



URBIS

HISTORICAL ARCHAEOLOGICAL ASSESSMENT

164-194 William Street
Woolloomooloo, NSW

Prepared for
WILLIAM STREET NOMINEE PTY LTD
August 2025

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Director Ivana Vetta, BA (Adv)(Hons), PhD
Senior Consultant Aaron Olsen, Dip Arts (Archaeology), BSc (Hons), MIP, PhD
Consultant Pedro Silva BA (Hons) History and Archaeology
Project Code P0036191
Report Number Draft issued 23 May 2025
Draft 2 issued 8 August 2025
Final issued 29 August 2025

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**We acknowledge, in each of our offices, the Traditional
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Cover Image: 'William Street from 3rd Floor of building on corner of
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Source: *City of Sydney Archives, A-00051670*

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EXECUTIVE SUMMARY

This Historical Archaeological Assessment ('HAA') has been prepared by Urbis to accompany the proposed State Significant Development Application (SSDA) for a mixed-use infill affordable housing development at 164-172 and 174-194 William Street Woolloomooloo. The site is made up of two (2) lots. The legal description of the site is outlined in Table 1.

Table 1 - Legal Description

| Property Address | Title Description |
|---------------------------------------|---------------------|
| 164-172 William Street, Woolloomooloo | Lot 52 in DP1049805 |
| 174-194 William Street, Woolloomooloo | Lot 1 in DP816050 |

This report has been prepared to address the Secretary's Environmental Assessment Requirements (**SEARs**) issued for the project (SSD-80211463). The HAA has been prepared to satisfy Item 22.

This report concludes that the proposed development is suitable and warrants approval subject to the implementation of the following mitigation measures.

- **Recommendation 1 – Submission of Report**

A copy of this report should be submitted with the Environmental Impact Statement (EIS) in support of SSD-80211463.

- **Recommendation 2 – Further Archaeological Investigation**

Further archaeological investigation should be undertaken by a qualified archaeologist post demolition works and prior to any ground disturbing works in any area identified in this report as a zone of 'moderate and high archaeological sensitivity'. A historical archaeological research design and excavation methodology ('HARDEM') should be prepared to guide the archaeological monitoring and excavation, as well as include an Unexpected Finds Protocol. The HARDEM should be approved by Heritage NSW prior to commencement of the further archaeological investigation, or any ground disturbing works anywhere within the subject area. Additional management measures for the subject area based on the findings of the further investigation should be formulated in a post-excavation report as required by s146 of the Heritage Act.

Following the implementation of the above mitigation measures, the remaining impacts are appropriate.

1. INTRODUCTION & BACKGROUND

Urbis has been commissioned by William Street Nominee Pty Ltd to prepare this report in accordance with the technical requirements of the Secretary's Environmental Assessment Requirements (SEARs), and in support of the State Significant Development Application (SSD-80211463) for the proposed mixed-use infill affordable housing development at 164-172 and 174-194 William Street Woolloomooloo.

Following the Design Excellence Competition, the scheme has been revised to include In-fill Affordable Housing (IAH) in line with the NSW Government's policy under the *State Environmental Planning Policy (Housing) 2021 (Housing SEPP)*. This policy allows for a 30% increase in Floor Space Ratio (FSR) and building height when 15% of the total FSR is provided as affordable housing for 15 years. The proposed development meets these criteria and is eligible for the bonus uplift.

Given the residential component's Capital Investment Value (CIV) exceeds \$75 million, an SSDA pathway can be taken. The proposal retains key design principles recommended by the Design Excellence Panel and aims to provide additional residential dwellings with a 30% increase in GFA and building height, in accordance with the Housing SEPP.

The purpose of the project is to facilitate the delivery of a high-quality mixed-use development containing residential and retail uses as well as a centrally located park, public domain improvements and improved through-site connectivity at a strategically located site. The proposal seeks to deliver a built form outcome that responds appropriately to its location on William Street in Woolloomooloo and in close proximity to Kings Cross Station and the Sydney CBD. Furthermore, the proposed scheme seeks to deliver an outcome that is consistent with the desired and evolving character of the Woolloomooloo and Potts Point area.

Specifically, this SSDA seeks consent for:

227 apartments (167 market housing, 60 affordable housing units)

Ground floor retail and commercial uses with 7 – 18 storeys of residential tower across four buildings being:

FJC - William Street (West)

FJC - William Street (East)

Studio Bright – Forbes Street

Tribe Studio – Dowling Street

A publicly accessible central park

Public domain works and improved through-site links

Four basement levels for parking, services and storage

Vehicular and loading access from Forbes Street

This report has been prepared in response to the requirements contained within SEARs dated 21 February 2025 and issued for SSD-80211463. Specifically, this report has been prepared to respond to the SEARs requirement issued below.

Table 2 – - SEARs Requirements

| Issue | Description of Requirement | Reference |
|----------------------------|---|-------------|
| 22. Environmental Heritage | Where there is potential for direct or indirect impacts on environmental heritage, provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines. | This report |

1.1. SUBJECT AREA & SURROUNDING CONTEXT

The site is located at 164-172 and 174-194 William Street Woolloomooloo within the City of Sydney LGA. The site is comprised of multiple allotments and is legally described as:

164-172 William Street, Woolloomooloo

Lot 52 in DP1049805

174-194 William Street, Woolloomooloo

Lot 1 in DP816050

The land size totals 6,398m² and consists of a southern frontage to William Street, an eastern frontage to Dowling Street, a western frontage to Forbes Street and northern frontage to Judge Lane.

The immediate urban context surrounding the site is characterised by a mix of medium density residential, commercial, and retail uses. The site is in close proximity to Hyde Park, The Domain, and Rushcutters Bay Reserve. There are a number of educational and health services in proximity to the site, providing ample infrastructure support for the community.

William Street, to which the site fronts, is a classified road providing connection between the Eastern Suburbs of Sydney and the CBD. Vehicle access is currently provided from six points on the site from Judge Lane, Forbes Street, and Dowling Street. Pedestrian access to the site is currently available from all frontages.

The site is highly accessible to both bus and rail services, being approximately 300m away from Kings Cross Railway Station and having direct access to bus services on William Street that provide connections through the Metropolitan Transport Network.

At the time of lodgement, the site is improved by a warehouse style structure and glass office building to the site's frontage and an at-grade private carpark to the northwestern portion of the site.

1.2. PROPOSED ACTIVITY

The proposed development of the subject area comprises the construction of a multi-storey mixed-use development including 15% affordable housing.

The proposed development includes the following works:

Demolition of existing structures

Excavation for four basement levels

Construction of four new multi-storey buildings, including:

Basement car parking, storage and services

Ground floor retail

Commercial and residential uses on upper floors.

Pedestrian laneway and through-site links and vehicle access from Forbes Street

Plans of the proposed development are provided below in Figure 4 and Figure 5.

1.3. STATUTORY CONTEXT

The protection and management of heritage items, places and archaeological sites within New South Wales is governed by the relevant Commonwealth, State or local government legislation. These are discussed below in relation to the present subject site.

1.3.1. Environment Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (Cth) ('the EPBC Act') provides protection for properties and places listed on the World Heritage List ('WHL'), the National Heritage List ('NHL') and the Commonwealth Heritage List ('CHL').

The WHL is a list of properties around the world considered to be of outstanding value to humanity, the NHL is a list of places of outstanding significance to the nation and the CHL is a list heritage places owned or controlled by the Australian Government. The WHL, NHL and CHL may include properties and places of Aboriginal heritage significance, in addition to places of natural and historical significance.

It is an offence under sections 15A, 15C, 27A and 27C of the EPBC Act to take any action that is likely to have a significant impact of the relevant heritage values of a place listed on the WHL, NHL or CHL. Approval from the Minister is required for controlled actions which will have a significant impact on items and places included on the WHL, NHL or CHL.

Properties and places listed on the WHL, NHL or CHL, are included in the Australian Heritage Database ('AHD'). The AHD also includes places under consideration, or that may have been considered, for any one of these lists. A search of the AHD was undertaken on 18 February 2025. The search did not identify any heritage items within the curtilage of the subject site.

1.3.2. Heritage Act 1977

The Heritage Act 1977 (NSW) ('the Heritage Act') provides protection to items of environmental heritage in NSW. Heritage items protected under the Heritage Act include places, buildings, works, relics, moveable objects and precincts identified as significant based on historical, social, aesthetic, scientific, archaeological, architectural, cultural or natural values.

State Heritage Register: Historical archaeological items that are listed on the State Heritage Register ('SHR') or that are subject to an Interim Heritage Order ('IHO') are protected under Part 4 of the Heritage Act. All listings on the SHR and IHOs are included in the State Heritage Inventory ('SHI'). A search of the SHI was undertaken on 18 February 2025. The search did not identify any heritage items within the curtilage of the subject area that are listed on the SHR.

Historical 'Relics': The Heritage Act also provides protection to 'relics' that are not listed on the SHR and not the subject of an IHO. Section 4 of the Heritage Act defines a 'relic' as:

Any deposit, object or material evidence

(a) which relates to the settlement of the area that comprises New South Wales, not being an Aboriginal settlement, and;

(b) is of State or local heritage significance.

Under section 139 of the Heritage Act, a person must not disturb or excavate any land knowing or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed unless the disturbance or excavation is carried out in accordance with an excavation permit.

The HAA has been undertaken to determine if there is 'reasonable cause to suspect' that there any relics within the subject site that would be impacted by the proposed works.

1.3.3. Sydney Local Environmental Plan 2021

Archaeological items listed on Local Environment Plans (LEPs) and State Environmental Planning Policies (SEPPs) are *prima facie* evidence of the potential for relics. All listings on LEPs and SEPPs are included in the SHI. A search of the SHI was undertaken on 17 March 2025 to determine if any archaeological items listed in the *Sydney Local Environmental Plan 2021* ('Sydney LEP') are located within the subject area. The search did not identify any listed archaeological or heritage items within the curtilage of the subject site.

1.4. METHODOLOGY

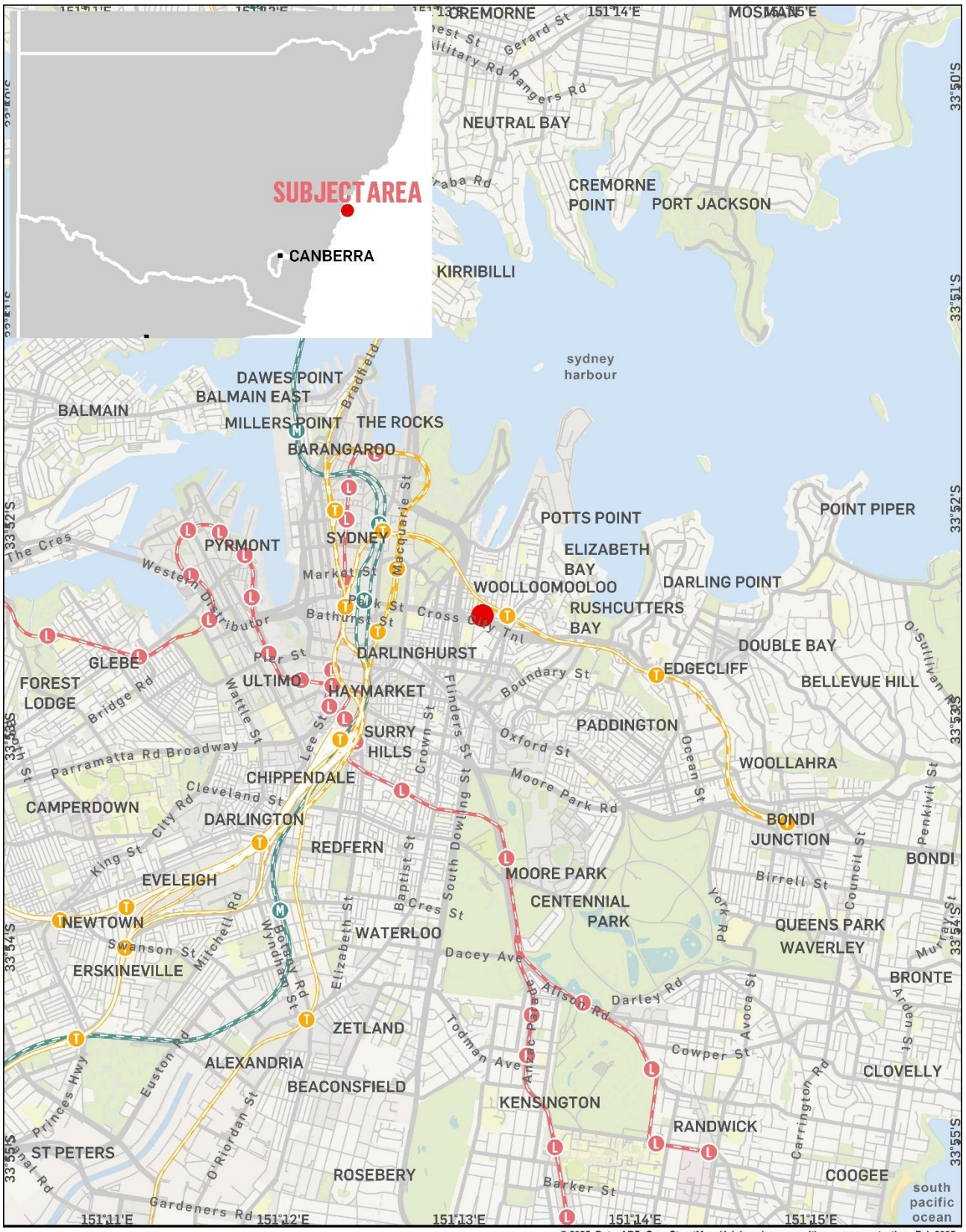
The HAA has been undertaken in accordance with the principles and guidelines of *The Burra Charter*, *The Australia ICOMOS Charter for Places of Cultural Significance* (Australia ICOMOS Incorporated 2013) ('Burra Charter') and as described in the following publications:

- *Archaeological Assessments* (Heritage Office and Department of Urban Affairs and Planning 1996)
- *Assessing Significance for Historical Archaeological Sites and 'Relics'* (Heritage Branch of the Department of Planning 2009)
- *Historical Archaeology Code of Practice* (Heritage Office of the Department of Planning 2006)

The present report therefore follows the mandatory guidelines for investigating impacts to historical archaeology specified by Heritage NSW.

1.5. LIMITATIONS

The HAA was undertaken to investigate potential impact to historical archaeological heritage within the subject area. Impacts to Aboriginal cultural heritage are considered under a separate cover.



GDA 1994 MGA Zone 56

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Project Manager: Aaron Olsen

● Subject Area

REGIONAL LOCATION
164-194 William Street Woolloomooloo
Rebel Property

Figure 1 – Regional location of the subject site



GDA 1994 MGA Zone 56

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 Project Manager: Aaron Olsen

Subject Area Contours

LOCATION OF THE SUBJECT AREA
 164-194 William Street Woolloomooloo
 Rebel Property

Figure 2 – Subject area boundary



GDA 1994 MGA Zone 56

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Project No: P0036191

Project Manager: Aaron Olsen

- Subject Area
- Conservation Area - General
- State Heritage Register
- Contours
- Item - General

HISTORICAL HERITAGE ITEMS

164-194 William Street Woolloomooloo
Rebel Property

Figure 3 – Heritage items near subject area

2. HISTORICAL CONTEXT

2.1. HISTORICAL OVERVIEW

The historical context of the subject site provides the basis for assessing what may be retained in the ground as archaeological evidence of past development. The following description is based on archival source material and provides an overview of the phases of site development, which includes the nature, character and distribution of historical land use and associated ground disturbance.

The historical context is discussed in detail below in relation to the following development and use phases:

Phase 1: Early Land Grants and Early Road (1788 -1840)

Phase 2: John Thompson and William J.H. Thorne (1841 – 1866)

Phase 3: Ailanthus College, Wesleyan Church and New Development, (1867 – 1899)

Phase 4: 20th Century Commercial Redevelopment (1900 – Present)

2.1.1. Phase 1 – Early Land Grants and Early Road (1788 -1840)

The establishment of the colony of New South Wales took place in 1788 with the arrival of the First Fleet and the commencement of the gradual seizure of land away from the traditional owners of the land, on which the subject area is located, the Gadigal People of the Eora Nation. Throughout this period Aboriginal people continued to live the area and made use of it for the purposes of camping, fishing, hunting and to conduct ceremonies. ¹ An 1814 news article describes the proceedings of a corroboree:

*A “corrobora” of the aborigines took place at Woolloomooloo on Monday night. Young Bungaree did the honors of the ceremonies. Before the party broke up, his sable Majesty became done up with bull; and in consequence of some pranks played by him he was floored by a waddie, on which a regular melee ensued, the company espousing different sides of the question ; and after a hard fought battle they parted good friends, some of their cobberas having sustained considerable damage.*²

The colonial encroachment into the Woolloomooloo area began not long after the arrival of the first colonisers. Around 1793 John Palmer was granted a 100 acre (c.41 ha) block of land on which he established a farm and constructed “Woolloomoola House” located to the west of the subject area.³

The subject area itself is located within early lands grants attributed to James Dowling (1828) and William Cordeaux (c.1828) which included an early road dividing the two lots (Figure 6 and Figure 7). While Dowling took up his grant and established Brougham Lodge (east of the subject area) it appears William Cordeaux did not take up his grant which was later re-attributed to Ambrose Hallen in 1839.⁴ It is likely that Dowling would've cleared his property however no structures associated with his use were identified within the subject area. Between 1841 and 1842 the area would be subdivided with the proposal of new streets which included Victoria Street, Brougham Street, Dowling Street, Forbes Street and Bourke Street (Figure 8).⁵ By this time the subject area was co-owned by multiple owners with no major land usage still.⁶ The following years would see some lots sold and developed for large residential homes. Aboriginal people continued to live in the area. In 1844 a Sydney businessman Charles Smith organised a Christmas feast for Aboriginal people at his home near the Sydney Markets to which the ‘Woolloomooloo tribe’ attended.⁸

¹ Paul Irish 2013 Sydney Barani, <https://www.sydneybarani.com.au/sites/woolloomooloo-bay/>, accessed 23/03/2025

² 1831 'Domestic Intelligence.', *The Sydney Herald (NSW : 1831 - 1842)*, 14 November, p. 4. , accessed 23/03/2025, <http://nla.gov.au/nla.news-article12843714>

³ Margaret Steven, 'Palmer, John (1760–1833)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <https://adb.anu.edu.au/biography/palmer-john-2533/text3437>, published first in hardcopy 1967, accessed 23/03/2025

⁴ NSW Government Gazette 26 Jan 1839- <https://trove.nla.gov.au/newspaper/article/230382649/12580841> , accessed 10/03/2025

⁵ SHI - House "Telford Lodge" <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420520>. accessed 10/03/2025

⁶ Direct Info, *Primary Application 1224*

⁷ HLRV, *Settlement by Lease and Release Book 1 No. 306* accessed 21/03/2025

⁸ Paul Irish 2013 Sydney Barani, <https://www.sydneybarani.com.au/sites/woolloomooloo-bay/>, accessed 23/03/2025



Figure 6 1828 Map of that part of the North Shore of Port Jackson, by John Thompson

Source: State Library NSW FL3543314 with Urbis overlay



Figure 7 1829 Woolloomooloo, Potts Point, original lots, by P. L. Bem

Source: State Library NSW FL3702859 with Urbis overlay



Figure 8 1842 Allotments of blocks between Victoria, Brougham, Dowling, Forbes, Bourke, Palmer, Crown, College, Burton, and William streets

Source: State Library NSW FL8763484 with Urbis overlay

2.1.2. Phase 2 – John Thompson and William J.H. Thorne (1841 – 1870)

The first recorded development occurring within the study area was a house built by John Thompson. In 1827 Thompson was appointed principal draughtsman to the New South Wales Surveyor-General's Department at Sydney under Sir Thomas Mitchell and later rose to become Deputy Surveyor General and Acting Surveyor-General in Mitchells absence. John Thompson acquires a plot of land from John Lamb in 1841 and established a home over the next two years.⁹ In a letter to his father, dated from January 1843, John Thompson provides a sketch plan of his William Street property.¹⁰

The sketch is highly detailed providing an illustration of the house's two storeys, including room descriptions, exterior gardens and yards (Figure 9). The boundary fronting the 'principal street' (William Street) is illustrated as having a 'high wall' with a central gate and staircase giving entry to the property. The first floor has an entry hall which gives access to two parlours, a storeroom and a passageway to a porch and kitchen. Adjacent to the kitchen are a washroom and two privies. The second storey includes the bedroom for both family and guests. A front yard just outside the kitchen includes a water pump and three exterior structures, possibly outhouses. Landscaping and pathways are illustrated surrounding the residence. A 'verandah' just outside the parlours overlooks a 'sloping lawn' to the rear and a 'kitchen garden' extends to the 'side street' (Dowling Street). Various sets of stairs are illustrated further indicating the sloping nature of the subject area. A family notice advising the birth of Thompson's daughter in the same year again places him and his family at the William Street residence.¹¹ An 1848 rates assessment book indicates that Thompson's house was made of brick and had a slated roof.¹² Thompson would pass away in 1861 and his wife, Anne Mary, moved out while retaining ownership of the home.

⁹ Direct Info, *Primary Application 1224*

¹⁰ *Papers relating to John Thompson Deputy Surveyor General, 1830-1859* – State Library NSW Record Identifier - 114doyn1

¹¹ The Sydney Morning Herald – *Family Notices 20 Jul. 1843*, accessed 10/03/2025,

<https://trove.nla.gov.au/newspaper/article/12420931?searchTerm=%22john%20thompson%22%20surveyor>

¹² *Assessment Book - Cook Ward, 1848 (01/01/1848 - 31/12/1848)*, [A-01089358]. City of Sydney Archives, accessed 19/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842250>

A second house was established by W. J. Hobart Thorne just west of Thompsons residence. Thorne was the first European person born in Victoria, in 1803.¹³ By 1830 he was recorded as being a cabinet maker/joiner and having married Elizabeth Norman, daughter of a prosperous Sydney landholder. By 1847 he is described as a builder.¹⁴ The previously mentioned 1848 rates assessment book also advises on Thorne's property however it lists a John Little as the inhabitant. The dwelling is described as being a single storey house made of stone with a shingled roof and includes a total of ten rooms, a coach house and a detached stable.¹⁵ The dwelling was first illustrated in an 1853 Trigonometrical Survey of Port Jackson (Figure 10). By 1858 the Sands directories does list Thorne as living on the premises, and in the 1866 edition dubs the building as 'Hobart House'.¹⁶

Further details of both houses are provided in another trigonometrical survey date between 1855 and 1865. Thompson's house is now confirmed as being constructed of brick (shaded in pink) and the two internal privies are connected to the main sewer line located on a rear lane (former location of Judge Street) along the centre of the subject area. As expected, Thorne's house is of a larger size. Two external brick privies are located to the west and are also connect to the main sewer. To the north are the likely stables, made of brick, and coach house, made of wood (shaded in grey) (Figure 11).¹⁷ This latest survey also depicts other empty lots within the subject area, two to the west and north of Thorne's house and one lot to the east of Thompson's house. William Thorne passed away in 1871 at 'Hobart House' and the family would not go on to live in the house. The 1873 Sand's Directories edition advises that the house was vacant by then.^{18 19}

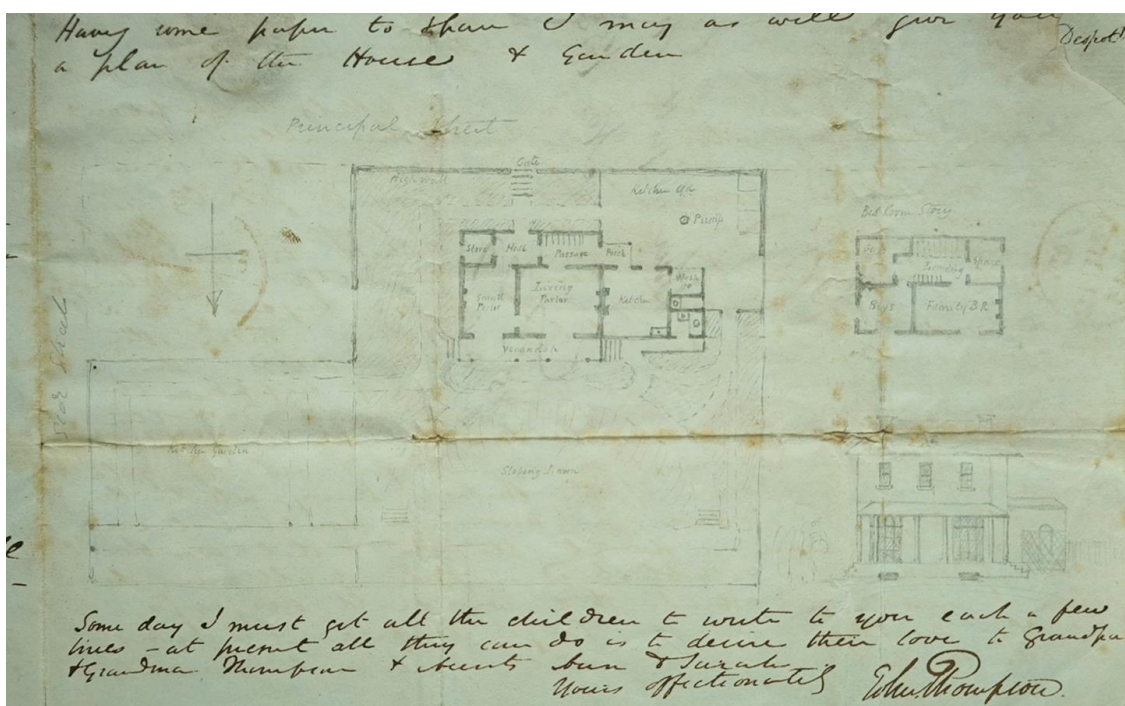


Figure 9 Excerpt of an 1843 letter written by John Thompson to his father showing sketches of Thompson's property and house

Source: State Library NSW Record Identifier 114doyN1 – Item 1

¹³ The Argus, *The First White Child* 29 Sept 1834, accessed 10/03/2025, <https://trove.nla.gov.au/newspaper/article/10974504>

¹⁴ WikiTree *William James Hobart Thorne (1803 - 1872)*, accessed 10/03/2025, <https://www.wikitree.com/wiki/Thorne-1706>

¹⁵ *Assessment Book - Cook Ward, 1848* (01/01/1848 - 31/12/1848), [A-01089358]. City of Sydney Archives, accessed 19/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1842250>

¹⁶ 1858 'Sands Directory' Part 1, City of Sydney Archives, viewed 21 Mar 2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900320>

¹⁷ HLRV, *CT Volume 27 Folio 175*

¹⁸ 1872 'Family Notices', *The Sydney Morning Herald (NSW: 1842 - 1954)*, 3 July, p. 12., Trove, viewed 21/03/2025, <http://nla.gov.au/nla.news-article13259997>

¹⁹ 1873 'Sands Directory' Part 3, City of Sydney Archives, viewed 21/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900261>



Figure 10 1853 Trigonometrical survey of Port Jackson

Source: State Library NSW [FL3702810] with Urbis overlay



Figure 11 1855-1865: Block N2 City of Sydney - Trigonometrical Survey

Source: City of Sydney Atlas A-00880400 with Urbis overlay

2.1.3. Phase 3 - Wesleyan Church, Ailanthus College and New Development, (1871 – 1899)

The subject area would see another burst of development in the late 19th century. On the corner lot of William and Forbes Street, just west of Hobart House, a new church and school were built in 1871/72 (Figure 12 and Figure 13). The works were commissioned by the Wesleyan Methodist Church and designed by Thomas Rowe, a prominent architect with extensive work across NSW, and had an estimated cost of £3340 including the installation of gas.²⁰ A Sydney Morning Herald article announces the commencement of construction of new Wesleyan Church with the laying of the foundational stone:

*The ceremony of laying the memorial stone of the new Wesleyan church and school, now in course of construction at the corner of William and Forbes Streets, took place yesterday afternoon, in the presence of five or six hundred persons. (...) A bottle was placed in the cavity of the stone. In the bottle were sealed up the following:-Copies of the daily papers of yesterday's publication, the minutes of the annual conference in connection with the Australasian Wesleyan Methodist Church for 1871, the Christian Advocate, and a parchment containing the following particulars : "The memorial stone of the Wesleyan Methodist Church and School, Woolloomooloo, corner of William and Forbes streets, was laid by the Rev. George Hurst, on Monday, the 18th day of December, in the year of our Lord one thousand eight hundred and seventy-one ;(...)."*²¹

The masonry work was carried out by Mr. Thomas Moon of Newtown and the carpentry, joinery and finishes by James Minty of Surry Hills. The article also provides a very detailed description of the intended works for both church and school:

The style of architecture adopted is Gothic. The plan, as exhibited in drawings, consists of an oblong lying north and south, 51 feet 6 inches in width, by a length of 57 feet, broken up into a nave and aisles. The nave is projected beyond the end gable, and forms a chancel 14 feet deep and 36 feet wide. At the east side of the chancel there is shown a vestry, and in front, facing William street, the total width of the church is divided into five porches-viz, in the centre a stair porch for future gallery, which will run around the front and sides; at each of this central feature is shown an outer porch, with door openings in three sides, and giving access to the closed porch at the east, and the tower porch on the corner, or west end. The church is thus well protected by porches from draughts. The floor of the church is to have a fall towards the chancel in the amphitheatre form, and is in the plan divided into three rows of seats by two broad aisles, with transverse ones at the chancel and entrance porches. The seats will afford accommodation for 525 adults. Below the church there will be a schoolroom, two vestries, and an infant schoolroom, with access to the church under the front porches, in order to prevent the children going outside. The floor of the schoolroom is arranged to be stepped, so as to follow the fall or slope of the church floor, and the back entrances of the schoolroom will be level with the street on the Forbes-street side. In the rear of the school there will be provided a boiler-house, together with the necessary outbuildings. The front elevation, facing William-street, of which the foundations are already laid, will present, when finished, a very picturesque grouping. There will be a tower at the corner of William and Forbes streets three stories high, surmounted by an octagonal spire terminating in an iron finial 80 feet from the pavement. The tower is engaged on one side to the main gable of the church, which rises 50 feet high, and is divided by two well-proportioned buttresses with pinnacles. In the centre of the gable will be a rose window of plate tracery, with a lancet at each side, and a round window over. This central space is in the design occupied below by a large gabled porch with a single light, and supported by a buttress at each side. At each side there will be the outer porches consisting of a bold round arch moulded with gable over, supported on richly carved and foliated corbels. Over each outer porch the elevation shows a lancet with label over. The effect, owing principally to the use of rubble for the walls, with coursed ashlar for quoins, sills, dressings, arches, mouldings, and tracery, in the manner of many of our old cathedrals, will be sparkling. The skyline is well managed, and broken in a picturesque manner. The number of gables and vertical lines in this front will give the effect of great height. Above all, the spire will rise, decorated with bands and pointed shingles. The outer

²⁰ 1871, The Sydney Morning Herald *New Wesleyan Church, William Street 19 Dec 1871*, accessed 11/03/2025, <https://trove.nla.gov.au/newspaper/article/13249370>

²¹ Ibid

porches will be closed with ornamental wrought iron gates. The side elevation shows the tower and spire and five bays, with gables over, and along single light with plate tracery heads in each bay, separated by well designed buttresses rising from the pathway. The buttresses also serve to divide the schoolroom couplets, which have a fall, owing to the steep gradient of Forbes Street. The side is well "treated, and the gables of the aisles contrast in an effective manner with the lofty shingled roof. Beyond the nave portion a lofty chancel is shown in the design, pierced with a lancet, and the gable of the school vestry breaks the outline of the moulded base which runs around the whole building. The chancel end shows a rose window of plate tracery in the gable, and the entrances of the schoolroom and vestries, which are in the plan at each side of the chancel. The interior will be very effective from an artistic point of view, and the acoustic principles have been very carefully attended to. The amphitheatre style adopted for the floor, and the first time used in this city, will also render the sight as perfect as possible. The chancel is to be recessed back under a lofty semi arch on richly carved corbels, and will have a choir gallery or organ loft, together with--but projecting beyond into the church nave--a well designed cedar rostrum and communion railing. The roofs of the nave, aisles, and chancel are to be lined with alternate cedar and pine, against the collar ties, and the nave roof principals supported by eight iron columns with foliated caps. The sittings are to be of cedar, enlivened and contrasted with pine. The building will be well lighted by five pine lancets on each side, and rose windows in the chancel and front. The lights will be glazed with ornamented coloured glass in lead quarries. The walls will be plastered inside, and neatly lined in red. Provision will be made for galleries. The schoolroom is very extensive, and is 14 feet high. It will be well lighted by five couplets at each side, besides the windows of the infant room and vestries. The floor will be sloping and stepped, and the ceiling of the school, or floor of church, will be supported by ten iron columns with moulded caps. Access can be had to the school by steps at William-street, as well as from the church and Forbes-street. The tout ensemble is picturesque and piquant in effect, and the perspective view from the corner, as exhibited in the photographs, shows a bold skyline, a well broken outline, rich details, and a peculiarly rustic and unique effect produced by the rubble stone. The spire and tower will be a principal feature in the views about Woolloomooloo and neighbourhood. The design is from the pencil of Mr. Thomas Rowe, architect, of Pitt-street, the author of many of the fine churches in the city and colony.²²

The former Thompson residence was expanded and converted into an educational facility. The Sands Directories indicates that a collegiate school was operating on site in 1867.²³ From 1871 it was known as 'Ailanthus College' and it was operated under the direction of Mrs. Annie Gillam. An 1885 NSW government publication provides a description of the building:

*This College has been established fourteen years, and the method of instruction pursued has always secured the earnest intelligence of the pupils. A reference to the University Calendar will show that the examinations there have been most successfully passed by pupils from this College. Ailanthus" is a capacious residence, the rooms being large and lofty, and by their construction and ventilation are admirably adapted for a school. All the dormitories are on the upper story, and there are also shower and plunge baths. The health and comfort of the pupils receive special attention, the domestic arrangements being under the direction of Mrs. Gillam. The educational department is under the personal supervision of the Principals, who take all the classes in turn, and who hold high testimonials as to their attainments and skill in imparting knowledge. The preparation of studies by resident pupils carefully overlooked. "Ailanthus" has the advantage of possessing large garden and recreation grounds, so necessary to the health of young ladies from the country. The subjects taught include History, Physical and Political Geography, Grammar, Analysis and Composition, Mathematics, Algebra and Arithmetic, Science, Mapping, Latin, French, German, Music, Singing, Dancing and Drilling, Painting in Oils and Water-colours on Terra Cotta, &c., Drawing in Pencil and Crayon, Plain and Fancy Needlework.*²⁴

²² 1871, The Sydney Morning Herald *New Wesleyan Church, William Street 19 Dec 1871*, accessed 11/03/2025, <https://trove.nla.gov.au/newspaper/article/13249370>

²³ 1867 'Sands Directory' Part 2, City of Sydney Archives, viewed 21/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900292>

²⁴ 1882, *The Year-book of New South Wales* George Robertson, Sydney, Accessed 11 /03/2025 -<http://nla.gov.au/nla.obj-2999052739>

Between the 1870s and the 1880s residential and commercial terraces were established within the subject area. A group of four residential Victorian Filigree brick terraces (Figure 14 and Figure 15) were constructed along Forbes Street, just north of Hobart House, between 1875 and 1876 dubbed 'Little Terrace'.²⁵ According to the *Sands Directories* the terraces were occupied by multiple tenants over the first decade of existence. Newspaper auction advertisements indicate that some of the earlier tenants were wealthy. An ad placed on the *Sydney Morning Herald* in 1878 contents of the terrace at No. 172 Forbes Street, left behind after the passing of the tenant, a Mrs Anderson:

*On THURSDAY, January 10, at 11 a.m. At the Residence of the late Mrs. Anderson, 172, Little's terrace, Forbes-street, Woolloomooloo, next Wesleyan Church. Highly attractive sale of ELEGANT HOUSEHOLD FURNITURE and Effects, comprising Handsome Gilt Pier Glasses, Rosewood Suites, black Horsehair Suite, Brussels Carpets, Telescope Dining Table, Curtains, Poles and fittings, Double and Single Iron Bedsteads, and Bedding, Washstands and Sets, Bedroom Suites, Oilcloth, Rugs, Fenders, Marble-top Hat Rack, Stair Carpet and Rods, Crockery, Cooking Utensils. Also, a first-class Cottage Piano, by Aucher Freres (a favourite of the late Alfred Anderson); also, Cottage Piano by Berd, &c, &c, &c. NELSON and HEWLETT have received instructions to sell by public auction, on Thursday the 10th January, at 11 a.m., at 172, Little's-terrace, Forbes Street, next Wesleyan Church, Woolloomooloo. The above, which will be sold without reserve. Terms, cash.*²⁶

The same year, John Bushelle, a well-known opera singer at the time,²⁷ leaves No. 170 Forbes Street and sells his possessions:

TUESDAY, 12th February, at 11 a.m. at No. 170, LITTLE'S TERRACE, FORBES STREET, WOOLLOOMOOLOO, near WESLEYAN CHURCH.

UNUSUALLY ATTRACTIVE SALE BY AUCTION of the whole of the FASHIONABLE and HIGHLY FINISHED ENGLISH-MADE HOUSEHOLD FURNITURE, in SOLID SPANISH MAHOGANY and BEST GRAINED ENGLISH WALNUT EXQUISITE PARIAN STATUARY RARE FRENCH BRONZE CASTINGS RECHERCHE OBJECTS of HIGH ART FULL GRAND PIANOFORTE, by COLLARD and COLLARD RICHLY CUT GLASS. SUPERB CHINA, English and French manufacture. (...)

DINING-ROOM SUITE, covered maroon-morocco, stuffed throughout with the BEST' quality horsehair, thickly overlaid on substantial springs, buttoned seats, be, finished off in a thorough workmanlike manner VALUABLE BLACK MARBLE French Dining-room STRIKING CLOCK, by the well-known horologist Brevete, Paris HEAVY Dining-room and Drawing-room Carpets (...)

MAGNIFICENT Walnut GRAND CONCERT PIANOFORTE, trichord, full register, by COLLARD and COLLARD. Imported for the proprietor by Messrs. Paling and Co. about ten months ago. at a cost of ONE HUNDRED and SIXTY (...)

KITCHEN UTENSILS, EXCELLENT GARTON AND ICING STOVE ENGLISH COOKING STOVE, Dog's house, and sundries; also, the whole of the VENETIAN BLINDS, throughout the house.

NOTE-We have unmixed pleasure in drawing special attention to the present sale as affording an unusual opportunity of securing household furniture of unexceptionable quality, after the latest designs now prevailing in the west end of London. From The great care exercised in its keeping, the effects will be found on inspection, almost in the same condition as when the first purchase was made. Where every article is super excellent it is perhaps unnecessary to lock out any particular line for special comment, but we desire slightly to notice the PIANOFORTE,

²⁵ 1875 'Sands Directory' Part 1 – City of Sydney, viewed 23/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900256>;
1876 'Sands Directory' Part 2 – City of Sydney, viewed 23/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900248>

²⁶ 1878 'Advertising', *The Sydney Morning Herald* (NSW : 1842 - 1954), 8 January, p. 9., accessed 30/03/2025, <http://nla.gov.au/nla.news-article13405503>

²⁷ 1891 'Death of Mr. Bushelle.', *Evening News* (Sydney, NSW: 1869 - 1931), 15 September, p. 6. accessed 30/03/2025, <http://nla.gov.au/nla.news-article111981191>

*which is a FULL GRAND and a most valuable instrument and possesses all the latest improvements introduced by (the famous makers, COLLARD and COLLARD. Its wonderful combination of sweetness and power of tone render this make very acceptable to professional and amateur players and having the requisite qualities is admirably adapted for singing or the effective performance of the heaviest classical compositions.*²⁸

Another ad from 1884 for No. 160 Forbes Street describes the contents of the terrace left behind by the previous occupier, possibly Charles H. Casperson, an assistant manager at the Electric Telegraph Department:²⁹

*'Wednesday, April 30, at 11a.m." Highly attractive and unreserved sale by auction, on the premises, Little's Terrace. 160, Forbes-Street Woolloomooloo, of superior household furniture and effects, comprising glass. china, plate massive dining-room furniture large solid dining-table austrian bentwood chairs. marble clock carpets, hearthrugs, fenders and irons handsome walnut card and occasional tables vases. lustres, oil paintings. engravings handsome pier glass, chiffoniere sideboard, magnificent brilliant-toned pianoforte, over strung, on massive iron frame, double oblique, by Ronisch superior solid walnut organ, 15 stops, by the celebrated makers clough and warren double and single H.T. bedsteads and bedding double washstands and dressing tables to match cedar and pine chests of drawers. mirrors curtains, stair carpet, rods. oilcloth, kitchen safes, tables, dresser and utensils.'*³⁰

An additional set of three commercial brick terraces were established in the early 1880s on the corner of William Street and Dowling Street, to the east of Thompson's former residence, now 'Ailanthus College'.³¹ These terraces remain largely extant on site.

An insurance survey conducted by Rygate and West in 1888 provides further details of the buildings on site at this time (Figure 16). Hobart House is now noted as having two storeys and the stables are noted as having a single story. One of the smaller privies is now noted as being made of timber. It seems 'Ailanthus College' expanded on the former Thompson residence. The building now included an additional eastern wing and extended northern veranda as well as an unknown ancillary brick building on William Street. The plan also advises that the original building and new eastern wing were three stories high and the western wing four stories high. The garden, previously drawn in Thompsons' sketch, is noted on the larger northern portion of the former Thompson lot.

The Wesleyan church occupies the full extent of the previously vacant lot. The set of two-storey residential terraces on Forbes Street is depicted as having rear wings, outdoor brick and timber privies and a two-storey timber ancillary building facing Judge Street.

The commercial/residential terraces, facing William Street, are noted as being four-stories high and include rear wings, built of both brick and timber and a single timber privy. One terrace includes a larger yard and brick stables. Like much of William Street at the time, the terraces operated as shops on the ground floors and dwellings on the upper floor.

²⁸ 1878 'Advertising', *The Sydney Morning Herald* (NSW: 1842 - 1954), 9 February, p. 12. , accessed 30/03/2025, <http://nla.gov.au/nla.news-article13407502>

²⁹ 1882 'Sands Directory' Part 1 – City of Sydney, viewed 23/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900218>; 1887 'Mysterious Disappearance.', *Evening News* (Sydney, NSW: 1869 - 1931), 4 July, p. 5. , accessed 30/03/2025, <http://nla.gov.au/nla.news-article108006592>

³⁰ 1884 'Advertising', *The Sydney Morning Herald* (NSW: 1842 - 1954), 28 April, p. 9, accessed 30/03/2025, <http://nla.gov.au/nla.news-article13569988>

³¹ 1882 'Sands Directory' Part 2 – City of Sydney, viewed 23/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1900217>



Figure 12 - Wesleyan Church, Woolloomooloo [N.S.W.], Thomas Rowe, architect

Source: State Library VIC ID 9918003043607636



Figure 13 – 1862-1873 Views of Sydney, Samuel Elyard

Source: *State Library NSW FL650354*

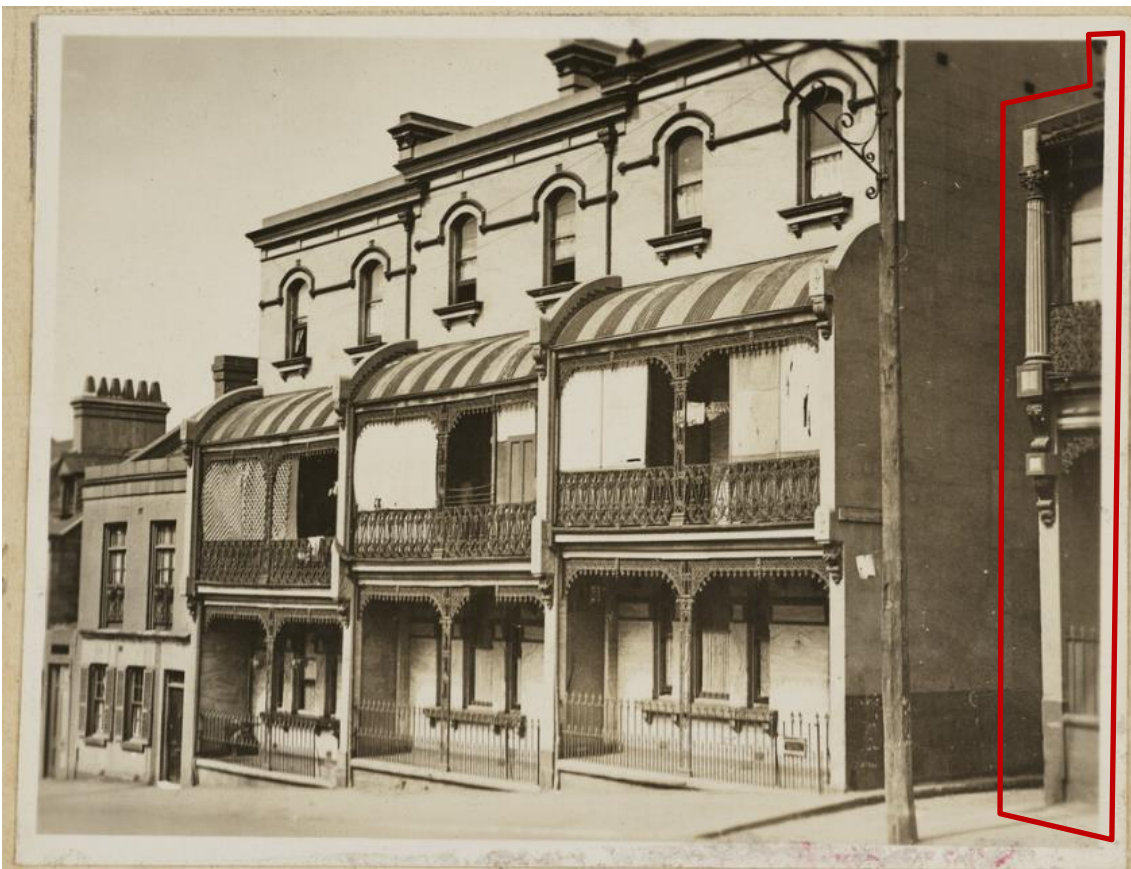


Figure 14 – Terrace house in Forbes Street Woolloomooloo, circa 1933 (adjacent to subject area). Narrower Judge Lane and partial view of former terraces within subject area indicated in red

Source: *City of Sydney Archives [A-00037766] with Urbis overlay*

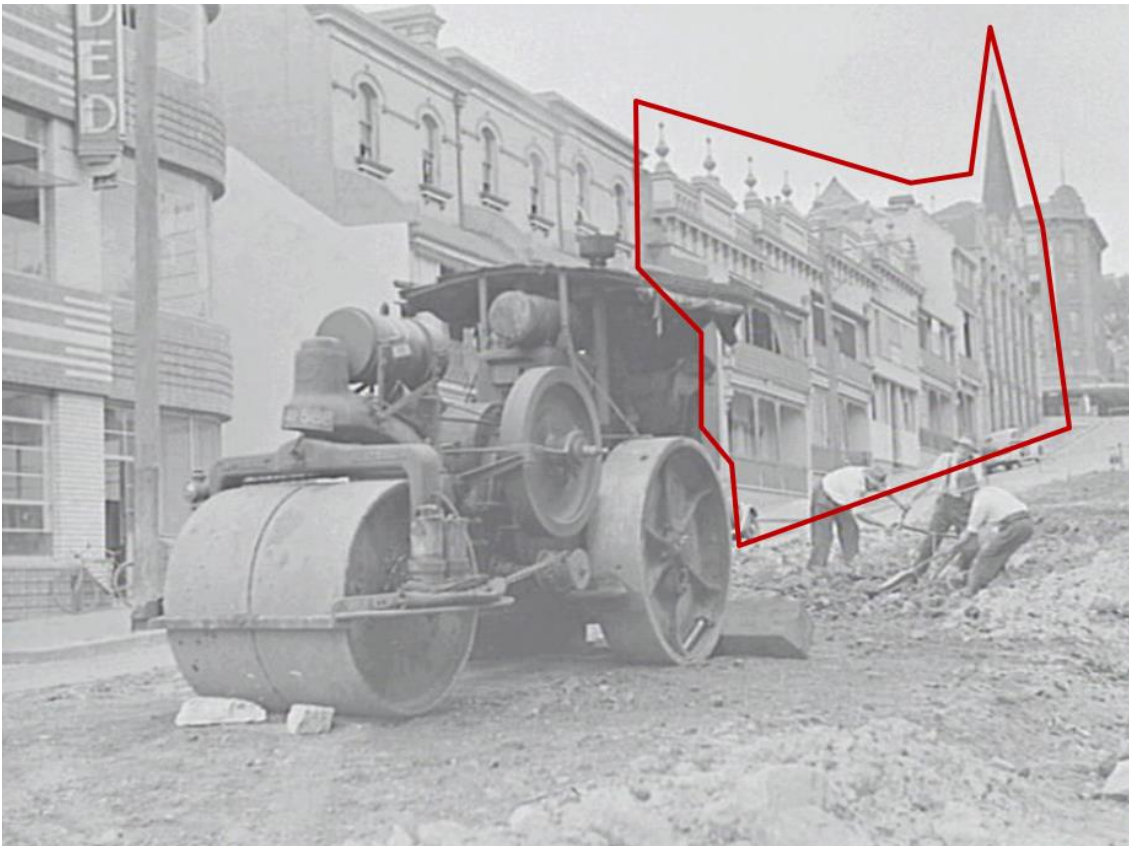


Figure 15 – Resurfacing and reconstruction of Forbes Street during the 1930s - terraces and Wesleyan Church visible in the background - subject area indicated in red

Source: City of Sydney Archives [A-00012185] with Urbis overlay

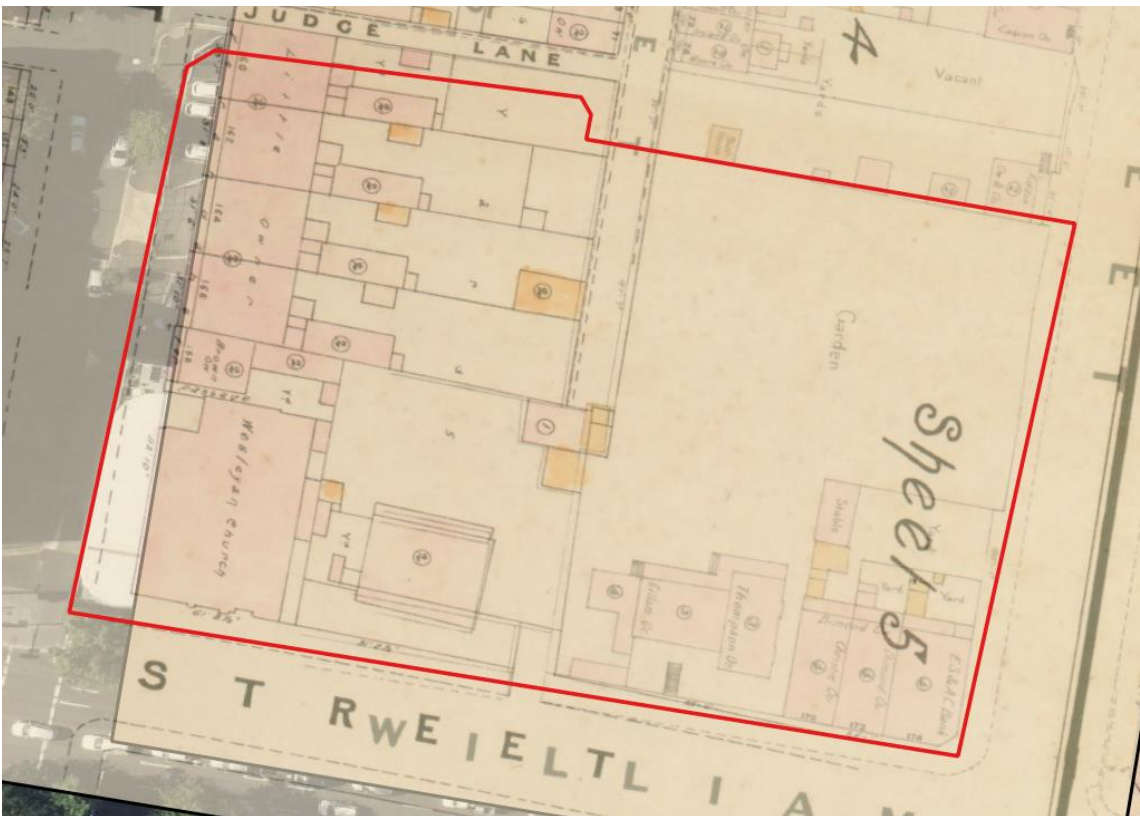


Figure 16 – 1888 Plans of Sydney Sheet Overlaid Sheets 4&5 (Rygate & West)

Source: City of Sydney Altas [1171_004 & 1171_005] with Urbis overlay

2.1.4. Phase 4 – 20th Century Commercial Redevelopment (1900 – Present)

During the 20th century the site was subject to a high level of redevelopment across the entire subject area.

Hobart House was demolished around the turn of the century and a row of terrace houses (Nos. 164-174 William Street) was built in its place in 1904, adjoining the Wesleyan church, on the William Street frontage (Figure 17).³² Sometime between 1955 & 1965 Nos. 164-172 were demolished while No. 174 was retained, was incorporated into the Holden House warehouse and the car showrooms. No. 174 remains extant today albeit completely concealed by the modern warehouse structure and in highly modified form.

'Ailanthus College' was in operation up until 1903. The following year the dwelling is listed under a Mrs L. Manning and renamed as 'Burenda'.³³ In 1910 the Australasian Motor Cab Company acquires the property with plans build to a three-storey garage in the unoccupied portion of the lot.³⁴ An article from 1911 advises the 'Burenda is operating as a boarding house.³⁵ By 1916 the site is listed as accommodating both the cab company and the boarding house.³⁶ Between 1919 and 1921 the house is listed as 'Girls Friendly Society'.³⁷ That same year the former Thompson Residence / 'Ailanthus College' / 'Burenda' boarding house was demolished (Figure 18) to make way for the Holden House Flats building (Nos. 176-188) which were occupied from 1925.³⁸ These consisted of a group of five terraces with ground-floor shops and showrooms with residential flats on the upper floors above (Figure 19). A news article from July 1927 lists the site for auction:

"those well-known and extensive premises, "Holden House", Nos. 176 to 188 William St, including five shops and flats over, also two basements and 175 Dowling Street used as Holden's Motor Garage".³⁹

The flats originally provided accommodation to staff at Holden House and it was renamed 'Stack House' when Stack & Co. Ltd purchased the warehouse in the 1940s.

The three terraces on the corner of Dowling and William Streets were converted to flats, henceforth known as 'Raymond Flats'. Similar to No. 174 these terraces remain extant today but concealed by the modern warehouse structure and in highly modified form.

The Holden House warehouse which occupies northeastern portion of the site was constructed c. 1925, in the early stages of Holden's automotive history with Holden Motor Body Builders Ltd. establishing themselves on William Street at the subject site at this time. The building was erected over the former garden area of 'Ailanthus College'. The warehouse operated as a car body fabrication workshop, as well as a car showroom (Figure 20 and Figure 21).

In 1955 the Wesleyan Church was demolished, and a 3-storey office building was constructed on the corner of William & Forbes which housed the ABC document archives. The building was subsequently altered in 1959, 1962, 1993, 1994, 1997, 2001, 2004, 2012, 2014, 2015 and 2017. By 1965, the group of 1880s attached residential terraces addressing Forbes Street were demolished and replaced with the current open-air hardstand carpark (Figure 22) Some terrace materials may have been reused for kerbing (Figure 23 - Figure 24).

³² 1904 'Sands Directory' Part 2, City of Sydney Archives, viewed 21/03/ 2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1899967>

³³ Ibid

³⁴ 1910 'NEW TAXIS FOR SYDNEY.', *The Daily Telegraph (Sydney, NSW: 1883 - 1930)*, 7 July, p. 4., viewed 21/03/2025, <http://nla.gov.au/nla.news-article238007681>

³⁵ 1911 'AN EXTRAORDINARY LETTER.', *Truth (Sydney, NSW: 1894 - 1954)*, 26 November, p. 6., viewed 21/03/2025, <http://nla.gov.au/nla.news-article168740923>

³⁶ 1916 'Sands Directory' Part 2, City of Sydney Archives, viewed 21/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1899708>

³⁷ 1919 'Sands Directory' Part 2, City of Sydney Archives, viewed 21/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1899708>

³⁸ 1925 'Sands Directory' Part 2, City of Sydney Archives, viewed 21/03/2025, <https://archives.cityofsydney.nsw.gov.au/nodes/view/1899554>

³⁹ 1927 'INDOOR AUCTIONS', *The Daily Telegraph (Sydney, NSW : 1883 - 1930)*, 23 July, p. 11. , viewed 21/03/2025, <http://nla.gov.au/nla.news-article246989967>



Figure 17 –Excerpt of 1916 photograph of demolition of buildings at William Street and Forbes Street Darlinghurst (Wesleyan Church and No. 164 William Street terrace in the background indicated by red arrows)

Source: City of Sydney Archives [A-00038066]



Figure 18 – 1921 Demolition of Ailanthus College

Source: City of Sydney Archives [A-00037056]

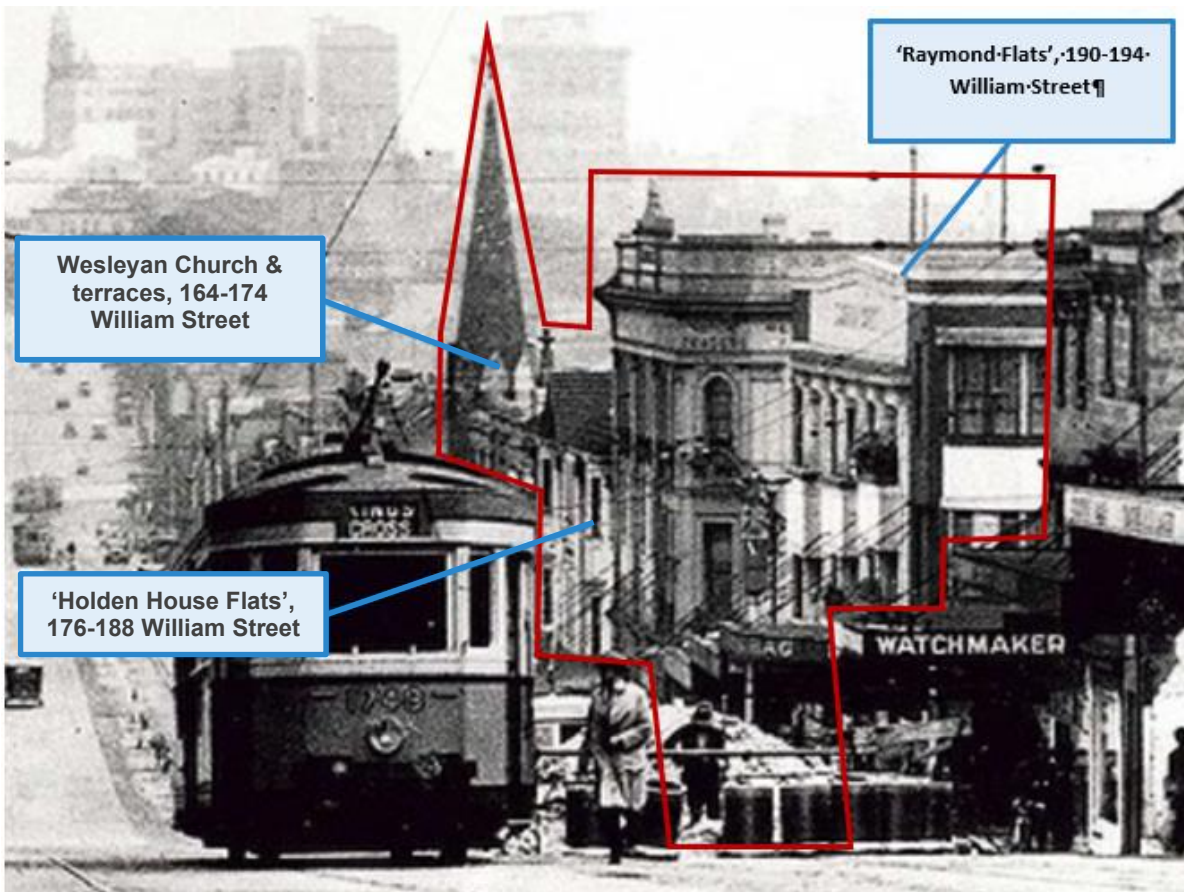


Figure 19 – View west along William Street, c. 1930 a with approximate location of the subject area indicated in red

Source: City of Sydney Archives, with Urbis overlay

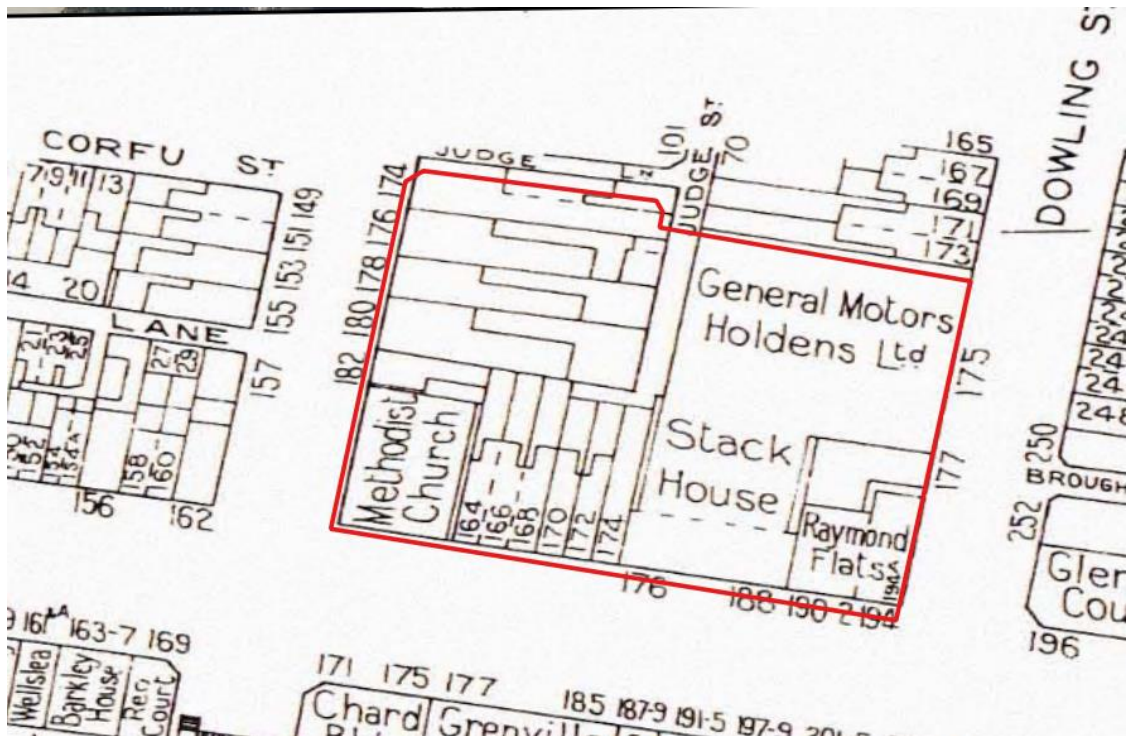


Figure 20 – City of Sydney Detail Sheet, 1949-1972 (subject area outlined red) – note the presence of the church building, which indicates that this survey dates to pre-1955

Source: City of Sydney Archives, with Urbis overlay



Figure 21 – “William Street branching out to Kings Cross, Victoria Street, etc., Sydney” [picture] / Frank Hurley (1950), showing the Stack and Company Pty Ltd building on Dowling Street, terrace houses on corner of William and Dowling Streets, terrace group on William Street, adjoining Wesleyan church and terrace houses on Forbes Street

Source: National Library, Hurley collection of photographic prints, PIC HURL 262/13 with Urbis overlay



Figure 22 –1971 Aerial image over the subject area

Source: HISD 1971 with Urbis overlay



Figure 23 –View east along Judge Lane, Woolloomooloo, 1971. Post demolition of terraces along Forbes Street

Source: *City of Sydney Archives [A-00052914]*



Figure 24 – Footpath damage in Judge Lane, Woolloomooloo, 1971. Detail of possible remains of former terraces either in situ or as reused materials.

Source: *City of Sydney Archives [A-00052916]*

2.2. MAPPING OF HISTORICAL PHASES

The locations of known former structural features associated with each historical phase of the subject site are mapped in Figure 25. The demolished structures may have subsurface elements (e.g. foundations), which could remain *in situ* even after demolition depending on the extent of demolition and subsequent development.

It can be seen from below figure that early development of the subject area (Phases 1 to 3) was concentrated in the western and southeastern portions of the subject area. Development of the remainder of the subject area did not commence until the 1900s (Phase 4) remains mostly extant and has not been overlaid.

It should be noted that the mapping may not be exhaustive. Other structural or subsurface features that were not identified in the historical records reviewed for this assessment may exist within the subject site. Furthermore, non-structural features (e.g. discarded items) may occur anywhere within the subject area.

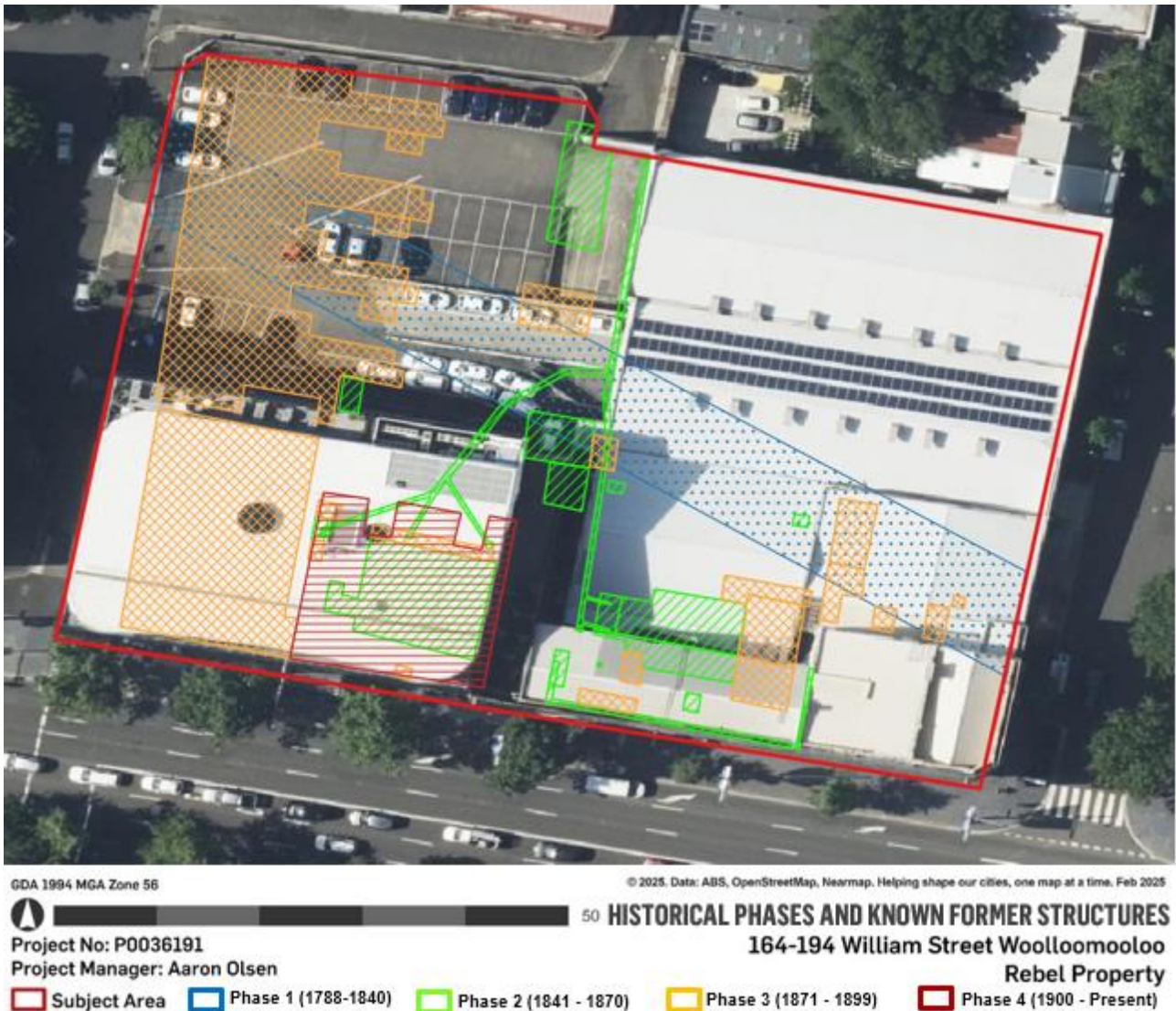


Figure 25 Approximate locations of known former structural features for each historical phase

Source: Six Maps with Urbis overlay

2.3. PREVIOUS INVESTIGATIONS

Previous studies may provide information on the potential nature and distribution of archaeological resources in a given area.

No previous archaeological reports that relate directly to the subject site have been identified. However, previous archaeological investigations of similar contexts to the subject site may provide information on the potential nature and distribution of archaeological resources. A summary of relevant assessments is provided below.

AHMS (2002) carried out a Historical Archaeological assessment of a proposed development at 60-70 William Street, approximately 370m west of the subject area. The assessment identified the potential for the presence of footings of residential and commercial structures and associated stables and outbuildings as well as footings, drains, cesspits, service lines. It also identified the potential for the presence of a public brick sewer line.

Casey & Lowe (2018) undertook a Historical Archaeological assessment of a site located on Forbes Street 60m southwest of the subject area. The site had seen a similar level of disturbance in comparison to the subject area and the study identified moderate potential for the presence of locally significant archaeological resources such as evidence of terraces, cesspits and residential outbuildings. The report recommended the implementation of an archaeological testing and recording program.

Extent (2022) conducted a Baseline Historical Archaeological Assessment of a site located on 51 Riley Street, approximately 375m west of the subject area. The report identified a considerable level of disturbance during the 20th century phase of the site and concluded the site had a nil-low potential for the presence of archaeological resources. None the less it did advise that 19th century features, such as wells, cisterns, cesspits and the potential respective artefact bearing deposits, may have a higher degree of survivability. It also considered, if found, such archaeological features would be locally significant.

3. VISUAL INSPECTION

A visual inspection of the subject site area undertaken by Aaron Olsen (Urbis Senior Archaeologist) on 1 May 2025. The visual inspection was undertaken in rainy conditions. Ground Surface Visibility (GSV) was estimated to be 0% due to the presence of structures and hardstand across the entire subject area.

Observations made during the visual assessment were consistent with the desktop assessment of ground disturbance. The portions of the subject area fronting William Street and Dowling Street are presently occupied by buildings (Figure 26, Figure 27 and Figure 28), while the remaining portion fronting Forbes Street is covered entirely by hardstand (Figure 29). Level changes and evidence of underground services were also observed in the eastern part of the hardstand area (Figure 30 and Figure 31). Basement levels were also observed below the buildings along William Street (Figure 32 and Figure 33). It is clear from the site inspection that the entire subject area has been subjected to human activity that has changed the land's surface, being changes that remain clear and observable. Impacts to former structures are likely to be more expansive at Nos. 164-174 William Street and to the rear of Nos. 176-194 William Street where earthworks have taken place and basements were established. The hardstand carpark to the rear of Nos. 164-174, appears to have followed the natural slope of the subject area with minimal impact to potential subsurface structures. Possible remnants of a former structure were identified to the rear of No. 174 William Street. A large sandstone wall was integrated into the construction of the extant 1904 building. It is uncertain if the wall was part of a former structure, built upon and remains *in situ*, or if the sandstone blocks were reutilised as a new footing (Figure 34 and Figure 35).



Figure 26 – View north of extant building at corner of Forbes Street and William Street, in south-western corner of subject area



Figure 27 – View west of extant building at corner of Dowling Street and William Street, in south-eastern corner of subject area



Figure 28 – View south of extant building fronting Dowling Street in north-eastern corner of subject area



Figure 29 – View south-east of hardstand in north-western corner of subject area, bounded by Forbes Street and Judge Lane



Figure 30 – Level change in eastern portion of hardstand area



Figure 31 – Sewer manhole cover in south-eastern portion of hardstand area



Figure 32 – Part of basement below building on corner of Forbes Street and William Street



Figure 33 – Part of basement below building on corner of Darling Street and William Street



Figure 34 – View of sandstone wall at the rear side of No. 172 William Street



Figure 35 – Detail view of sandstone wall at the rear side of No. 172 William Street

4. ARCHAEOLOGICAL POTENTIAL

4.1. FRAMEWORK FOR ASSESSMENT

The *Archaeological Assessment Guidelines* (Heritage Office and Department of Urban Affairs and Planning, 1996) defines historical archaeological potential as:

The degree of physical evidence present on an archaeological site, usually assessed on the basis of physical evaluation and historical research. Common units for describing archaeological potential are: known archaeological features/sites (high archaeological potential); potential archaeological features/sites (medium archaeological potential); no archaeological features/sites (low archaeological potential).

The term 'archaeological feature', as used in the above definition, is defined as:

Any physical evidence of past human activity.

However, the purpose of a HAIA is to assess whether there is reasonable cause to suspect that that 'relics' may be impacted by proposed works. It has been established by the NSW Land and Environment Court⁴⁰ that the term 'relic', as it used in the Heritage Act, does not encompass extant buildings. The assessment of archaeological potential is therefore limited to any material other than extant structures.

The potential for archaeological remains or 'relics' to survive in a particular place is significantly affected by land use activities that may have caused ground disturbance. These processes include the physical development of the site (e.g. phases of building construction) and the activities that occurred there. The following definitions are used to consider the levels of disturbance:

- **Low Disturbance:** the area or feature has been subject to activities that are likely to have had a minor effect on the integrity and survival of archaeological remains.
- **Moderate Disturbance:** the area or feature has been subject to activities that may have affected the integrity and survival of archaeological remains. While archaeological evidence may be present, they are likely to have been disturbed.
- **High Disturbance:** the area or feature has been subject to activities that would have had a major effect on the integrity and survival or archaeological remains. Archaeological evidence is likely to be significantly disturbed or destroyed.

The archaeological potential of the subject area is assessed based on the background information presented in Section 3 and graded according to the following scheme outlined in Section 4.5 of the Assessment Guidelines:

- **High Potential:** historical archaeological features are known to survive within the subject area.
- **Moderate Potential:** archaeological features are likely to survive within the subject area.
- **Low Potential:** archaeological features are unlikely to survive within the subject area.

The following assessment of archaeological potential of the present subject site has been undertaken based on the above framework.

4.2. ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

In order to assess the archaeological potential of the subject site, the potential archaeological resources associated with each of the development phases discussed above are considered in light of the degree of ground disturbance caused by subsequent phases of development and the impact this is likely to have had on potential relics.

A complete assessment of archaeological potential associated with each phase of development of the subject site is provide in Table 3 Table 3 below. Figure 36 provides a visual illustration of archaeological potential.

⁴⁰ *Cousins v Transport for NSW* [2020] NSWLEC 146 at [56]-[65]

Table 3 – Assessment of archaeological potential

| Phase | Potential Archaeological Resource | Integrity | Archaeological Potential |
|---|---|--|--|
| 1. Early Land Grants and Early Road (1788 -1840) | Faunal remains, archaeobotanical evidence and discarded items associated with early activities within the subject area, possibly including timber-getting, agriculture and stone fencing. | Later phases of building construction and demolition and earthworks are likely to have removed or destroyed most or all physical evidence of these archaeological resources. | Low |
| | Road building materials, discarded items associated with road construction and use and occupational deposits associated with transient use of the subject area. | Later phases of construction and demolition are likely to have removed or destroyed all physical evidence of these archaeological resources. | Low |
| 2. John Thompson and William J.H. Thorne (1841 – 1870) | Structural remains of Thompson Residence and associated deeper subsurface features (e.g. wells, cisterns and cesspits). | Although the construction of the Holden warehouse and Stack House have impacted physical evidence of this residence, archaeological resources such as footings and deeper features may survive in areas of lower ground disturbance levels specifically the location of the extant altered terraces on William Street. | Low to Moderate |
| | Structural remains of Hobart House and associated deeper subsurface features (e.g. wells, cisterns and cesspits). | The establishment of the basement levels of the extant building has likely removed evidence of this residence. Archaeological evidence of Hobart House, should it survive, is likely to be highly disturbed. | Low |
| | Sewer infrastructure including residential pipes and main public sewer. | The Thompson residence and Hobart House were connected to the main public sewer during this phase. The residential sewer pipes, likely ceramic, led to the main brick line on a former portion of Judge Street, which now lies within the study subject area. While later phases of construction and demolition have impacted the associated residential structures it is likely that services such as these may have survived or have been reused in later stages. | Moderate Sewer pipes for Hobart House and Thompson Residence |

| Phase | Potential Archaeological Resource | Integrity | Archaeological Potential |
|---|---|--|--|
| | | The location of the main public sewer has seen little disturbance in subsequent phases and likely remains in situ with a high degree of integrity. | High Main Public Brick Sewer |
| 3. Wesleyan Church, Ailanthus College and New Development, (1871 – 1899) | Structural remains of alterations to Thompson Residence (eastern wing, northern veranda and unknown ancillary brick building), known in this phase as Ailanthus College, and associated deeper subsurface features (e.g. wells and cisterns). | Although the construction of the Holden warehouse and Stack House have impacted physical evidence of this residence, archaeological resources such as footings and deeper features may survive in areas of lower ground disturbance levels specifically the location of the extant altered terraces on William Street. | Low to Moderate |
| | Structural remains of Wesleyan Church and associated deeper subsurface features (e.g. services). | Although later phases of construction and demolition have impacted physical evidence of the church, archaeological resources such as footings and deeper features may survive in areas of lower ground disturbance. | Low |
| | Structural remains of 1870s residential terraces along Forbes Street, associated ancillary buildings, deeper subsurface features (e.g. wells, cisterns and cesspits) and underfloor deposits. | Very little disturbance has occurred during later phases in this portion of the subject area where a hardstand carpark is now located. Archaeological resources such as footings associated with the main dwellings, rear wings and ancillary structures to the rear yard. Deeper features may survive in areas of lower ground disturbance. While historical sources indicated some of these terraces featured carpeted floors, underfloor deposits may be present. | High: Ancillary buildings, deeper subsurface features (e.g. wells, cisterns and cesspits) Moderate: Underfloor deposits |
| | Residential/commercial Terraces at on corner of William and Dowling Street | While the original layout of the residential/commercial terraces has been extensively altered the buildings remain extant. | High - Extant |
| | Structural remains of ancillary structures associated with residential/commercial Terraces on corner of William and Dowling | The establishment of the basement levels of the extant building has likely removed evidence the associated ancillary buildings. Such | Low |

| Phase | Potential Archaeological Resource | Integrity | Archaeological Potential |
|--|---|---|--|
| | Street (stables) and associated deeper subsurface features (e.g. wells, cisterns and cesspits). | archaeological evidence may have survived in a highly disturbed form. | |
| 4. 20th Century Commercial Redevelopment (1900 – Present) | 164-174 William Street Terraces (location of former Hobart House) Structural remains and occupational evidence (e.g. fittings and discarded material) of mid and late 20 th century commercial buildings. | While the majority of the terraces, Nos. 164-172, were demolished in the 1950s to make way for the former ABC Archives the terrace at No. 174 was integrated into the new building and remains extant albeit extensively altered. | Low: Nos. 164-172 William Street High - Extant No. 174 William Street |



Figure 36 Archaeological potential of known former structural features

Source: Six Maps with Urbis overlay

5. SIGNIFICANCE ASSESSMENT

5.1. FRAMEWORK FOR ASSESSMENT

The concept of archaeological significance is independent of archaeological potential. For example, there may be 'low potential' for certain relics to survive, but if they do, they may be assessed as having heritage significance. Conversely, while there may be 'high potential' for certain relics, but they may be assessed as having no heritage significance.

Two levels of significance exist in the NSW heritage management system:

State heritage significance in relation to a place, building, work, relic, moveable object or precinct, means significance to the State in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.

Local heritage significance in relation to a place, building, work, relic, moveable object or precinct, means significance to an area in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.

The NSW Heritage Council has adopted the following criteria for assessment of heritage significance related to the *NSW Heritage Act 1977*:⁴¹

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

The significance of the subject site and any potential historical archaeological resources it retains are assessed below against these criteria.

5.2. ASSESSMENT OF SIGNIFICANCE

An assessment of archaeological significance associated with each phase of development of the subject area is provide in Table 4 below.

Table 4 – Assessment of significance

| Criterion | Discussion |
|-----------------------------|---|
| A – Historical Significance | Archaeological potential relating to Phase 1 (1788-1840) within the subject area is mainly restricted to land clearing activities and the establishment of a local road. Archaeological remains associated with land clearing activities would not be considered significant as such evidence would not further contribute to our understanding of the historical development of the local area. |

⁴¹ Heritage Branch of the Department of Planning 2009, *Assessing Significance for Historical Archaeological Sites and 'Relics'*

| Criterion | Discussion |
|------------------------------|--|
| | <p>While there is a low potential for the presence of road building materials, discarded items associated with road construction use as well as occupational deposits associated with transient use of the road, any such archaeological remains would constitute as evidence of an early form of infrastructure. Such archaeological resources would be of local significance for its ability to demonstrate the earliest stages of colonial development within the subject area and the wider locality.</p> <p>If archaeological resources of Phase 1 are found within the subject area they would meet the threshold for Local heritage significance under this criterion.</p> <p>Settlement of the local area was delayed compared with other parts of Sydney. By the middle of the 19th century. While the surrounding area had seen some residential development, the current Woolloomooloo suburb appears to have remained largely undeveloped until the 1840s with the establishment of the Thompson residence and Hobart House. Any surviving archaeological evidence from historical Phase 2 (1841 – 1870) may therefore be an early example of settlement of the current Woolloomooloo suburb boundaries.</p> <p>Archaeological resources of Phase 2 are likely to meet the threshold for Local heritage significance under this criterion.</p> <p>During the late 19th century, the subject area was further developed with the construction of a church (1870s) and residential terraces (1870s and 1880s). This denotes the quick historical and social evolution of the area. Additionally, the former Thompson residence was expanded and converted into an educational facility. Any surviving archaeological evidence from historical Phase 3 (1870 – 1899) would assist in confirming the information derived from historical sources.</p> <p>Archaeological resources of Phase 3 are likely to meet the threshold for Local heritage significance under this criterion.</p> <p>For the remaining Phase 4 (1900 – present) the subject area has been the site of relatively common activities and events, such as residential and commercial redevelopment activities typical of the surrounding area and suburbs and most alterations remain extant.</p> <p>No association of the subject area with a historical, natural or cultural event, period, phase movement has been identified that is of importance to the local area or State.</p> <p>Archaeological resources from any of Phases 4 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.</p> |
| B – Associative Significance | <p>Strong or special associations with a particular individual have been identified in John Thompson, William J.H Thorne, Annie Gillam and Thomas Rowe (Phases 2 and 3) however it is unlikely that potential archaeological resources directly associated with them and sufficient integrity have survived.</p> <p>Archaeological resources of Phase 3 are not likely to meet the threshold for Local heritage significance under this criterion.</p> |

| Criterion | Discussion |
|----------------------------|--|
| C – Aesthetic Significance | <p>The potential archaeological resources within the subject area are unlikely to possess either unique aesthetic characteristics or to demonstrate a high degree of creative or technical achievement.</p> <p>Archaeological resources from any of Phases 1 to 4 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.</p> |
| D – Social Significance | <p>There is no evidence that potential archaeological resources at the subject site would hold a special association with a particular present-day community or cultural group for social, cultural or spiritual reasons. While associations with the Wesleyan Church may have social significance it is unlikely to be represented by the archaeological record.</p> <p>Archaeological resources from any of Phases 1 to 4 are unlikely to meet the threshold for either Local or State heritage significance under this criterion.</p> |
| E – Research potential | <p>Even though there is a moderate to high potential for the presence of archaeological resources associated with Phase 2 (1841-1870) such evidence is unlikely to yield further information regarding processes of residential development of the mid-19th century in the inner Sydney region. Occupation deposits may be present, but they are unlikely to be associated with the Thompson residence. They would instead be linked to subsequent owners. Data of occupational deposits would enhance the current data set on the development of the Woolloomooloo suburb.</p> <p>Regarding Phase 3 (1871-1899) historical research identified the presence of wealthy individuals residing at the Forbes Street terraces in a predominantly lower affluent working-class suburb. Archaeological evidence of this occupation may yield additional information to our understanding of the social makeup of the Woolloomooloo suburb in the late 19th century.</p> <p>The site may contain evidence the mixed remains of several occupations across Phases 2 and 3.</p> <p>Archaeological resources from Phases 2 and 3 are likely to meet the threshold for Local heritage significance under this criterion.</p> |
| F – Rarity | <p>Archaeological remains deriving from the residential, educational and spiritual use of the subject site during Phase 2 (1841-1870) and Phase 3 (1871-1899) or the commercial use Phase 4 (1900-present) are unlikely to be rare examples of an event, phase, period, process, function, movement, custom, way of life or activity of importance to the local area or State.</p> <p>Archaeological resources from any of Phases 1 to 4 are unlikely to meet the threshold for either Local or State heritage significance under this criterion</p> |
| G – Representativeness | <p>Archaeological resources associated with Phases 2 and 3 may provide evidence of the residential development that occurred during the mid to late 19th century and the transition between large villa like residences to higher density terrace occupation. Such evidence could relate to changes within the subject site as well as the broader locality.</p> <p>Archaeological resources from of Phases 2 to 3 are likely to meet the threshold for Local heritage significance under this criterion.</p> |

5.3. STATEMENT OF SIGNIFICANCE

This assessment has concluded that archaeological resources which could occur at the subject area dating to the mid-to late-19th century development of the subject area – Phase 2 (1841-1870) and Phase 3 (1871-1899).

The majority of archaeological remains associated with the 19th century development and use of the subject area are likely to have heritage significance under criteria A (Historical Significance), E (Research Potential) and G (Representativeness) at a Local level.

Archaeological resources associated with the mid-19th century occupation, specifically the Thompson residence and Hobart House, would constitute evidence of the first form of development within the subject area and consistent with the broader trend across Woolloomooloo as a suburb.

Additionally, archaeological evidence of late-19th century occupation such as Ailanthus College and the Forbes Street terraces may yield additional information on the residential development from large villas to higher density terraces and to the understanding of the social makeup of the Woolloomooloo suburb during this period.

The assessment of significance should be updated following further archaeological investigation.

6. IMPACT ASSESSMENT

The following is an assessment of the likely impact of the proposed works on potential relics within the subject area and measures proposed to mitigate any impact to relics.

6.1. ARCHAEOLOGICAL SENSITIVITY

Areas of archaeological sensitivity have been identified within the subject area that correspond to the likelihood of retaining historical relics.

The assessment of archaeological potential has identified moderate potential for footings of 19th century structures and deep subsurface features (e.g. wells and cisterns) and a high potential for the presence services and sewer lines of associated with Thompson and Hobart residences during the earliest development of the subject area (Phase 2). Moderate to High potential has also been identified for footings, and deeper subsurface features (e.g. wells, cisterns and) associated with the original Forbes Street terraces, and the Wesleyan Church which dates to ca. 1870s (Phase 3). The assessment of significance has determined that archaeological material from these phases is likely to have local heritage significance under criterion A (historical significance) and criterion E (research potential).

Older archaeological material (Phase 1) is unlikely to survive the subsequent development and use of the subject area, while more recent archaeological material (Phase 4) is unlikely to meet the threshold for either Local or State heritage significance.

There is therefore moderate to high potential for relics to be retained within the subject area in areas corresponding to known and likely mid-19th century development where subsequent ground disturbance is low or moderate. This corresponds to:

- The area within the footprint of the extant buildings facing William Street on the southern portion of the subject area.
- The area between the extant 1970s hardstand carpark the northwestern portion the site and the access ramps to the extant warehouse building in the central portion of the subject area.

These areas are mapped in as having moderate to high archaeological sensitivity. The remainder of the subject area is assessed as having nil to low archaeological sensitivity.

6.2. POTENTIAL IMPACTS

The proposed works are described in Section 1.2 above and include demolition of all existing buildings and the construction of a new multi-storey mixed-use development with four basement levels extending across the entire subject area.

As there is moderate potential for locally significant archaeological resources to be retained within parts of the subject area and the proposed ground-disturbing impacts extend across the entire subject to a depth sufficient for four basement levels, there is reasonable cause to suspect that the proposed works will impact historical archaeological relics.

6.3. MITIGATION MEASURES

To mitigate harm to any unknown historical 'relics' within the subject site, the following is recommended for the zones of archaeological sensitivity indicated in Figure 37:

- In zones of **moderate to high archaeological sensitivity**, further archaeological investigation should be undertaken post demolition works, by a qualified archaeologist, but prior to any ground disturbing works in any area identified in this report as a zone of 'moderate and high archaeological sensitivity'. A historical archaeological research design and excavation methodology ('HARDEM') should be prepared to guide the archaeological monitoring and excavation. The HARDEM should encompass an Unexpected Finds Protocol. Additionally, the HARDEM should be approved by Heritage NSW prior to commencement of the further archaeological investigation, or any ground disturbing works anywhere within the subject area. Additional management measures for the subject area based on the findings of the further investigation should be formulated in a post-excavation report as required by s146 of the Heritage Act.
- In zones of **low archaeological sensitivity**, no further archaeological investigation is recommended to be undertaken prior to commencement of ground disturbing works.



GDA 1984 MGA Zone 56

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Project No: P0036191

Project Manager: Aaron Olsen

ARCHAEOLOGICAL ZONING
164-194 William Street Woolloomooloo
Rebel Property

Subject Area
 Contours
 Low Sensitivity
 Moderate Sensitivity
 High Sensitivity

Figure 37 Archaeological sensitivity zones

Source: Six Maps with Urbis overlay

7. CONCLUSIONS & RECOMMENDATIONS

The HAA has been undertaken to assess the impacts of the proposed works to any historical archaeological material within the subject area and to formulate appropriate heritage management measures.

The HAA has concluded the following:

- The historical development and use of the subject is broadly categorised according to the following phases:
 - Phase 1: Early Land Grants and Early Road (1788 – 1840)
 - Phase 2: John Thompson and William J. H. Thorne (1841 – 1870)
 - Phase 3: Wesleyan Church, Ailanthus College and New Development (1871-1899)
 - Phase 4: 20th Century Commercial Redevelopment (1900 – Present)
- No listed archaeological items have been identified within the subject area.
- Low to Moderate archaeological potential has been identified for locally significant historical relics associated with the early development of the subject area (Phase 2), including the foundations of buildings, deep subsurface features (e.g. wells, cisterns and services).
- Low to High archaeological potential has been identified for locally significant historical relics associated with the second stage of development (Phase 3) including the foundations of buildings, deep subsurface features (e.g. wells and cisterns) and underfloor occupational deposits.
- As the proposed works include demolition of all existing buildings and construction of a new mixed-use development with basement levels, there is reasonable cause to suspect that the proposed works will impact historical relics.
- This report did not identify potential for the presence of State significance relics.

In view of the above conclusions and the 'relics' provisions of the s. 139 of the *Heritage Act 1977* (NSW), Urbis recommends the following mitigation measures:

- **Recommendation 1 – Submission of Report**

A copy of this report should be submitted with the Environmental Impact Statement (EIS) in support of SSD-80211463.

- **Recommendation 2 – Further Archaeological Investigation**

Further archaeological investigation should be undertaken by a qualified archaeologist post demolition works and prior to any ground disturbing works in any area identified in this report as a zone of 'moderate and high archaeological sensitivity'. A historical archaeological research design and excavation methodology ('HARDEM') should be prepared to guide the archaeological monitoring and excavation, as well as include an Unexpected Finds Protocol. The HARDEM should be approved by Heritage NSW prior to commencement of the further archaeological investigation, or any ground disturbing works anywhere within the subject area. Additional management measures for the subject area based on the findings of the further investigation should be formulated in a post-excavation report as required by s146 of the Heritage Act.

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