

2 Flide Street, Caringbah

Historic Heritage Constraints Assessment

Report to Homes NSW

September 2025



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EXECUTIVE SUMMARY

Project overview

This Historic Heritage Constraints Assessment has been prepared by Artefact Heritage and Environment Pty Ltd (Artefact Heritage) on behalf of Homes NSW for a concurrent State Significant Development Application (SSD-84862461) and Planning Proposal for the redevelopment of existing social housing (the Project) at 2 Flide Street, Caringbah (the Site). The project involves the construction of two residential flat buildings—one rising to part 13 and part 14 storeys, and the other to 8 storeys—comprising a total of 164 social and affordable housing apartments. The development also includes a communal room and a two-level basement car park. To support the Proposal, adjustments to the permissible building height and floor space ratio (FSR) via an amendment to the Sutherland Shire Local Environment Plan 2015 are required.

The purpose of this Historic Heritage Constraints Assessment is to identify the key matters relating to non-Aboriginal heritage that may require further assessment in the Environmental Impact Statement, and to address the Secretary's Environmental Assessment Requirements (SEARs) for the Project issued on 6 June 2025. Item 22 of the SEARs stipulates that an initial assessment of the potential impacts on environmental heritage be completed (Table 1).

The study area

The Study area is located within the Sutherland Shire local government area (LGA) and within the boundaries of the La Perouse Local Aboriginal Land Council (LALC). 2 Flide Street, Caringbah (Lots 57, 58, 59, 60 and 80 DP8147) has a total area of approximately 3,596 square metres (sqm) and is bound by Flide Street to the north, Gardere Street to the west, Willawong Road to the east and the rail corridor for the T4 Eastern Suburbs & Illawarra Line to the south. Refer to Figure 1. The site is accessible by public transport, being within 400m of the entrance to Caringbah Station and bust stops on the Kingsway which have frequent services to Sutherland, Miranda and Cronulla.

2 Flide Street, Caringbah currently comprises 38 social housing units within two 3 storey buildings with a single level basement car park.

Key findings

This constraints assessment has identified:

- There are no listed heritage items within the study area, and only one item within 250m of the study area that is obscured from the study area by existing structures
- There is low potential for historic heritage values to be identified within the study area
- The study area has low archaeological potential.

Recommendation

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

- Based on there being no listed heritage items either within the study area, and only one listed heritage item approximately 170m east of the study area that is obscured from view by existing structures, no Statement of Heritage Impact is required
- A preliminary review of historical maps indicates that no further Historical Archaeological Assessment is necessary
- An unexpected heritage finds procedure should be prepared and incorporated into the Construction Environment Management Plan to be implemented through the works
- A brief heritage induction should be prepared to advise contractors of what to do in the event that an unexpected heritage find is encountered. The heritage induction should be delivered as part of the project environmental induction given at project commencement.

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1.0 INTRODUCTION

1.1 Project background

This Historic Heritage Constraints Assessment has been prepared by Artefact Heritage and Environment Pty Ltd (Artefact Heritage) on behalf of Homes NSW for a concurrent State Significant Development Application (SSD-84862461) and Planning Proposal for the redevelopment of existing social housing (the Project) at 2 Flide Street, Caringbah (the Site). The project involves the construction of two residential flat buildings—one rising to part 13 and part 14 storeys, and the other to 8 storeys—comprising a total of 164 social and affordable housing apartments. The development also includes a communal room and a two-level basement car park. To support the Proposal, adjustments to the permissible building height and floor space ratio (FSR) via an amendment to the Sutherland Shire Local Environment Plan 2015 are required.

The purpose of this Historic Heritage Constraints Assessment is to identify the key matters relating to non-Aboriginal heritage that may require further assessment in the Environmental Impact Statement, and to address:

- the Secretary's Environmental Assessment Requirements (SEARs) for the Project issued on 6 June 2025.

Item 22 of the SEARs stipulates that an initial assessment of the potential impacts on environmental heritage be completed (Table 1).

Table 1: Item 22 of Housing SEARs

SEAR	Supporting Documentation
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	If required: - Statement of Heritage Impact - Archaeological Assessment

1.2 Study area

The Study area is located within the Sutherland Shire local government area (LGA) and is zoned R4 High Density Residential under the *Sutherland Shire Local Environmental Plan (SSLEP) 2015*.

2 Flide Street, Caringbah (Lots 57, 58, 59, 60 and 80 DP8147) has a total area of approximately 3,596 square metres (sqm) and is bound by Flide Street to the north, Gardere Street to the west, Willawong Road to the east and the rail corridor for the T4 Eastern Suburbs & Illawarra Line to the south. Refer to Figure 1. The site is accessible by public transport, being within 400m of the entrance to Caringbah Station and bust stops on the Kingsway which have frequent services to Sutherland, Miranda and Cronulla.

2 Flide Street, Caringbah currently comprises 38 social housing units within two 3 storey buildings with a single level basement car park.

1.3 Methodology and limitations

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

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

1.4 Author identification

This report was prepared by Sammuel Sammut (Senior Heritage Consultant, Artefact)). Technical review was undertaken by Jenny Winnett (Technical Director, Artefact).



Figure 1: Location of the study area

2.0 LEGISLATIVE CONTEXT

2.1 Introduction

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

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

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

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

2.2 Results of heritage register searches

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

- World Heritage List (WHL)
- Commonwealth Heritage List (CHL)
- National Heritage List (NHL)
- State Heritage Register (SHR)
- Section 170 Heritage and Conservation Registers
- Sutherland Shire Local Environmental Plan 2015 (LEP).

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

A search of the federal and state statutory registers showed that there are no listed heritage items within the study area. The search was expanded to a buffer of 250 metres surrounding the study area and one listed heritage item was identified (Figure 2):

- Caringbah Railway Station Group – Transport Asset Manager – Sydney Trains Section 170 Heritage and Conservation Register (State Heritage Inventory no. 4801900).

A summary of the search results is presented in Table 2 below.

Table 2: Summary of statutory register search results

Heritage Register	Item Name	Item ID	Significance
World Heritage List	Nil	Nil	N/A
National Heritage List	Nil	Nil	N/A
Commonwealth Heritage List	Nil	Nil	N/A
State Heritage Register	Nil	Nil	N/A
Section 170	Caringbah Railway Station Group	4801900	Local
Sutherland Shire Local Environmental Plan 2015	Nil	Nil	N/A

The Caringbah Railway Station Group heritage item is located approximately 170m east of the study area. The statement of significance for this item states:¹

Caringbah Railway Station - including the 1939 platform and platform building, stairs and identified moveable items and landscaping - is of local heritage significance. Caringbah Railway Station is of historical significance as part of the Cronulla line, a major 1930s Depression-era public work, and through its relationship to the development of the suburb of Caringbah and the broader Sutherland Shire region. The Caringbah Railway Station platform building is of aesthetic significance as a fine example of an Inter-war Functionalist style station building, similar to other original 1939 Cronulla line suburban platform buildings in design and style (six suburban stations were built from Sutherland to Woollooware, five now extant). The signalling board at Caringbah Railway Station is of technical significance as a good representative example of a 1930s 'electro pneumatic system' signalling board with light signalling (other examples at Sutherland, Gymea and Oatley).

¹ Heritage NSW, 'Caringbah Railway Station Group'.



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

3.0 ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

3.1 Methodology

This assessment of archaeological potential has been prepared following high-level historical research and cartographic analysis. This section presents an overview of the post-1788 history of Caringbah to contextualise the development of the study area, and is supported by maps and aerial imagery. The section concludes with a discussion of historical land disturbance and a summary statement of archaeological potential.

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

3.2 Historical development

3.2.1 Residential development

The majority of the current Sutherland Shire LGA was previously contained within the Thomas Holt Estate. Holt was a prominent businessman and politician who went on to become Colonial Treasurer in 1856.² In 1861, Holt purchased the estate which spread from Botany Bay to Port Hacking and was comprised partly of a land grant previously owned by John Connell, another prominent member of early colonial society.³ A residence, The Warren, was established on the estate overlooking the Cooks River, and other portions of the estate were used for sheep raising, oyster farming, timber-getting and coal mining, although none of these ventures were particularly successful.⁴ The majority of Holt's estate remained undeveloped, and was subsequently subdivided from the late-nineteenth century onwards.

The Caringbah area, which was originally known as Highfield, is located within the former Holt Estate (Figure 3). The area was renamed Caringbah after 1914 following the opening of a postal service in this area.⁵ Caringbah was situated at the conjunction of several important roadways in the region including the Kingsway, President Avenue and Port Hacking Road, and also contained a stop on the Sutherland to Cronulla steam tramline that operated between 1911 and 1931, which helped the area become an important regional economic hub. The area also began to become increasingly developed following World War Two and the opening of the Sutherland to Cronulla railway line, which facilitated travel between the future Sutherland Shire and Sydney.

The study area remained relatively undeveloped by 1943, as did most of the land in its vicinity. At this time, it appears that only a single lot, likely used as a residential property, was present within the study area, although no information is available to expand on this property (Figure 4). However, by 1956, the entire study area was taken over by residential properties, reflecting the development of the Caringbah area in the latter half of the twentieth century (Figure 5). The process of development and re-development in this area of Caringbah continued in later decades, and by 1990, the current extant structures within the study area had been constructed (Figure 6). These structures consist of multi-level residential apartments with a deep basement carpark.

Given the study area's predominant usage as a residential area from the early twentieth century onwards, any archaeological remains are unlikely to reach the threshold for local significance.

² Geeves, 'Thomas Holt (1811-1888)'.

³ Sutherland Shire Libraries, 'Taren Point'.

⁴ Cridland, *The Story of Port Hacking, Cronulla and Sutherland Shire*.

⁵ Sutherland Shire Libraries, 'Caringbah'.



Figure 3: 'The Holt-Sutherland Estates' (1881-1928). Source: State Library of NSW, call numbers Z/SP/S18, SP/S18. Approximate location of study area in green

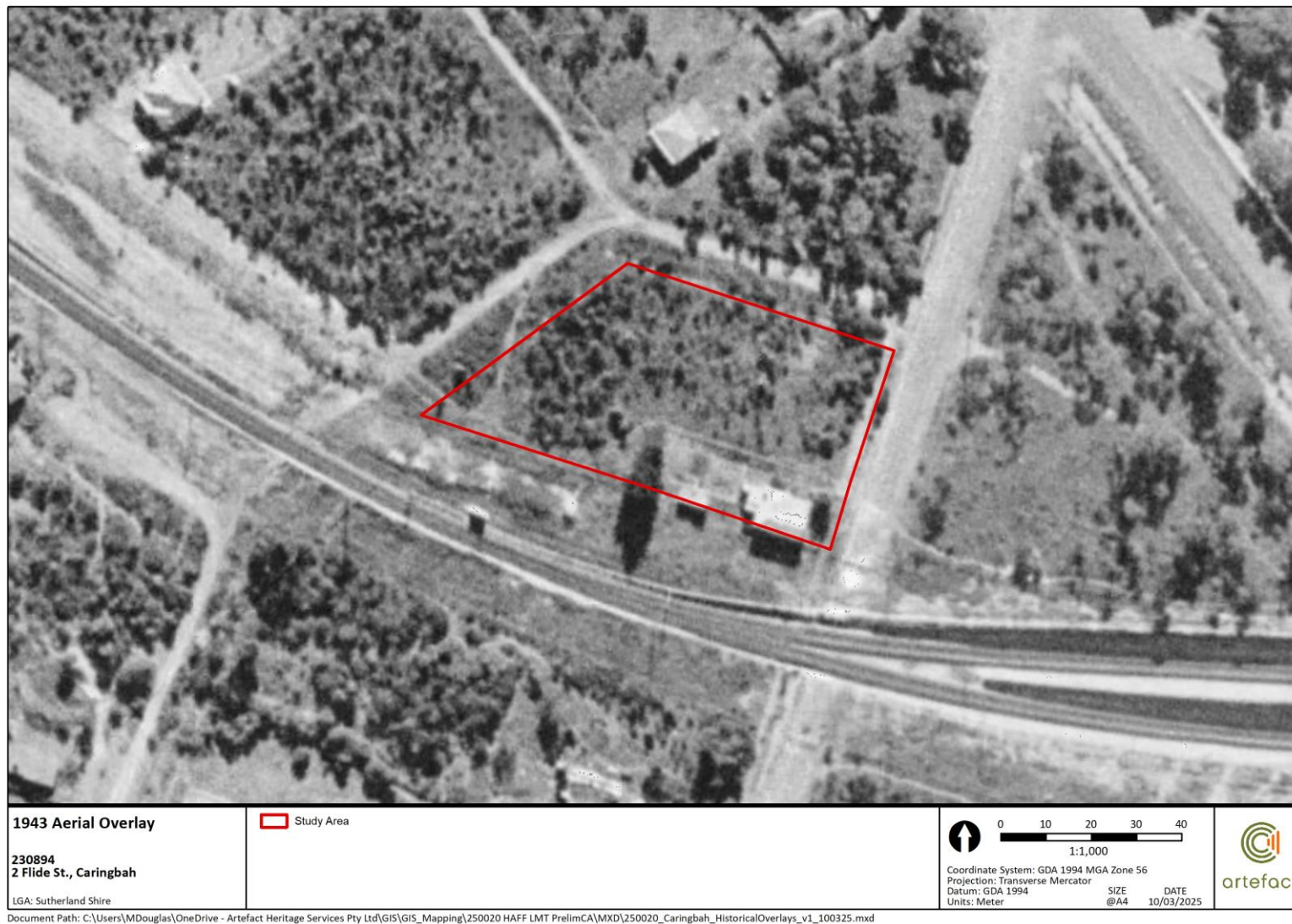


Figure 4: 1943 aerial photograph

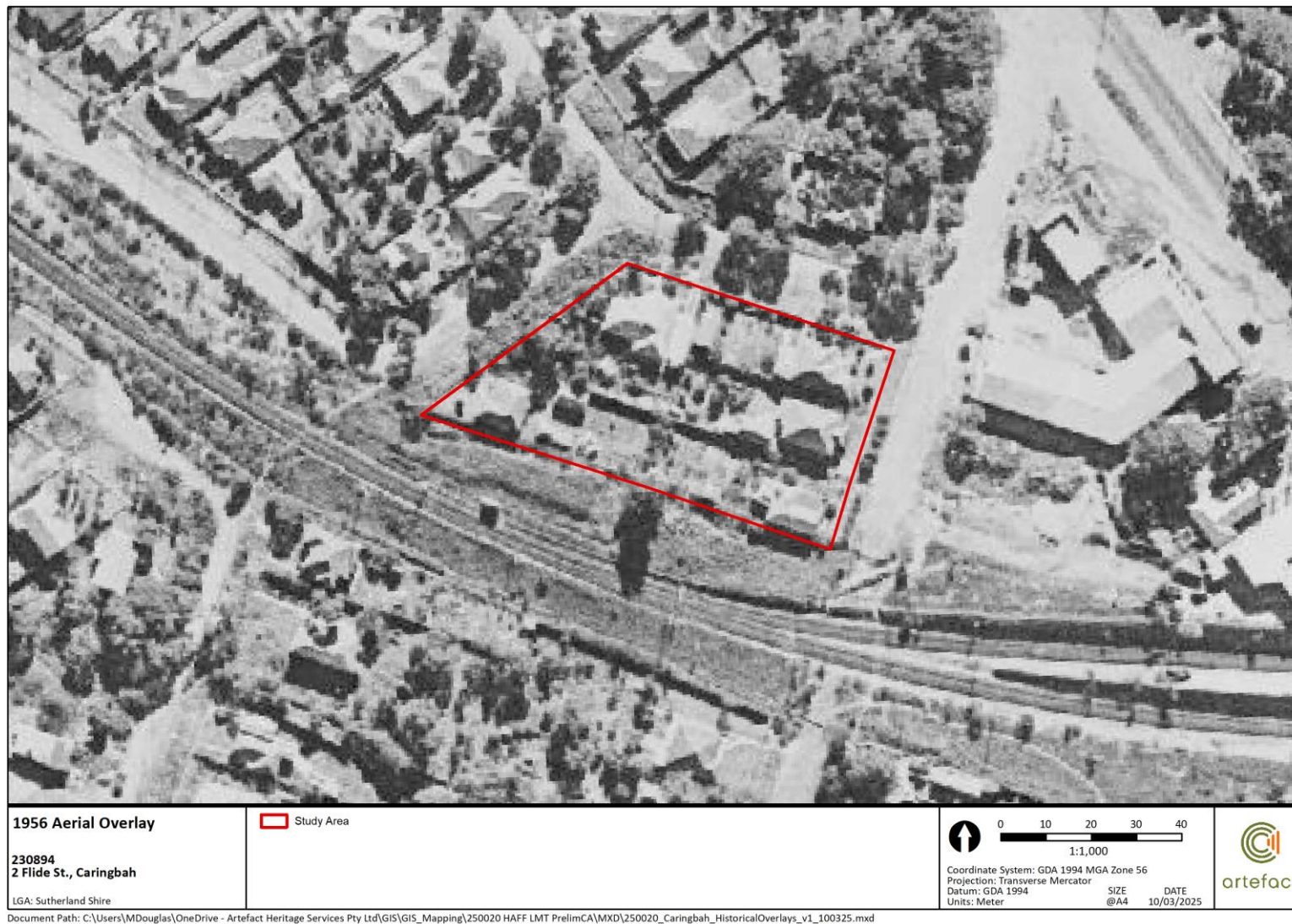


Figure 5: 1956 aerial photograph



Figure 6: 1990 aerial photograph

3.3 Archaeological potential

Based on a preliminary review of documentary evidence and historical maps and aerial imagery, it has been determined that the first development within the study area likely occurred in the early twentieth century, coinciding with the initial residential and commercial development of Caringbah. The precise usage of the study area prior to 1943 is unclear, but based on the available evidence the study area was either not utilised or used for low-intensity agriculture or timber-getting, with the exception of the pre-1943 structure which likely served as an early twentieth century residence. Any archaeological remains that may be associated with this early usage of the site are unlikely to reach the threshold for local significance. Moreover, subsequent redevelopment of the site has involved the creation of a deep basement carpark for the current structures present in the study area. The creation of this basement is likely to have removed or destroyed any archaeological remains which may have been present in the study area.

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

4.0 CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

4.1.1 Historic heritage

A search of statutory heritage registers has identified no listed heritage items within the study area, and one listed heritage item within 250m of the study area: Caringbah Railway Station Group (Transport Asset Management Section 170 Heritage and Conservation Register). However, the distance between the study area and the heritage item's curtilage and the presence of a multi-storey structure that obstructs sightlines between the study area and the heritage item suggests that there are unlikely to be any impact to the heritage item as a result of the proposed works.

The preliminary historical research has also identified low potential for the study area to contain historic heritage values.

4.1.2 Historical archaeology

The review of historical documentation and historic aerial imagery suggests that the study area was likely only developed in the early half of the twentieth century. The absence of, or low-intensity land usage that likely occurred in the study area prior to 1943 is unlikely to have resulted in significant archaeological remains being present in the study area. However, the creation of the basement carpark associated with the extant structures in the study area is likely to have either removed or destroyed any archaeological remains which may have been present previously.

Therefore, it has been determined that the study area has nil-low potential to contain significant historical archaeological remains.

4.2 Recommendations

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

- Based on there being no listed heritage items either within the study area, and only one heritage item approximately 170m east of the study area that is obscured from view by existing structures, no Statement of Heritage Impact is required
- A preliminary review of historical maps indicates that no further Historical Archaeological Assessment is necessary
- An unexpected heritage finds procedure should be prepared and incorporated into the Construction Environment Management Plan (CEMP) to be implemented through the works
- A brief heritage induction should be prepared to advise contractors of what to do in the event that an unexpected heritage find is encountered. The heritage induction should be delivered as part of the project environmental induction given at project commencement.

5.0 REFERENCES

- Cridland, F. *The Story of Port Hacking, Cronulla and Sutherland Shire*. Second Edition. Sydney: Angus & Robertson, 1950.
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