>

### 1.3 Heritage Status

#### 1.3.1 City of Sydney Local Environment Plan 2012

The subject site is not listed as an item of environmental heritage in the City of Sydney Local Environmental Plan 2012 (SLEP). The subject site is not located within the boundaries of any Heritage Conservation Area as listed under the SLEP.

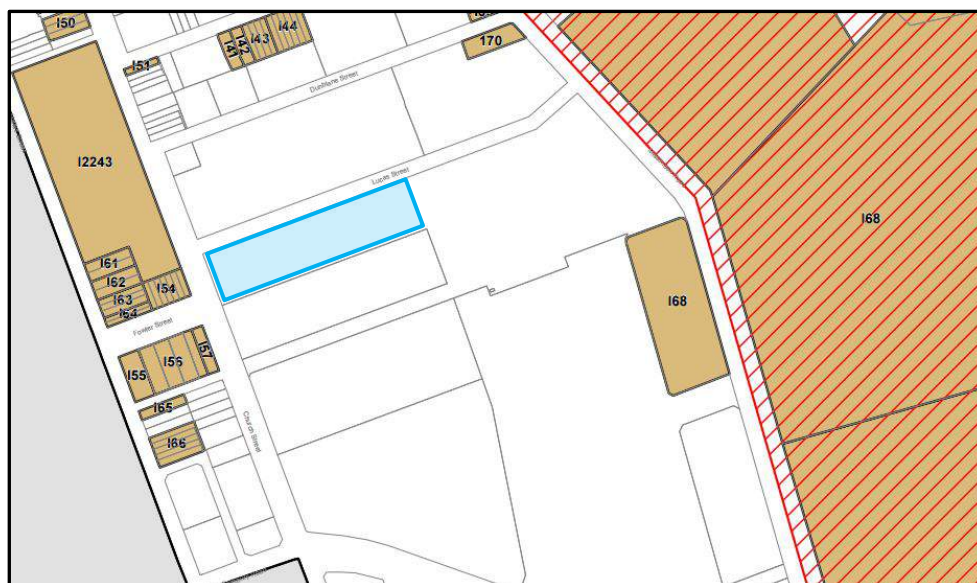
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<sup>1</sup> NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>.

The subject site is within the vicinity of the following items of environmental heritage as listed in the SLEP:

Suburb	Item Name	Address	Property Description	Significance	Item no
Camperdown	Royal Prince Alfred Hospital ground including buildings and their interiors, trees and grounds	Missenden Road	Lot 101, DP 819559; Lot 1, DP S60610	State	I68
Camperdown	Former corner shop and residence	70 Church Street	Lot 1, DP 742989	Local	I51
Camperdown	Terrace group including interiors	2-14 Fowler Street	Lot 1, DP 135243; Lot 1, DP 745195; Lot 1, DP 135242; Lot 1, DP 780895; Lot 1, DP 995838; Lot 1, DP 738616	Local	I54
Camperdown	Warehouse including interior	65-67 Fowler Street	Lot 50, DP 1101290 (SP 77532)	Local	I55
Camperdown	Terrace group including interiors and front fences and gates	69-87 Fowler Street	Lots 2-4, DP 975361; Lot 1, DP 136432	Local	I56
Camperdown	Terrace group including shop front alterations and interiors	89-91 Fowler Street	Lot 1, DP 745761	Local	I57
Camperdown	Terrace group including interiors	122-124 Mallett Street	Lots A and B, DO 107255	Local	I64
Camperdown	Former Bonds Industries complex including building interiors, Electricity Substation No 181, Chesty Bond Mural and former commercial building façade (at 97-99 Church Street) for "Bonds Cafeteria"	64-106 Mallett Street	Lot 1, DP 785957	Local	I2243

Among the heritage items in the vicinity listed above, the subject site is located within the visual catchment area of 2-14 Fowler Street (I54), 89-91 Fowler Street (I57) and 64-106 Mallett Street (I2243).



**Figure 2.** Heritage map HER\_002 showing the location of subject site outlined in blue and heritage items in the vicinity in brown.<sup>2</sup>

### 1.3.2 Section 170 Register (Statutory Listing)

Section 170 Registers list heritage items owned by NSW State Government Agencies in accordance with the Heritage Act 1977. The School for Nursing (Building 51) is located within the subject site and is listed on the NSW Department of Health's Preliminary Section 170 Heritage and Conservation Register (s. 170 Register). Adjacent to the subject site is the Queen Mary Building that is also listed within the NSW Department of Health's Section 170 Register

Suburb	Item Name	Address	Property Description	Significance	Database no
Camperdown	School for Nursing	Building 51 67-81 Missenden Road	Lot 101, DP 1179349	NSW Department of Health Section 170 Register	3540546
Camperdown	Queen Mary Building	112A Church Street	Lot 100, DP 1179349	NSW Department of Health Section 170 Register	3540545

### 1.3.3 Other Statutory and Non-Statutory Listings

The subject site is not listed on the World Heritage list, the National Heritage List, the Commonwealth Heritage List, the NSW State Heritage Register, the Register of the National Trust of Australia (NSW) or the Register of National Estate.

<sup>2</sup> City of Sydney, 'Heritage Map - Sheet HER\_002', accessed 21 April 2016, [http://www.legislation.nsw.gov.au/map/7200\\_COM\\_HER\\_002\\_005\\_20151218.pdf?id=511e3617-fd51-4a35-9369-a7378d34b57e](http://www.legislation.nsw.gov.au/map/7200_COM_HER_002_005_20151218.pdf?id=511e3617-fd51-4a35-9369-a7378d34b57e).



## 1.4 Purpose

The subject site is located in the vicinity of the aforementioned heritage items. Sections 5.10(4) and 5.10(5) of the SLEP requires Council to assess the potential heritage impact of non-exempt development such as the proposed (refer to Section 4.1) onto the cultural significance of items in the vicinity of a heritage item. This report has been prepared on behalf of NSW Department of Health to enable City of Sydney Council to ascertain whether or not the proposal will have a negative, neutral or positive impact upon the significance of these heritage items. This assessment is carried out in Section 4.3 below.

Additionally, the subject site includes the School for Nursing building which is listed under the NSW Department of Health's Heritage and Conservation Register as pursuant to S.170 of the NSW Heritage Act 1977.

Therefore, this report has been prepared, on behalf of the owner of the subject site to enable City of Sydney Council and the NSW Heritage Council to ascertain whether or not the proposal (as described in Section 5 below) will have a negative, neutral or positive impact upon the significance of the subject site and the heritage items in its vicinity so that a decision may be made as to the Development Application. This assessment is carried out in Section 4.3 below.

## 1.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact and Assessing Heritage Significance* published by the Heritage Branch of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*.

## 1.6 Authors

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared by Paul Rappoport and Caitlin Stevens of Heritage 21, Heritage Consultants.

## 1.7 Limitations

- This SOHI is based upon an assessment of the heritage issues only and does not purport to have reviewed or in any way endorsed decisions or proposals of a planning or compliance nature. It is assumed that compliance with non-heritage aspects of Council's planning instruments, the BCA and any issues related to services, contamination, structural integrity, legal matters or any other non-heritage matter is assessed by others.
- This SOHI essentially relies on secondary sources. Primary research has not necessarily been included in this report, other than the general assessment of the physical evidence on site.
- It is beyond the scope of this report to address Indigenous associations with the subject site.

- It is beyond the scope of this report to locate or assess potential or known archaeological sub-surface deposits on the subject site or elsewhere.
- It is beyond the scope of this report to assess items of movable heritage.
- Heritage 21 has only assessed aspects of the subject site that were visually apparent and not blocked or closed or to which access was not given or was barred, obstructed or unsafe on the day of the arranged inspection.

## 1.8 Copyright

Heritage 21 holds copyright for this report. Any reference to or copying of the report or information contained in it must be referenced and acknowledged, stating the report's name, date and Heritage 21's authorship.



## 2.0 SITE INVESTIGATION

### 2.1 Local History

#### 2.1.1 Indigenous connections with the Camperdown Area

Camperdown and its surrounds are part of the Marrickville local Government area (LGA) which is the traditional home to the Cadigal and Wangal people. Aboriginal land was created in the Dreamtime and the Cadigal and Wangal clans saw themselves as the custodians of the land in the Marrickville LGA. Prior to the arrival of the First Fleet, these clans lived along the Cooks River for thousands of years. Over this time the Cadigal and Wangal people built up an enormous body of knowledge and developed special skills to harness the resources of the Cooks River and the surrounding lands. Post Colonisation, these people were dispersed, dispossessed and alienated from their traditional lands.<sup>3</sup>

Thus for the Cadigal people, the arrival of the Europeans and the establishment of the Colony was disastrous. Having no immunity to European based diseases, the Cadigal fell prey to many illnesses, most notably smallpox. By 1790 the Cadigal band, being one of seven or eight coastal bands of Indigenous people, was reduced from 50 people to just three.<sup>4</sup>

#### 2.1.2 Early European connection with the Camperdown

From the time of European settlement until the mid-nineteenth century when the first railway line opened, traffic to the west of Sydney passed along a track which eventually became Parramatta Road. Today Parramatta Road essentially follows the line of the original route between Sydney and Flemington.<sup>5</sup> This westerly route intersected a grant of 1000 acres surveyed and set aside by Governor Phillip in 1789 for the purposes of Crown, church and school reserves. The 1000 acres was divided into three sections: to the north was 400 acres for the church, now known as Glebe; the central 400 acres extended along the original route of present day Parramatta Road, as far as Australia Street, and was reserved for the Crown. Much of this central part became the grounds for the University of Sydney; and the remaining 200 acre portion was set aside for a school reserve and included the suburb of Darlington. Camperdown Park marks the approximate position of the north-western corner of the central part of the 1000 acre reserve, set aside as the Crown Reserve.<sup>6</sup>

The Parramatta Road route was improved by the initiatives of various governors during the early years of the Colony. However settlement along this western route between Sydney and Parramatta, contained in part in the central portion of the 1000 acre Crown reserve, began as early as 1792. In

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<sup>3</sup> Marrickville Council, 'Our Local History', accessed 29 April 2016, <http://www.marrickville.nsw.gov.au/en/library/history-services/our-local-history/>.

<sup>4</sup> Richard Cashman, Chrys Meader, and Anne Carolan, *Marrickville: Rural Outpost to Inner City* (Petersham: Hale & Iremonger Pty Ltd, 1990). p 19.

<sup>5</sup> Lillith Norman, *Historical Notes on Newtown* (Sydney: Council of the City of Sydney, 1963).

<sup>6</sup> Cashman, Meader, and Carolan, *Marrickville: Rural Outpost to Inner City*. p 38.

that year Governor Phillip leased 30 acres of the Crown reserve to Lieutenant-Governor Francis Grose. The boundary of *Grose Farm* determined the direction of Parramatta Road over Petersham Hill. The western boundary eventually became part of Missenden Road, Camperdown. *Grose Farm* increased in size over the years and by 1802 had become an experimental government farm. Covering the site of St John's College and extending almost as far as the main buildings of the Royal Prince Alfred Hospital, eventually the name *Grose Farm* was applied to the entire block of land bounded by City, Missenden and Parramatta Roads.

At the time the grant was made to Grose in 1792, officers were not actually permitted to hold land. However dispensation from the Crown to allow for the granting of land holdings to officers, civilians and ex-convicts soon followed. From 1793 onwards various land grants of 20 to 100 acres were made to military officers, civilians and ex-convicts, the size of the grant depending on an individual's status within the Colony. The condition upon which the grants were made was that land was cleared for pasture or cultivated, in an attempt to feed the burgeoning Colony. These early grants are difficult to locate as they were awarded with very basic descriptions, often limited to the name, size and the district of the property. Most deeds were designated as a 'farm'. While certain farms were called by the name of the grantee, some recipients selected alternative names, unrelated to the owner. Many of the grants had irregular boundaries which were listed as being in the district of Petersham Hill and Bulanaming<sup>7</sup>, an area incorporating Redfern Station, the Cook's River and extending west via Stanmore Road to the Dulwich Hill environs.<sup>8</sup>

Lieutenant Thomas Rowley's 1793 grant, which he named *Kingston Farm*, was one of the earliest identified European places of settlement. It was situated just beyond the 1000 acre Crown reserve and part of a chain of farms granted along the main route west from 1793. In addition to Rowley's *Kingston Farm* this chain of farms along what became Parramatta Road, were: *Annandale House*, Stanmore (1799); *Petersham House*, Petersham (c. 1817); and *Sara Dell*, Petersham (c. 1830).<sup>9</sup> The grant of 139 Parramatta Road, Camperdown<sup>10</sup> to Rowley was, unlike so many of the early land grants around Sydney, actually used by Rowley as a working farm from the outset. It is, however, unclear whether or not Rowley resided at *Kingston Farm* before 1803. By 1843 when the road west was rerouted, and again in 1854, *Kingston Farm* was subdivided. In 1857 Fowler's Pottery relocated in Camperdown on part of Rowley's former *Kingston Farm*. Plans and images of the pottery works show that some of the pre-1840s buildings from *Kingston Farm* survived at the end of the nineteenth century and possibly until 1919, when Fowler's began to vacate its Camperdown site.<sup>11</sup>

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<sup>7</sup> Ibid. p 38.

<sup>8</sup> Cashman, Meader, and Carolan, *Marrickville: Rural Outpost to Inner City*. p 38.

<sup>9</sup> Tropman, *Marrickville Heritage Study*, p 9:1.

<sup>10</sup> This is the description used by Tropman & Tropman, *Marrickville Heritage Study*, p 9:2, although Parramatta Road (then called George Street) was deviated by 1843, setting the farm complex back from the road.

<sup>11</sup> This paragraph is based on information in Tropman & Tropman Architects, *Marrickville Heritage Study*, pp 9:1, 9:2 and 9:10.

By c. 1809 all of the land constituting the early 1000 acre Crown reserve had been taken up by grants.<sup>12</sup> Over time the more affluent landowners acquired many of the smaller land grants to the west of Sydney and by 1830 these grants had been consolidated into five great estates.<sup>13</sup>

In 1806 Governor King set aside for his successor, Captain Bligh, 220 acres (later increased to 240 acres) of the land in the central 400 acres section of the 1000 acre Crown Reserve for the purposes of a residence for Bligh near to Sydney. Bligh named the grant *Camperdown* in memory of the English naval victory at the Battle of Camperdown in which he had commanded the ship *Director* and received a gold medal for his skills. Bligh also received grants of 105 acres at Parramatta, named *Mount Betham*, and 100 acres near to Rouse Hill, named *Copenhagen*. His *Camperdown* estate appears to have extended from King Street along the side of *Grose Farm* as far as the contour of Australia Street.<sup>14</sup>

From the 1830s the larger estates in the Marrickville LGA, including *Camperdown*, were subdivided and over the next century were broken down into smaller allotments. The subdivision phases were broadly divided into:

- The 1830s to 1840s when many major estates were subdivided into allotments large enough to support farming, orcharding or industries such as brick-making, particularly in the Camperdown, Newtown and St Peters areas. The *Camperdown* estate was subdivided in 1841, whereas the subdivision proper of *Kingston Farm* started later from the 1850s. However part of *Kingston Farm*, referred to as the Village of Kingston, was divided off the original estate in 1840 advertised in the *Australian* on 1 January 1840;<sup>15</sup>
- 1850s – 1860s, the increase in smaller suburban allotments and building blocks;
- The 1880s – 1890s land boom which was fuelled by the growth of industry, employment opportunities and an improved public transport system. During this period and into the 1890s the Camperdown area became closely settled with small allotments containing terraces and cottages alongside industry. There were still semi-rural pockets in the Marrickville environs but the suburban landscape was established; and
- The sale of the remaining estates, 1900 – 1928.<sup>16</sup>

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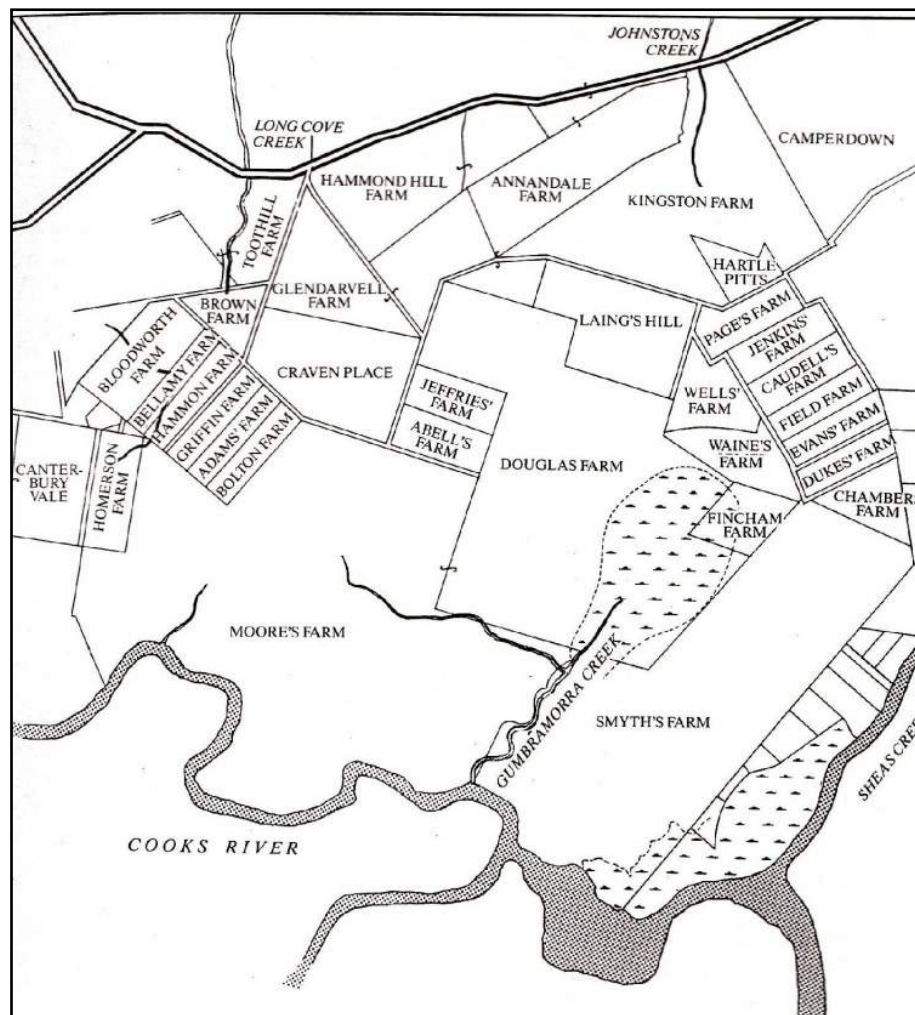
<sup>12</sup> Cashman, Meader, and Carolan, *Marrickville: Rural Outpost to Inner City*.p.19.

<sup>13</sup> Ibid. p.9.

<sup>14</sup> Norman, *Historical Notes on Newtown*. pp 4 – 5.

<sup>15</sup> Cashman, Meader, and Carolan, *Marrickville: Rural Outpost to Inner City*. p.41.

<sup>16</sup> Ibid. pp 40 – 45.



**Figure 3.** 1810 Map of Marrickville. Johnsons Creek, which lies to the west of the subject site, is seen in the top right hand corner of the map, crossing *Kingston Farm*. The line dividing Camperdown and Kingston Farm is probably the contour of Australia Street today. The bold double line at the top of the map represents the Parramatta Road.<sup>17</sup>

Trees covered a large amount of the Marrickville LGA, especially around Dulwich Hill, Lewisham and Petersham. Following the establishment of the Colony much clearing occurred for the planting of orchards and cultivating the land generally. Camperdown was thickly forested and clumps of trees were evident up until the 1840s, although the Camperdown Park valley had been cleared and cultivated from as early as 1792.<sup>18</sup> The oldest trees in the municipality are said to be the Moreton Bay figs in front of St Stephens church in Camperdown, which date back to 1848. Two Moreton Bay figs in Camperdown Park are said to be of the same era.<sup>19</sup> Camperdown Cemetery was established in 1848 and is one of the oldest burial sites in New South Wales.

Named after the 1806 grant of 240 acres to Governor William Bligh, Camperdown was declared a municipality in 1861 but did not function as such until 1868. It was enlarged in 1870 when it was

<sup>17</sup> Ibid. p 39

<sup>18</sup> Ibid. p 47.

<sup>19</sup> Ibid. p 36.

amalgamated with Cook Municipality.<sup>20</sup> The environs of the subject site were later contained within the boundaries of the Kingston Ward, named after Rowley's *Kingston Farm* (Figure 4). Camperdown Park was established by the municipality in 1882 for public recreation and is one of the few remaining initiatives of the Camperdown Municipality. Camperdown Public School, on Parramatta Road, backed onto Camperdown Park and was also opened in 1882. The Camperdown Town Hall was built in 1887. The Camperdown Town Hall was sold following the transfer of the municipality to the City of Sydney in 1908 and the Public School was closed in 1996.

The Camperdown Council existed for over 40 years but was not viable. The Camperdown LGA was a working class suburb and the council did not receive adequate rates income to balance its budget. The municipality also had the burden of the large non-rate paying institutions of the Royal Prince Alfred and the Royal Alexandra hospitals, as well as the University of Sydney. It was obliged to maintain the major arterial routes of Parramatta and Missenden Roads. The municipality was also required to provide extensive drainage works as parts of Camperdown lay on low lying swampy land.<sup>21</sup> In 1908 the Camperdown Municipality was amalgamated into the City of Sydney and the subject site and surrounds were then contained in Sydney's Camperdown Ward (see Figure 6). Camperdown became the 13<sup>th</sup> ward of the Sydney City Council at a time when the Council was considering the wholesale demolition of slums in the area. By 1910 compensation claims for resumptions were being considered by Council and new housing replaced only a small proportion of the places demolished.<sup>22</sup> Small factories, warehouses and government workshops were constructed on the sites of demolished cottages.<sup>23</sup>

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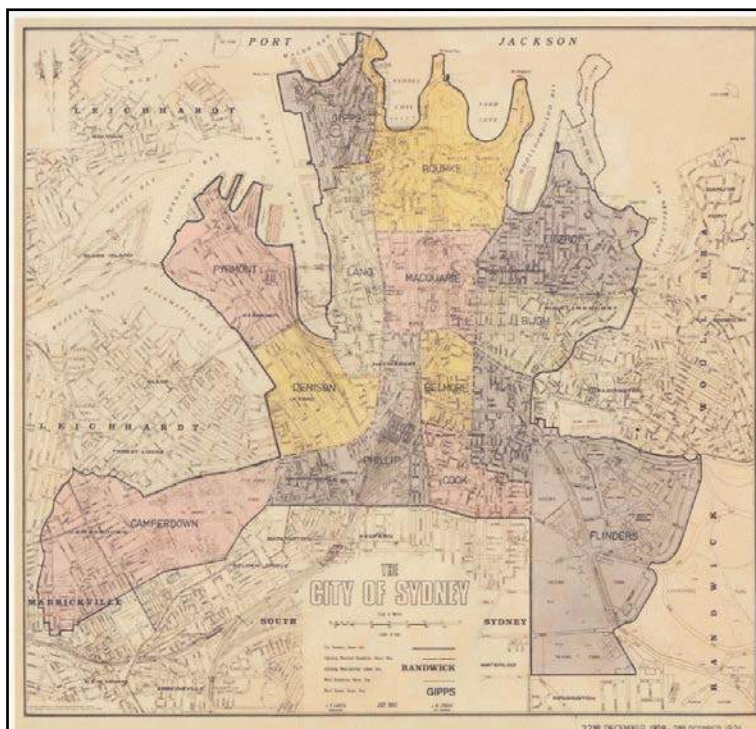
<sup>20</sup> Ibid. p 184.

<sup>21</sup> Anne-Maree Whitaker, *Pictorial History: Marrickville* (Alexandria: Kingsclear Books, 2006). p 104.

<sup>22</sup> Ibid. p 106.

<sup>23</sup> Alan Sharpe, *Pictorial History Newtown* (Alexandria: Kingsclear Books, 1999).





**Figure 4.** Map showing wards of the City of Sydney 1908-1924. The subject site was contained in the Camperdown Ward during that period.<sup>24</sup>



**Figure 5.** Detail from Map of the Borough of Glebe, Camperdown, Newtown, Macdonald Town and Darlinghurst showing Camperdown Park, which is opposite the subject site on Australia Street, with the Camperdown Public School backing onto it.<sup>25</sup>

<sup>24</sup> Unknown, 'City of Sydney: West Boundaries 1908-1924', Map, (n.d.), [http://photosau.com.au/CosRates/scripts/display.asp?Term=Ward\\_boundaries\\_1908-1924&City+Boundaries+and+Wards=Ward\\_boundaries\\_1908-1924](http://photosau.com.au/CosRates/scripts/display.asp?Term=Ward_boundaries_1908-1924&City+Boundaries+and+Wards=Ward_boundaries_1908-1924).

<sup>25</sup> Sydney City Council, 'The Newtown Project', accessed 29 April 2016, <http://www.cityofsydney.nsw.gov.au/learn/sydneys-history/urban-history/the-newtown-project>.



## 2.2 Site History

The following is a historical recount of the development of the Royal Prince Alfred Hospital;<sup>26</sup>

*In April 1876 the foundation stone for a new Sydney hospital at Camperdown was laid by the Governor, Sir Hercules Robinson. The hospital had initially been conceived in 1868, and in 1873 the Prince Alfred Hospital Act had been passed, establishing a board of directors responsible for planning and building the hospital.*

*The new hospital, built on land belonging to Sydney University was planned as a clinical school for the university's new medical school and a training school for nurses and from the start sought to include the latest medical and diagnostic techniques and technologies. The design was based on advice from Florence Nightingale, who supplied copies of her "Notes on Hospitals" and "Notes on Nursing: What it is and what it is not". The new hospital project offered the opportunity for Sydney to build a well-designed hospital with trained staff from the beginning.*

*The hospital, named after Queen Victoria's son Prince Alfred, who had survived an attempted assassination in Sydney in 1868, was opened in September 1882 with 146 beds, and within a year had admitted 1,069 patients and performed 147 operations.*

*From the start, the hospital was equipped with the latest medical and diagnostic technology. The Prince Alfred opened with two surgeons and four medical officers working under a superintendent, and five sisters and 12 nurses. In line with its teaching practices and willingness to engage a diversity of medical practices, the hospital employed its first allied health worker, a pharmacist (then known as a dispenser), in 1884. In the same year, 14 medical students were accepted, marking the beginning of the hospital's role as the first teaching hospital in NSW. By 1900 there were surgeons specialising in ophthalmology, gynaecology and urology and in ear, nose and throat. A pathologist was appointed in 1886, followed by resident pathologists from 1898 and masseurs in 1902. The first training school for physiotherapists in NSW came out of this program at the hospital. A children's ward opened in 1887, the first nurses' home opened in 1892, and the first x-ray machine was purchased in 1898. In 1903 the Royal prefix was added, establishing it as the Royal Prince Alfred Hospital (sometimes known as RPA).*

*In these foundation years, the size of the hospital was increased as demand on its services grew. The original building consisted of a large central administration*

<sup>26</sup> Mark Dunn, 'Dictionary of Sydney', Royal Prince Alfred Hospital, 2008, [http://dictionaryofsydney.org/entry/royal\\_prince\\_alfred\\_hospital](http://dictionaryofsydney.org/entry/royal_prince_alfred_hospital).

*block (still standing) with two pavilion style wings (which have been demolished). In 1887 an operation block was built, followed in 1904 by the Alfred and Victoria Pavilions, an isolation block in 1928, and a psychiatry pavilion in about 1938. Funds were raised from individual and family donations, the Lady Mayoress's appeals, fairs, concerts, fetes, the Hospital Auxiliary and government assistance.*

*Between 1940 and the 1970s, a sustained building campaign was carried out to cope with the hospital's expanding role, including the opening of the King George V maternity hospital, built across the road from the main complex. At the time of its closure in 2002, more than 263,000 babies had been delivered there. By the 1960s, there were more than 1,500 beds available with a large staff of medical, nursing and administrative staff to service them. The nurses were accommodated in the Queen Mary Nurses' Home, which opened in 1956.*

*The hospital consolidated its services and facilities from the 1970s onwards, developing as a respected teaching hospital and forging a closer relationship with Sydney University. A change in the administration of the hospital occurred in 1986, when enactment of the Area Health Services Act meant the hospital no longer acted as a separate entity but as part of the Royal Prince Alfred and Area Health Service, with the old hospital board replaced by an area board appointed by the NSW government. In 1988 the area health service was expanded to become the Central Sydney Area Health Service and in 2004 it was amalgamated with the south-west area, to be known as Sydney South West Area Health Service, which includes 12 hospitals between central Sydney and Bowral.*



Figure 6. 1949 Aerial Survey of the City of Sydney with subject site outlined in blue.<sup>27</sup>

## 2.3 Physical Description

### 2.3.1 Locality

Camperdown is a suburb located within the inner west of Sydney, New South Wales. It is located four kilometres south-west of Sydney's Central Business District (CBD). The suburb was established as a residential and farming location throughout the early nineteenth century. Today, Camperdown's population approximates 7,866.

### 2.3.2 Streetscape

The subject site is located on the corner of Lucas Street (runs east-west) and Church Street (runs north south). The area is primarily residential with some commercial development occurring on the west side of Church Street. The housing stock is generally uniform in character with attached single storey workers cottages and attached two-storey Victorian terraces completing the streetscape. The new developments within the area have been designed with sensitivity to the various heritage listed items located in their vicinity through the use of sympathetic building materials and by creating similar massing to the surrounding buildings. The streetscape lacks vegetation and there is no slope in the two intersecting roads. The subject building is located on the north-east side of the street.

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<sup>27</sup> Adastral Photography, 'Aerial Survey of the City of Sydney', Historical Atlas of Sydney, 1949, <http://www.photosau.com.au/CoSMaps/scripts/displayIndex.asp?Index=AO1>.

### 2.3.3 Views

As stated in Section 1.3, the subject site is located within the visual catchment of a number of heritage items located along Church Street. Views from the subject site to these heritage items varies within the site with views increasingly limited or non-existent from the eastern areas of the site. Views towards the subject site from the heritage items is not particularly noteworthy with the subject site contributing to the general character of the area which is dominated by a mixture of historic and contemporary built forms. Heritage 21 is of the opinion that there are no significant views which contribute to the significance of the heritage items evident between the subject site and the heritage items.

### 2.3.4 Subject Site

The subject site comprises three separate items - an inter-war converted warehouse located on the north-west corner of the site, an abandoned swimming pool encased in wire fencing located in the middle of the subject site and a non-descript childcare centre located on the north east side of the subject site. The site is covered with grass but has lacked maintenance, causing overgrown plantation across the site. The interwar warehouse conversion has a raised brick and concrete platform attached which has been left to crumble and become overtaken by weeds and grass. The swimming pool has also become overgrown with plants and is no longer in a useable condition. The subject site is located adjacent to the Queen Mary Building, a post-war international style eleven storey brick clad building which is located to the south of the subject site and also listed on the NSW Department of Health's Section 170 Register (s.170 Register).

The following photographs, taken by Heritage 21 on 22.04.2016, provide a visual survey of the site and its setting.



**Figure 7.** Subject site viewed facing north. (Source: Heritage 21, 22.04.2016)



**Figure 8.** Subject site viewed facing east. (Source: Heritage 21, 22.04.2016)



**Figure 9.** Subject site viewed facing east. (Source: Heritage 21, 15.03.2016)



**Figure 10.** Subject site viewed facing south-west. (Source: Heritage 21, 15.03.2016)





**Figure 11.** Subject site and adjacent Queen Mary Building (left) viewed facing south-east. (Source: Heritage 21, 22.04.2016)



**Figure 12.** View of subject site from heritage items on the north side of Church Street, viewed facing east. (Source: Heritage 21, 22.04.2016)



**Figure 13.** Streetscape of Church Street, facing north-east. (Source: Heritage 21, 22.04.2016)



**Figure 14.** Streetscape of Church Street, viewed facing north. (Source: Heritage 21, 22.04.2016)



**Figure 15.** Heritage items located on north side of Church Street, opposite the subject site, viewed facing north-west. (Source: Heritage 21, 22.04.2016)



**Figure 16.** Heritage items on Church Street within the vicinity of the subject site, viewed facing north-east. (Source: Heritage 21, 22.04.2016)





**Figure 17.** Fowler Street heritage items opposite subject site, viewed facing west. (Source: Heritage 21, 22.04.2016)



**Figure 18.** Streetscape of Church Street facing south-east with subject site on left. (Source: Heritage 21, 22.04.2016)



**Figure 19.** Building 51 within the subject site viewed facing north. (Source: Heritage 21, 22.04.2016)



**Figure 20.** View of King George V Building for Mothers and Babies facing west.<sup>28</sup>



**Figure 21.** View of Marie Bashir Building facing north.<sup>29</sup>

<sup>28</sup> Google, 'Google Maps', 2016, <http://maps.google.com.au/>.

<sup>29</sup> Sarah Sharples, 'Central Park, UTS Frank Gehry Design School, Eco House and Marie Bashir Centre Are All Buildings That Have Been Recognised for Architectural Excellence', *Inner West Courier Inner City*, 17 November 2015, <http://www.dailytelegraph.com.au/newslocal/inner-west/central-park-uts-frank-gehry-designed-school-eco-house-and-marie-bashir-centre-are-all-buildings-that-have-been-recognised-for-architectural-excellence/news-story/70bf8c8c5e1a86fc6821594b9fac0092>.

### 3.0 HERITAGE SIGNIFICANCE

In order to make an assessment on whether or not the proposed modifications to the subject site would have either a negative, neutral or positive impact upon the significance of the heritage items which are located in the vicinity of the subject site, it is necessary to first ascertain their significance.

#### 3.1 Established Significance

##### 3.1.1 School for Nursing

The following Statement of Significance has been extracted from the State Heritage Inventory relating to the School for Nursing building located within the subject site;

*This building is of low significance as an example of the commercial building in the area which predated the hospital.*

*It is a sound and well detailed building with some aesthetic value but it is not of architectural value.*

## 4.0 IDENTIFICATION & ASSESSMENT OF IMPACT

### 4.1 Proposal description

#### 4.1.1 Works

The proposed development would include:

- Construction of nine level carpark with main materials used on facades comprising perforated metal, brickwork and concrete; and
- Landscaping to include curved ramp access to carpark from Church Street.

#### 4.1.2 Design Statement

The specific details of the proposed design intent have been outlined within the Design Statement provided by Fitzpatrick + Partners to accompany this application.

#### 4.1.3 Drawings

Specific details of the proposed development are shown in drawings by Fitzpatrick + Partners, dated 26.04.16, and received by Heritage 21 on 26.04.2016 and 11.05.2016. These are partly reproduced below at small scale for reference purposes; the full-size drawings accompanying the application should be referred to for any details.

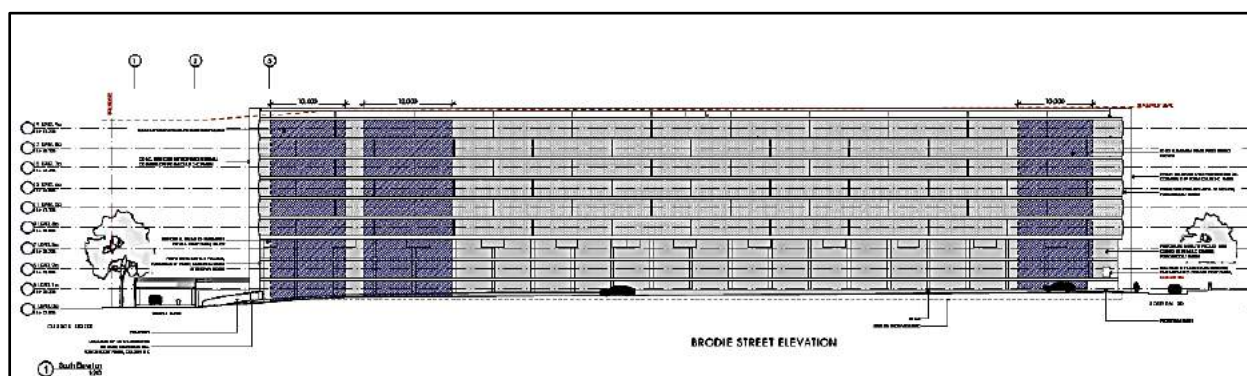


Figure 22. South Elevation (Source: Fitzpatrick + Partners, 26.04.2016).

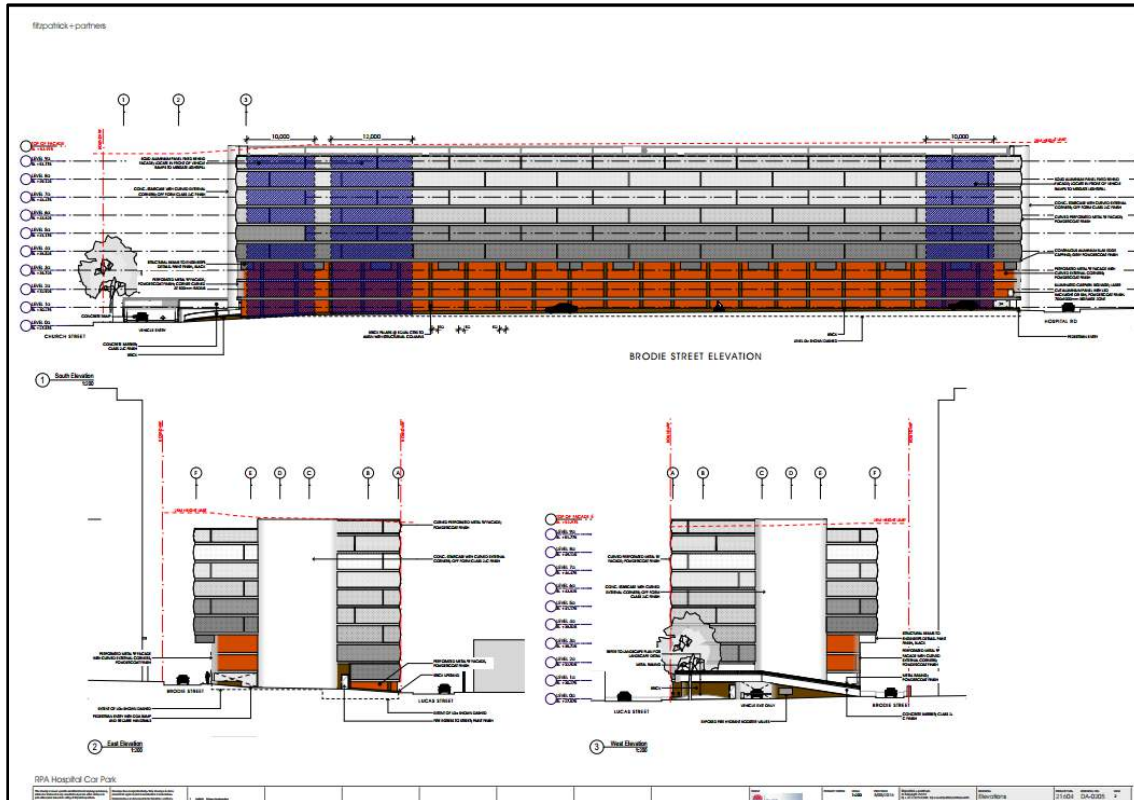


Figure 23. DA-0205 Elevations (Source: Fitzpatrick + Partners, 05.05.2016).

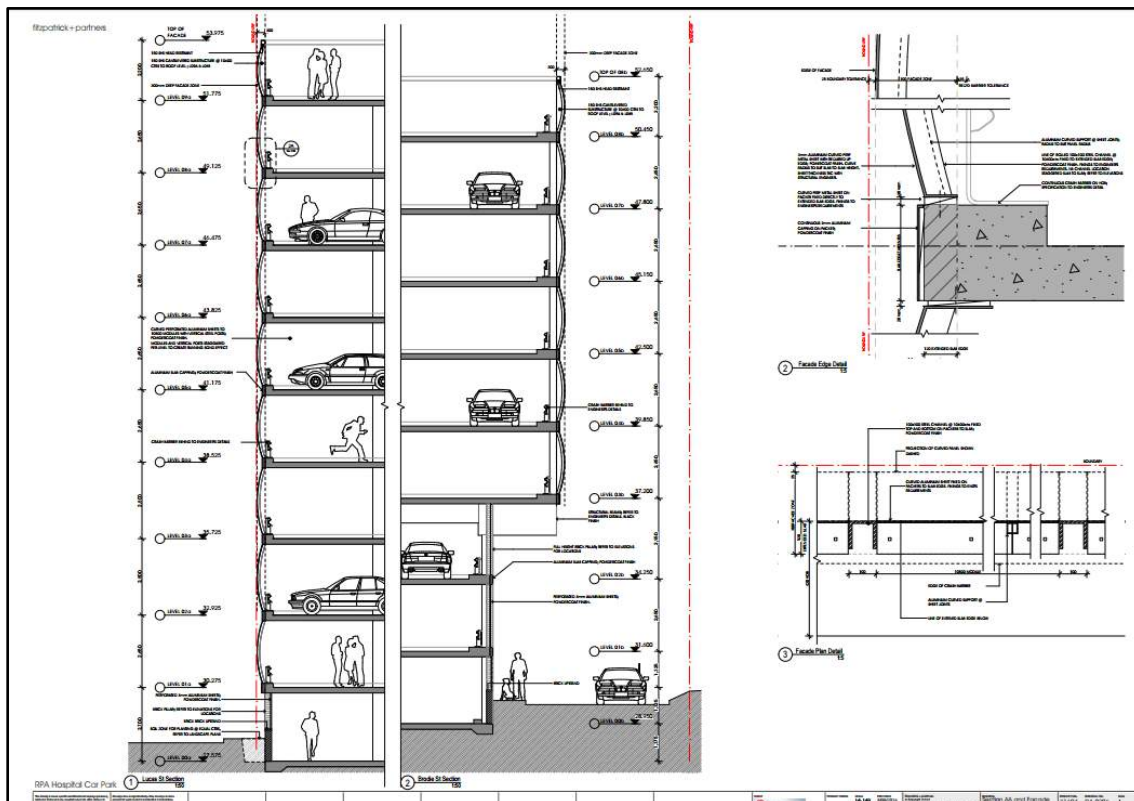


Figure 24. DA-0206- Façade Section and Details (Source: Fitzpatrick + Partners, 05.05.2016).



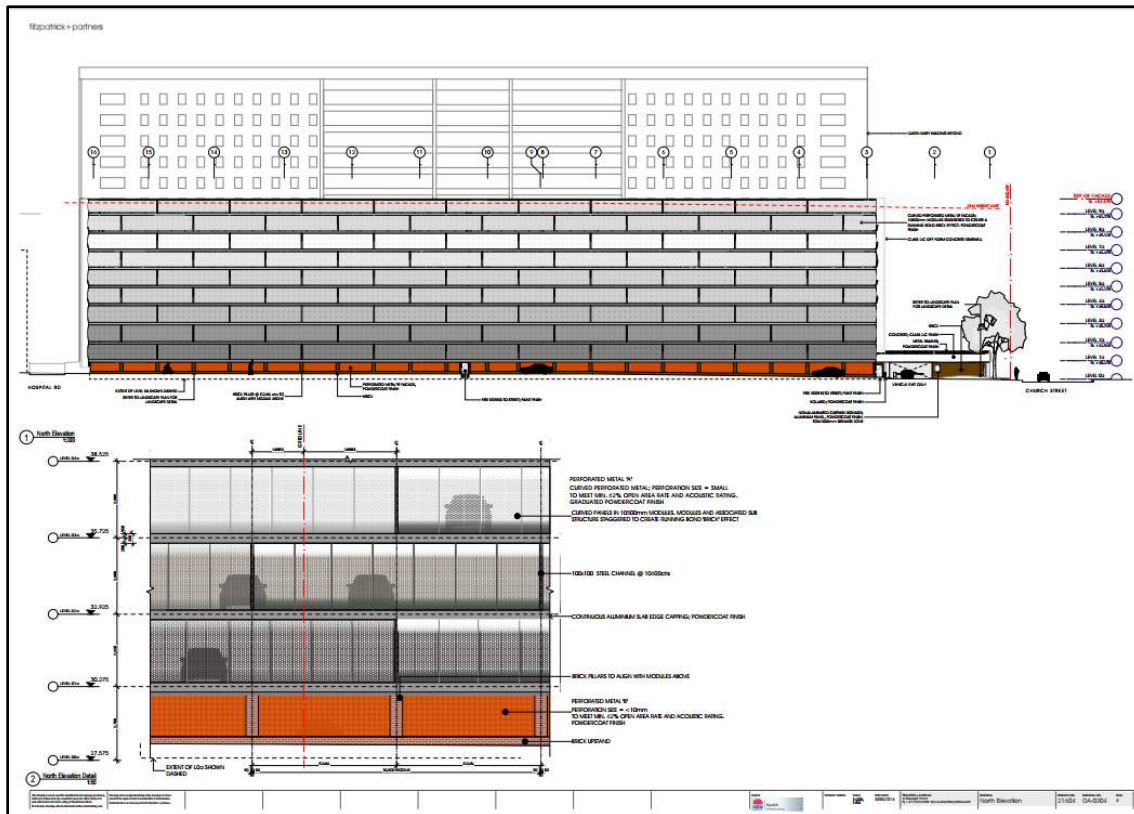


Figure 25. DA-0204 North Elevation Detail. (Source: Fitzpatrick + Partners, 05.05.2016).

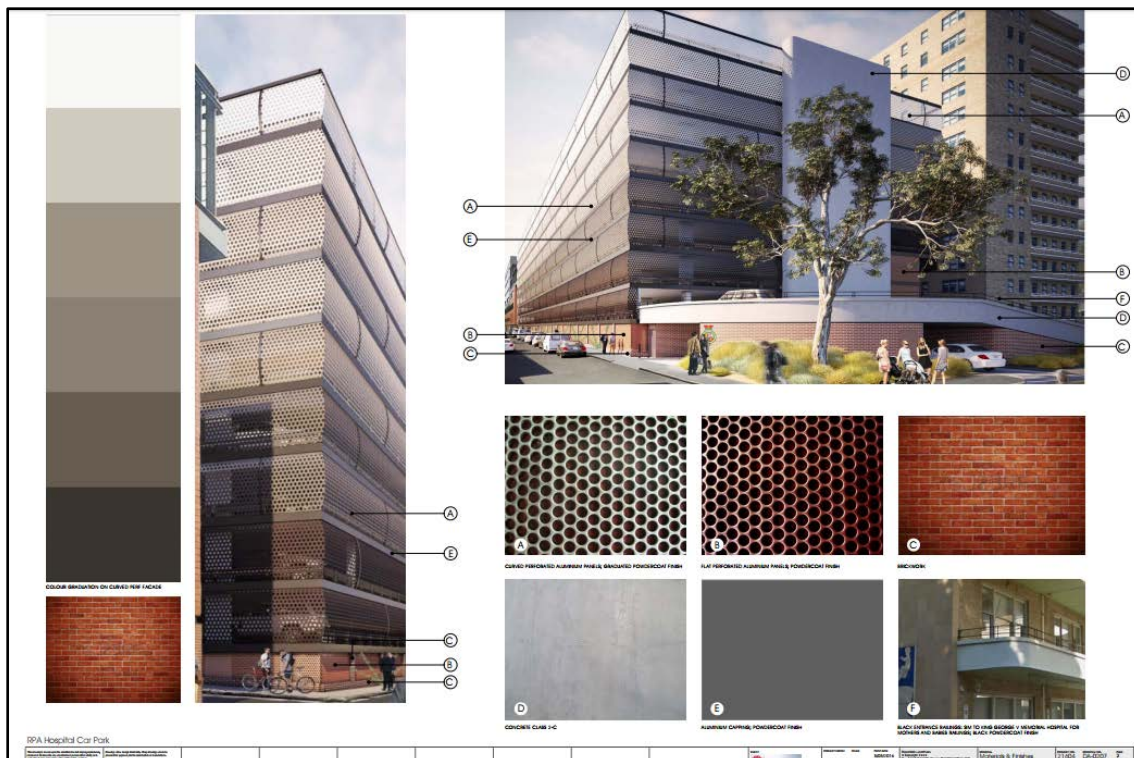


Figure 26. DA-0207 Materials and Finishes (Source: Fitzpatrick + Partners, 05.05.2016)

## 4.2 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the proposed development as described in Section 4.1 above. These constraints and requirements form the basis of our Heritage Impact Assessment in Section 4.3 of this report.

### 4.2.1 City of Sydney Local Government Area Local Environment Plan 2012

The statutory heritage conservation requirements contained in Section 5.10 of the City of Sydney Local Government Area LEP 2012 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are outlined below:

#### **(1) Objectives**

*The objectives of this clause are as follows:*

*to conserve the environmental heritage of the City of Sydney Council area,  
to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,  
to conserve archaeological sites,  
to conserve Aboriginal objects and Aboriginal places of heritage significance.*

#### **(4). Effect of proposed development on heritage significance**

*The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).*

#### **(5). Heritage assessment**

*The consent authority may, before granting consent to any development:*

*(a) on land on which a heritage item is located, or  
(b) on land that is within a heritage conservation area, or  
(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),  
require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.*

### 4.2.2 Royal Prince Alfred Hospital Heritage Conservation Plan

#### **Policy 3.3.5**

*Limit the parking within the main hospital grounds to designated car parks.*

#### **Policy 3.4.1**



*Endeavour to ensure that future expansion of hospital facilities occurs within the existing hospital boundaries*

**Policy 3.4.3**

*Reduce the scale of any new buildings at boundaries adjoining residential area to reduce visual impact and retain their residential scale*

**Policy 5.0.1**

*Ensure that new hospital Buildings;*

- *Are designed in such a manner as to complement, in scale, character and materials, the existing heritage items.*
- *New buildings should be distinguishable from old and may be seen to be new;*
- *Are set back from the main facades so as not to dominate the existing heritage items.*

**Policy 7.1.4**

*New construction should address, but not mimic, the significant fabric, in terms of scale, materials, colour, texture and quality.*

**Policy 10.2.2**

*Fabric of LOW Significance*

- *Retain and adapt for new use as feasible;*
- *Modify as required, including addition and partial removal;*
- *Minimise impact on fabric of higher significance;*
- *Conservation of overall form and configuration preferred.*
- *If removal is necessary for hospital use record.*

**4.2.3 Recommended Conservation Policies for School for Nursing**

- *Preferably retain overall form and configuration but able to accommodate substantial change.*
- *Recycle, remove in part or add new work as required for adaptive reuse.*
- *Record if retention is not possible.*

**4.2.4 NSW Office of Environment & Heritage guidelines**

In its guidelines for the preparation of Statements of Heritage Impact, the NSW Office of Environment & Heritage provides a list of considerations in the form of questions aiming at directing

and triggering heritage impact assessments.<sup>30</sup> These are divided in sections to match the different types of proposal that may occur on a heritage item, item in a heritage conservation area or in the vicinity of heritage. Below are listed the considerations which are most relevant to the proposed development as outlined in Section 4.1 of this report.

***New landscape works and features (including carparks and fences)***

- *How has the impact of the new work on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

***New development adjacent to a heritage item (including additional buildings and dual occupancies)***

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

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<sup>30</sup> NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), NSW Heritage Manual, <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

**Major additions (see also major partial demolition)**

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If not, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (e.g. form, proportions, design)?*

**Change of use**

- *Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?*
- *Does the existing use contribute to the significance of the heritage item?*
- *Why does the use need to be changed?*
- *What changes to the fabric are required as a result of the change of use?*
- *What changes to the site are required as a result of the change of use?*

**4.2.5 Other Heritage Considerations**

Other general heritage matters which may not have been addressed in heritage controls or requirements by the local Council or the NSW Office of Environment & Heritage are likely to include considerations as to whether:

- The historical use of the site would be maintained and if not, if the proposed new use would be suitable to the heritage significance;
- The historical setbacks and boundaries of the site would be retained as existing; and
- Any significant views to and from significant buildings or elements, or across significant areas would be impacted.

### 4.3 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the subject site and the heritage items in the vicinity. This assessment is based upon the Site Investigation (refer to Section 2.1.1), the Heritage Significance (refer to Section 3.0), the Proposal Description (refer to Section 4.1) and a review of the Heritage Management Framework (refer to Section 4.2).

#### 4.3.1 New landscape works and features located adjacent to a heritage item

The proposed development would be located adjacent and in the vicinity of a number of heritage items. The proposed nine storey car park has been designed to prevent it detracting from heritage items adjacent and those within the vicinity of the subject site. This would be achieved through the proposed carpark being of a reduced height, scale and proportion to that of the adjacent Queen Mary Building (listed on the NSW Department of Health's Section 170 Register) and instead, of a similar scale to that of the newly constructed Marie Bashir Building.

The subject site is located near to a number of heritage items including the Queen Mary Building (adjacent) and a number of residential buildings with local heritage listing (on the north side of Church Street). To ensure that the proposed development has minimal impact on the items it would be set back from the boundary of the site on both the north and south side of the site. In addition, this would allow the residential buildings located opposite the subject site to retain their residential scale and prevent the Queen Mary Building from losing its prominence when viewed from Church Street.

Due to the proposed construction being of a smaller scale and height to its neighbouring building (Queen Mary Building) and located set back from the boundary, the development has been designed with the intent to prevent significant impact on the views to and from the heritage buildings adjacent and within the vicinity of the site. However, as outlined in Section 2.3.3 there are no significant views from the heritage items located opposite the subject site on Church Street; hence the proposed development would not interrupt any significant views. Consequently the proposed development would not visually dominate the adjacent and surrounding heritage items and would allow the heritage items to be viewed and appreciated with no limitations.

The proposed materials would encourage a relationship with the surrounding buildings and the state heritage significant King George V Building which is in the vicinity of the proposed development. The proposed half metal/half concrete balustrade on the entrance ramp to the carpark and the curvature of the carpark base level are both design features that correspond with the King George V Building and consequently make some reference to the historical nature of the RPA hospital campus.

#### 4.3.2 Royal Prince Alfred Hospital boundaries and proposed major additions

The location of the RPA Hospital is within a primarily residential area and therefore expansion of the hospital must take this into consideration. Due to the population increase within Sydney's inner west and the pressure within hospitals to have important amenities such as car parking available to all

patrons, the proposed development to increase such amenities for the public is applaudable. It is outlined within Section 3.4 Policies of the RPA Conservation Management Plan (CMP), that further development and expansion of the hospital should involve the increased use of the existing land owned by the hospital, rather than “engulfing additional residential areas”.<sup>31</sup> To ensure that the hospital does not encroach into land currently occupied for residential use, the proposed development would be located within the boundaries of the RPA Hospital campus. Therefore this would have a neutral impact on the surrounding heritage items.

Additionally, as outlined within Section 4.3.1 the proposed design involves features which would not detract from the heritage items adjacent and in the vicinity while also encouraging a relationship with the surrounding buildings and the state heritage significant King George V Building which is in the vicinity of the proposed development. Therefore, the proposed materials would have a neutral impact on the surrounding heritage items.

#### **4.3.3 Respectful New Development**

Within the proposed architectural design, it can be seen that there is a clear difference between the heritage items within the RPA Hospital campus and the proposed car park design however, this is considered an appropriate action within the Policy section of the CMP which states “new buildings should be distinguishable from old and may be seen to be new”.<sup>32</sup>

There are a number of traditional construction materials used within the proposed development, these being metal, brick and concrete. Each of the aforementioned materials has been used within the construction of the state heritage listed King George V Building, located in the vicinity of the proposed development. The main material proposed for use on the carpark façade is perforated metal, which is a modern interpretation of the traditional metal material utilised to create aesthetic appeal and interest to a building. The traditional material applied in a modern form showcases a fusion of the modern and traditional in an attempt to create a respectful architectural design. Therefore, although the proposed development is of a modern design there is representation of some traditional aspects of the RPA Campus through the choices of materials.

#### **4.3.4 Change of Use**

The subject site does not currently make use of the site to its potential nor does the current use have a heritage significance that is contributory to the site (see Section 3.1.1). Instead, valuable RPA Hospital land is being wasted when there are amenities and services that could benefit from the currently poorly used space. As mentioned above, there is high pressure within hospitals to have important amenities accessible for patrons, in particular car parking. Therefore, the proposed site transformation will allow the subject site to be used to its full potential and provide a valuable carpark facility to the hospital and its patrons.

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<sup>31</sup> State Projects Heritage Group, ‘Royal Prince Alfred Hospital Conservation Management Plan’, 1997.

<sup>32</sup> Ibid.

## 5.0 CONCLUSION & RECOMMENDATIONS

### 5.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.<sup>33</sup> This is based on the assessment of impact provided in 4.3 of this report.

#### 5.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects respect the heritage significance of the heritage items in the vicinity:

- Proposed use of some traditional materials which correlate with the state heritage listed King George V Building;
- Proposed set back from the corner of Church Street and Lucas Street to minimise impact on locally listed heritage items located opposite the proposed site on Church Street and Fowler Street as well as the adjacent Section 170 Register listed Queen Mary Building; and
- Proposed carpark to be of a reduced height, scale and proportion to that of the adjacent Queen Mary Building to limit its impact on the adjacent and surrounding heritage items.

#### 5.1.2 Aspects of the proposal which could have detrimental impact on heritage significance

In our view, there are no aspects of the proposal which could be detrimental to the significance of the subject site and heritage items in the vicinity. The neutral impacts of the proposal have been addressed above in Sections 4.3 and 5.1. Recommendations are provided in Section 5.3 below as further mitigation measures.

#### 5.1.3 Sympathetic alternative solutions which have been considered and discounted

Heritage 21 provided heritage advice to the applicant which has not been incorporated in the final proposal as described in Section 4.1. This regarded:

- Removing the perforated metal cladding from all façades to replace with metal and concrete balustrades to create an architectural correspondence with the state heritage listed King George V building within the vicinity of the proposed carpark;
- Choice of colours which reflect those used on the state heritage listed King George V Building within the vicinity of the subject site; and
- Curving the corners of the proposed carpark to draw further on the architectural design of the state heritage listed King George V Building within the vicinity of the proposed carpark.

Mitigation measures are provided for consideration in Section 5.3 of this report which are based on our initial recommendations.

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<sup>33</sup> NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.



## 5.2 General Conclusion

Heritage 21 feels that the proposed development complies with pertinent heritage controls and would have minimal impact on the heritage significance of the heritage items in the vicinity.

## 5.3 Mitigation Measures

To ensure maximum conservation of significance of the heritage items in the vicinity, Heritage 21 also recommends the following:

### 5.3.1 Heritage Architect Monitoring

A Heritage Architect should be engaged to periodically monitor the works on site and give necessary advice.

### 5.3.2 Colour Scheme

The new colour scheme should be appropriate to the building type, style and surrounding heritage colours within the historical RPA Campus and have hue and tonal relationships with traditional colour schemes.

### 5.3.3 Temporary Protection Measures

Prior to the commencement of any work, consideration shall be given to the development of temporary protection measures that would identify potential risks and outline methodologies to negate any physical impact on significant fabric located in the vicinity of the area of works on the subject site. This is to be prepared by a suitably qualified contractor and implemented prior to the works to be monitored by the architect and followed by all tradespeople involved.

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