

13-23 Gibbons Street Redfern

Statement of Heritage Impact

Report to Allen Jack + Cottier

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EXECUTIVE SUMMARY

Background

The Trust Company (Australia) Limited ATF WH Gibbons Trust are preparing an Environmental Impact Statement (EIS) for the proposed redevelopment of 13-23 Gibbons Street, Redfern. The project has been identified as a State Significant Development under Schedule 2 of the *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP). The project would be assessed under the *Environmental Planning and Assessment Act 1979*.

Allen Jack + Cottier on behalf of The Trust Company (Australia) Limited ATF WH Gibbons Trust have engaged Artefact Heritage to prepare a Statement of Heritage Impact (SoHI) to accompany the EIS. The site location is in close proximity to the locally significant St Luke's Presbyterian Church heritage item and the State significant Redfern Railway Station Group. Other State and locally significant heritage items have visual connections with the proposal.

The proposal would involve the demolition of existing modern structures on the site and associated work, and the construction of an 18-storey building comprising public domain, retail, communal spaces and office at ground floor, and residential units and communal spaces above for use as student housing. The existing single level basement would be incorporated as part of the proposal, with the central portion being excavated between 1 to 1.5 metres below the existing basement level.

The aim of this report is to identify heritage items which may be impacted by the proposed works, determine the level of heritage significance of each item, assess impacts to those items, recommend mitigation measures to minimise heritage impact and identify other relevant management or statutory obligations. It also provides an archaeological assessment of the site location.

Overview of findings

Built heritage

There are no heritage items within the site location. There are several listed heritage items and heritage conservation areas within the study area, comprising 150-metre visual buffer zone. This visual buffer zone captures potential visual and indirect impacts to heritage items in the vicinity. This includes:

State significant

- Redfern Railway Station Group (SHR 01234)
- Eveleigh Railway Workshops (SHR 01140).

Locally significant

- St Luke's Presbyterian Church (LEP I1352)
- Terrace house (LEP I1353)
- Redfern Estate Heritage Conservation Area (LEP C56).

The proposed works would not have any direct (physical) impacts to the listed heritage items and heritage conservation areas within the study area. While the proposal has been designed where possible to minimise visual impact to heritage items in the vicinity, it would result in a range of visual impacts to these items.

The proposed works would have a **moderate** visual impact on the following heritage item:

- St Luke's Presbyterian Church (LEP I1352).

The proposed works would have a **minor** visual impact on the following heritage items:

- Redfern Railway Station Group (SHR 01234)
- Terrace house (LEP I1353).

The proposed works would have a **negligible** visual impact on the following heritage conservation areas:

- Redfern Estate Heritage Conservation Area (LEP C56)
- Eveleigh Railway Workshops (SHR 01140).

The proposed works would have a **moderate to high** (indirect) impact to the following heritage item by way of vibrations during construction activities:

- St Luke's Presbyterian Church (LEP I1352).

Non-Aboriginal archaeology

The site location has been assessed as having:

- Nil-low potential for locally significant historical archaeological remains associated with the early land grants (Phase 1)
- Low potential for non-significant historical archaeological remains associated with Chippendale Estate and 1860s residential development (Phase 2)
- Low potential for non-significant historical archaeological remains associated with 1880s residential development of the site (Phase 3)
- Moderate potential for non-significant historical archaeological remains associated with the twentieth century development of the site (Phase 4)
- High potential for non-significant historical archaeological remains associated with late twentieth century to present development of the site (Phase 5).

Recommendations

Built heritage

The site location is located in the vicinity of several listed heritage items of both State and local significance. Therefore, the following recommendations are made:

- As the proposal has been assessed as potentially resulting in a moderate visual impact to the locally listed St Luke's Presbyterian Church (LEP No. I1352), consultation with City of Sydney would be required

- A vibration assessment should be conducted by a qualified expert to determine potential structural impacts that the excavation and construction works may have on St Luke's Presbyterian Church (LEP No. I1352)
- If any inadvertent damage occurs to heritage items in the vicinity of the study area due to vibration or other works, in particular St Luke's Presbyterian Church (LEP No. I1352), the damage must be reported immediately to the Project Manager and the relevant Heritage Specialists. Damage is to be made good in accordance with specialist heritage advice
- The cumulative impact of ongoing development in the area, as designated for the Redfern Waterloo Growth Centre, should be considered in future assessments in the area to ensure impacts to heritage items are minimised where possible.

Non-Aboriginal archaeology

The site location has low potential for archaeological remains of local significance. Therefore, the following recommendations are made:

- Any unexpected archaeological relics within the study area remain protected by the Heritage Act. If a potential relic is uncovered in the course of the works, work in the vicinity should cease, and the Heritage Division should be contacted for advice
- The heritage interpretation strategy developed for the project, which includes provision of interpretation in the event that any archaeological remains be uncovered during works, should be implemented.

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1.0 INTRODUCTION

1.1 Background

The Trust Company (Australia) Limited ATF WH Gibbons Trust are preparing an Environmental Impact Statement (EIS) for the proposed redevelopment of 13-23 Gibbons Street, Redfern. The project has been identified as a State Significant Development under Schedule 2 of the *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP). The project would be assessed under the *Environmental Planning and Assessment Act 1979*.

Allen Jack + Cottier on behalf of The Trust Company (Australia) Limited ATF WH Gibbons Trust have engaged Artefact Heritage to prepare a Statement of Heritage Impact (SoHI) to accompany the EIS. The site location is in close proximity to the locally significant St Luke's Presbyterian Church heritage item and the State significant Redfern Railway Station Group. Other State and locally significant heritage items have visual connections with the proposal.

1.2 Proposal

The proposal would involve the demolition of existing modern structures on the site and associated work, and the construction of an 18-storey building comprising public domain, retail, communal spaces and office at ground floor, and residential units and communal spaces above for use as student housing. The existing single level basement would be incorporated as part of the proposal, with the central portion being excavated between 1 to 1.5 metres below the existing basement level.

The aim of this report is to identify heritage items which may be impacted by the proposed works, determine the level of heritage significance of each item, assess impacts to those items, recommend mitigation measures to minimise heritage impact and identify other relevant management or statutory obligations. It also provides an archaeological assessment of the site location.

1.3 Secretary's Environmental Assessment Requirements (SEARs)

Under Schedule 2 of the *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP), the proposal is classified as SSD. Approval from the Minister for Planning is required and will be based on the assessment of an EIS for the proposal. This HAIA has been prepared to support the EIS. As such the Director-General of the (NSW) Department of Planning and Environment (DP&E) has prepared SEARs which need to be addressed in the EIS. The SEARs relating to heritage, and where they are addressed in this report, are listed in Table 1.

Table 1: Secretary's environmental assessment requirements – Heritage and Archaeology.

Requirement	Fulfilment of requirements
9. Heritage and Archaeology	
<ul style="list-style-type: none"> • A Statement of Heritage Impact (SoHI) prepared by a suitably qualified heritage consultant in accordance with the guidelines in the NSW Heritage manual. The SoHI is to address the impacts of the proposal on any heritage significance of the site and adjacent areas to identify the following: <ul style="list-style-type: none"> ○ all heritage items (state and local) within the vicinity of the site including built heritage, landscapes and archaeology, and provide detail on their heritage significance and location ○ the impacts of the proposal on the heritage items ○ compliance with the policies of any relevant Conservation Management Plan ○ potential visual impacts of the proposal on the heritage significance of heritage items in the vicinity of the site ○ the attempts to avoid and/or mitigate the impact on the heritage significance or cultural heritage values of the site and the surrounding heritage items ○ any impacts of the proposal on the heritage significant building at St Luke's Presbyterian Church, 118 Regent Street to south east of the site. 	Section 6.0
<ul style="list-style-type: none"> • A historical archaeological assessment prepared by a suitable historical archaeologist in accordance with the Heritage Division, Office of Environment and Heritage Guidelines including but not limited to 'Assessing Significance for Historical Archaeological Sites and Relics' 2009. The assessment is to demonstrate the following <ul style="list-style-type: none"> ○ the Aboriginal cultural heritage and historical archaeological relics likely to be present within the site and their significance ○ the likely impacts of the proposal on these relics ○ opportunities for avoidance through careful consideration of redesign where state significant archaeological resources are identified ○ appropriate mitigation strategies where harm is likely to occur 	Section 6.2 See Aboriginal Cultural Heritage Assessment Report
<ul style="list-style-type: none"> • An interpretation strategy that includes the provision of interpretation of any archaeological resources uncovered during the works. 	See Heritage Interpretation Strategy report

1.4 Site location

The site location for the proposal is 13-23 Gibbons Street, Redfern (Strata No. 60485) (Figure 1). The site location is located within the City of Sydney Local Government Area (LGA). The site is bound by Gibbons Street to the west, Margaret Street to the south, private property to the north and a petrol station to the east. The site is currently used as a five-storey residential apartment block which includes existing basement facilities across nearly the entirety of the site.

1.4.1 Study area (visual buffer zone)

In order to assess visual impacts to and from heritage items, the study area is defined as a visual buffer zone around the site location that has been established to encapsulate nearby heritage items. While the SEARs provide specific mention of potential impact to St Luke's Presbyterian Church, a

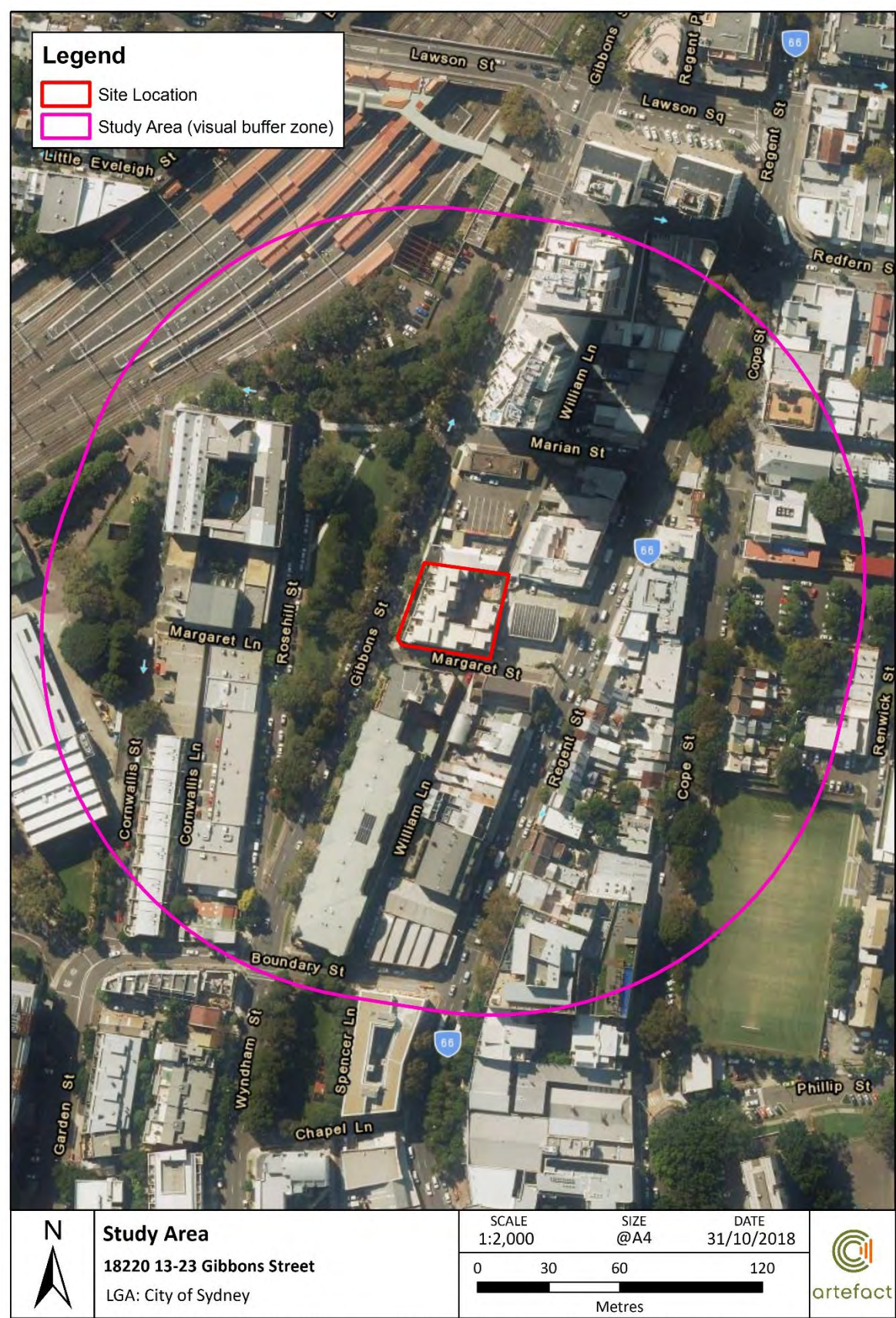
buffer zone has been set at 150 metres around the site location to assess other heritage items which may be subject to visual impacts by the proposed height of the development. Any heritage items located within this visual buffer zone will be assessed for possible heritage impacts from the proposal (refer to Section 1.5 for more detail). The visual buffer zone is illustrated in Figure 2 below.

Figure 1: Site location.



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Figure 2: Study area (visual buffer zone).



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1.5 Report methodology

This SoHI has been prepared using the guidelines contained within *Statement of Heritage Impact* (2002), prepared by the NSW Heritage Office as part of the *NSW Heritage Manual*.

1.5.1 Significance assessment guidelines

Determining the significance of heritage items and archaeological remains is undertaken by utilising a system of assessment centred on the *Burra Charter* of Australia ICOMOS and Bickford and Sullivan's *Assessing the Research Significance of Historic Sites* (1984).¹ The principles of the Burra Charter are relevant to the assessment, conservation and management of sites and relics. Bickford and Sullivan's work examines the concept and assessment of archaeological research potential; that is, the extent to which archaeological resources can address research questions. They developed three questions which can be used to assess the research potential of an archaeological site:

- Can the site contribute knowledge that no other resource can?
- Can the site contribute knowledge that no other site can?
- Is this knowledge relevant to:
 - General questions about human history?
 - Other substantive questions relating to Australian history?
 - Other major research questions?

The assessment of heritage significance is outlined through legislation in the *NSW Heritage Act 1977* (Heritage Act) and implemented through the *NSW Heritage Manual* and the *Archaeological Assessment Guidelines*.² If an item meets one of the seven heritage criteria, and retains the integrity of its key attributes, it can be considered to have heritage significance.

The significance of an item or potential archaeological site can then be assessed as being of Local or State significance. If a potential relic is not considered to reach the Local or State significance threshold, then it is not a relic under the Heritage Act.

'*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.³

The overall aim of assessing heritage and archaeological significance is to identify whether an archaeological resource, deposit, site or feature is of cultural value. The assessment will result in a succinct statement of heritage significance that summarises the values of the place, site, resource, deposit or feature. The heritage significance assessment criteria are as follows:

¹ Bickford, A and S Sullivan 1984, 'Assessing the Research Significance of Historic Sites', in Sullivan S and S Bowdler (eds), *Site Surveys and Significance Assessment in Australian Archaeology* (Proceedings of the 1981 Springwood Conference on Australian Prehistory), Department of Prehistory, Research School of Pacific Studies, The Australian National University, Canberra pp 23–24.

² NSW Heritage Office 1996; 25-27

³ This section is an extract based on the Heritage Office Assessing Significance for Historical Archaeological Sites and Relics 2009:6.

Table 2: NSW heritage assessment criteria.

Criteria	Description
A – Historical Significance	An item is important in the course or pattern of NSW's or the local area's cultural or natural history.
B – Associative Significance	An item has strong or special associations with the life or works of a person, or group of persons, of importance in NSW's or the local area's cultural or natural history.
C – Aesthetic Significance	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 – Social Significance	An item has strong or special association with a particular community or cultural group in NSW or the local area for social, cultural or spiritual reasons.
E – Research Potential	An item has potential to yield information that will contribute to an understanding of NSW or the local area's cultural or natural history.
F – Rarity	An item possesses uncommon, rare or endangered aspects of NSW's or the local area's cultural or natural history.
G - Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's or the local area's cultural or natural places, or cultural or natural environments.

1.5.2 Visual buffer

The building footprint for the proposal is not occurring within the heritage curtilages of any listed or unlisted heritage item. As such, there would be no physical or curtilage impacts to any heritage item for the proposal.

Heritage items are often classified as being significant due to their appearance, form or organisation, and other visual characteristics. Developments that block or impair the potential to see these visual characteristics can be classified as heritage impacts. Due to the large size and elevation of the proposal, it would be a visually prominent building in the Redfern area. This visual prominence may detract from the visual characteristics of nearby heritage items. Because of this, potential visual impacts to these nearby heritage items have been assessed in this report.

The SEARs heritage requirements issued for the 13-23 Gibbons Street development stipulate that potential heritage impacts to the setting of the nearby St Luke's Presbyterian Church, which is located at 118 Regent Street to the south east of the site, must be assessed (SEAR 8 – European and Aboriginal Heritage, see Section 1.3). An area that extends for 150 metres in all directions from the boundary of the site location has been created as the visual buffer zone (see 1.4.1 above).

Heritage items that fall within the visual buffer zone will be assessed for potential visual impacts. In order to assess visual impact, sight-lines from the heritage item to the proposal have been established. Both the views *towards* the heritage item (whether the proposal would impair views of the item's significant visual characteristics) and views *away* from the item (whether the proposal would impair views of the heritage-significant surroundings or character of the item) will be assessed.

1.5.3 Types of impact

An impact assessment is provided for direct, visual impact, and potential indirect impacts. Each type of impact is described in Table 3 below.

Table 3: Terminology for heritage impact types.

Impact	Definition
Direct	Impacts resulting from works located within the curtilage boundaries of the heritage item.
Visual	Impact to views, vistas and setting of the heritage item resulting from proposed works inside or outside the curtilage boundaries of the heritage item.
Potential indirect	Impacts resulting from increased noise, vibrations and construction works located outside the curtilage boundaries of the heritage item.

1.5.4 Grading of impacts

In order to consistently identify the potential impact of the proposed works, the terminology contained in Table 1 has been referenced throughout this document. This terminology, and corresponding definitions, are based on those contained within guidelines produced by the International Council on Monuments and Sites (ICOMOS).⁴

Table 4: Terminology for assessing the magnitude of heritage impact.

Grading	Definition
Major	<p>Actions that would have a long-term and substantial impact on the significance of a heritage item. Actions that would remove key historic building elements, key historic landscape features, or significant archaeological materials, thereby resulting in a change of historic character, or altering of a historical resource.</p> <p>These actions cannot be fully mitigated.</p>
Moderate	<p>Actions involving the modification of a heritage item, including altering the setting of a heritage item or landscape, partially removing archaeological resources, or the alteration of significant elements of fabric from historic structures.</p> <p>The impacts arising from such actions may be able to be partially mitigated.</p>
Minor	<p>Actions that would result in the slight alteration of heritage buildings, archaeological resources, or the setting of an historical item.</p> <p>The impacts arising from such actions can usually be mitigated.</p>
Negligible	Actions that would result in very minor changes to heritage items.
Neutral	Actions that would have no heritage impact.

1.6 Previous heritage studies

The following heritage studies and listing data were reviewed for this report:

- Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review⁵
- State Heritage Register (SHR)
- City of Sydney Local Environmental Plan (LEP) 2012

⁴ Including the document *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, ICOMOS, January 2011.

⁵ AHMS 2015

- City of Sydney Development Control Plan (DCP) 2012
- Section 170 Heritage and Conservation Registers for RailCorp, Ausgrid, Australian Technology Park
- NSW State Heritage Inventory database.

The SHR and State Heritage Inventory (SHI) listings of the heritage items have been used to provide descriptions and statements of significance.

1.7 Limitations and constraints

This document deals with non-Aboriginal heritage only, including a review of the significance of heritage items in proximity to the site location, analysis of views and vistas, an assessment of historical archaeological potential, and assessment of potential impacts to those items from the proposed works. The assessment of historical archaeological potential is based on a desktop assessment and site survey.

An assessment of Aboriginal heritage has been conducted in a separate report.

1.8 Report authorship

This report was prepared by Charlotte Simons (Senior Heritage Consultant, Artefact Heritage) with management and input from Alyce Haast (Senior Heritage Consultant, Artefact Heritage). The report was reviewed by Carolyn MacLulich (Principal, Artefact Heritage) and Dr Sandra Wallace (Managing Director, Artefact Heritage).

The qualifications of the heritage consultants involved in the production of the report is included in Table 5.

Table 5: Qualifications.

Name	Qualification	Years' Experience
Alyce Haast	Master of Professional Archaeology	4 years
Charlotte Simons	Master of Heritage Conservation	4 years
Carolyn MacLulich	Master of Letters (Museum and Heritage Studies)	25 years
Sandra Wallace	Doctorate (Archaeology)	14 years

2.0 STATUTORY CONTEXT

2.1 Heritage legislation

The proposal has been deemed State Significant Development (SSD) by the NSW Department of Planning and Environment (DPE) and as such, approval is not required from the NSW Heritage Division to impact historic archaeological remains or State Heritage Register (SHR) listed items, providing the requirements of the SEARS.

There are several items of State legislation that form the basis for managing non-Indigenous heritage in NSW. This section provides a summary of these items of legislation and associated statutory registers.

The site location, including the extant buildings, are not currently listed on any heritage register.

2.1.1 Environmental Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) provides a legislative framework for the protection and management of matters of national environmental significance, that is, flora, fauna, ecological communities and heritage places of national and international importance. Heritage items are protected through their inclusion on the World Heritage List (WHL), Commonwealth Heritage List (CHL) or the National Heritage List (NHL).

The EPBC Act stipulates that a person who has proposed an action that will, or is likely to, have a significant impact on a World, National or Commonwealth Heritage site must refer the action to the Department of the Environment and Minister for the Environment (hereafter Minister). The Minister will then determine if the action requires approval under the EPBC Act. If approval is required, an environmental assessment would need to be prepared. The Minister would approve or decline the action based on this assessment.

A significant impact is defined as “an impact which is important, notable, or of consequence, having regard to its context or intensity.” The significance of the action is based on the sensitivity, value and quality of the environment that is to be impacted, and the duration, magnitude and geographic extent of the impact. If the action is to be undertaken in accordance with an accredited management plan, approval is not needed and the matter not need be referred to the Minister.

2.1.1.1 Commonwealth Heritage List

The CHL has been established to list heritage places that are either entirely within a Commonwealth area, or outside the Australian jurisdiction and owned or leased by the Commonwealth or a Commonwealth Authority. The CHL includes natural, Indigenous and historic heritage places which the Minister is satisfied have one or more Commonwealth Heritage values.

No items listed on the CHL are within proximity to the site location.

2.1.1.2 National Heritage List

The NHL has been established to list places of outstanding heritage significance to Australia. It includes natural, historic and Indigenous places that are of outstanding national heritage value to the Australian nation.

No items listed on the NHL are within proximity to the site location.

2.1.2 New South Wales Heritage Act 1977

The NSW *Heritage Act 1977* (Heritage Act) provides protection for items of 'environmental heritage' in NSW. 'Environmental heritage' includes places, buildings, works, relics, movable objects or precincts considered significant based on historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic values. Items considered to be significant to the State are listed on the SHR and cannot be demolished, altered, moved or damaged, or their significance altered without approval from the Heritage Council of NSW.

2.1.2.1 The 2009 'Relics provisions'

The Heritage Act also provides protection for 'relics', which includes archaeological material or deposits. According to Section 139 (Division 9: Section 139, 140-146):

- (1) *A person must not disturb or excavate any land knowingly or having reasonable cause to suspect that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, damaged or destroyed unless the disturbance is carried out in accordance with an excavation permit.*
- (2) *A person must not disturb or excavate any land on which the person has discovered or exposed a relic except in accordance with an excavation permit.*
- (3) *This section does not apply to a relic that is subject to an interim heritage order made by the Minister or a listing on the State Heritage Register.*
- (4) *The Heritage Council may by order published in the Gazette create exceptions to this section, either unconditionally or subject to conditions, in respect of any of the following:*
 - a. *Any relic of a specified kind or description,*
 - b. *Any disturbance or excavation of a specified kind or description,*
 - c. *Any disturbance or excavation of land in a specified location or having specified features or attributes,*
 - d. *Any disturbance or excavation of land in respect of which an archaeological assessment approved by the Heritage Council indicates that there is little likelihood of there being any relics in the land.*

Section 4 (1) of the Heritage Act (as amended in 2009) defines a relic as:

...any deposit, artefact, object or material evidence that:

relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and is of State or local heritage significance

A relic has been further defined as:

Relevant case law and the general principles of statutory interpretation strongly indicate that a 'relic' is properly regarded as an object or chattel. A relic can, in some circumstances, become part of the land be regarded as a fixture (a chattel that becomes permanently affixed to land).⁶

Excavation permits are issued by the Heritage Council of NSW, or its Delegate, under Section 140 of the Heritage Act for relics not listed on the SHR or under Section 60 for relics listed on the SHR. An

⁶ *Assessing Significance for Archaeological Sites and 'Relics'*, Heritage Branch, Department of Planning, 2009:7.

application for an excavation permit must be supported by an Archaeological Research Design and Archaeological Assessment prepared in accordance with the NSW Heritage Division archaeological guidelines. Minor works that will have a minimal impact on archaeological relics may be granted an exception under Section 139 (4) or an exemption under Section 57 (2) of the Heritage Act.

As the development is being approved as an SSD no permits would be required under the NSW Heritage Act and the relics provisions do not apply to the site location.

Definition of works

The Heritage Act includes archaeological 'works' as a separate category to archaeological 'relics'. Exposure of a 'work' does not trigger reporting obligations under the Act. The following examples are commonly considered to be 'works': former road surfaces or pavement, kerbing, evidence of former infrastructure (such as drains or drainage pits where there are no relics in association), tram and train tracks and ballast and evidence of former rail platforms and bridges.

2.1.2.2 State Heritage Register

The SHR was established under Section 22 of the Heritage Act and is a list of places and objects of particular importance to the people of NSW, including archaeological sites. The SHR is administered by the Heritage Division of the Office of Environment and Heritage (OEH) and includes a diverse range of over 1500 items, in both private and public ownership. To be listed, an item must be deemed to be of heritage significance for the whole of NSW.

There are listed SHR items in proximity to the site location (see Section 2.2).

2.1.2.3 Section 170 registers

Under the Heritage Act all government agencies are required to identify, conserve and manage heritage items in their ownership or control. Section 170 of the Heritage Act requires all government agencies to maintain a Heritage and Conservation Register that lists all heritage assets and an assessment of the significance of each asset. They must also ensure that all items inscribed on its list are maintained with due diligence in accordance with State Owned Heritage Management Principles approved by the Government on advice of the NSW Heritage Council. These principles serve to protect and conserve the heritage significance of items and are based on NSW heritage legislation and guidelines.

There are listed section 170 items in proximity to the site location (see Section 2.2).

2.1.3 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (EP&A Act) establishes the framework for cultural heritage values to be formally assessed in the land use planning and development consent process. The EP&A Act requires that environmental impacts are considered prior to land development; this includes impacts on cultural heritage items and places as well as archaeological sites and deposits. The Proposal is subject to assessment under Part 4 Division 4.7 of the EP&A Act.

The EP&A Act also requires that local governments prepare planning instruments (such as Local Environmental Plans [LEPs] and Development Control Plans [DCPs]) in accordance with the EP&A Act to provide guidance on the level of environmental assessment required.

The site is located within Redfern-Waterloo Authority Sites area which is identified as a State Significant Precinct under the *State Environmental Planning Policy (State Significant Precinct) 2005* (SS SEPP) (formerly known as the Major Development SEPP 2005). As such, the SS SEPP prescribes the principle statutory land use planning and development controls for the site.

The specific controls applying to this area (including the site) are set out in Schedule 3 – Part 5 of the SS SEPP.

2.1.3.1 Sydney LEP 2012

The site location falls within the boundaries of the City of Sydney LGA. Clause 5.10 outlines the provisions which apply to heritage conservation and requirements in relation to development applications affecting a heritage item or within a conservation area. The aim of the LEP in relation to heritage is to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings, views and archaeological sites. The LEP lists identified items of heritage significance in Schedule 5.

There are listed LEP items in proximity to the site location (see Section 2.2).

2.1.3.2 Sydney DCP 2012

The Sydney DCP provides guidelines for development proposals and heritage under Part 8. It provides examples of the types of development and how this could affect heritage, and what requirements are needed before development can commence, such as heritage impact statements. Controls are listed depending on what type of development is proposed. The controls for currently listed LEP items encourage the retention of the items while enabling sympathetic change. New development must not diminish the significance of the item. An archaeological assessment is to be submitted as part of the Statement of Environmental Effects for development applications affecting an archaeological site or a place of Aboriginal heritage significance, or potential archaeological site that is likely to have heritage significance.

2.1.4 State Environmental Planning Policy (State Significant Precincts) 2005

The *State Environmental Planning Policy (State Significant Precincts) 2005* (SS SEPP) aims to facilitate the development, redevelopment or protection of important urban, coastal and regional sites of economic, environmental or social significance to the State. This is in order to facilitate the orderly use, development or conservation of those State significant sites for the benefit of the State. It facilitates service delivery outcomes for a range of public services and to provide for the development of major sites for a public purpose or redevelopment of major sites no longer appropriate or suitable for public purposes.

Development projects which are governed by SEPP legislation require Secretary's Environmental Assessment Requirements (SEARs) to be issued by the legislative authority in order for consent on major works to proceed. Heritage provisions under SS SEPP legislation require developmental consent for activities that demolish, move, alter or excavate a heritage item or known archaeological site. It also requires that potential impacts from development projects to heritage items be assessed.

The SS SEPP provisions for the Redfern-Waterloo area stipulate fourteen heritage items within the area. Heritage items within the vicinity of the site location are listed in see Section 2.3 and the boundary of the State Significant Precinct is provided in Figure 4.

2.1.5 State Environment Planning Policy (State and Regional Development) 2011

The *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP) identified development which is declared to be State significant. Schedule 2 of the SRD SEPP states that development on the Redfern-Waterloo Sites, with Capital Investment Value (CIV) of more than \$10 million, is considered as State Significant Development (SSD). The current proposal has been

classified as SSD under application SSD 7749. The boundary of the Redfern-Waterloo Sites is provided in Figure 5.

2.2 Heritage register search

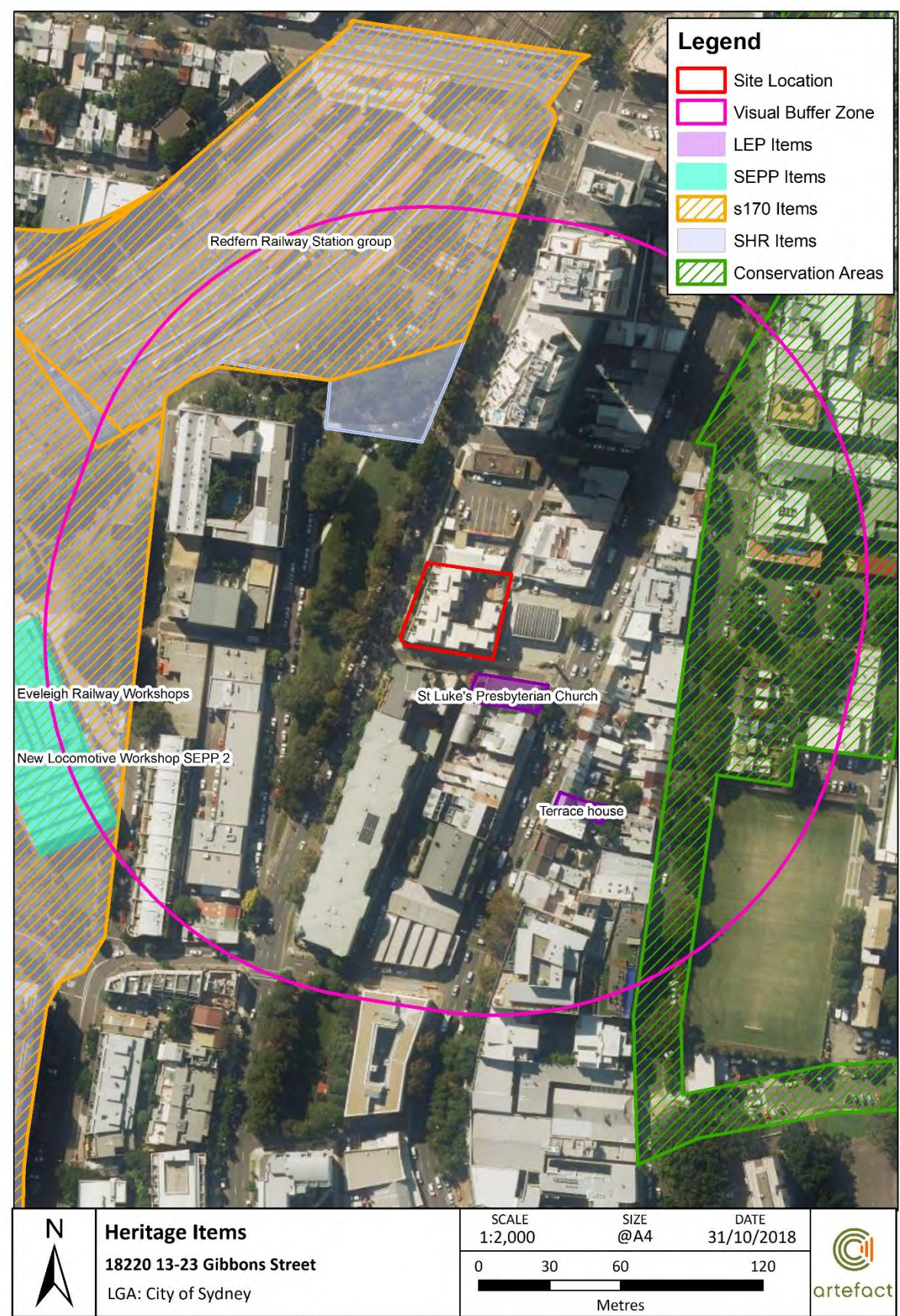
As outlined in Section 2.1 above, statutory registers provide legal protection for heritage items. A search of all relevant registers was undertaken on 20 September 2018 of heritage items located within the visual buffer zone. The site location does not contain any heritage items.

There are several heritage listings that are located within the visual buffer zone. These items are identified below in Table 6, and the heritage curtilages are illustrated in Figure 3.

Table 6: Heritage listings within the study area (visual buffer zone).

Item Name	Address	Lot No.	Significance	Item/Listing Number	Relevant Legislation
				SHR 01234	
Redfern Railway Station Group	Lawson Street, Redfern	Part Lot 4, DP 862514	State	RailCorp s170 Heritage and Conservation Register (SHI 4801095)	<i>Heritage Act 1977</i>
Redfern Railway Station Booking Office	Lawson Street, Redfern	Part Lot 4, DP 862514	State	SS SEPP 2005 Redfern-Waterloo Authority Sites No. 11	SS SEPP 2005
Eveleigh Railway Workshops	Wilson Street, Redfern	Lot 50 and 52, DP 1001467; Lot 10 and 11, DP 1136859; Lot 50, DP 859192; Lot 4, DP 862514	State	SHR 01140 RailCorp s170 Heritage and Conservation Register (SHI 4801102)	<i>Heritage Act 1977</i>
Works Manager's Office	6 Cornwallis Street, Eveleigh	Lot 4 Section 4001 DP 1194309	State	Australian Technology Park s170 Heritage and Conservation Register (SHI 4745502) SS SEPP 2005 Redfern-Waterloo Authority Sites No. 3	<i>Heritage Act 1977</i> SS SEPP 2005
New Locomotive Workshop	Cornwallis Street, Eveleigh	Lot 4, Section 4002, DP 1194309	State	SS SEPP 2005 Redfern-Waterloo Authority Sites No. 2	SS SEPP 2005
St Luke's Presbyterian Church	118 Regent Street, Redfern	Lot 1, DP 194067	Local	LEP No. I1352	Sydney LEP 2012
Terrace house	181 Regent Street, Redfern	Lot 1, DP 781853	Local	LEP No. I1353	Sydney LEP 2012
Redfern Estate Heritage Conservation Area	Redfern	-	Local	LEP No. C56	Sydney LEP 2012

Figure 3: Heritage items within the visual buffer zone.



Document Path: C:\Users\GIS\Desktop\GIS\GIS_Mapping\18220_13_23_Gibbons_St\MXD\Heritage_Items.mxd

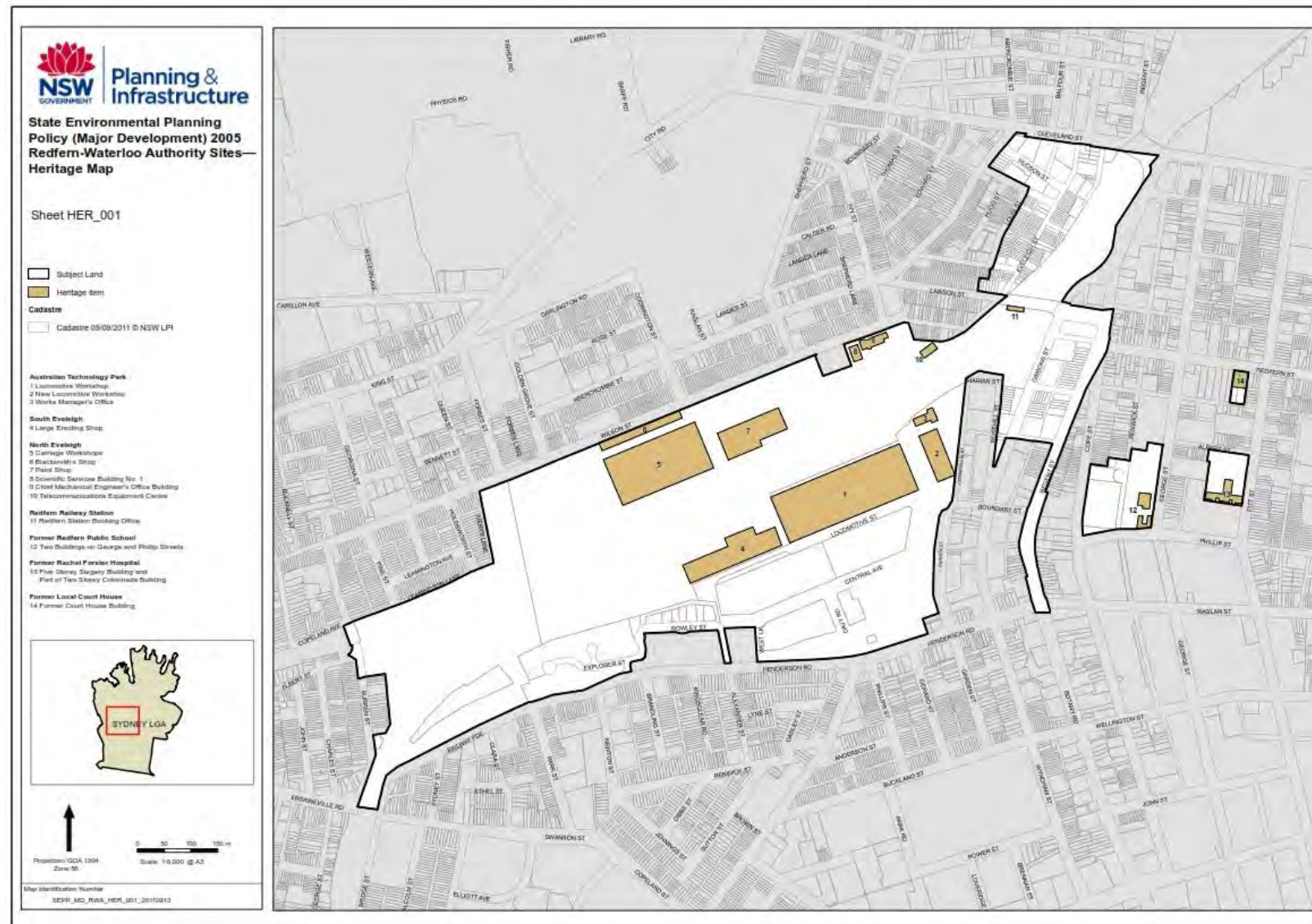
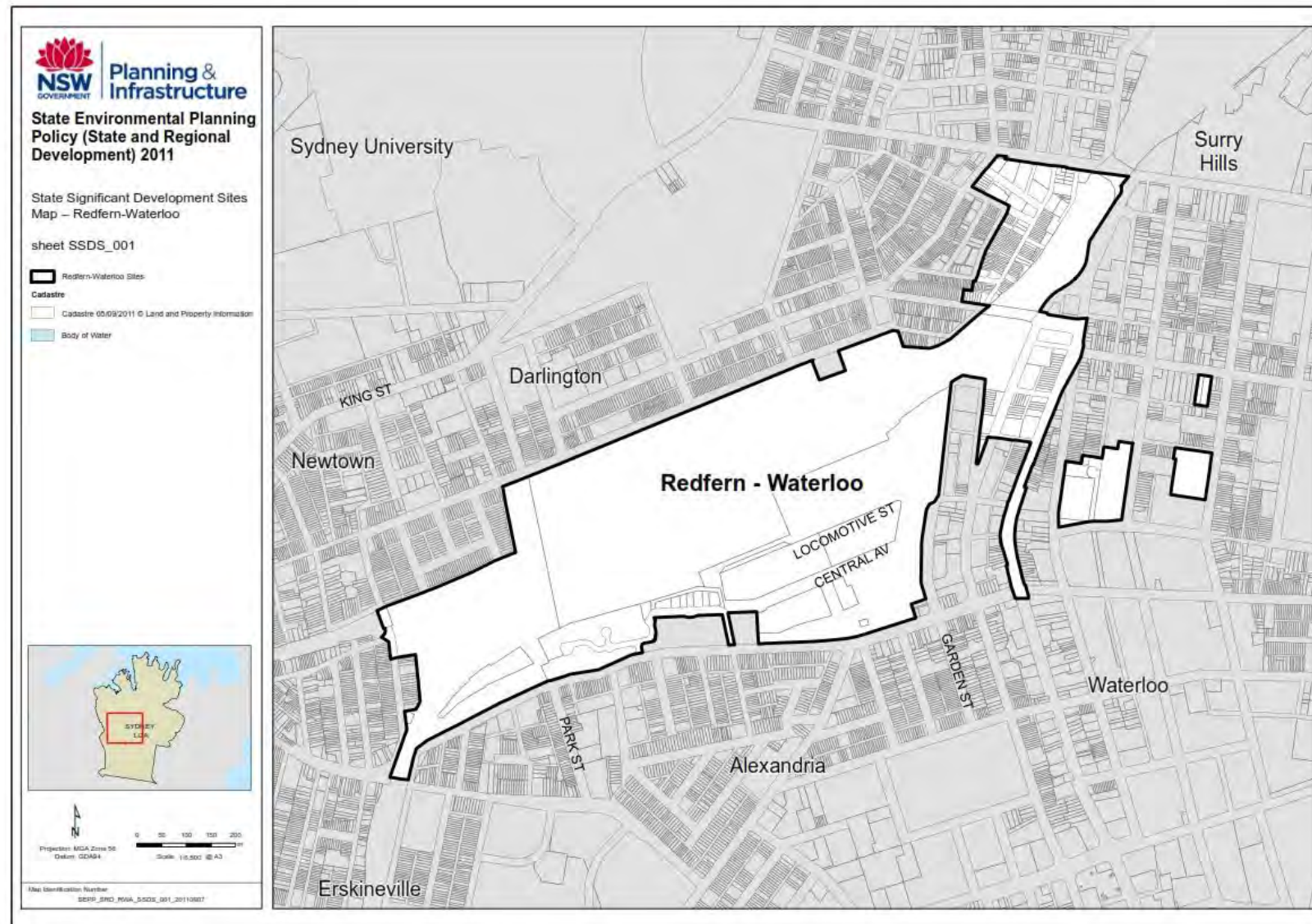
Figure 4: Curtilage of the heritage items within the Redfern-Waterloo Authority Sites area.⁷⁷ NSW Government. *Planning & Infrastructure*

Figure 5: Curtilage of the Redfern-Waterloo State Significant Development Site.⁸⁸ NSW Government. *Planning & Infrastructure*

3.0 HISTORICAL BACKGROUND

The historical context of the site location has been compiled from cartographic material, illustrations and aerial photographs. Written histories and the results of archaeological investigations were also used. Other records, held for example by the State Records Office, have the potential to provide information about the historical context of the subject land. Such detail would not alter the recommendations of this report, although its limitations are acknowledged.

3.1 Aboriginal histories of the locality

Prior to the settlement of Europeans in 1788, areas surrounding Sydney Harbour were occupied by the Eora people. The name Eora is derived from Ea, meaning yes and ora, meaning this place or here.⁹ The Eora inhabited a territory bordered by the coast to the east, Pittwater and the mouth of the Hawkesbury River to the north and the Georges River and Botany Bay to the south. Their geographical location meant that the Eora subsisted on a predominantly marine based diet of fish, shellfish and edible plants from the shoreline. Today their occupation is evident from various middens, rock shelter art and engravings along the coastline.

The Eora were distributed into family and clan groups, which included different languages and varying settlements around the harbour. These groups comprised three main clans, the Gadigal, the Wanegal and the Cammeraygal.

Upon initial contact, the population of the Eora is likely to have been 1000; however, some estimates put the figure at between 3000-5000.¹⁰ The arrival of Europeans had a rapid effect on the Eora population due to introduced disease and dislocation and disruption of traditions and established behaviours. In 1789, the area was hit by an epidemic of smallpox-or similarly contagious disease-leading to a significant drop in population and by the 1820s, the number of Aboriginal people inhabiting the area had been irreversibly reduced.¹¹

Of the three Eora clans, the Gadigal people occupied the land closely associated with the study area. Their traditional occupation of the area is believed to have been for at least 20,000 years prior to European arrival in 1788. The territory associated with the Gadigal people stretched from the south side of Port Jackson from South Head to Petersham.¹²

3.2 Early land use and grants: 1788-1830s

The area today known as Redfern was likely being utilised by Europeans from the earliest years of the colony. It is located in close proximity to fresh water and food resources which may have made it popular to the early colonists.

The early years of the nineteenth century saw several large land grants made within Redfern. These included grants to Dr William Redfern, William Hutchinson, John Thomas Campbell and William Chippendale. These land parcels were mainly used as farming land. The study area is located within land granted to Chippendale (Figure 6). Chippendale had been officially granted 95-acres in 1819, however, he and his family had been residing on the land since 1817, during which time, the family had constructed a house and servants quarters.¹³ The land parcel was bordered by Black Wattle Swamp to the north west, Redfern's land grant to the east and William Hutchinson's land grant to the

⁹ Smith 2006

¹⁰ *Ibid*

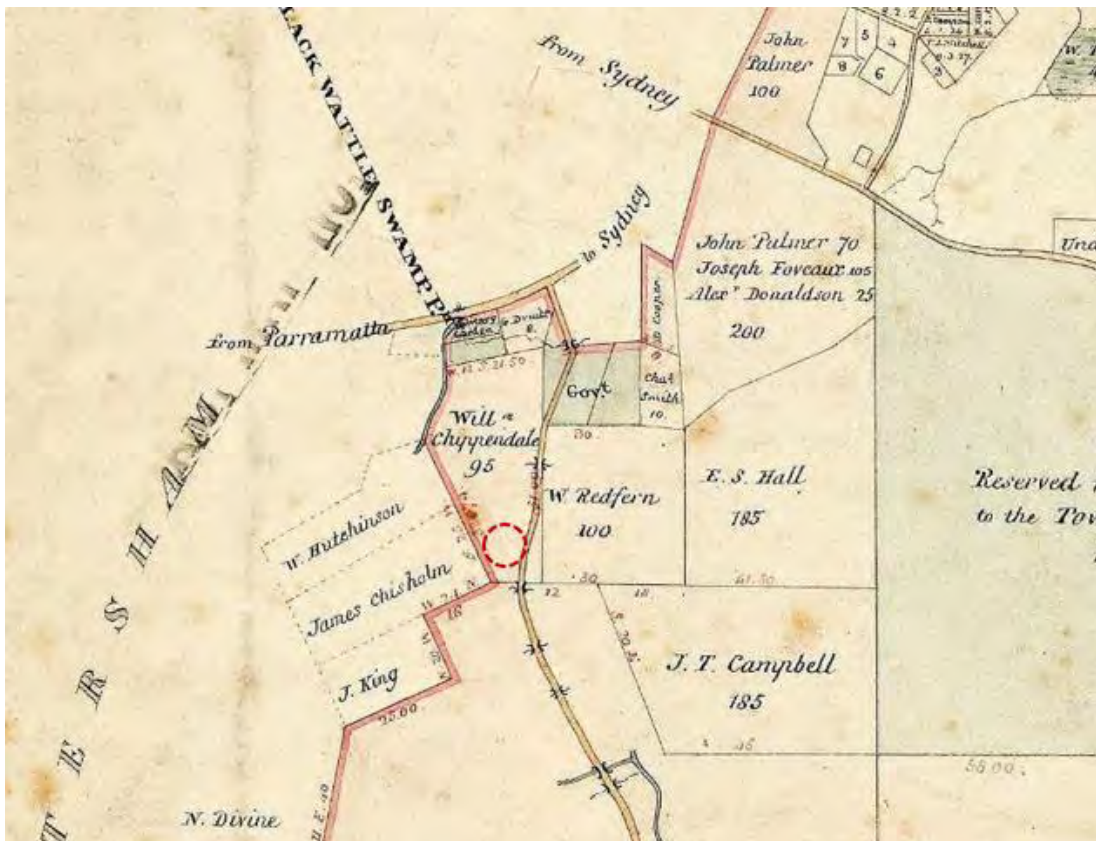
¹¹ Curon 1985:9

¹² Heiss 2002

¹³ Office of Environment and Heritage, 2018. 'Chippendale Heritage Conservation Area'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageltemDetails.aspx?ID=2421466>

south. Chippendale undertook farming activities on his grant, but eventually sold the land to emancipist, Solomon Levey for £380 in 1821.¹⁴ Over the next few years, Levey sold portions of the land and by the time of his death in 1833, he held just over 30-acres of the original grant. After his death, Levey's heirs sold the land to neighbour, William Hutchinson.¹⁵ William Hutchinson, a former convict, had been granted a neighbouring 52 acre grant in 1819. William Hutchinson leased this land to small farmers and gardeners.

Figure 6: Undated parish map, showing the extent of Chippendale's grant. The approximate location of the site location is circled in red.¹⁶



3.3 Early subdivision 1830s-1860s

After the death of William Redfern in 1833 his land grant was subdivided as Redfern Estate. Redfern Estate was auctioned by Redfern's wife, Sarah Redfern, and her then husband James Alexander. In preparation for the sale, Edward James Howes Knapp was engaged by estate agent Mr Stubbs, to survey the land in order to lay out streets and building allotments.¹⁷ The estate was divided by George, Pitt and Chalmers (Castlereagh) and Redfern Streets. The earliest developments were made the following year in 1835, with the establishment of brick and stone houses along Regent and Cleveland Streets. A number of slab, lath and plaster or weatherboard residences were built to the east and south, however much of the land at this time remained pastoral.¹⁸

¹⁴ Shirley Fitzgerald. 'Chippendale' *Sydney Journal* Vol. 1 (December 2008). pp 118-122.

¹⁵ Fitzgerald. 'Chippendale' (2008). pp 118-122.

¹⁶ NSW Department of Lands Parish Map No. 14066301, Parish of Alexandria

¹⁷ Kevin Fahy. 'Fitzroy Terrace', (1990), p. 10.

¹⁸ Office of Environment and Heritage, 2006. 'Redfern Estate Heritage Conservation Area'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421496>

William Hutchinson subdivided his land in 1844 as the Chippendale Estate into six blocks, each to be inherited by his children. The blocks contained between seven and ten acres.¹⁹ The study area was located in Block F, and the area was recorded as being under cultivation. The Chippendale Estate was owned by Hutchinson until his death in 1846, when the land then passed to his children.

In the years following the 1842 subdivision of the Redfern Estate and 1844 subdivision of the Chippendale Estate, Redfern began to thrive (Figure 7). By the 1850s (Figure 8), Redfern, and particularly Pitt Street in Redfern, had become an affluent and sought-after area. The architectural style of the residences built during this time reflect this affluence, as buildings were constructed with an attic storey, timber columns, French doors and stucco to resemble ashlar stonework.²⁰ Between George and Pitt Streets, the courthouse, post office, police station and fire station were built.²¹

Due to Redfern's central location, the coming of the Sydney to Parramatta railway line in 1855 further boosted its development.²² Land resumptions for the rail line facilitated inner city residential developments along the rail corridor, allowing for an increase in Redfern's population. By 1863, Botany Road had been surveyed as running from Mascot to Botany, also known as 'Corduoy Road', the road was charging a threepence toll until 1882. To support the new railway, horse-buses ran from the city along Botany Road and during the 1880s, a horse-powered tramline was introduced.

The new rail line and the subsequent creation of various municipalities, including Redfern in 1859 created a sense of community and local identity. New streets were aligned or solidified, along with upgrading of public services such as drainage routes. In the 1860s residential buildings appear within the study area on the 1864 plan of Redfern Municipality (Figure 9), with more buildings noted in the 1865 City of Sydney Trigonometric Survey (Figure 10). The first national school was opened in 1858, Prince Alfred Park became gazetted in 1865 and the Town Hall was established in 1870.²³ From here, Redfern had developed into a thriving suburb with prospering business and became known as the Borough of Redfern, remaining an independent municipality until 1949 at which time Redfern was absorbed into the City of Sydney.

¹⁹ Cultural Resources Management June 2009: 25

²⁰ OEH, 2006. 'Redfern Estate Heritage Conservation Area'.

²¹ OEH, 2006. 'Redfern Estate Heritage Conservation Area'.

²² Office of Environment and Heritage, 2009. 'Redfern Railway Station Group'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5012154>

²³ OEH, 2006. 'Redfern Estate Heritage Conservation Area'.

Figure 7: Plan of 'Redfern's Grant' forming the southern extension of the town of Sydney, Edward J.H. Knapp, 16 March 1842. Approximate location of site location is outlined in red.²⁴



Figure 8: Detail from Woolcott and Clarke's plan of Sydney from 1854. Approximate location of site location is outlined in red.²⁵



²⁴ National Library of Australia, 1842. 'Plan of "Redfern's Grant" forming the southern extension of the town of Sydney: for sale by Mr. Stubbs on 16 March 1842 / Edward J.H. Knapp, Land Surveyor'. Viewed 27 June 2018 at: <https://nla.gov.au/nla.obj-229949814/view>

²⁵ City of Sydney, *Historical Atlas of Sydney*, 'Woolcott & Clarke's Map of the City of Sydney, with the environs of Balmain and Glebe, Chippendale, Redfern, Paddington & Co.', City of Sydney, 1854, Map 1

Figure 9: 1864 plan of Redfern Municipality, showing site location in red.²⁶



Figure 10: City of Sydney Trigonometrical Survey, 1855-1865, showing site location in red.²⁷



²⁶ State Library of NSW, File a6850001

²⁷ City of Sydney 'Atlas of Sydney'

3.4 Development of local area: 1870s-1900s

In 1884, a train station was built at Redfern, adjacent to the study area. At this time, the station was called Eveleigh Station, being renamed 'Redfern Station' in 1906. The station consisted of three island platforms serving four lines and a ticket office, later being expanded in 1912 to house 10 platforms. Construction of the original timber station had begun in 1883, with expansion continuing throughout the following years.

The station had been constructed to serve the Eveleigh Railway Workshops along with the inner-city residential and industrial suburb of Redfern.²⁸ With the construction of the workshops, came further subdivisions within Redfern providing more housing for workers and shopping facilities. These developments drastically altered the streetscape of Redfern. Early plans show that at the study area, Pleasant Street was renamed Gibbons Street during the 1880s due to the land resumptions and street realignments in preparation for Eveleigh Station (Figure 11 and Figure 12). At this point the properties in Redfern consisted of a mix of residential and commercial premises, taking advantage of passing trade on busy Botany Road.

By the late 1880s, the Eveleigh workshop complex had become one of the largest employers in the state, with developments continuing into the 1890s.²⁹ Between 1895 and 1927, the workshops underwent continuous expansion, and together with the Redfern Electric Light Station, permanent light was provided to Eveleigh Railway Station and the surrounding streets and housing from 1892.³⁰

Figure 11: Redfern, Parishes of Alexandria and Petersham showing transition from Pleasant to Gibbons Street, showing site location in red.³¹



²⁸ Office of Environment and Heritage, 2009. 'Redfern Railway Station Group'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=4801095>

²⁹ OEH, 2009. 'Redfern Railway Station Group'.

³⁰ Margaret Simpson, 1995. *Old Sydney Buildings: A Social History*. Kangaroo Press, Sydney, p. 130-132.

³¹ National Library of Australia, c1886. 'Redfern, Parishes of Alexandria and Petersham'. Viewed 27 June 2018 at: <https://nla.gov.au/nla.obj-231129556/view>

Figure 12: Detail from the 1887 City of Sydney Section plan, showing site location in red.³²



3.5 Twentieth century development: 1900s-Present

The 1938 civic survey plan (Figure 13) indicates that at this time, the site location maintained its residential use. The site immediately to the north by this time had been established as a Council depot, which was constructed to provide waste, maintenances and construction services for the surrounding inner-city area. Directly west of the site location, Marian Street Park was officially established during the late 1970s. The land had been resumed for railway purposes in 1948, with demolition occurring shortly after, however the land never fulfilled its intended purpose and began to decay, thus a park was established.

With the depression of the 1890s and the Great Depression into the 1930s, the Eveleigh Workshops and residents of Redfern were hit with a period of severe downturn. This coupled with the transition from timber to steel and the move from steam to electric locomotives the works at the Eveleigh Railway Workshops official closed by the end of the 1980s.

Strong working and social networks were built within Redfern and the Eveleigh Railway Workshops, with the Eveleigh complex becoming pivotal in the Australian Labour Movement. In addition to this, due to the close proximity of the La Perouse reserve, Aboriginal people had found employment within the factories of Chippendale, Waterloo, Alexandria and Redfern with the Eveleigh Workshops being no exception. There was a steady migration of Aboriginal people from rural centres due to the reasonable rent and employment opportunities of the area.³³ Redfern became a centre for activism by

³² State Library of NSW. *Redfern, Sheet 18, 1887*.

³³ Eveleigh Stories, 2018. 'Indigenous Connections' Viewed 27 June 2018 at: <https://eveleighstories.com.au/story/indigenous-connections>

the mid-twentieth century and the first Aboriginal Football Club – the Redfern All Blacks – was established in 1944 having an important effect on the community. By 1960, the Aboriginal population in Redfern was estimated at 12,000, swelling to 35,000 in the 1970s. It was during this time that the Aboriginal Housing Company was formed to manage the grant known as 'The Block'.³⁴

In recent decades, there has been a rapid gentrification of inner Sydney suburbs, including Redfern.³⁵ In 2005, the NSW State Government formed the Redfern Waterloo Authority (RWA) with a focus on developing and gentrifying Redfern.³⁶ This development has seen an influx of students and young professionals to the area along with the establishment of new cafes, restaurants and bars. In addition, many of the industrial spaces have been redeveloped into residential spaces.³⁷ Around the 1990s to early 2000s, the site location was redeveloped with the present medium density residential apartment building.

Figure 13: Detail from the 1938 Civic survey, showing site location in red.³⁸



³⁴ Kay Anderson, 2000. 'Savagery and Urbanity: Struggles over Aboriginal Housing, Redfern, 1970-73', in Peter Read (ed), *Settlement: A History of Australian Indigenous Housing*. Aboriginal Studies Press, Canberra, p.130-143.

³⁵ George Morgan, 2012. 'Urban Renewal and the Creative Underclass', *Journal of Urban Affairs*, Vol. 34 No. 2, 207-222.

³⁶ Z. Begg & K. De Souza, 2009. 'Introduction', in Z. Begg and K. De Souza (eds), *There Goes the Neighbourhood: Redfern and the Politics of Urban Space*, Creative Commons, Sydney.

³⁷ AHMS, 2015. *Central to Eveleigh Corridor: Aboriginal and historical Heritage Review Final Report*. UrbanGrowth NSW, p. 21.

³⁸ City of Sydney. *Civic survey, 1938-1950, Map 18*.

Figure 14: 1943 aerial photograph of site location.³⁹



Figure 15: 1951 aerial photograph of site location.⁴⁰



³⁹ SIX Maps

⁴⁰ Flickr

4.0 SITE ANALYSIS

4.1 Background

A site inspection was undertaken by Charlotte Simons (Artefact Heritage) and Alyce Haast (Artefact Heritage) on 24 September 2018. The inspection was necessary to determine the extent of the study area, assess views and vistas, and potentially identify and assess any areas of disturbance for archaeological potential. The survey area was covered on foot and the survey was undertaken in accordance with best practice standards.

4.2 Site description

The site is located at 13-23 Gibbons Street, Redfern (SP 60485).

The site location currently comprises a modern brick residential apartment building that is four storeys in height, and the site itself covers an area of 1,365 square metres. The site is bounded by Gibbons Street to the west, Margaret Street to the south, a BP Service Centre to the east, and a two-storey brick and concrete structure to the north. A basement level carpark is located across most of the footprint of the site.

The development surrounding the site location comprises a combination of high-density residential apartment buildings to the north and south, low-scale terrace housing and the historic St Luke's Presbyterian Church on Regent Street to the east, and the Gibbons Street Reserve to the west on the opposite side of Gibbons Street. Within a broader context, the site location is in the vicinity of the Eveleigh Railway Workshops to the west, the Redfern Railway Station Group to the north, and the Redfern Estate Conservation Area to the east.

Figure 16: View east across Gibbons Street towards site location, showing Margaret Street perpendicular.



Figure 17: View south east across Gibbons Street towards site location, showing adjacent two-storey brick building on neighbouring site.



Figure 18: View north within internal courtyard within existing building on the site location.



Figure 19: View west within the basement level beneath the existing building on the site location.



Figure 20: View south west along Gibbons Street from near the site location, showing surrounding development.



Figure 21: View north east along Gibbons Street showing site location and surrounding development, note high-density residential towers in the distance.



Figure 22: View north east along Gibbons Street from near the site location, at the corner of Margaret Street.



Figure 23: View east along Margaret Street from next to site location, St Luke's Presbyterian Church seen to right in distance.



Figure 24: View north from western side of Gibbons Street to the Gibbons Street Reserve opposite the site location.



Figure 25: View east across Gibbons Street to carpark and two-storey brick building adjacent to the site location.



Figure 26: View south east across Gibbons Street to carpark and two-storey brick buildings adjacent to the site location.



Figure 27: View north along Gibbons Street Reserve to the Redfern Railway Station SHR curtilage.



Figure 28: View south east from the existing building on the site location towards the nearby St Luke's Presbyterian Church on Regent Street.



Figure 29: View west along Margaret Street towards site location from Regent Street, showing adjacent BP Service Centre, St Luke's Presbyterian Church on left.



5.0 PROPOSED WORKS

5.1 Description

The proposal would include demolition of the existing building on the site and associated work, and construction of an 18-storey building comprising non-residential uses (public domain, retail, communal spaces and office) at ground floor within a three-storey podium, and residential units and communal spaces above for use as student housing. The podium would be constructed of exposed brick, while the tower above would primarily comprise a combination of exposed and painted precast concrete panels, transparent glazing and vertical aluminium fins. The existing single level basement would be incorporated as part of the proposal, with the central portion being excavated between 1 to 1.5 metres below the existing basement level. A through site link would be established between William Lane and Margaret Street.

The proposal is illustrated in the following Figure 30 to Figure 39.

Figure 30: Proposed Basement and Level 1 plans. (Source: Allen Jack + Cottier)



Figure 31: Proposed Level 2 & 3 plans. (Source: Allen Jack + Cottier)



Figure 32: Proposed Level 4 plan. (Source: Allen Jack + Cottier)

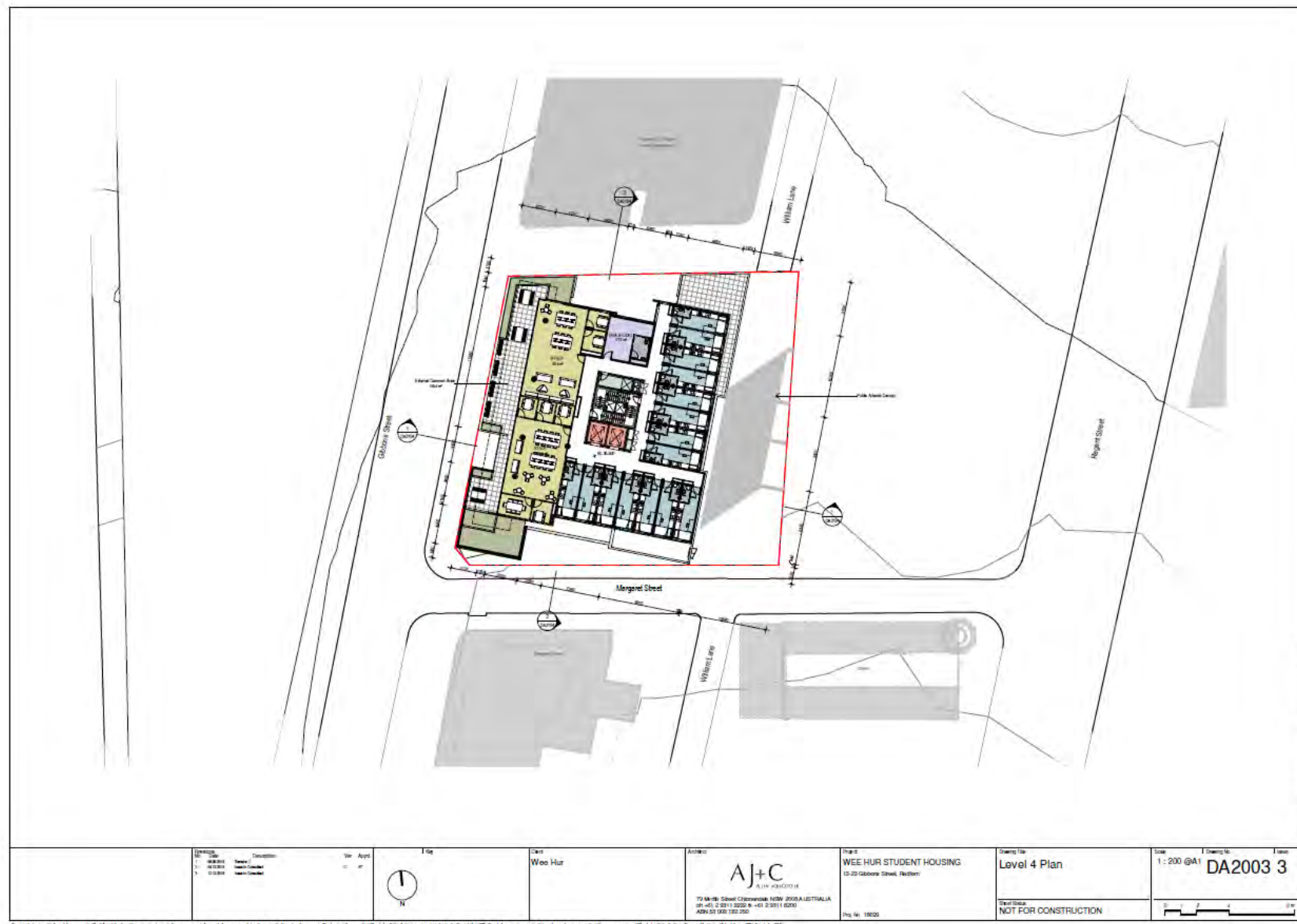


Figure 33: Proposed typical tower and Level 18 plans. (Source: Allen Jack + Cottier)



Figure 34: Proposed Plant and Roof plans. (Source: Allen Jack + Cottier)

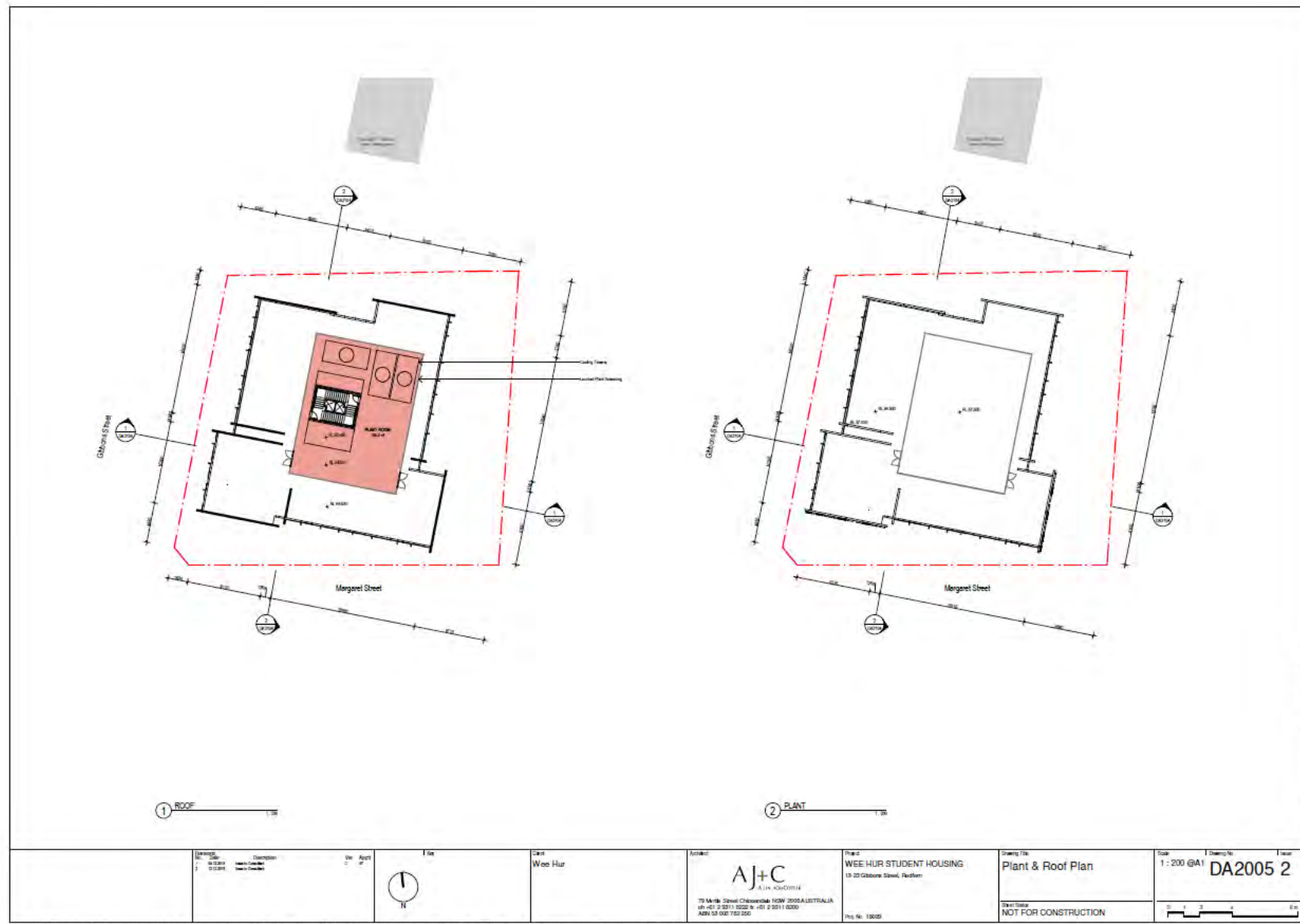


Figure 35: Proposed north and east elevations. (Source: Allen Jack + Cottier)

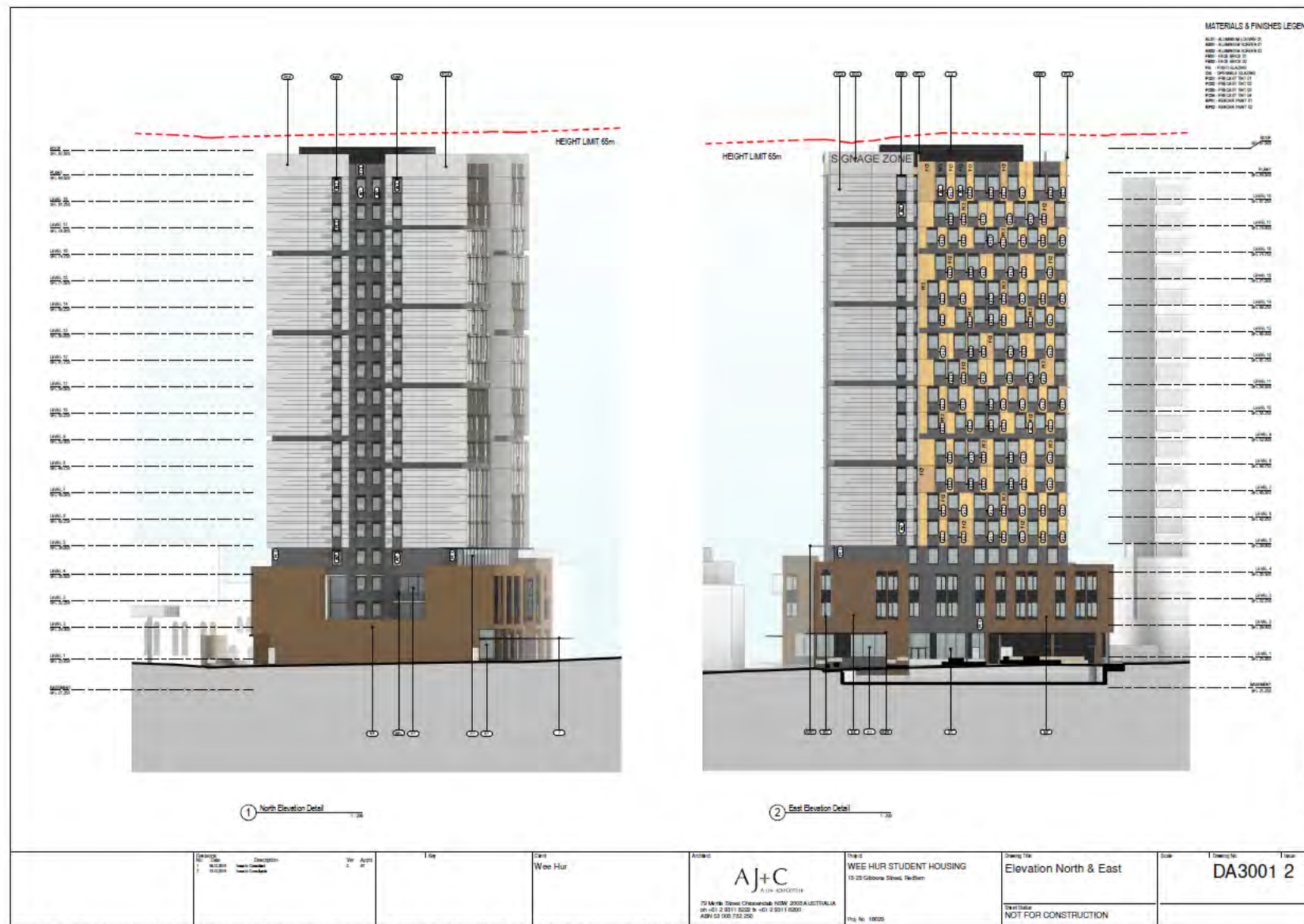


Figure 36: Proposed south and west elevations. (Source: Allen Jack + Cottier)

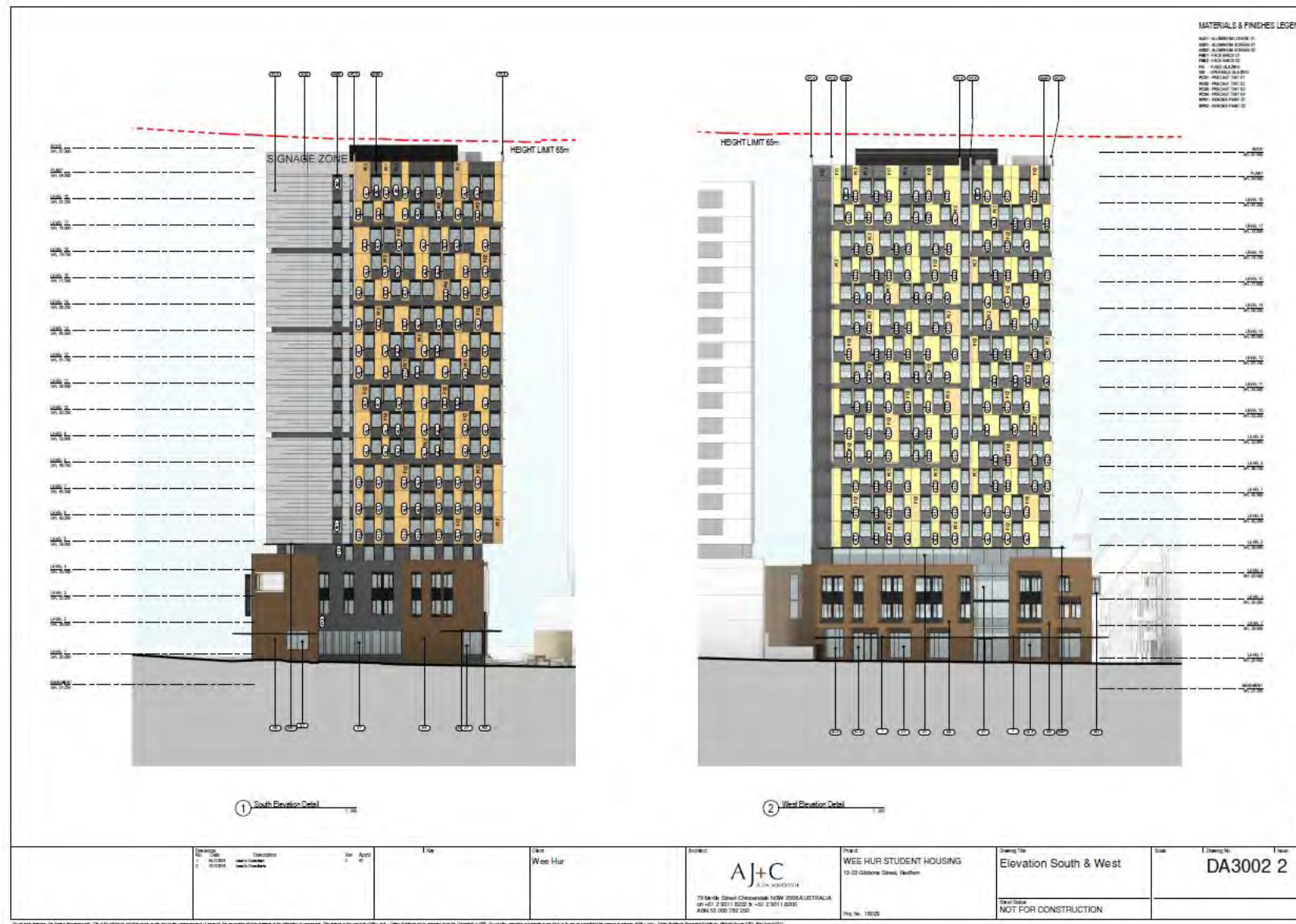


Figure 37: Rendered view showing proposal within surrounding context. (Source: Allen Jack + Cottier)



Figure 38: Rendered view showing proposed through link to William Lane, note window referencing nearby church. (Source: Allen Jack + Cottier)



Figure 39: Distant rendered view showing proposal within surrounding context. (Source: Allen Jack + Cottier)



6.0 HERITAGE IMPACT ASSESSMENT

The following sections provide an assessment of potential heritage and archaeological impacts as a result of the proposal. It outlines the methodology used, provides a detailed heritage assessment, archaeological assessment, and statement of heritage impacts.

6.1 Detailed heritage impact assessment

6.1.1 Redfern Railway Station Group (SHR 01234)

The following section provides a detailed heritage impact assessment for Redfern Railway Station Group in relation to the proposal. As Redfern Railway Station Booking Office (SEPP No. 1) is located within the Redfern Railway Station Group (SHR 01234), it will be assessed together.

Description

The Redfern Railway Station Group is situated on the western edge of the suburb of Redfern. It is positioned between Gibbons and Little Eveleigh Streets. The precinct is bordered by high density residential areas and small shops to the east and west, whilst the rail line is situated to the north and south. The precinct borders various other heritage items including the Eveleigh Railway Workshops (SHR Listing No. 01140).

The main entrance to the station is via the Lawson Street overbridge, to the north of the station, with additional access via Gibbons Street. The entranceway provides access to the overhead booking office and step access to the platforms. The station consists of an overhead booking office, waiting room, ten above-ground platforms with 5 station buildings, 2 underground platforms, Lawson Street overbridge and the Platform 1 store room and office. Much of the station dates to 1884, with other structures and additions being added over time.

Elements from the original construction period consist of the Waiting Room, Platform 1 Store, Platform 1 Office, and platforms 1-4. The Lawson Street Overbridge was constructed in 1891, with the Overhead Booking Office constructed the following year. Later developments included the 1912 platform 5-10 construction and platform upgrades along with the platform building additions. The underground platforms 11 and 12 were added in 1979, servicing the Eastern Suburbs Railway and Illawarra Line.

Figure 40: View south across Lawson Street towards Station Booking Office building at Redfern Railway Station.



Statement of significance

The NSW SHR database contains the following statement of significance for the item:

Redfern Railway Station Group is significant at a state level as a major suburban station which played an important role in the development of the surrounding residential and industrial suburbs. The overhead booking office is a rare remaining example of the Queen Anne style of railway architecture and along with the 1884 station building on Platform 1 remain as some of the last examples of these types of structures to survive in the metropolitan area. The booking office retains its overall form and much original detail.

The platform buildings on platforms 2-10 are consistent in design and represent the largest group of such buildings in the system at one site, reflecting the location's importance as a junction for commuters and for its access to the adjacent Eveleigh workshops. The addition of platforms and their associated platform buildings, including the Eastern Suburbs Railway, represent the importance of the Station as a commuter hub and reflect the expansion of Redfern Station and the Sydney network generally through the later nineteenth and into the twentieth century. Structures such as the air vents or chimneys connected to the underground engine dive, on Platform 1, are indicators of the adjacent industrial uses of the Eveleigh Yards and are unusual features on a suburban station.

The early station buildings and structures indicate the high quality of buildings provided during the mid-Victorian period of railway construction and the former importance of Redfern as an industrial and residential area in the development of the Sydney suburbs. The pair of newel posts is an example of colonial cast-iron work and represents the end of the era of ornamentation brought about by Railway Commissioner Eddy.⁴¹

Views analysis

The following provides a views analysis in relation to the proposal site and Redfern Railway Station Group, which share a distant visual connection.

Figure 41: View south east across Lawson Street to Station Booking Office at Redfern Station, site location indicated by arrow.



Figure 42: View south east across Lawson Street to Station Booking Office at Redfern Station, site location indicated by arrow.



⁴¹ Office of Environment and Heritage, 2009. 'Redfern Railway Station Group'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=4801095>

Figure 43: View south east towards site location (indicated by arrow) from boundary of SHR curtilage of Redfern Railway Station.

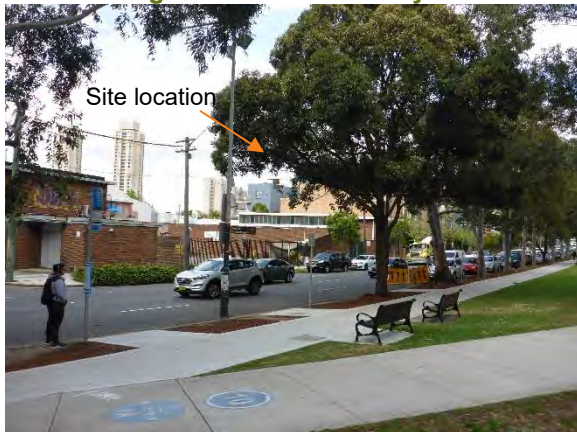


Figure 44: View south along Gibbons Street from SHR curtilage of Redfern Railway Station towards site location (indicated by arrow).

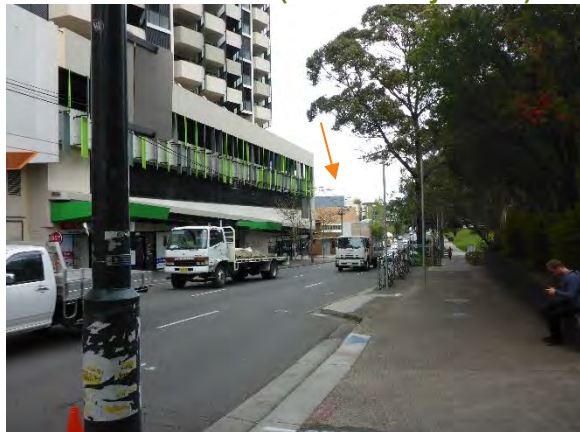


Figure 45: View south east over the Redfern Railway Station from overhead concourse towards site location (indicated by arrow).



Figure 46: View north west from site location to the Redfern Railway Station heritage item (views at ground level obscured by plantings).



Heritage impact assessment

The proposed works would not have a direct (physical) impact on Redfern Railway Station Group and would be situated approximately 50 metres to the south east of the heritage curtilage of the heritage item. The nearest built element within the Redfern Railway Station Group is around 130 metres to the north west of the site location. The proposed works would have a **neutral** direct impact on Redfern Railway Station Group.

The proposed development would be visible from the south-eastern part of Redfern Railway Station Group along Gibbons Street and partially from Lawson Street. Significant views of the Redfern Railway Station Group are from Lawson Street looking south at the Station Booking Office. From this location, the proposed 18-storey building would rise above the two-storey historic building and the tower would be viewed in tandem with the heritage item, which would change existing views. It is noted surrounding high-rise development along Gibbons Street to the north of the site location currently obscures these views. Given the distance to the site location, the proposed works would not overshadow the Redfern Railway Station Group. The proposed development would also be visible from the overhead concourse and from platform level within the station complex, although these views currently comprise the existing high-rise development on Gibbons Street. The proposed works would have a **minor** visual impact on Redfern Railway Station Group.

As the site location is more than 75 metres away from the nearest building within this heritage item, potential indirect impact by way of vibration is not anticipated.

6.1.2 Eveleigh Railway Workshops (SHR 01140)

The following section provides a detailed heritage impact assessment for Eveleigh Railway Workshops in relation to the proposal. As Works Manager's Office (SEPP No. 3), Telecommunications Equipment Centre (SEPP No. 10), and New Locomotive Workshop (SEPP No. 2) are located within the Eveleigh Railway Workshops (SHR 01140) they will be assessed together.

Description

The Eveleigh Railway workshops are centrally situated within the suburb of Eveleigh. They are positioned between Henderson Road and Wilson Street. The precinct is bordered by high density residential areas and small shops to the north and south, whilst the rail line is situated to the east and west. The precinct borders various other heritage items and conservation areas including the Redfern Railway Station Group (SHR Listing No. 01234).

The complex is comprised of two main building groups known as the Carriage Workshops (now known as Carriageworks) and the Locomotive Workshops, which are situated on either side of the main southern and western rail lines, between Redfern, Erskineville and Macdonaldtown Stations and between Darlington to the north and Alexandria to the south. The site is mostly made up of industrial railway buildings, offices and infrastructure related to its historic use as a carriage and locomotive building and maintaining workshops.

Figure 47: View west to Works Manager's Office within the Eveleigh Railway Workshops.



Figure 48: View north west to New Locomotive Workshop at Eveleigh Railway Workshops.



Figure 49: View south east to New Locomotive Workshop.



Statement of significance

The NSW SHR database contains the following statement of significance for the item:

The Eveleigh Railway Yards are some of the finest historic railway engineering workshops in the world and Eveleigh contains one of the most complete late 19th century and early 20th century forge installations, collection of cranes and power systems, in particular the hydraulic system. The place is of international significance and is one of Australia's finest industrial heritage items. The value of the place is increased by the fact that it is comprised of assemblages, collections and operational systems rather than individual items. Conversely, the significance has been reduced by its closure, relocation of some machinery and its disassociation from the operating rail network.⁴²

Views analysis

The following provides a views analysis in relation to the proposal site and Eveleigh Railway Workshops.

Figure 50: View east along Margaret Street from Eveleigh Railway Workshops towards site location (indicated by arrow).



Figure 51: View showing development screening views towards site location from Eveleigh Railway Workshops, south aspect.



Figure 52: View west across Gibbons Street from site location towards Eveleigh Railway Workshops.



Figure 53: View north east from park within Eveleigh Railway Workshops towards site location (indicated by arrow).



⁴² Office of Environment and Heritage, 2016. 'Eveleigh Railway Workshops'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=4801102#ad-image-0>

Heritage impact assessment

The proposed works would not have a direct (physical) impact on Eveleigh Railway Workshops and would be situated approximately 110 metres to the east of the curtilage of the heritage item. The proposed works would have a **neutral** direct impact on Eveleigh Railway Workshops.

The proposed development, comprising an 18-storey residential building, would be vaguely discernible from the Eveleigh Railway Workshops. This includes publicly accessible views from the Australian Technology Park. It is noted the historic buildings within the Eveleigh Railway Workshops are situated at a lower elevation than the site location, and that views towards the site location are largely screened by existing four storey buildings and modern apartments. Significant views of the Eveleigh Railway Workshops that are in proximity to the site location (Works Manager's Office, Telecommunication Equipment Centre, and New Locomotive Workshop) are from Cornwallis Street looking south-east, which would not be impacted from the proposed works. The proposed works would not overshadow Eveleigh Railway Workshops. The proposed works would have a **negligible** visual impact on Eveleigh Railway Workshops.

As this heritage item is more than 75 metres away from the proposed works, potential indirect impact by way of vibration is not anticipated.

6.1.3 St Luke's Presbyterian Church (LEP I1352)

The following section provides a detailed heritage impact assessment for St Luke's Presbyterian Church in relation to the proposal.

Description

St Luke's Presbyterian Church is a two-storey Victorian Gothic style church, constructed in 1876. It has an asymmetrical façade with a rendered finish, integrated tower at the north-east corner, and a roof clad in slate. Above the main entry is a large rose window. The side elevations present as six bays, divided by engaged piers and each bay has tall twin-arch windows. A one bay deep extension presents to the rear. The church is bound by Regent Street to the east (front), existing development to the south, William Lane to the west (rear), and Margaret Street to the north along the building's side elevation.

Figure 54: View west across Regent Street to front (east) elevation of St Luke's Presbyterian Church.



Figure 55: View east along Margaret Street to rear and side elevation of St Luke's Presbyterian Church.



Statement of significance

The NSW SHI database contains the following statement of significance for the item:

St Luke's Presbyterian Church is a fine example of a Victorian Gothic Church which makes an important contribution to the streetscape and township of Redfern. It has social significance as a place of worship for the local community.⁴³

Views analysis

The following provides a views analysis in relation to the proposal site and St Luke's Presbyterian Church.

Figure 56: View north west across Regent Street to St Luke's Presbyterian Church, site location to right in distance (indicated by arrow).



Figure 57: View south east from site location to the rear of the adjacent St Luke's Presbyterian Church.



Figure 58: View north east to site location along William Lane, rear of St Luke's Presbyterian Church seen to right.



Heritage impact assessment

The proposed works would not have a direct (physical) impact on St Luke's Presbyterian Church and would be situated approximately 8 metres to the north west of the curtilage of the heritage item. The proposed works would have a **neutral** direct impact on St Luke's Presbyterian Church.

The proposal, comprising construction of an 18-storey residential building in the immediate vicinity of St Luke's Presbyterian Church, would result in a range of indirect impacts to the heritage item. The

⁴³ Office of Environment and Heritage, 2013. 'St Luke's Presbyterian Church including interior'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421173>

proposal would result in the construction of a high-density residential building opposite the church building, which would alter the setting and context of St Luke's Presbyterian Church. Historically, the setting and context of the church comprised a combination of late 19th century and early 20th century low-rise commercial development and residential terrace housing.

Construction of a tall structure reaching a height of around 65 metres directly behind the church would introduce a prominent element in the surrounding skyline that would potentially diminish the prominence and landmark qualities of St Luke's Presbyterian Church, which are an integral aspect of the item's identified significance. The proposal would compete with primary views of the church from Regent Street, and also distant views towards St Luke's Presbyterian Church from the surrounding landscape, including glimpsed views of the church spire from the nearby Redfern Estate Heritage Conservation Area. It is noted that primary views looking out from the church are east to Regent Street and north across Margaret Street, and these primary views would not be affected by the proposal.

Adverse visual impacts associated with the proposal would be offset by positive aspects of the design, which has been developed wherever possible to respect and communicate the aesthetic and historical values of St Luke's Presbyterian Church. It is noted the current building on the site location is built along the eastern boundary. The proposal incorporates an increased and generous setback distance from the eastern boundary of the site location, which would increase the distance between development on the site and the small-scale church building. The heritage significance of St Luke's Presbyterian Church is interpreted and celebrated in several aspects of the proposal design. The scale and form of window openings on the podium structure, designed in pairs and featuring slanted window sills, interprets the design of the long vertical windows on the Victorian Gothic church building. A singular window on the east elevation of the podium level, located alongside the through link connecting to William Lane, is of the same scale and shape of the church windows and provides a direct visual 'cue' to the adjacent heritage item within an activated public space. The proposed vertical aluminium fins on the overhead tower structure integrate a customised arched profile, which provides further acknowledgement of the nearby church and its distinctive Gothic windows.

The responsiveness of the proposal to the aesthetic qualities of St Luke's Presbyterian Church is further demonstrated by the proposed material palette. The proposed brick materiality of the three-storey podium would provide a reference to the traditional aesthetic qualities of buildings surrounding the church, while the use of precast concrete panels on the upper levels would provide a contemporary counterpoint. The proposed colour scheme of the tower structure, comprising a combination of painted yellow and grey concrete panels and bronze and white coloured aluminium fins that reference colours of terracing within the nearby Redfern Estate Heritage Conservation Area, could potentially distract from the prominence of the church building. It is noted, however, that this is balanced by the inclusion of the concrete blade wall on the east elevation, which offers a neutral backdrop that could maintain the silhouette of the church spire from vantage points along Regent Street and the nearby heritage conservation area.

The proposal would also provide an opportunity for the delivery of heritage interpretation on the site location, which would enhance public engagement and understanding of the history of the place and connections with St Luke's Presbyterian Church.

It is noted that the setting and context of St Luke's Presbyterian Church has, to an extent, been previously modified by other developments like the adjacent BP petrol station and also existing high-rise buildings along Gibbons Street. The traditional streetscape of the church, however, remains somewhat intact along Regent Street. Planned developments immediately adjacent to the site location to the north and east of the site location will further undermine this setting in the future.

Overall, the proposed works would have a **moderate** visual impact on St Luke's Presbyterian Church.

As this heritage item is within 25 metres from the site location, the proposed works would have a **moderate** to **high** potential indirect impact by way of vibration.

6.1.4 Terrace House (LEP I1353)

The following section provides a detailed heritage impact assessment for the 'Terrace house' heritage item in relation to the proposal.

Description

The 'Terrace house' heritage item, located on the eastern side of Regent Street, comprises an imposing two-storey sandstone Victorian Filigree style structure. The terrace has a gabled corrugated iron roof and a balcony with flat decorative cast iron columns, decorative cast iron balustrading and a hipped concave curved roof. The first-floor façade features a pair of timber framed French doors with semi-circular glass panes. The ground floor façade features a pair of timber framed, double hung, four-paned windows and a timber panelled front door with semi-circular fanlight. The cast iron palisade front fence along the street boundary is original.

Figure 59: View south east to front (west) elevation of the 'Terrace house' heritage item.



Statement of significance

The NSW SHI database contains the following statement of significance for the item:

Of historic and aesthetic significance as a relatively early representative example of a Victorian Filigree style terrace. ⁴⁴

⁴⁴ Office of Environment and Heritage, 2005. 'Terrace House including interior'. Viewed 27 June 2018 at <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421175>

Views analysis

The following provides a views analysis in relation to the proposal site and 'Terrace house' heritage item.

Figure 60: View north west across Regent Street towards the site location from the directly outside the 'Terrace house' heritage item.



Figure 61: View south east towards the 'Terrace house' heritage item from the entrance to the existing building on the site location (views obstructed by church building).



Heritage impact assessment

The proposed works would not have a direct (physical) impact on the 'Terrace house' and would be situated approximately 63 metres to the north east of the curtilage of the heritage item. The proposed works would have a **neutral** direct impact on the 'Terrace house' heritage item.

The proposal would be partially visible from the 'Terrace house' heritage item, the primary outlook of which comprises views west over Regent Street. While distant views looking north west towards the site location from 'Terrace house' would be largely screened by existing development along Regent Street, including the nearby St Luke's Presbyterian Church, the proposed 65 metre building would rise above this development and would introduce a new element in the skyline surrounding the heritage item. It is noted these views have been previously impacted, to an extent, by existing high-density developments along Gibbons Street. The proposed works would not overshadow the 'Terrace house' heritage item, or interrupt or obscure any views towards the two-storey terrace. The proposed works would have a **minor** visual impact on the 'Terrace house' heritage item.

As this heritage item is within a 75-metre buffer of the proposed works, the proposal would have a **negligible** potential indirect impact by way of vibration is not anticipated.

6.1.5 Redfern Estate Heritage Conservation Area (LEP C56)

The following section provides a detailed heritage impact assessment for Redfern Estate Heritage Conservation Area in relation to the proposal.

Description

The Redfern Estate Heritage Conservation Area incorporates the 1842 residential subdivision of Dr William Redfern's land grant. The subdivision comprises of eight street blocks with irregular secondary streets, dividing the blocks. Redfern Street bisects the area and is the civic and commercial centre of the suburb. This centre comprises of civic, religious and commercial buildings. Shops within the area date from the Victorian, Federation and Inter-war period. Residential structures range from early single storey cottages, Victorian terraces, later terraces and modern moderate density developments. In addition, the area is interspersed with factories and warehouses dating from the early twentieth century, some of which have been converted for residential use.

Figure 62: View north along Cope Street showing terrace dwellings within the Redfern Estate Heritage Conservation Area.



Figure 63: View north east across Cope Street to terrace dwellings within the Redfern Estate Heritage Conservation Area.



Figure 64: View south west across Redfern Street towards site location showing buildings within the Redfern Estate Heritage Conservation Area.



Statement of significance

The NSW SHI database contains the following statement of significance for the item:

The Redfern Estate Heritage Conservation Area is historically significant as an early Victorian structured subdivision covering the entire grant to William Redfern. The development of the estate from the 1840s - 1890s reflects the establishment of the Railway at Redfern. The importance of the suburb of Redfern in the mid/late nineteenth century is evidenced in the development of the Commercial Centre, the fine Civic buildings, the Park and the prestige housing on primary streets. The area is able to represent a great diversity of housing types dating from the period 1840 - 1890. Large scale factories and warehouses reflect the importance of manufacturing in Redfern in the early twentieth century.⁴⁵

Views analysis

The following provides a views analysis in relation to the proposal site and Redfern Estate Heritage Conservation Area.

Figure 65: View west from Cope Street within the Redfern Estate Conservation Area towards the site location.



Figure 66: View north west from Cope Street within the Redfern Estate Conservation Area towards the site location.



Figure 67: Detail shot of view north west from Cope Street within the Redfern Estate Conservation Area towards site location, showing spire of St Luke's Presbyterian Church.



View west from Cope Street within the Redfern Estate Conservation Area towards the site location.



⁴⁵ Office of Environment and Heritage, 2006. 'Redfern Estate Heritage Conservation Area'. Viewed 27 June 2018 at: <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421496>

Heritage impact assessment

The proposed works would not have a direct (physical) impact on the Redfern Estate Heritage Conservation Area, being situated approximately 75 metres to the west of the curtilage of the heritage conservation area. The proposed works would have a **neutral** direct impact on the Redfern Estate Heritage Conservation Area.

The proposed development would be visible from the western part of Redfern Estate Heritage Conservation Area, in particular from vantage points along Cope Street. It is noted that significant views of the Redfern Estate Heritage Conservation Area from this location on the western extent of the heritage item are oriented east and north east. These views would not be impacted by the proposal.

Current views towards the site location from the Redfern Estate Heritage Conservation Area are largely obscured by existing development. The proposed 65 metre building would rise above existing development, and would be discernible from vantage points and buildings within the conservation area, with the proposal adding a prominent element in the distant skyline. It is noted the distant visual context surrounding the heritage conservation area has been previously affected by existing high-rise development on Gibbons Street. Moreover, the proposed colour scheme of the tower utilises a combination of yellow and bronze tones that reference and provide a dialogue with existing colour schemes of terrace houses located within the conservation area.

The proposed works would have a **negligible** visual impact on the Redfern Estate Heritage Conservation Area.

As this heritage item is more than 75 metres away from the proposed works, potential indirect impact by way of vibration is not anticipated.

6.1.6 Summary of heritage impacts

A summary of the heritage impacts to the heritage items in the vicinity of the study area is provided in Table 7.

Table 7: Built heritage impact assessment summary.

Item Name	Listing No.	Direct (physical) impact	Visual impact	Indirect (vibration) impact
Redfern Railway Station Group	SHR 01234			
	RailCorp s170 Heritage and Conservation Register (SHI 4801095)	Neutral	Minor	Neutral
Redfern Railway Station Booking Office	SS SEPP 2005 Redfern-Waterloo Authority Sites No. 11	Neutral	Minor	Neutral
Eveleigh Railway Workshops	SHR 01140			
	RailCorp s170 Heritage and Conservation Register (SHI 4801102)	Neutral	Negligible	Neutral

Item Name	Listing No.	Direct (physical) impact	Visual impact	Indirect (vibration) impact
Works Manager's Office	Australian Technology Park s170 Heritage and Conservation Register (SHI 4745502) SS SEPP 2005 Redfern-Waterloo Authority Sites No. 3	Neutral	Negligible	Neutral
New Locomotive Workshop	SS SEPP 2005 Redfern-Waterloo Authority Sites No. 2	Neutral	Negligible	Neutral
St Luke's Presbyterian Church	LEP No. I1352	Neutral	Moderate	Moderate-High
Terrace house	LEP No. I1353	Neutral	Minor	Negligible
Redfern Estate Heritage Conservation Area	LEP No. C56	Neutral	Negligible	Neutral

6.2 Archaeological assessment

Non-Aboriginal archaeological potential is defined as the potential of a site to contain historical archaeological relics, as classified under the *NSW Heritage Act 1977*. Non-Aboriginal archaeological potential is assessed by identifying former land uses and associated features through historical research, and evaluating whether subsequent actions (either natural or human) may have impacted on evidence for these former land uses.

The following discussion of the historical archaeological potential of the site location is not intended to be exhaustive. Based on the background research and identification of the level of disturbance that has occurred throughout the site location, there is always some probability that historical archaeological remains—that are not known from the historical records, and not shown on historical plans—may be encountered during works. The following discussion is, therefore, indicative only.

6.2.1 Geotechnical testing

As part of the proposal, a Geotechnical Investigation of the site location was carried out by Douglas Partners in October 2018. The investigation included the drilling of six boreholes and laboratory testing of selected samples. The sequence of subsurface materials encountered at the test locations, in increasing depth order, is described below:⁴⁶

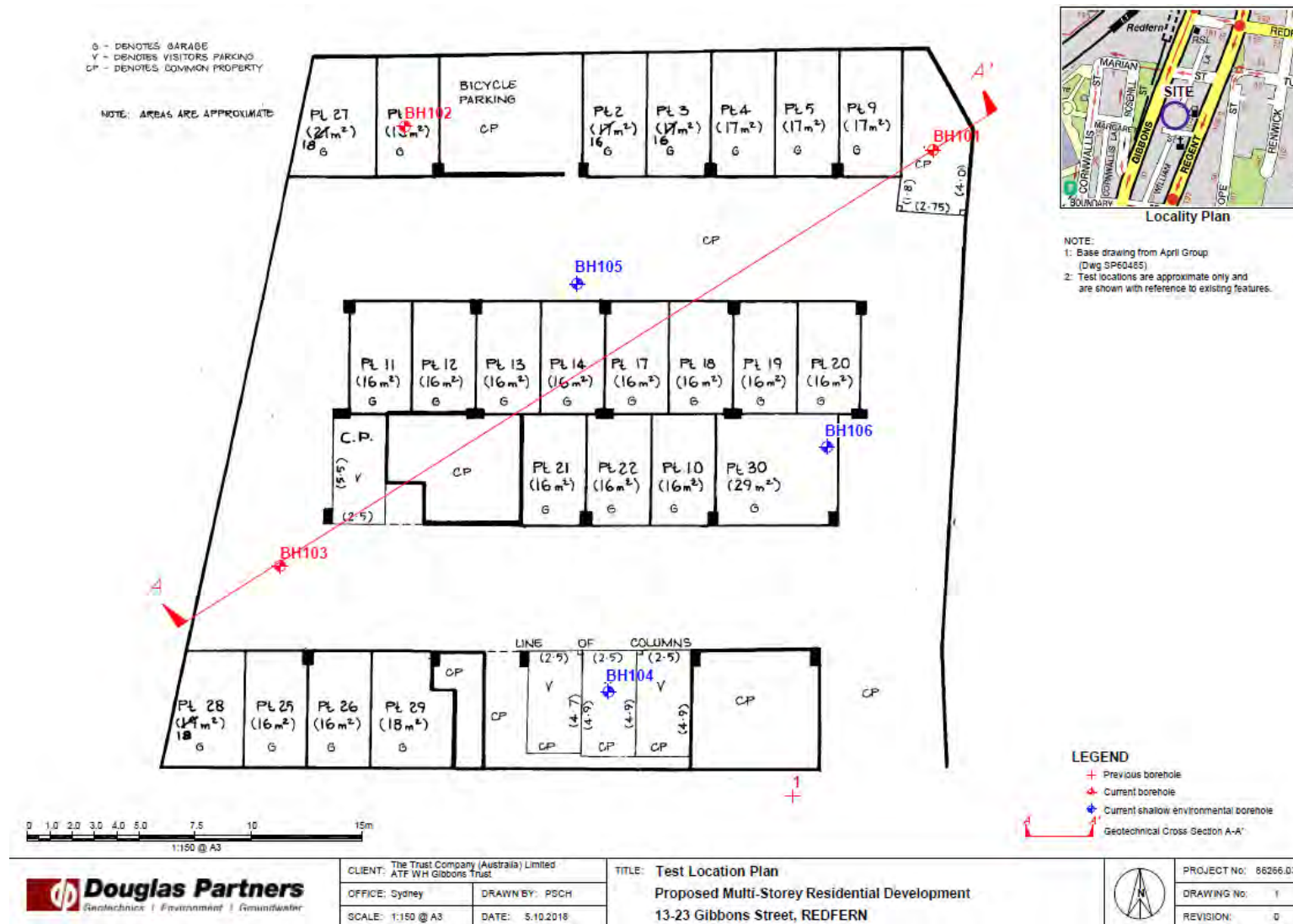
⁴⁶ Douglas Partners 2018

Filling:	<i>encountered at all locations, to depths of between 0.3 m and 1.3 m. The filling comprises clayey sand and sand with inclusions of sandstone gravel, brick fragments (BH101 and BH106) and tile fragments (BH103); over</i>
Sand:	<i>pale brown and orange-brown, medium grained sand to depths of between 0.9 m and 1.7 m; over</i>
Sandy clay/clayey sand:	<i>typically medium dense, orange-brown and red-brown, sandy clays and clayey sands to depths of 2.5 m to 3.5 m; over</i>
Clay:	<i>red-brown mottled grey, clay, becoming shaly from depths of 3.6 m to 5.2 m; over</i>
Laminite (Ashfield Shale):	<i>laminite bedrock at depths of between 5.5 m to 8.4 m. The rock profile generally includes a deeply weathered profile of extremely low to low strength, fragmented to fractured laminite around 3 – 5 m thick. Medium to high strength or stronger, fresh and slightly fractured to unbroken laminite was encountered at a depth of 12 m (RL 10 m AHD) in BH101 and 8.25 m (RL 13.75 m AHD) in BH103.</i>

The site slopes gently down in a south east direction and it has been assumed that cut and fill activities have occurred during the development of the site location, including for the construction of the existing single basement level across the site.

Subsurface materials extracted from the borehole locations within the site indicates that potential historical fill remains within the site location, as it notes the presence of sandstone, gravel, brick and tile fragments.

Figure 68: Borehole location plan of the study area. (Source: Douglas Partners)



6.2.2 Previous archaeological assessments in the area

A number of non-Aboriginal archaeological assessments have been conducted within the local region.

11 Gibbons Street, Redfern⁴⁷

A preliminary archaeological assessment was undertaken by Artefact Heritage in 2018 at the adjoining site at 11 Gibbons Street, Redfern. The study found that this study area had potential to contain archaeological resources that could have potential to meet the local significance threshold by providing insight into the development of Redfern. This included evidence of early land grants to William Chippendale, evidence of the subdivision of Chippendale Estate and residential development of the site in the 1860s, and artefact deposits associated with the 1880s development of the site. The absence of basement level excavations and disturbances on this site increased the potential for high-yield artefact-bearing deposits such as wells or rubbish dumps to be encountered during works.

60-78 Regent Street, Redfern⁴⁸

Archaeological test excavation was undertaken by Artefact Heritage in 2016 at 60-78 Regent Street, Redfern. Archaeological remains associated with the most recent building phases at the site, the northern terrace dating to c.1871-1887, and the southern terrace to c.1902-1938, were identified and did not reach the local significance threshold. Minor remains, including three timber post holes, of earlier phases were identified but did not reach the local significance threshold.

The testing indicated that the landscape was levelled to the clay subsurface prior to the construction of the most recent phases of building. These landscape modifications would have removed all but the lower portions of deeper subsurface features such as wells/cess pits dating from the earlier occupation phases c.1854-1871.

National Indigenous Development Centre, Redfern⁴⁹

AHMS prepared a historical archaeology and impact assessment for the proposed National Indigenous Development Centre. The report concluded that potential archaeology remains relating to the occupation of the site from the mid-nineteenth through to the twentieth century may be present on the site and be of local significance.

157-159 Redfern Street, Redfern⁵⁰

Cultural Resources Management prepared an archaeological assessment of European archaeology for the proposed redevelopment of the Redfern RSL site. The report conclude that the site had potential for locally significant archaeological remains dating from the 1850s to the early twentieth century. This could include structures, relics, and deposits that relate to both domestic and small commercial properties dating to the 1850s, as well as later 1870s development that could include basements of two domestic buildings, and later twentieth century deposits and services.

6.2.3 Overview of previous and current structures

Historical plans of the study area demonstrate the first known buildings on the site were surveyed in 1864. These buildings appear on the 1865 Trigonometric Survey as four small structures, possibly outbuildings or sheds along the western boundary of the site fronting Pleasant Street (now Gibbons

⁴⁷ Artefact Heritage 2018

⁴⁸ Artefact Heritage 2014

⁴⁹ AHMS March 2007

⁵⁰ Cultural Resources Management June 2009

Street). The 1887 survey indicates that by this time development on the site had consolidated, with the establishment of six cottages on the western boundary of the site fronting Gibbons Street, and six terrace houses on the southern boundary of the site fronting Margaret Street. These cottages and terraces are shown to have featured associated outbuildings and toilets.

The 1938 civic survey of the area and a 1943 historical aerial photograph indicate that by the mid-twentieth century, buildings had been established across much of the site location. An historical aerial photograph taken in 1951 shows buildings within the site location still extant, with surrounding development and demolition occurring to the on the western side of Gibbons Street in the current location of Gibbons Street Reserve, and demolition of terrace housing to the south of the site location on the eastern side of Gibbons Street.

An historical overlay diagram of these structures is presented in Figure 70. The current structure on the site consists of one medium density residential building with a single level basement that covers most of the site, which would have resulted in major disturbances to any archaeological resources that were present in the site location. A portion of the site location does not contain basement excavations, along the western boundary and southern boundary (see Figure 69 below). Raised landscaping and brick walls are also featured on the site.

Figure 69: Plan showing extent of existing basement. (Source: Allen Jack + Cottier)

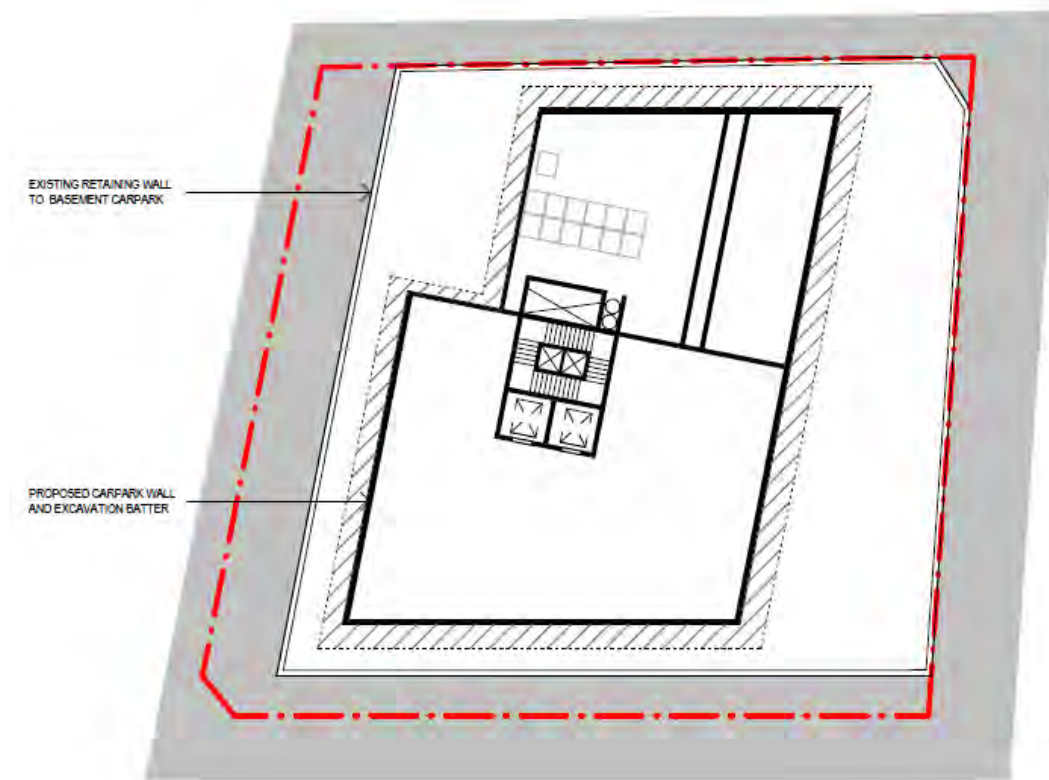


Figure 70: Historical overlay of previous structures at site location.



6.2.4 Assessment of historical archaeological potential

The potential impacts to the site location have been outlined in the previous section. The following is a list of the typical types of archaeological remains that have been found in early to mid-twentieth century residential archaeological sites.

- Structural remains associated with earlier buildings may include;
 - footings
 - the remains of basements or underfloor storage areas
 - early in ground services including sandstone, timber, brick and ceramic drains.
- Other types of structures, typically found in the rear yards of early houses and generally not included on early plans (and therefore difficult to locate within certainty), may include;
 - wells
 - cesspits
 - rubbish pits
 - reservoirs
 - cisterns
 - sheds.
- Other types of archaeological remains often found in small-scale industrial contexts may include;
 - evidence for gardens, layout and use of the yard areas
 - fence lines which may assist with clarification of lot boundaries and indicate the internal use of lots
 - evidence of land clearing or modification
 - rubbish dumps
 - other occupational debris.

A series of gradations of potential have been identified and mapped to indicate the degree to which archaeological remains are likely to survive within the site location. The mapping of archaeological potential addresses the potential archaeological remains in the area, as the location of potential impacts is unknown. The overview map shows the likely remains within the site location. The identified levels of archaeological potential are:

Nil Potential: significant subsurface impacts have occurred within the area that are likely to have removed deeper sub-surface features such as wells, cesspits and their artefact-bearing deposits may survive and/or no known structures have occupied the area, nor have any significant activities taken place within it.

Low Potential: while there is likely to be quite high impacts in these areas, deeper sub-surface features such as wells, cesspits and their artefact-bearing deposits may survive.

Moderate Potential: while there are impacts in this area a range of archaeological remains are likely to survive across the site, including building footings and shallower remains as well as deeper sub-surface features.

High Potential: substantially intact archaeological remains could survive in these areas.

6.2.4.1 Phase 1: Early land use and grants 1788-1840s

Evidence of the original land grant to William Chippendale (1819) would be ephemeral and be difficult to determine in the archaeological record. The land was largely divided into for agriculture, and later subdivisions were not known to be developed for housing in the site location. There is no evidence that any structures were constructed on land within the site location during this phase.

Potential archaeological remains typically associated with nineteenth century agricultural use are ephemeral in nature. Activities such as tree clearance, fence construction, the development of unsealed roads and agricultural planting leave little material evidence and are not likely to be located.

There is nil-low potential for archaeological remains associated with this period of development to be present within the site location.

6.2.4.2 Phase 2: Early subdivision 1840s-1870s

During this phase the land was subdivided for the Chippendale Estate. Subdivisions for the Chippendale Estate would include ephemeral remains such as land divisions and possible remains of structures not identified through early records. The first known structures within the site location were surveyed in 1864, including four small outbuildings/structures on the western boundary of the site fronting Gibbons Street.

Potential archaeological remains dating to the 1860s could include brick footings, outbuildings, evidence of sheds, cesspits, wells, cisterns, drains, postholes, rubbish deposits, yard scatters, and associated artefact deposits. From the 1840s onwards, tongue and groove floorboards were in use, which makes the presence of subfloor deposits on the site location unlikely. While the presence of an existing single level basement beneath the existing building on the site location is likely to have removed most potential for archaeological remains associated with this phase, the western extent of the site bordering Gibbons Street (around 33 metres by four metres) and southern extent of the site bordering Margaret Street (around 38 metres by two metres) remains relatively undisturbed. These portions of the site, however, comprise street frontages, making it unlikely that artefact rich deposits relating to features like cesspits, wells and rubbish pits (which were typically located to the rear of sites) would remain. It is noted that the subsequent development of the site location in Phase 3 and Phase 4 would have likely removed archaeological remains from Phase 2.

There is low potential that remains of the buildings associated this phase of use remain within the site location (western boundary). It is unlikely, however, that remains from this phase of use would reach the local significance threshold. This has been discussed further in Section 6.2.5.

6.2.4.3 Phase 3: Development of local area 1870s-1900s

The 1887 survey provides details of newly established buildings located within the site location. This includes six cottages/houses located on the western boundary of the site location fronting Gibbons Street, and six terrace houses located in the south east corner of the site location fronting Margaret Street.

Possible archaeological remains dating to 1880s could include brick footings, outbuildings, evidence of sheds, cesspits, wells, cisterns, drains, postholes, rubbish deposits, yard scatters, and associated artefact deposits. In Sydney, while cesspits tend to be associated with pre-1850s and 1860s development, they are also associated with development occurring in the late nineteenth century in the context of areas with lower socio-economic conditions like Redfern. Evidence of gardens, layout and use of the yard areas could also be present. While the presence of an existing single level basement beneath the existing building on the site location is likely to have removed most potential for archaeological remains associated with this phase, the western extent of the site bordering Gibbons Street (around 33 metres by four metres) and southern extent of the site bordering Margaret Street (around 38 metres by two metres) remains relatively undisturbed. These portions of the site, however, comprise street frontages, making it unlikely that artefact rich deposits relating to features like cesspits, wells and rubbish pits (which were typically located to the rear of sites) would remain. It is noted that the subsequent development of the site location in Phases 4 and 5 would have likely removed archaeological remains from Phase 3.

There is low potential that remains of the buildings associated this phase of use remain within the site location. It is unlikely, however, that remains from this phase of use would reach the local significance threshold. This has been discussed further in Section 6.2.5.

6.2.4.4 Phase 4: Continued development 1900s-1950s

Historical aerial photographs taken in 1943 and 1951 indicate that the terraces and cottages that appeared in Phase 3 remain extant at this time.

Possible archaeological remains dating to the development of the site between 1900 – 1949 could include brick footings, evidence of industry, sheds, outbuildings, rubbish deposits, and associated artefact deposits. While the presence of an existing single level basement beneath the existing building on the site location is likely to have removed most potential for archaeological remains associated with this phase, the western extent of the site bordering Gibbons Street remains relatively undisturbed.

There is moderate potential for remains of the buildings associated this phase of use remain within the site location. It is unlikely, however, that remains from this phase of use would reach the local significance threshold. This has been discussed further in Section 6.2.5.

6.2.4.5 Phase 5: Modern development 1950s to present

Since the 1951 historical aerial photograph, the buildings from previous phases that appear in early plans and photographs of the site have been demolished to allow for construction of the current structure that occupies the site.

Potential archaeological remains dating to this period could include modern services and utilities, footings of buildings, and rubbish deposits.

There is high potential the remains associated with this phase to be retained within the site location. The remains from this phase of use, however, would not reach the local significance threshold. This has been discussed further in Section 6.2.5.

The historical archaeological potential of the site location is presented in Figure 71.

6.2.5 Heritage significance of the potential archaeological resource

The assessment of the significance of the potential archaeological resource contained within the site location against the NSW heritage assessment criteria is outlined in Table 8.

Table 8: Consideration against NSW heritage assessment criteria.

Criteria	Discussion
A – Historical Significance	<p>The site location was part of the original land grant made to William Chippendale in 1819, that was later purchased by William Hutchinson and then subdivided as part of Chippendale Estate. The site has potential to contain evidence of this original land grant.</p> <p>It is noted the location of structures and development relating to Phase 2 is known through available historical resources, and it is unlikely that any relics would be located in the site location due to previous disturbance. Residential properties dating to the 1880s (Phase 3) are well documented with extant examples remaining within Redfern.</p> <p>A substantial and intact potential archaeological resource associated with Phase 1 of the development of the site would have local significance under this criterion, although it is unlikely that remains dating from this phase would remain.</p>
B – Associative Significance	<p>Archaeological remains associated with the early land grants (William Chippendale), and Chippendale Estate (William Hutchinson) would have associative significance, although it would be difficult to ascertain this with certainty due to the fragmentary nature of potential archaeological remains that would be uncovered dating to this period of occupation.</p> <p>The potential archaeological resource does not meet the local significance threshold under this criterion.</p>
C – Aesthetic Significance	<p>Although it is recognised that exposed <i>in situ</i> archaeological remains may have distinctive/attractive visual qualities, only rarely are these considered ‘important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW’.</p> <p>The potential archaeological resource does not meet the local significance threshold under this criterion.</p>
D – Social Significance	<p>Archaeological remains associated with the early land grants and the early development of Redfern in the mid nineteenth century would have social significance for local historical societies and the local community.</p> <p>The history of this site reflects the working class of Redfern, and less prestigious addresses. This provides an alternative view of the development of the area, although it is noted the location of structures and development relating to Phase 2 and Phase 3 is known through available historical resources, and it is unlikely that any relics would be located in the site location due to previous disturbance.</p> <p>A substantial and intact potential archaeological resource associated with Phase 1 of the development of the site would have local significance under this criterion, although it is unlikely that remains dating from this phase would remain.</p>

Criteria	Discussion
E – Research Potential	<p>Artefact deposits pre-dating the 1860s and 1880s series of residential development of the site location would have research potential for providing information about prior use of the site location that is not known from current records.</p> <p>Intact artefact bearings deposits associated with Phase 1 would meet the local significance threshold under this criterion, although it is unlikely that remains dating from this phase would remain.</p>
F – Rarity	<p>Archaeological sites in Sydney are becoming increasingly rare due to the rapid pace of continuing commercial and private development and therefore archaeological sites. Intact archaeological remains dating to the earliest land grants in the area (Phase 1) would be rare, as the majority of later development has removed any traces of this phase, although it is noted that the site location has undergone previous disturbance including construction of the existing basement level.</p> <p>A substantial and intact potential archaeological resource associated with Phase 1 of the development of the site would have local significance under this criterion, although it is unlikely that remains dating from this phase would remain.</p>
G – Representative	<p>The site location is representative of the expansion of Redfern during the nineteenth century as evidenced by residential development. The potential archaeological remains within the site location are likely to be representative of residential properties typically found in suburban contexts. Although any remains are likely to demonstrate the principal characteristics of this type of site, it is unlikely that they would be considered to be particularly representative.</p> <p>The potential archaeological resource does not meet the local significance threshold under this criterion.</p>

6.2.6 Statement of heritage significance

The site location has low potential to contain archaeological remains associated with the development of the study area and wider Redfern area. If high-yield artefact-bearing deposits such as wells or rubbish dumps are encountered during works, they would reach the local significance threshold through their ability to provide information regarding the previous occupants of the site location, and potentially contribute to our knowledge of the early historical development of Redfern. The archaeological resource within the site location, with potential to meet the local significance threshold, includes:

- Phase 1: Evidence of early land grants to William Chippendale. Potential remains are likely to reach the threshold for local significance for historical, social, rarity and research potential.

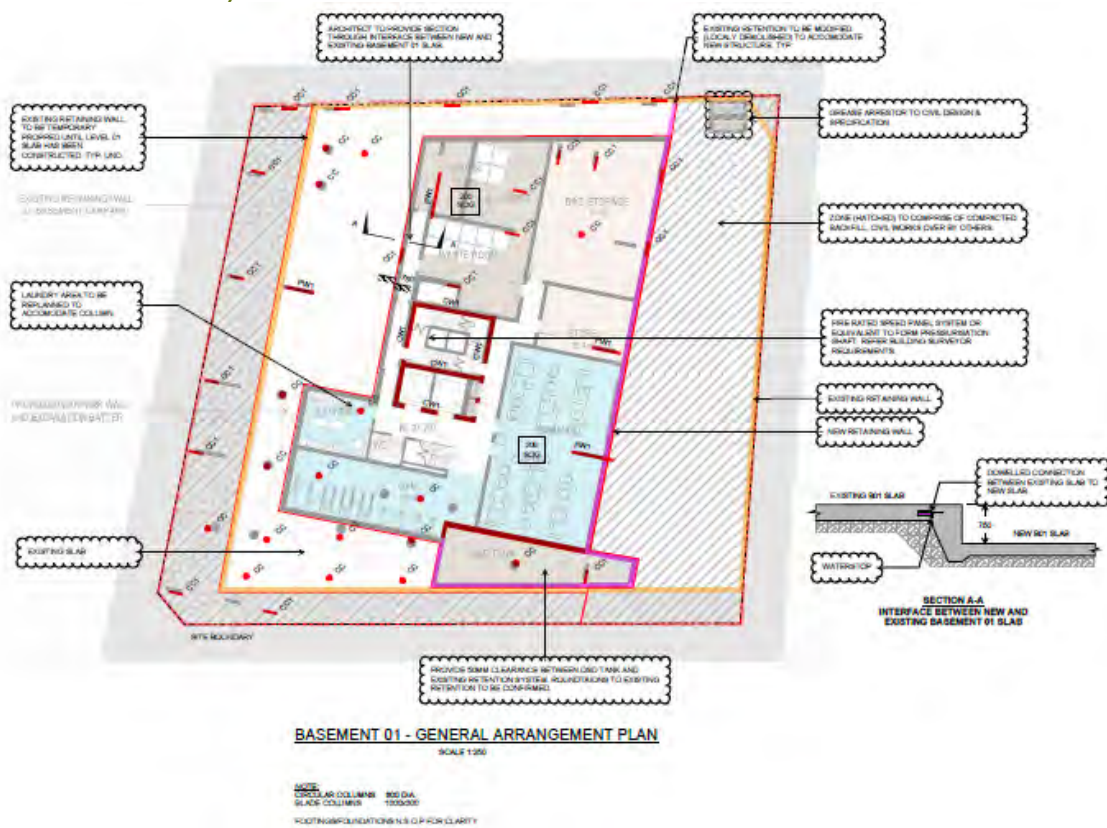
Potential archaeological remains in the site location that are not considered to meet the local significance threshold include those associated with;

- Phase 2: Evidence of the subdivision of Chippendale Estate and residential development of the site in the 1860s
- Phase 3: Evidence of 1880s development of the site
- Phase 4: Twentieth century development of the site including footings of buildings
- Phase 5: Modern services and utilities.

Figure 71: Historical archaeological potential for site location (showing existing basement level outlined).



Figure 72: Preliminary sketch showing proposed structural members at ground level. (Source: Allen Jack + Cottier)



6.2.7 Archaeological impact

Activities with the potential to impact on the archaeological resource would include earth works and construction of structural columns in the site location for the proposed podium. The site has already been previously impacted with the construction of the existing basement level on the site and previous phases of development. The archaeological potential has been assessed as low, therefore the proposed works are not considered to result in an archaeological impact.

6.3 Statement of heritage impact

6.3.1 Heritage Division guidelines response

The following table provides a summary of the heritage impacts in consideration of the *Statements of Heritage Impact* guidelines by the Office of Environment and Heritage (2002).

Table 9: Discussion of impact against Heritage Division guidelines.

Impact on a heritage item	Discussion
Aspects that respect or enhance the heritage significance of the heritage items	<ul style="list-style-type: none"> • The proposal would not result in any direct (physical) impacts to listed heritage items within the study area • The proposal would not exceed the current high-rise development along Gibbons Street and would be keeping with the current amenity of the area • The proposed development would be designed according to the SEPP State Significant 2005 design guidelines specific for the Redfern-Waterloo area. During the design phase the development has considered non-Aboriginal heritage and Aboriginal heritage • The proposal has been designed to sympathetically integrate with the existing aesthetic qualities of the historic streetscape context. This has been achieved by using appropriate setback distances, customised design features that reference the adjacent Victorian Gothic style St Luke's Presbyterian Church, utilisation of a brick podium that responds in materiality, form and scale to surrounding development, and the use of modern materials and finishes for the tower structure to provide a sympathetic yet contemporary counterpoint to the historic setting of the site location • The proposal would provide an opportunity for the provision of heritage interpretation, which could strengthen public engagement with and understanding of the history of the place and its associations with nearby heritage items. Any substantial non-Aboriginal archaeological remains or relics uncovered on the site could be interpreted through elements such as panels and/or artefact displays • As the site location has been assessed as having low potential for non-Aboriginal archaeology, the proposal would not result in any archaeological impact.
Aspects that would detrimentally impact on the heritage significance of the heritage items	<ul style="list-style-type: none"> • The proposed works would have a minor visual impact to the State significant Redfern Railway Station Group and a moderate visual impact to the locally significant St Luke's Presbyterian Church, although these views would be in keeping with the current high-rise development in the area • The proposed works would have a moderate to high potential indirect impact to the St Luke's Presbyterian Church by way of vibrations during construction works.

Impact on a heritage item	Discussion
Justifications for impact	<ul style="list-style-type: none"> The proposed development is required to provide student housing amenities in the area. The proposed development would be in keeping with the current high-rise development along Gibbons Street, both existing and planned. The proposal offers an opportunity for interpretation of associations and connections with heritage items in the vicinity, including St Luke's Presbyterian Church.

6.3.2 'Design Guide for Heritage' objectives

The following discussion provides a response to key objectives and design processes of the Government Architect NSW and Heritage Council of NSW 'Design Guide for Heritage' working draft publication that are relevant to the proposal.

Design for the context

Additions and new buildings in valued heritage contexts should be sympathetic to the local streetscape and urban grain. New design should respond to its heritage context through an informed analysis of the area's character.

- *Site new work in a way that responds to the context and reinforces the quality of the streetscape. This will generally involve responding to and respecting existing front and side setbacks, locating additions or new elements on site in a way that respects existing patterns, and/or complementing the treatment of street edges.*
- *Explore how the design of new buildings will relate to the existing urban fabric in terms of scale, height, form and mass; the relationship between solid and void; the play of light and shadow on facades, the proportions of openings; and materiality and detail.*
- *Retain natural features of significance, such as mature trees. Landscape elements, such as fences, garden walls and planting schemes, also help define local character and should be retained where they contribute to the area's heritage significance.*

The site location is within a historic part of Sydney, as demonstrated by its proximity to heritage items and conservation areas in the vicinity. The proposal has been developed and refined to enhance the suitability and appropriateness of the proposed residential tower within its historic streetscape setting. The podium has been designed to provide a sympathetic transition in terms of scale and form at ground level to the tower structure above, and utilises brick materiality to respond to and interpret the predominant construction typology and aesthetic quality of the surrounding streetscape. It is noted the current building on the site location is built along the eastern boundary of the site.

Provision of appropriate setback distances for both the podium and tower further ensures the proposal provides a sympathetic addition to its historic streetscape context. This includes development of an increased setback distance of both the podium and tower from the east boundary of the site location, which respects and seeks to maintain the visual prominence and landmark qualities of the adjacent St Luke's Presbyterian Church. This would be strengthened by the proposed through link, which would also enhance public accessibility and appreciation of the church building and nearby historic William Lane.

The use of window openings and customised design features that reference the form and scale of the nearby St Luke's Presbyterian Church and its distinctive Victorian Gothic style further responds to the heritage context of the site location, and provides a sympathetic addition to the surrounding streetscape that could enhance public appreciation and interpretation of the adjacent heritage item.

Reveal, protect and interpret the heritage significance of the place as an integral part of the project

Interpretation is a key element in any adaptive project, and should be integrated into the design process at an early stage. An interpretation strategy should be prepared by an expert and could inform the design approach, detailing and materiality. For example, it may be possible to preserve worn thresholds or markings that index prior use, or create an atmosphere that evokes the history of the site.

Interpretation communicates the history and previous uses of a building to its occupants and visitors, and helps to explain how and why changes have been made. It also helps people to understand how the new life of the building has added a chapter to its story, providing a sense of continuity from the past to the present.

The proposal presents an opportunity for the provision of interpretation, effective design and integration of which could strengthen public engagement and understanding of the history of the place and its use over time, and associations with heritage items in the vicinity.

Prepare a Heritage Impact Statement

The Heritage Impact Statement is prepared once the design has been agreed. This is essential for approvals processes and should demonstrate that the proponent has fully considered the heritage significance of the place when developing the design.

The statement should identify any potential impact and discuss why it may or may not be acceptable. (It is not sufficient to claim there is no impact.) For minor works, such as small-scale alterations and additions, it may be acceptable for the owner/architect/designer to prepare the documentation. For more complex work, it is generally necessary to commission an experienced heritage consultant to provide the documentation.

Preparation of this report satisfies this guideline, outlining the significance of the site location and study area, identifying and assessing physical, visual and potential indirect impacts of the proposal, and outlining recommendations and mitigation measures to manage identified impacts.

6.3.3 Statement of heritage impact

The site location does not contain any listed heritage items. There are several listed heritage items and a heritage conservation area within the study area, which consists of a 150-metre visual buffer zone surrounding the site location. This includes two SHR items, several s170 items, two SS SEEP sites, two LEP items and one LEP heritage conservation area. The proposed works would not result in any direct (physical) impacts to these heritage items.

The proposal would result in visual impacts to heritage items and heritage conservation areas within the study area. Potential visual impacts to views to and from heritage items include a moderate impact to the locally listed St Luke's Presbyterian Church (LEP I1352), a minor impact on the Redfern Railway Station Group (SHR 01234), a minor impact on the locally listed 'Terrace house' (LEP I1353), and negligible impacts to remaining heritage items within the study area. Visual impacts would be balanced by the design of the proposal, which has been carefully developed to acknowledge and respect the significant aesthetic and historical values of nearby heritage items. The proposal would result in additional potential indirect impacts by way of vibrations and overshadowing to the adjacent St Luke's Presbyterian Church.

The archaeological potential of the site location has been assessed as low, therefore the proposed works are not considered to result in an archaeological impact.

7.0 CONCLUSIONS AND RECOMMENDATIONS

7.1 Conclusions

7.1.1 Built heritage

There are no heritage items within the site location. There are several listed heritage items and heritage conservation areas within the study area, comprising 150-metre visual buffer zone. This visual buffer zone captures potential visual and indirect impacts to heritage items in the vicinity. This includes:

State significant

- Redfern Railway Station Group (SHR 01234)
- Eveleigh Railway Workshops (SHR 01140).

Locally significant

- St Luke's Presbyterian Church (LEP I1352)
- Terrace house (LEP I1353)
- Redfern Estate Heritage Conservation Area (LEP C56).

The proposed works would not have any direct (physical) impacts to the listed heritage items and heritage conservation areas within the study area. While the proposal has been designed where possible to minimise visual impact to heritage items in the vicinity, it would result in a range of visual impacts to these items.

The proposed works would have a **moderate** visual impact on the following heritage item:

- St Luke's Presbyterian Church (LEP I1352).

The proposed works would have a **minor** visual impact on the following heritage items:

- Redfern Railway Station Group (SHR 01234)
- Terrace house (LEP I1353).

The proposed works would have a **negligible** visual impact on the following heritage conservation areas:

- Redfern Estate Heritage Conservation Area (LEP C56)
- Eveleigh Railway Workshops (SHR 01140).

The proposed works would have a **moderate to high** (indirect) impact to the following heritage item by way of vibrations during construction activities:

- St Luke's Presbyterian Church (LEP I1352).

7.1.2 Non-Aboriginal archaeology

The site location has been assessed as having:

- Nil-low potential for locally significant historical archaeological remains associated with the early land grants (Phase 1)
- Low potential for non-significant historical archaeological remains associated with Chippendale Estate and 1860s residential development (Phase 2)
- Low potential for non-significant historical archaeological remains associated with 1880s residential development of the site (Phase 3)
- Moderate potential for non-significant historical archaeological remains associated with the twentieth century development of the site (Phase 4)
- High potential for non-significant historical archaeological remains associated with late twentieth century to present development of the site (Phase 5).

7.2 Recommendations

7.2.1 Built heritage

The site location is located in the vicinity of several listed heritage items of both State and local significance. Therefore, the following recommendations are made:

- As the proposal has been assessed as potentially resulting in a moderate visual impact to the locally listed St Luke's Presbyterian Church (LEP No. I1352), consultation with City of Sydney would be required
- A vibration assessment should be conducted by a qualified expert to determine potential structural impacts that the excavation and construction works may have on St Luke's Presbyterian Church (LEP No. I1352)
- If any inadvertent damage occurs to heritage items in the vicinity of the study area due to vibration or other works, in particular St Luke's Presbyterian Church (LEP No. I1352), the damage must be reported immediately to the Project Manager and the relevant Heritage Specialists. Damage is to be made good in accordance with specialist heritage advice
- The cumulative impact of ongoing development in the area, as designated for the Redfern Waterloo Growth Centre, should be considered in future assessments in the area to ensure impacts to heritage items are minimised where possible.

7.2.2 Non-Aboriginal archaeology

The site location has low potential for archaeological remains of local significance. Therefore, the following recommendations are made:

- Any unexpected archaeological relics within the study area remain protected by the Heritage Act. If a potential relic is uncovered in the course of the works, work in the vicinity should cease, and the Heritage Division should be contacted for advice

- The heritage interpretation strategy developed for the project, which includes provision of interpretation in the event that any archaeological remains be uncovered during works, should be implemented.

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