

Waterloo Estate South

Statement of Heritage Impact

Report to Stockland

March 2026



 artefact

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EXECUTIVE SUMMARY

Project overview

Artefact Heritage and Environment have been engaged by Stockland to prepare a Statement of Heritage Impact for the concept proposal at Waterloo South, NSW (the study area). The concept proposal would seek consent for a proposed mixed-use development which would include social, affordable, and market housing, community uses and non residential spaces. The concept proposal has been declared State Significant Development (State Significant Development–93222706) under the *Environmental Planning and Assessment Act 1979*.

This Statement of Heritage Impact has identified heritage items which may be impacted by the proposal, outlines mitigation measures to reduce the level of impact, and identifies other management or statutory obligations.

As this is a concept proposal, this Statement of Heritage Impact focuses on the potential for impacts, while detailed Statement of Heritage Impacts prepared for later stages when works are in detailed design would outline the potential for impacts more specifically, and provide management and mitigation measures in relation to the detailed design.

Approval pathway

The concept proposal has been declared State Significant Development (State Significant Development–93222706) under the *Environmental Planning and Assessment Act 1979*. The Secretary's Environmental Assessment Requirements issued on 8 October 2025 outline that a Statement of Heritage Impact would be required to inform the Environmental Impact Statement for the concept proposal. This report meets the Statement of Heritage Impact requirement for Item 19 of the project Secretary's Environmental Assessment Requirements:¹

SEAR	Supporting Documentation	Response
19. Environmental Heritage <ul style="list-style-type: none">Provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines.	<ul style="list-style-type: none">Statement of Heritage ImpactArchaeological Assessment	This report meets the Statement of Heritage Impact requirement for Item 19 of the Secretary's Environmental Assessment Requirements.

This Statement of Heritage Impact is submitted to the Department of Planning, Housing and Infrastructure on behalf of Stockland and NSW Land and Housing Corporation (the Applicant) in support of the concept State Significant Development Application (SSDA) for the redevelopment of the study area.

Summary of findings

This Statement of Heritage Impact has made the following conclusions regarding the potential heritage impact of the proposed Concept State Significant Development Application in the Waterloo

¹ NSW Government, Planning Secretary's Environmental Assessment Requirements, Application number: SSD-93222706.

South study area on listed heritage items within the study area. The below is a brief summary of the analysis and findings of Section 7.0. As this is an assessment of the Concept design, recommendations for mitigation or minimisation of potential impacts for future design development have been provided in Section 8.3 and below.

- Pressure Tunnel and Shafts (SHR no. 01630, s170 no. 4570942, RNE ID: 19884)
 - Little to no physical impacts
 - No visual impacts
 - Little to no potential impacts
- Duke of Wellington Hotel including interior (SLEP no. I2085) (Local)
 - No physical impacts
 - Moderate adverse visual impacts
 - Minor adverse potential impacts
- Former Waterloo Pre-School (225 Cope Street) including interior (SLEP no. I2077) (Local)
 - No physical impacts
 - Minor adverse visual impacts
 - Minor adverse potential impacts
- 2 storey Victorian terrace houses (circa 1880) (SLEP no. I2078) (Local)
 - No physical impacts
 - Minor adverse visual impacts
 - Minor adverse potential impacts
- Single-storey interwar building, Electricity Substation No. 174 (SLEP no. I2086 and s170 no. 3430543) (Local)
 - No physical impacts
 - Moderate adverse visual impacts
 - Minor adverse potential impacts.

The Statement of Heritage Impact has also assessed the potential heritage impacts of the proposed Concept State Significant Development Application on heritage items within a 250 m buffer of the study area. There would be no physical impacts on any of these items. Whilst many items in the vicinity have been assessed as having **little to no visual impact** or **minor adverse visual impacts**, there are a number of items which have been assessed as having the potential to have **moderate** or **major adverse visual impacts**. These items have been identified below:

- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local): major adverse visual impact
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local): major adverse visual impact
- Terrace group "Gordon Terrace" including interiors (SLEP no. I2087) (Local): major adverse visual impact
- Waterloo Heritage Conservation Area (SLEP no. C70): moderate to major adverse visual impact (depending on the position within the HCA).

This Statement of Heritage Impact has assessed that the proposed Concept State Significant Development Application would have a **cumulatively moderate adverse visual impact** to the heritage items and conservation areas within the Waterloo Estate South study area and in the immediate surrounds. Analysis of this assessment can be found in Section 7.3.2 of this report.

The proposed State Assessed Rezoning Proposal has been assessed as having no potential for additional impacts to heritage items within the Waterloo South study area and in the surrounding 250 m buffer area.

Recommendations and mitigation measures

Based on the development proposal and the findings of this Statement of Heritage Impact, it is recommended that the following mitigation measures are implemented prior to and during the development proposal which requires bulk excavation works.

Heritage Management Ref.	Mitigation Measure	Description
General		
NAH1	Heritage Induction	<p>A heritage induction must be prepared for the project:</p> <ul style="list-style-type: none"> All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project to encounter significant archaeological resources, and its potential impact on the surrounding heritage items including visual impacts The induction should make contractors aware of the recommendations and mitigation methods included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.
Built heritage		
NAH2	Vibration mitigation	<p>The vibration assessment for the project should take into consideration the German Standard DIN 4150 – Part 3 guidelines regarding expected peak particle velocity² and establish if there is potential for effects of vibration to built heritage items in the surrounding area. If there is potential for vibration to affect built heritage items, further advice from a Heritage Consultant must be sought regarding requirements for vibration monitoring and condition checks.</p>
NAH3	SoHI	<p>A Statement of Heritage Impact should be prepared for each stage of the development proposal to assess the impacts of detailed design on the heritage items within the study area, and in the surrounding 250 m buffer.</p>

² DIN 4150-3:2016-12, Vibration in buildings – Part 3: Effects on structures.

NAH4	Detailed design: Pressure Tunnel and Shaft	Detailed design should seek to minimise or mitigate physical and visual impacts to heritage items. Basement, footings and services designs should seek to avoid intersection with the Pressure Tunnel and Shafts (SHR no. 01630).
NAH5	Detailed design: scale and mass	<p>Detailed design should seek to minimise the impacts of scale and mass on heritage items and open spaces, to help mitigate the adverse impacts of overshadowing and alteration to setting and skyline. The following heritage items have been assessed as having the potential for moderate adverse visual impacts or greater as a result of the proposed Concept Design:</p> <ul style="list-style-type: none">• Duke of Wellington Hotel including interior (SLEP no. I2085) (Local)• Single-storey interwar building, Electricity Substation No 174 (SLEP no. I2086 and s170 no. 3430543) (Local)• Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)• Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)• Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)• Waterloo Heritage Conservation Area (SLEP no. C70) (Local).
NAH6	Consultation	A copy of this report should be provided to the City of Sydney Council and Heritage NSW to inform them of the development proposal and the potential impacts to heritage items in the vicinity of the study area which are listed on the Sydney Local Environmental Plan 2012 and the State Heritage Register.

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LIST OF ABBREVIATIONS

Abbreviations used in this report include:

AHC	Australian Heritage Commission
CHS	Comprehensive Heritage Study
CMP	Conservation Management Plan
DCP	Development Control Plan
EP&A	Environmental Planning and Assessment Act 1979
HCA	Heritage Conservation Area
DCP	Development Control Plan
LEP	Local Environmental Plan
HNSW	Heritage New South Wales
ICOMOS	International Committee on Monuments and Sites
LGA	Local Government Area
NLA	National Library of Australia
NPWA	National Parks and Wildlife Act 1974
NPWS	National Park and Wildlife Service
SHR	State Heritage Register
SLNSW	State Library of NSW
SREP	Sydney Regional Environmental Plan

1.0 INTRODUCTION

1.1 Project background

Artefact Heritage and Environment (Artefact Heritage) have been engaged by Stockland to prepare a Statement of Heritage Impact (SoHI) for the concept proposal at Waterloo South, NSW (the study area). The concept proposal would seek consent for a proposed mixed-use development which would include social, affordable, and market housing, community uses and non residential spaces, as detailed in Section 6.0.

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SEAR	Supporting Documentation	Response
<p>19. Environmental Heritage</p> <ul style="list-style-type: none"> Provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines. 	<ul style="list-style-type: none"> Statement of Heritage Impact Archaeological Assessment 	<p>This report meets the SoHI requirement for Item 19 of the project SEARs.</p>

This SoHI is submitted to the Department of Planning, Housing and Infrastructure (the Department) on behalf of Stockland and NSW Land and Housing Corporation (the Applicant) in support of a concept State Significant Development Application (SSDA) for the redevelopment of the study area.

In this report reference to “Homes NSW” or “the Applicant” shall also be taken to mean “New South Wales Land and Housing Corporation (LAHC)” who is the registered owner of 93 per cent of land within the study area. Any reference to “Waterloo South” in this report should be read as the redevelopment of land owned by NSW Land and Housing Corporation and associated public land (such as roads) throughout the Precinct Area.

The concept development is categorised as SSD as per Section 26, Schedule 1 of *State Environmental Planning Policy Planning Systems 2021* (Planning Systems SEPP) as the project includes housing development carried out by or on behalf of the LAHC, with an estimated development cost (EDC) of more than \$30 million.

The concept, in summary, aims to deliver:

- High quality mixed tenure housing in the context of a rapidly transforming area
- Approximately 3,300 new dwellings, of which a minimum 30% will be social housing, approximately 20% will be affordable housing, and a maximum of

³ NSW Government, Planning Secretary’s Environmental Assessment Requirements, Application number: SSD-93222706.

50% will be market housing (measured as a percentage of the total residential gross floor area)

- Publicly accessible open space and public realm activation
- An authentic mixed-use precinct, with housing co-located with non-residential uses, community uses, essential services, and access to public transport.

The concept SSDA will guide the detailed design of future buildings, open spaces, and the public realm within the Waterloo South site. The concept SSDA seeks development consent for key planning metrics, including maximum building envelopes, building heights, setbacks, vehicular access points and road network, and the distribution of floor area across different land uses and residential tenure types.

A state-assessed rezoning application has also been prepared and submitted concurrently to give effect to this concept SSDA. The state-assessed rezoning application seeks amendments to the *Sydney Local Environmental Plan 2012* (SLEP 2012) and the *Waterloo Estate (South): Design Guide 2022* (2022 Design Guide) to align with the maximum building envelopes sought in this concept SSDA. Notably no additional gross floor area (GFA) or density is sought under the state-assessed rezoning application than is currently permissible on the site under the SLEP 2012.

1.2 Study area

The study area is located within the suburb of Waterloo, NSW (Figure 1). The study area is within the Sydney Local Government Area (LGA) and the Parish of Alexandria, within the County of Cumberland. The study area contains public housing lots owned by the NSW LAHC, as well as private residential and commercial lots and strata apartment buildings. The study area is bounded by Raglan street and Redfern Estate Heritage Conservation Area (HCA) to the north, residential development and Waterloo HCA to the east, McEvoy Street and industrial development to the south, and Cope Street and Waterloo Metro Station to the west.

The study area comprises an area of approximately 123,149 m² across 10 street blocks. The study area, excluding any privately owned properties within the Waterloo South Precinct Area, comprises approximately 114,822 m², or just over 93 per cent of the land within.

The legal description of the study area is detailed in Table 2.

Table 2: Legal description of the study area

Address	Lot/DP
Lots owned by NSW Land and Housing Corporation (land is subject to both the rezoning and the concept SSDA)	
209-219 Cope Street, Waterloo	Lot 1 DP 217386
238-246 George Street, Waterloo	Lot 1 DP 225159
229-231 Cope Street Waterloo	Lot 3 DP 10721
6 John Street, Waterloo	Lot 1 DP 533762
97-109 Cooper Street, Waterloo	Lot A DP 105916, Lot B DP 105916, Lot C DP 105916, Lot 14 DP 10721, Lot 3 DP217386

248-254 George Street, Waterloo	Lot 2 DP 533678
232 Pitt Street, Waterloo	Lot 11 DP 635663, Lot 10 DP 635663
74-76 Wellington Street, Waterloo	Lot 1 DP 224728
331-337 George Street, Waterloo	Lot 3 DP 533680
247-251 Cope Street, Waterloo	Lot 1 DP 533679
339-341 George Street, Waterloo	Lot 1 DP 77168
250 Pitt Street, Waterloo	Lot 313 DP 606576

Lots owned by others (land that does not form a part of the concept SSDA)

221-223 Cope Street, Waterloo	Lot 6 DP 10721, Lot 7 DP 10721, Lot 9 DP 10721, Lot 8 DP 1147179
225-227 Cope Street, Waterloo	Lot 5 DP 10721, Lot 4 DP 10721
233 Cope Street, Waterloo	Lot 12 DP 1099410, Lots 1-41 SP 79210
116 Wellington Street, Waterloo	Lot 10 DP 10721, Lot 11 DP 10721
111 Cooper Street, Waterloo	Lot 15 DP 10721
291 George Street, Waterloo	Lot 10 DP 1238631, Lots 1-20 SP 96906
110 Wellington Street, Waterloo	Lot 101 DP 1044801, Lots 1-58 SP 69476
336 George Street, Waterloo	Lot 3 DP 10686
213-215 Cope Street, Waterloo	Lot 2 DP 217386

Site and surrounding context

The suburb of Waterloo is located within the City of Sydney LGA and is located 3 km south of Sydney CBD. The site is part of the broader Waterloo Estate, which comprises the northern, central, and southern precincts and accommodates a significant community residing in social housing.

The Waterloo South Precinct Area is predominantly owned by NSW Land and Housing Corporation, however, as outlined in Table 2, the site, the subject of this report, excludes several privately owned lots located within the boundary of the broader Waterloo South precinct as shown in Figure 3. The privately owned lots are currently used for residential, office, light industrial, and infrastructure uses. The LAHC owned sites are currently used almost exclusively for the provision of social housing, with ancillary offices and community facilities. Overall, Waterloo South currently contains a total of 750 social housing dwellings and 120 private dwellings.

As shown in Figure 2, surrounding suburbs include Redfern to the north, Green Square to the south, Alexandria to the west and Zetland to the east. This broader area has been subject to significant change over the last 10 years with projects such as South Eveleigh, Redfern North Eveleigh Precinct Renewal, Waterloo Metro Quarter and Over Station Development (OSD) all contributing to the changing character of the area.

These broader renewal projects are supported by proximity to a range of public transport services, including Redfern Station, Green Square Station, and Waterloo Metro Station, all of which are within walking distance of Waterloo South.

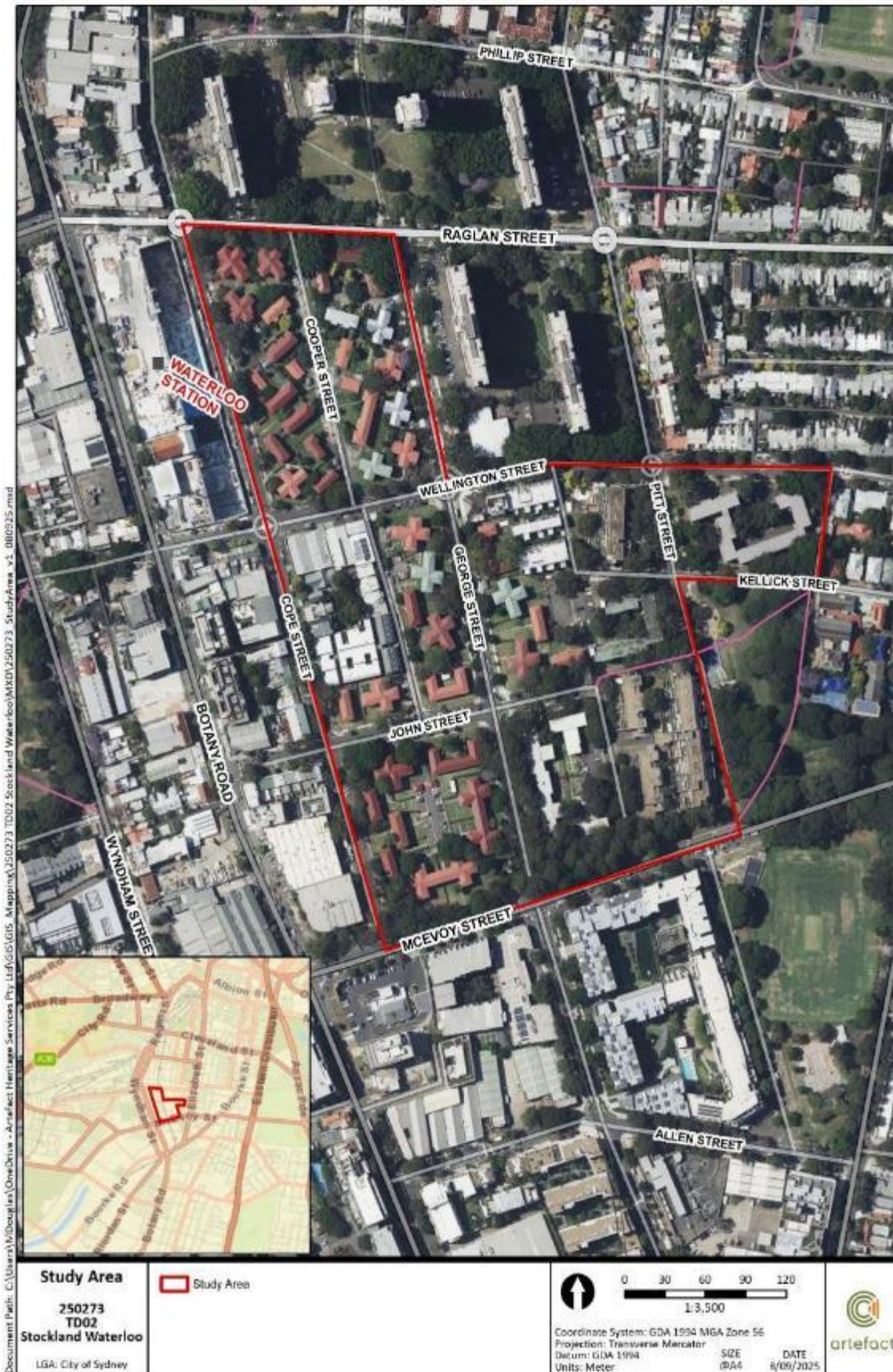


Figure 1: Location of the study area

1.3 Approach and methodology

This SoHI assesses the potential impact of the concept proposal on listed heritage items and places, providing recommendations and mitigation measures to minimise the heritage impact. It includes a summary history of the locality and place, identification of relevant heritage listings and reasons for their listing, assesses possible heritage impacts arising from the works, and offers recommendations to mitigate any impacts while enabling the required project outcomes.

This report was informed by a review of the following existing documentation:

- Heritage NSW databases including the SHR, Local Environmental Plans (LEPs) and Section 170 (s170) Heritage & Conservation Register listings, and non-statutory heritage databases such as the Register of the National Trust and the National Trust of Australia (NSW)
- Existing heritage studies and reports for the study area and locality
- Background historical literature including local history studies and resources, primary historical records and aerial photography.

This report has been prepared in consideration of relevant state and federal heritage legislation, including the following:

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

The methodology and terminology used in the preparation of this report has been informed by the relevant heritage guidelines and standards, including:

- Burra Charter (Australian ICOMOS)⁴
- Assessing heritage significance: Guidelines for assessing places and objects against the Heritage Council of NSW criteria⁵
- Guidelines for preparing a statement of heritage impact⁶
- Material Threshold Policy⁷
- Conservation Plan;⁸ A Pictorial Guide to Identifying Australian Architecture.⁹

1.4 Limitations

This report uses historical documentation prepared by third-party heritage professionals. Desktop historical research has been undertaken to supplement this existing information. This report provides an assessment of built heritage and its values only and does not assess historical archaeology or Aboriginal cultural heritage.

⁴ Australia ICOMOS 2013 The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance.

⁵ NSW Government, Department of Planning and Environment, Assessing Heritage significance: Guidelines for assessing places and objects against the Heritage Council of NSW criteria, 2023.

⁶ Heritage NSW, 2023B. Guidelines for preparing a statement of heritage impact.

⁷ NSW Government (2022), Material Threshold Policy, Department of Planning and Environment.

⁸ J. S Kerr, rev. edn National Trust of Australia [NSW], 1996;

⁹ Apperly, R.; Irving, R. and Reynolds, P, 1989.

This report assesses the concept design only and does not assess potential impacts of future detailed design.

The maps in this report are for informational purposes only and are not suitable for and were not prepared for legal, engineering, or surveying purposes. Users of this information should review or consult the primary data and information sources to ascertain the usability of the information. The register searches undertaken for this report are current only to the date a particular register was searched. In the normal course of events, items are added to or removed from heritage registers and users of this report should check that sites have not been added to or removed from a particular register since the date the register was searched.

The significance assessment made in this report is a combination of both facts and interpretation of those facts in accordance with a standard set of assessment criteria. It is possible that another professional may interpret the historical facts and physical evidence in a different way. A summary of the statutory requirements regarding heritage is provided in this report. This is made on the basis of Artefact's experience of working with the NSW heritage system and does not purport to be legal advice.

It should be noted that legislation, regulations and guidelines change over time and users of this report should satisfy themselves that the statutory requirements have not changed since the report was written.

1.5 Author identification and acknowledgements

This report was prepared by Jonny Love (Senior Heritage Consultant) and Sarah-Jane Zammit (Senior Associate). The Aboriginal historical background was prepared by Dr Stephen Gapps (Senior Associate–Historian), with mapping input provided by Mike Douglas (GIS Officer). Jenny Winnett (Technical Director) provided technical input and Josh Symons (Technical Director) managed Quality Assurance review.

1.6 List of project documents

Table 3 lists the architectural drawings and documents that have been referred to in the preparation of this report:

Table 3: Architectural drawings and documents

Drawing number	Drawing title	Revision
	Rezoning Proposal and Concept SSDA Urban Design Report	30 March 2026
	Appendix E: Assessment against the Waterloo South Design Guide	30 March 2026
PR-AR-09B1/A	Precinct Site Plan – Basement Extent	23 March 2026
PR-AR-0901-1/A	Precinct Site Plan – Level 01 - Upper	23 March 2026
PR-AR-0901-2/A	Precinct Site Plan – Level 01 – Ground Floor Activation	23 March 2026
PR-AR-0901/A	Precinct Site Plan – Level 01	23 March 2026
PR-AR-0902/A	Precinct Site Plan – Level 02 Podium Level	23 March 2026

Drawing number	Drawing title	Revision
PR-AR-0906/A	Precinct Site Plan – Level 06 Podium Level	23 March 2026
PR-AR-0910/A	Precinct Site Plan – Level 10 Tower Level	23 March 2026
PR-AR-0929/A	Precinct Site Plan – Level 29 Tower Level	23 March 2026
PR-LS-5001/A	Appendix J: Public Domain and Landscape Report	30 March 2026

2.0 LEGISLATIVE CONTEXT

2.1 Overview

This section discusses the heritage management framework, notably legislative and policy context, applicable to the development proposal and study area.

2.2 Identification of heritage listed items

Heritage listed items were identified through a search of relevant state and federal statutory and non-statutory heritage registers:

- World Heritage List (WHL)
- Commonwealth Heritage List (CHL)
- National Heritage List (NHL)
- State Heritage Register (SHR)
- Section 170 Heritage and Conservation Registers (s170)
- NSW State Heritage Inventory (SHI) database
- Schedule 5 of the Sydney Local Environmental Plan (SLEP) 2012
- State Environmental Planning Policy (SEPP) (Precincts–Eastern Harbour City) 2021
- Register of the National Estate (RNE)
- National Trust of Australia (NSW) (NT) register.

Items listed on these registers have previously been assessed against the heritage assessment guidelines relevant to their peak governing body. Items that are of Commonwealth, National and World heritage significance have been assessed in accordance with the Environmental Protection and Biodiversity Conservation Act 1999 (the EPBC Act). Items of state or local significance have been assessed against the NSW Heritage Assessment guidelines. Assessments of heritage significance as they appear in relevant heritage inventory sheets and documents, are provided in this assessment.

There are several items of legislation that are relevant to the current study area. A summary of the relevant Acts and the potential legislative implications are provided below. Section 2.8 below includes a tabulated summary of register searches for heritage curtilages both in the study area, and in its vicinity. For the purposes of this report, 'in the vicinity' indicates a radius of 250 metres around the study area which captures heritage items that may experience visual impacts as a result of the proposed works.

2.3 The World Heritage Convention

The Convention Concerning the Protection of World Cultural and National Heritage (the World Heritage Convention) was adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) on 16 November 1972, and came into force on 17 December 1975. The World Heritage Convention aims to promote international cooperation to protect heritage that is of such outstanding universal value that its conservation is important for current and future generations. It sets out the criteria that a site must meet to be inscribed on the World Heritage List (WHL) and the role of State Parties in the protection and preservation of world and their own national heritage.

There are **no** items listed on the World Heritage List within, or within 250 m of the study area.

2.4 Environment 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 inscription on the World Heritage List, Commonwealth Heritage List, or the National Heritage List. 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 Minister for Sustainability, Environment, Water, Population and Communities (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 does not need to be referred to the Minister.

2.4.1 Commonwealth Heritage List

The Commonwealth Heritage List (CHL) has been established to list places of outstanding heritage significance to Australia. Established under the EPBC Act, the CHL comprises natural, Indigenous and historic heritage places on Commonwealth lands and waters or under Australian Government control.

There are **no** items listed on the Commonwealth Heritage List within, or within 250 m of the study area:

2.4.2 National Heritage List

The National Heritage List (NHL) has been established to list places of outstanding heritage significance to Australia, including places overseas. There are nine matters of national environmental significance, these include Australia’s world heritage properties (as listed on the World Heritage List [WHL]), national heritage places, wetlands of international importance (listed under the Ramsar Convention), migratory species, listed threatened and ecological communities, Commonwealth marine areas, the Great Barrier Reef Marine Park, nuclear actions including uranium mining, and water resources in relation to coal seam gas developments and large coal mining developments.

There are **no** items listed on the National Heritage List within, or within 250 m of the study area.

2.5 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.

2.5.1 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 Heritage NSW, and includes a diverse range of over 1,500 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. For works to an SHR item, a Section 60 application must be prepared for works that are not exempt under Section 57(2) of the Heritage Act.

A summary of SHR listed items within the study area is outlined below:

- Pressure Tunnel and Shafts (SHR no. 01630) (State).

A summary of SHR listed items within 250 m of the study area is outlined below:

- Yiu Ming Temple (SHR no. 01297) (State).

2.5.2 Conservation Management Plans

Under Section 38A of the Heritage Act, if a Conservation Management Plan (CMP) is prepared for an item listed on the SHR, the Heritage Council of NSW may endorse the plan, and use the CMP to make regulations or provisions in relation to the SHR item. A CMP is not required under the Heritage Act, however the Heritage Council of NSW continues to recommend the preparation of CMPs as best practice heritage management documents for places of State Heritage significance and to consider suitable site-specific exemptions.

A CMP has been prepared for the listed SHR item Yiu Ming Temple (SHR no. 01297) (State):

- Yiu Ming Temple Precinct, Alexandria Sydney (1996), *A conservation report on its architecture and objects: A joint project of the Powerhouse Museum and the Yiu Ming Society*.¹⁰

2.5.3 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 (s170) 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.

A summary of s170 heritage items within the study area is outlined below:

Sydney Water s170 Heritage and Conservation Register

- Pressure Tunnel and Shafts (s170 no. 4570942).

Ausgrid s170 Heritage and Conservation Register

¹⁰ Yiu Ming Temple Precinct, Alexandria Sydney (1996), *A conservation report on its architecture and objects: A joint project of the Powerhouse Museum and the Yiu Ming Society*.

- Single storey interwar building, Electricity Substation No. 174 (s170 no. 3430543).

2.6 Environmental Planning and Assessment Act 1979 (NSW)

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

- The study area is within the boundaries of the Sydney LEP 2012.

When a project is approved as an SSD or SSI under s5 of the EP&A Act, the conditions and provisions of other state and local instruments are turned off and approved works are undertaken in accordance with relevant Instruments of Approval.

2.6.1 Sydney Local Environmental Plan 2012

Heritage items listed under Schedule 5 of the SLEP 2012 are managed in accordance with the provisions of Section 5.10 Heritage Conservation of this LEP. Under Clause 5 of this section of the Sydney LEP 2012:¹¹

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

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

Within study area

A summary of heritage items listed under Schedule 5 of the SLEP 2012 within the study area is outlined below:

Heritage items

- Duke of Wellington Hotel including Interior (SLEP no. I2085) (Local)
- Former Waterloo Pre-School (225 Cope Street) including interior (SLEP no. I2077) (Local)
- 2-storey Victorian terrace houses (circa 1880) (SLEP no. I2078) (Local)

¹¹ NSW Government, NSW Legislation, Sydney Local Environmental Plan 2012, Section 5.10 Heritage Conservation.

- Single-storey interwar building, Electricity Substation No 174 (SLEP no. I2086) (Local).

Within 250 m of study area

A summary of heritage items listed under Schedule 5 of the Sydney LEP 2012 within the study area is outlined below:

Heritage items

- Terrace Group including interiors (SLEP no I1319) (Local)
- “Clyde House” including interior (SLEP no. I1320) (Local)
- Terrace house/shop including interior (SLEP no. I1345) (Local)
- Former Somerset Hotel including interior (SLEP no. I1346) (Local)
- Terrace group including interiors (SLEP no. I2090) (Local)
- House including interior (SLEP no. I2091) (Local)
- Terrace house including interior (SLEP no. I2092) (Local)
- Terrace group including interiors (SLEP no. I2093) (Local)
- Uniting Church buildings including interiors and grounds (SLEP no. I2097)
- Terrace group including interiors (SLEP no. I2096) (Local)
- Terrace group including interiors (SLEP no. I2095) (Local)
- “Grosvenor Terrace” including interiors (SLEP no. I2089) (Local)
- Terrace group including interiors (SLEP no. I2101) (Local)
- Terrace group including interiors (SLEP no. I2102) (Local)
- Waterloo Town Hall including interior and former air raid shelter (SLEP no. I2080) (Local)
- Terrace group including interiors (SLEP no. I2081) (Local)
- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)
- Former “Chubb Pty Ltd” including interiors (SLEP no. I2082) (Local)
- Glenroy Hotel including interior (SLEP no. I6) (Local)
- Yiu Ming Temple including building, interior and front court (SLEP no. I28) (State)
- Terrace group (17A–29 Retreat Street) including interiors (SLEP no. I29) (Local)
- Former Electric Light Substation No 89 including interiors (SLEP no. I2240) (Local)
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)
- Alexandria Park including entrance gates, landscaping and grounds (SLEP no. I11) (Local)
- Terrace Group (SLEP no. I2296) (Local)
- Cauliflower Hotel including interior (SLEP no. I2070) (Local)
- Congregational Church including interior (SLEP no. I2069) (Local)
- Lord Raglan Hotel including interior (SLEP no. I16) (Local)
- Former CBC Bank including interior (SLEP no. I5) (Local)
- Cricketers Arms Hotel including interior (SLEP no. I4) (Local).

Heritage Conservation Areas (HCAs)

- Redfern Estate (SLEP no. C56) (Local)
- Waterloo (SLEP no. C70) (Local)
- Zetland Estate (SLEP no. C73) (Local)
- North Alexandria Industrial (SLEP no. C74) (Local)
- Alexandria Park (SLEP no. C1) (Local).

2.6.2 Sydney Local Environmental Plan 2012 (Amendment No. 83)

A planning proposal for the Waterloo South area was on public exhibition from 3 March to 29 April 2022. This proposal sought to make changes to the Sydney LEP 2012 for the following in relation to the Waterloo South area:

- How land can be used
- Heights of buildings
- Floor space ratio controls
- Land for parks
- How buildings should be designed
- Car parking requirements
- Social and affordable housing requirements
- Heritage conservation
- Retail and active street front requirements.

On 11 November 2022, the planning proposal was finalised with deferred commencement to allow the finalisation of a planning agreement between Land and Housing Corporation as the landowner and City of Sydney. The planning agreement is final and new planning controls are now in effect from 28 February 2023.

The Amendment no. 83 is to be read in conjunction with the Sydney LEP 2012 and identifies the following heritage items under Schedule 5:

Heritage items

- 2-storey Victorian terrace houses (circa 1880) (LEP no. I2078) (Local)
- Single-storey interwar building, Electricity Substation No 174 (LEP no. I2086) (Local).

2.6.3 State Environmental Planning Policy (Precincts–Eastern Harbour City) 2021

Heritage items listed on the SEPP (Precincts–Eastern Harbour City) 2021 are managed in accordance with the provisions of Section 27 Heritage conservation of this SEPP. The SEPP applies to localised areas within the suburbs of Redfern and Waterloo, and in these localised areas the SEPP supersedes the Sydney LEP 2012.¹²

¹² NSW Government, NSW Legislation, State Environmental Planning Policy (Precincts – Eastern Harbour City) 2021, Policy(Major Development) 2005 Redfern-Waterloo Authority Sites— Heritage Map.

A summary of heritage items listed on the SEPP (Precincts–Eastern Harbour City) 2021 heritage map for Redfern-Waterloo Authority Sites within 250 m of the study area is outlined below.

- Former Redfern Public School – 12 Two Buildings on George and Phillip Streets (SEPP no. 12) (Local)
- Former Rachel Forster Hospital – 13 Five Storey Surgery Building and Part of Two Storey Colonnade Building (SEPP no. 13) (Local).

It is noted that although the above heritage items are shown on the SEPP (Precincts–Eastern Harbour City) 2021 heritage map for Redfern-Waterloo Authority Sites, they are not listed under Schedule 4 (Heritage items) of the SEPP.

2.6.4 Sydney Development Control Plan 2012

The Sydney DCP 2012 is a supporting document that compliments the provisions contained within the Sydney LEP 2012 and provides specific design detail in regard to sympathetic development on, or in the vicinity of, items listed on Schedule 5 of the Sydney LEP 2012.¹³

Chapter 3.9 (Heritage), Section 3.9.5 (Heritage items) of the Sydney DCP 2012 provides sympathetic considerations for development that is in the vicinity of a heritage listed item. These considerations include ensuring that the character, bulk, scale and height of new development does not unreasonably overshadow a nearby heritage item, that colouring and texture of new materials of a new development is sympathetic to a heritage item, and that views of a heritage item should not be obscured from the point of view of areas of public domain.

2.6.5 Waterloo Estate (South): Design Guide 2022

The Waterloo Estate (South): Design Guide was published by the Department on 11 November 2022 and came into force when the new local environmental plan for Waterloo Estate (South) came into effect.

The purpose of the Design Guide is to provide detailed flexible provisions for the redevelopment of Waterloo Estate (South).

The Design Guide adopts the provisions of the Sydney DCP 2012 in accordance with 3.43(3) of the EP&A Act. If there is an inconsistency between the Design Guide and the provisions of the Sydney DCP 2012, the Design Guide prevails.

The Design Guide should be read in conjunction with the provisions and requirements of:

- The Sydney LEP 2012
- Any Waterloo Estate (South) Public Domain Plan prepared for the site; and
- Any relevant policy adopted by the City of Sydney Council.

¹³ City of Sydney, Sydney Development Control Plan 2012.

2.7 Non-statutory considerations

2.7.1 Register of the National Estate

The Register of the National Estate (RNE) is no longer a statutory list; however, it remains available as an archive. A summary of heritage items listed on the RNE within the study area is outlined below:

- The Pressure Tunnel, Potts Hill Waterloo, NSW, Australia (Place ID: 19884).

2.7.2 National Trust of Australia (NSW)

Listing on the National Trust Heritage Register (NTHR) does not impose statutory obligations and is more an indication of the heritage esteem held by the community.

There are **no** heritage items listed on the NTHR within the study area.

A summary of NTHR listed items within the vicinity of the study area is outlined below:

- Redfern Urban Conservation Area.

2.8 Summary of heritage listings

A search of all relevant heritage registers was undertaken in September 2025. A summary of the listed heritage items within the study area is outlined in Table 4, and listed heritage items within 250 m of the study area is outlined in Table 5. Heritage item curtilages and their location relative to the study area is illustrated in Figure 4.

Table 4: Summary of statutory register search results within the study area

Item name	Register	Listing ID	Significance
Within study area			
<i>State Heritage Register, Register of the National Estate, and Sydney Water s170</i>			
Pressure Tunnel and Shafts	SHR	SHR no. 01630	State
	RNE	RNE ID: 19884	
	s170	s170 no. 4570942	
<i>Sydney Local Environmental Plan 2012 and Ausgrid s170</i>			
Duke of Wellington Hotel including Interior	SLEP 2012	no. I2085	Local
Former Waterloo Pre-School (225 Cope Street) including interior	SLEP 2012	no. I2077	Local
2-storey Victorian terrace houses (circa 1880)	SLEP 2012	no. I2078	Local

Single-storey interwar building, Electricity Substation No 174	SLEP 2012	SLEP no. I2086	Local
	Ausgrid	s170 no. 3430543	

Table 5: Summary of statutory register search results within 250 m of the study area

Item name	Register	Listing ID	Significance
Within 250 m of study area			
<u>State Heritage Register and Sydney Local Environmental Plan 2012</u>			
Yiu Ming Temple	SHR	no. 01297	State
	SLEP 2012	no. I28	
<u>Sydney Local Environmental Plan 2012: Heritage items</u>			
Terrace Group including interiors	SLEP 2012	no. I1319	Local
"Clyde House" including interior	SLEP 2012	no. I1320	Local
Terrace house/shop including interior	SLEP 2012	no. I1345	Local
Former Somerset Hotel including interior	SLEP 2012	no. I1346	Local
Terrace group including interiors	SLEP 2012	no. I2090	Local
House including interior	SLEP 2012	no. I2091	Local
Terrace house including interior	SLEP 2012	no. I2092	Local
Terrace group including interiors	SLEP 2012	no. I2093	Local
Uniting Church buildings including interiors and grounds	SLEP 2012	no. I2097	Local
Terrace group including interiors	SLEP 2012	no. I2096	Local
Terrace group including interiors	SLEP 2012	no. I2095	Local
"Grosvenor Terrace" including interiors	SLEP 2012	no. I2089	Local
Terrace group including interiors	SLEP 2012	no. I2101	Local
Terrace group including interiors	SLEP 2012	no. I2102	Local
Waterloo Town Hall including interior and former air raid shelter	SLEP 2012	no. I2080	Local
Terrace group including interiors	SLEP 2012	no. I2081	Local

Our Lady of Mt Carmel Church and School buildings including interiors and grounds	SLEP 2012	no. I2088	Local
Waterloo Park & Oval including grounds and landscaping	SLEP 2012	no. I2079	Local
Former "Chubb Pty Ltd" including interiors	SLEP 2012	no. I2082	Local
Glenroy Hotel including interior	SLEP 2012	no. I6	Local
Yiu Ming Temple including building, interior and front court	SLEP 2012	no. I28	State
Terrace group (17A–29 Retreat Street) including interiors	SLEP 2012	no. I29	Local
Former Electric Light Substation No 89 including interiors	SLEP 2012	no. I2240	Local
Terrace group "Gordon Terrace" including interiors	SLEP 2012	no. I2087	Local
Alexandria Park including entrance gates, landscaping and grounds	SLEP 2012	no. I11	Local
Terrace Group	SLEP 2012	no. I2296	Local
Cauliflower Hotel including interior	SLEP 2012	no. I2070	Local
Congregational Church including interior	SLEP 2012	no. I2069	Local
Lord Raglan Hotel including interior	SLEP 2012	no. I16	Local
Former CBC Bank including interior	SLEP 2012	no. I5	Local
Cricketers Arms Hotel including interior	SLEP 2012	no. I4	Local
<i>Sydney Local Environmental Plan 2012: Heritage Conservation Areas</i>			
Redfern Estate	SLEP 2012 NTHR	no. C56	Local
Waterloo	SLEP 2012	no. C70	Local
Zetland Estate	SLEP 2012	no. C73	Local
North Alexandria Industrial	SLEP 2012	no. C74	Local
Alexandria Park	SLEP 2012	no. C1	Local

State Environmental Planning Policy (Precincts–Eastern Harbour City) 2021

Former Redfern Public School – 12 Two Buildings on George and Phillip Streets	SEPP (Precincts–Eastern Harbour City) 2021	no. 12	Local
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Former Redfern Public School – 13 Five Storey Surgery Building and Part of Two Storey Colonnade Building	SEPP (Precincts–Eastern Harbour City) 2021	no. 13	Local
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3.0 HISTORICAL BACKGROUND

3.1 Aboriginal histories

3.1.1 Living on Country for millennia

Many Aboriginal people, like other Indigenous or First Nations people around the world, have been living on Country for ‘time immemorial’ – they have always been here, and their origins lie in the creation of the land and animals. As Sydney Elder and Wiradjuri activist Auntie Jenny Munro expresses:

‘...from time immemorial, we believe as Aboriginal people, Australia has been here from the first sunrise, our people have been here along with the continent, with the first sunrise. We know our land was given to us by Baiami, we have a sacred duty to protect that land’

Over the last few decades, archaeologists’ knowledge of deep human time in Australia has expanded from just a few thousand years in the 1950s, to 25,000 years in the 1960s, then 40,000 years, to now around 60,000 years or more.¹⁴

Archaeological evidence of Aboriginal people living in the Sydney region from Shaw’s Creek west of the Dyarubbin (Nepean) River is dated at around 14,000 years ago and numerous other sites in the area have been dated at around 15,000 ago. While Cranebrook Terrace, near Penrith in Western Sydney, has been dated to 41,700 years and a site near Parramatta at 30,000 years old, there is growing consensus among archaeologists and historians that people have lived across the Sydney region from around 50,000 years ago. The earliest documented evidence of Aboriginal people living along the Cooks River is a 10,500 year old fireplace discovered during an archaeological dig next to Tempe House at Wolli Creek.¹⁵

More ancient sites lie off the coast and in river valleys, now deep under water. Before the major sea level rise event at the end of the last ice age around 17,000 years ago, Aboriginal people living along the Parramatta River could have walked downstream along the riverbanks to the sea about 30 kilometers beyond the current day coastline. Over generations they would have watched and told stories about the gradual change as the sea rose to fill the ‘drowned river valley’ of what is now Sydney Harbour until it reached present levels around 6,000 years ago.¹⁶

Given the devastating impact of violent dispossession and disease upon Aboriginal people in the Sydney region during colonisation, the precise identification of language groups and historical traditional lands or Country for a given area is often difficult today. Early colonial observer Watkin Tench believed there was at the least coastal and inland dialects of the same language and, while

¹⁴ Belshaw, Nickel & Horton, 2020. ‘Histories of Indigenous Peoples and Canada’; Griffith, 2018, *Deep Time Dreaming*, p. 112; Karskens, *The Colony. A history of early Sydney*, 2009, p 25. Munro in Currie, *An Aboriginal history of Willoughby*, 2008, p. 4.

¹⁵ Attenbrow, 2010, *Sydney’s Aboriginal past*, pp 18-20; Nanson, Young & Stockton, 1987, ‘Chronology and palaeoenvironment of the Cranebrook Terrace’, p. 77; Williams, et al., 2017, ‘The Cranebrook Terrace revisited’, pp 100-109; Jo McDonald, 2005, ‘Heritage Conservation Strategy for Aboriginal sites’, pp 4, 87-94; Attenbrow, 2012, ‘Archaeological evidence of Aboriginal life in Sydney’. See Williams et al., 2012, ‘A terminal Pleistocene open site on the Hawkesbury River’ for comparison of site ages along Dyarubbin. Karskens, Burnett & Ross are confident that ‘Aboriginal people were living on Dyarubbin/ the Nepean River as long as 50,000 years ago’ (2017, ‘Traces in a Lost Landscape’, p. 4). Attenbrow 2012, ‘The Aboriginal prehistory and archaeology of Royal National Park and environs: A review’, p. 63, Jo McDonald CHM, ‘Archaeological Testing and Salvage Excavation at Discovery Point, in the former grounds of Tempe House, NSW’, 2005, pp. 28, 56

¹⁶ There are now at least 21 identified oral stories around Australia that describe ancient sea-level rise. See Nunn & Reid, 2016, ‘Aboriginal Memories of Inundation of the Australian’ p. 11; Attenbrow: 2010, *Sydney’s Aboriginal past*, pp 154-155; Birch, 2007, ‘A short geological and environmental history of the Sydney’, pp 217-219.

this is challenged by some historians who prefer less distinction between what were all 'canoe cultures' around Sydney's coast and waterways, there seems to have been an alignment with inland economies of the rivers, creeks and open forests of the Cumberland Plain, and coastal 'saltwater' focused groups.¹⁷

3.1.2 Sydney region

Prior to colonisation, Aboriginal people in the relatively resource rich Sydney region lived in extended family groups estimated at around 30 to 50 people. These groups were associated with certain territories or places that gave clan members particular social and economic rights and obligations. Each of the estimated 30 clans in the Sydney region had a name often associated with a place or resource such as the Cabro (Gabra) gal (people) at modern day Cabramatta. Clan groups moved around a defined area in response to changing seasons and the availability of food and other resources. European observers mistakenly took this as a nomadic lifestyle, when in fact they moved around a 'limited and deeply known' area. There were also forms of more sedentary agriculture and aquaculture, and villages such as those described by early colonial diarists at Kamay-Botany Bay and later accounts of '70 huts' at Bent's Basin on the Nepean River west of Sydney.¹⁸

Some areas, particularly resource rich ones, had shared boundaries or reciprocal rights with bordering and neighbouring groups. With appropriate permission and protocols, people could travel through and hunt on other groups' lands. On special occasions such as feasts associated with the beaching of a whale; a kangaroo hunt on the open forests of southwestern Sydney; trading or exchanging stone, tools and other items, as well as ceremonial occasions, people would often travel long distances around and from outside the Sydney region.¹⁹

With several rivers and estuarine coastal areas, the Sydney region sustained a comparatively large population, unlike more arid inland areas. Fish and shellfish were a major part of Saltwater peoples' diets. The nawi (tied-bark canoe) was a common sight both day and night in rivers and creeks and was even dexterously paddled off the coast. There are many accounts by early colonists of Aboriginal people in canoes fishing and cooking their catch on small fires on hearth stones within the vessels. Women were the primary fishers from nawi (men usually fished with spears). Women were highly skilled with shell hooks and twine fishing lines and thus played an important economic role in Sydney. They were noted as cradling their children while fishing, as their songs floated across the waters of Sydney Harbour.²⁰

People living inland across the Cumberland Plain focused on hunting small animals, gathering plants and catching freshwater fish and eels. Banksia flowers, wild honey, varieties of yam and burrawang nuts (macrozamia - a cycad palm with poisonous seeds that require processing to remove toxins) were recorded as important food sources. Xanthorrhoea, also known as the grass tree, had many uses - the nectar was eaten, the stalk used as a spear and the resin as a glue. Small animals such as

¹⁷ This historical overview does not seek to contest traditional or current definitions of affiliation with Country and acknowledges that multiple interpretations of such identity may exist. A frequently used indication of Country is language identity. However, far more complex factors are known to have often taken precedence over language in determining Aboriginal people's definition of Country. See Aboriginal Heritage Office, 2015, *Filling a void: a review of the historical context for the use of the word 'Guringai'*; Stanner, 1965, 'Aboriginal Territorial Organization', pp 1-26. There is debate on the extent and name for the language itself, some preferring to use 'The Sydney Language.' Watkin Tench observed that though the coastal and inland men he met conversed and understood each other, many words for common things bore no similarity while other words were only slightly different (1793 [2004], *A complete account of the settlement at Port Jackson*, p. 122)..

¹⁸ Gapps, 2010, *Cabrogal to Fairfield City*, pp 26-60; Attenbrow, 2010, *Sydney's Aboriginal past*, p. 78; Karskens, 2009, *The Colony*, p. 36; Gammage, 2012, *The biggest estate on earth*, pp. 281-304.

¹⁹ Gammage, 2012, *The biggest estate on earth*. As Paul Irish notes, Sydney people continued traditional connections to Country through often broader 'affiliated coastal zones' that Irish suggests were based in traditional practices but changed under pressure and over time (2017, *Hidden in plain view*, pp 22-27).

²⁰ Banks, 1770 [2005], 'The Endeavour Journal'; Attenbrow, 2010, *Sydney's Aboriginal past*, 38. Collins' estimates of the population of the Sydney region as a whole vary between 3,000 and 20,000 (1789, *An account of the English colony*, p. 557).

bandicoots and wallabies were hunted with traps and snares. Watkin Tench noted the skill in cutting toeholds in trees to swiftly climb to hunt possums.²¹

The landscape and environment before Europeans arrived was a finely managed one. In 1790 John Hunter observed people 'burning the grass on the north shore opposite to Sydney, in order to catch rats and other animals'. In 1804 Henry Waterhouse described the land around Cowpastures as 'a beautiful park, totally divested of underwood, interspersed with rich, luxuriant grass ... except where recently burnt'. These forests that had been managed by many generations of Aboriginal people through such methods as what is known as 'firestick farming'. Fire was an important tool and also used to open up tracks, to 'clean country', drive animals into the paths of hunters, cooking, warmth, treating wood, cracking open stones and for a place to gather, dance and share stories and knowledge.²²

The Sydney region was a landscape rich with the imprints of activity, art and culture such as rock engravings and paintings, scarred and carved trees, ceremonial rock and mound structures, cooking ovens, villages of bark huts, stone tool quarries, grinding grooves and tool-making sites, burial and other shell middens, and other artefacts. All this activity had a lasting impact on the landscape, and many elements such as rock engravings in particular survive, or have been kept intact or cared for by community members. Over time, many Aboriginal pathways were taken up by the colonists and made into roads, some still on the same routes today. 'Kangaroo grounds' became colonial estates, fishing creeks became drains, hills and peaks used for communication became signaling stations and lookouts, and shell middens became the limestone for the bricks and mortar of early colonial buildings.²³

The large swathes of Hawkesbury sandstone across the Sydney region were the canvas for what has been likened to an enormous open air art gallery – engravings of the outlines of spirit creatures, marsupials, birds, fish, weapons, footprints and even European boats alongside people, showing a continuity that carried on beyond the arrival of British colonisers in 1788. This Sydney art tradition was distinctive from other regions such as inland New South Wales where carved trees were more prominent, or further south where painting dominates. There are more than 4,000 known rock art sites and more than 3,000 rock shelters with pigment or painted art, often featuring hand stencils. The Sydney Basin has been compared to Kakadu National Park in terms of the vast numbers of Aboriginal sites that remain today.²⁴

²¹ Tench, 1793 [2004], *A complete account of the settlement at Port Jackson*, p. 82, 230; Kohon, 1985, *Aborigines in the west*, p. 9; Attenbrow, 2010, *Sydney's Aboriginal past*, p. 41.

²² Hunter, *An historical journal of events at Sydney and at sea, 1787-1792*, 1793, p. 312; Waterhouse quoted in *Historical records of New South Wales* Vol. 5, p. 359; White, 1790 [2003], 'Journal of a Voyage to New South Wales', p. 163; Gammage, 2012, *The biggest estate on earth*, pp 163-185; Griffith, 2018, *Deep time dreaming*, p. 240.

²³ Griffith, 2018, *Deep time dreaming*, p. 241; Gammage, 2012, *The biggest estate on earth*, p. xix; Attenbrow, 2012, *Sydney's Aboriginal past*.

²⁴ Karskens, 2009, *The Colony*, p. 32; Griffith, 2018, *Deep time dreaming*, p. 188; Mulvaney & Kamminga, 1999, *Prehistory of Australia*, pp 284, 376-381; McDonald, 2007, *Dreamtime Superhighway*.



Figure 5: 'Native climbing a gum tree', Georgiana Lowe - album of drawings of New South Wales views, ca. 1842-1850²⁵



Figure 6: Fishing hooks crafted by Aboriginal communities living around Sydney Harbour, John White, 1790²⁶



Figure 7: 'Native grass tree', Georgiana Lowe - album of drawings of New South Wales views, ca. 1842-1850²⁷

²⁵ Mitchell Library, State Library of New South Wales, SAFE/PXD 390.

²⁶ John White, 1790, *Journal of a voyage to New South Wales with sixty-five plates of non-descript animals, birds, lizards, serpents, curious cones or trees and other natural products*, State Library of NSW, <https://collection.sl.nsw.gov.au/record/74VKJ3NqBBQd/Nwr2GDdJzvE8g>

²⁷ Mitchell Library, State Library of New South Wales, SAFE/PXD 390.

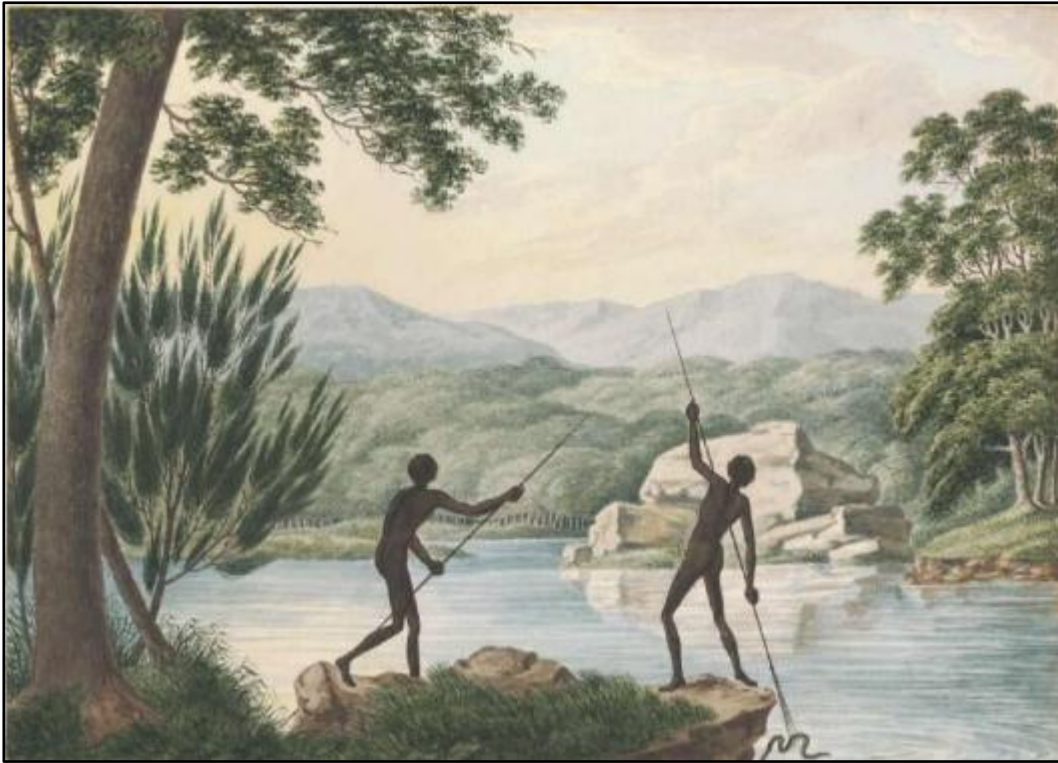


Figure 8: Sketch by Joseph Lycett of two Aboriginal men spearing eels, c. 1817²⁸

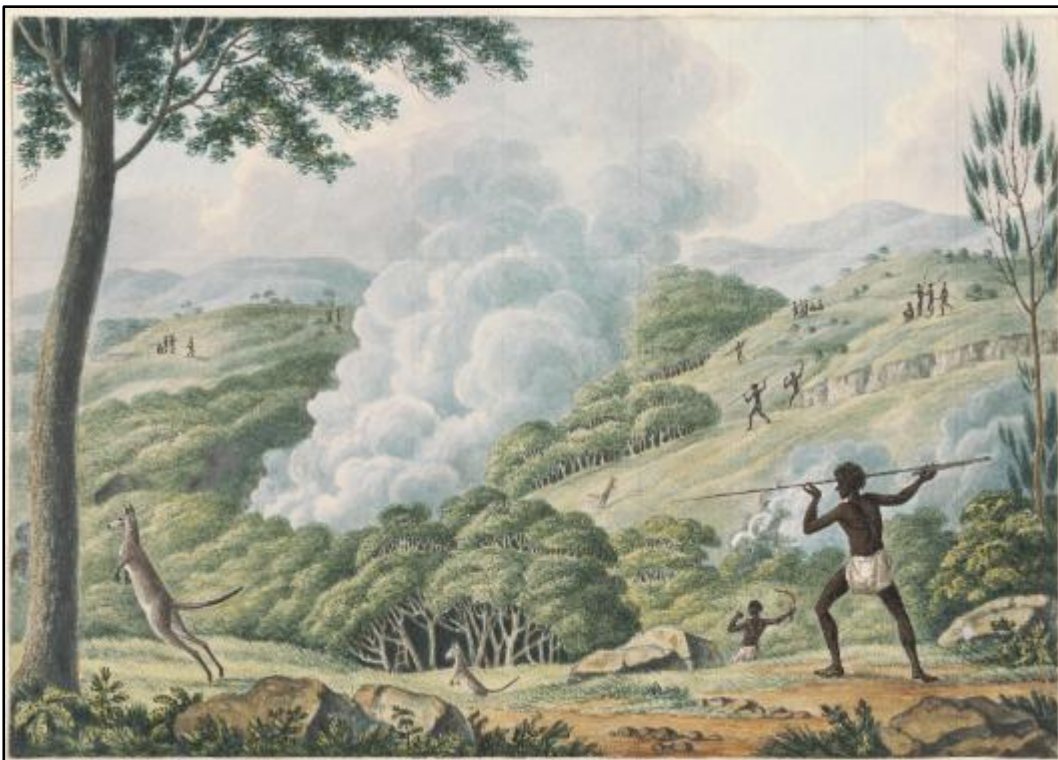


Figure 9: Sketch by Joseph Lycett of Aboriginal men hunting wildlife and 'cleaning Country'²⁹

²⁸ Two Aboriginal Australian men fishing for eels, New South Wales, ca. 1817 [picture]/[Joseph Lycett], accessed <https://nla.gov.au/nla.obj-138499671/view> (24 April 2024).

²⁹ The University of Newcastle, The Lycett Album ca. 1820: Aboriginal People of Newcastle and Lake Macquarie in European Colonial Art.



Figure 10: Bulgandry rock engravings, north of Hawkesbury River³⁰



Figure 11: An example of Dharawal hand stencils in the Royal National Park³¹

³⁰ Source: Artefact Heritage and Environment.

³¹ https://52095965-193a-4d97-aeb2-2902576e05d1.filesusr.com/ugd/41eef9_802afbfb82b474ebcf8a65255e7077f.pdf;
<http://illawarra-history.weebly.com/aboriginal-history-of-the-illawarra.html>.

3.1.3 Gadigal Country

The Gadigal lived on the south side of what is now called Sydney Harbour for hundreds of generations and tens of thousands of years. According to historian Keith Vincent Smith, 'Cadi' means 'below or under' and the name of the clan group stems from Camp Cove, a place described as below South Head. The Cadi (or more correctly Gadi) heartland stretched from South Head through the present-day Eastern Suburbs to Woolloomooloo Bay, Farm Cove and Warrane or Warrang (Sydney Cove), up to the entrance to Darling Harbour or Gomora.³²

They were one of around 30 clan groups across the Sydney region. On the west side of Gomora were the Wangal, on the north side of the harbour the Cammeraygal, Borogegal and Wallumedegal. To the south and east were the Bidjigal and Gweagal. While the Gameygal have been identified with the mouth of the Cooks River at Kamay-Botany Bay, their focus seems to have been toward the bay and not inland toward present-day Waterloo.³³

It is difficult to be precise today about how far the Gadigal clan 'estate' stretched to the south. Often, natural features such as watersheds, ridges or rivers were 'boundaries'. The study area of present-day Waterloo sits on the edge of the watershed of creeks running northward to the harbour and Shea's Creek headwaters running southward to Kamay-Botany Bay. It seems present-day Waterloo would have been more connected to Gadigal Country to the north.

Western conceptions of clan groups having distinctive boundaries are of limited value. Many clan groups had shared boundaries or reciprocal rights with bordering and neighbouring groups. With appropriate permission and protocols, people could travel through and hunt on other groups' lands. The resource rich wetlands and tidal areas of the Cooks River for example - particularly around the Gumbramorra wetlands that have now been largely land filled for the development of the Marrickville area - were likely to have been a significant shared resource area, accessed by Wangal, Bidjigal and Gadigal people.

The Kameygal lived on the north shore of Kamay or Botany Bay, along the banks of the Cooks River from the west and south to Botany and La Perouse. According to historian Keith Vincent Smith, in the Sydney language, *kamey* and variations, including *kamai*, *kah-my*, *ka-mai*, and *camey*, is the generic name for a spear. Thus the Kameygal were possibly the 'spear clan'.³⁴

Precisely where the Gadigal and Kamaygal (Kameygal) shared a boundary is unclear. It is almost certain they both would have moved to the beach and rocks on the coast for seasonal or ceremonial purposes, such as the gathering of several hundred people Governor Phillip witnessed in 1790. According to David Collins, 'in a cove on the sea-side, between Botany Bay and Port Jackson, [possibly Little Bay] he [Phillip] suddenly fell in with an armed party of natives, in number between two and three hundred men, women and children.' Undoubtedly, people had gathered at least from Kamay and around Sydney Harbour to muster these numbers.³⁵

In 1790, the Wangal man Bennelong related to Governor Phillip the clans around Sydney Cove;³⁶

'From the Entrance of the Harbour, along the South Shore, to the Cove adjoining this Settlement, the District is called Cadi, & the Tribe Cadigal — the Women,

³² Smith, 2020. 'Eora People. Saltwater People of the Sydney Area', <https://www.eorapeople.com.au/>.

³³ Historian Paul Irish includes Gamey, though this history is about the entire Cooks River. Irish, (2016), 'Aboriginal history along the Cooks River', p. 11.

³⁴ Smith, 'Eora People', online: <https://www.eorapeople.com.au/language/clans/>.

³⁵ Collins, *An account of the English colony*, pp.24-5.

³⁶ Arthur Phillip to Lord Sydney, quoting Woollarawarre Bennelong, Government House, Sydney Cove, February 13th 1790 MS CO 201/5, pp 42-43, National Archives, London, in Smith, 'Eora People', online: <https://www.eorapeople.com.au/language/clans/>.

Cadigalleon. The South Side of the Harbour from the above-mentioned Cove to Rose-Hill, which the Natives call Parramatta, the District is called Wann, & the Tribe, Wanngal. The opposite Shore is called Wallumetta, & the Tribe, Wallumedegal. The other Tribes which live near us, are those of Gweagal, Norongerragal, Boroegal, Gomerrigal, & Boromedegal.'

The Gadigal had different relations with these groups – some Gadigal ceremonial gatherings such as initiations were conducted by other clan groups with certain authority to do so. For example, according to early colonist David Collins, the Cammeraygal (on the north side of the harbour) were able to 'oblige' other clans to 'attend wherever and whenever they directed' and Collins believed they had a 'decided superiority over all the tribes' the colonists had encountered. Contests were delayed until the Cammeraygal arrived and they also had the 'extraordinary privilege of exacting a tooth from the natives of other tribes inhabiting the sea coast.'³⁷

As historian Paul Irish notes, the harbour clans were bound together by women, who married between various clans. Thus, Aboriginal people who lived in the area around present-day Waterloo were in fact from a mixture of clans. Everyone was bound by 'complex webs of spiritual and family connection' to other places than their clan group 'heartlands'. They were bound through marriage and by the clans of their parents and grandparents, as well as their place of birth. To meet the cultural obligations of these links, Aboriginal people regularly travelled across the broader Sydney and southern coast region.³⁸

Gadigal women (Gadigalleon), like the rest of the coastal or saltwater groups in the Sydney region, were important food providers for their families. One of the staple food sources was fish. While men speared fish from the shoreline with multi-pronged spears or *mooting*, the women fished from their nawi or tied-bark canoes with lines and hooks. They made their fishing lines or carr-e-jun by twisting together strands of fibre from kurrajong trees, cabbage trees or flax plants. Animal fur and grass 'nearly as fine as raw silk' were also used to make lines. One colonist described them as 'nicely shredded and twisted very close and neatly'. The distinctively crescent-shaped fish-hooks or burra were crafted from the turban shell.³⁹

Gadigalleon had extraordinary skills in fishing, swimming, diving and using watercraft. They sang as they fished and were seen fishing for long periods during the day, in all weathers, and often at night with small fires on board. These women, as historian Grace Karskens has noted, 'dominated the waters of the harbours, coves and bays, and the coastlines in between. The men mostly only used canoes when they wanted to get from one cove to another.'⁴⁰

Although the resource rich foreshores of the harbour were the focus for Gadigal, the areas inland around what is today's Eastern Suburbs, the City of Sydney and suburbs to the south of the Gadigal foreshore around Redfern and Waterloo were used as well. Inland, there were fruits, seeds, nuts and grains. Nectars, rhizomes and tubers were also harvested. Some parts of plants would have required special preparation to remove any poisons, but the seeds of all native grasses are edible. David Collins noted the difference between the inland areas and the foreshores, although did not observe the use of plants as closely as he might have;⁴¹

³⁷ Collins, *An Account*, 1789 p. 456.

³⁸ Irish, 'Woollahra Aboriginal Heritage Report', p. 24.

³⁹ Bradley, 'A Voyage to New South Wales, Dec 1786–May 1792', (1802) SLNSW, Safe 1/14, p. 133; Tench in *Sydney's First Four Years*, p. 284.

⁴⁰ Karskens, 'Barangaroo and the Eora Fisherwomen', Dictionary of Sydney, online. See also Collins, *An Account of the English Colony*, p. 557; White, *Journal of a Voyage to New South Wales*, p. 149; Bradley, W., 'A Voyage to New South Wales', p. 133.

⁴¹ Collins, *An Account*, 1789.

'The woods, exclusive of the animals which they occasionally find in their neighbourhood, afford them but little sustenance; a few berries, the yam and fern-root, the flowers of different banksia, and at times some honey, make up the whole vegetable catalogue'

Near the study area of present-day Waterloo, there was series of permanent ponds and semi-permanent wetlands supporting waterbirds, freshwater fish and turtles, forests of paperbark and swamp mahogany, sedges, reeds, ferns and lilies. Freshwater springs rose near current day Surry Hills. What is now known as the Lachlan Swamps (in and around today's Centennial Park), were once much larger and surrounded by wetland vegetation. The wetlands also had expanses of sandstone outcrops that provided rock shelters. The area near present-day Waterloo was a rich place. It may have been, like the Gubramorra wetlands, a shared resource.⁴²

Men used wooden spears and women wooden digging sticks - two of the most important possessions of Aboriginal people in the pre-colonial past. The Melaleuca tree's paper-like bark was used as shelter, wrapping, containers and for fire lighting. In 1791 John Hunter described how Aboriginal burning the ground on the north side of the harbour, opposite the settlement', was a practice 'constantly' done when the weather was dry. 'Firestick farming' was the practice of burning land to create new green shoots and thereby attract kangaroos for hunting, but fire was also used to control undergrowth and prevent larger bushfires.⁴³

Due to the predominance of relatively soft sandstone around Sydney Harbour, hard stone used for axes and scrapers in particular, was traded from areas such as the basalt gravel beds along the Nepean River. Trading was extensive and far-reaching. Silcrete from an outcrop near present day Plumpton Ridge on the Cumberland Plain in Sydney's west and mudstone from the Hunter Valley or near Warragamba dam have been found around Sydney Harbour.⁴⁴

As the seasons changed, Sydney Aboriginal people moved throughout theirs and other clan groups' Country to access resources, set up camps and hold ceremonies. Songlines passed down through the generations guided them on their travels. They navigated the woodlands using a network of trackways that crisscrossed through Country. These tracks wove through kurrajong trees, Port Jackson fig trees and paperbarks. Many of these tree species can still be seen today in Sydney bushland today.

Aboriginal pathways were often turned into roads by colonisers from the 1790s. Pathways crisscrossed the entire Sydney region and often followed the best travel routes. According to historian Keith Vincent Smith, 'one notable path, which ran from Blackwattle Creek at the Brickfields Village (now Chippendale) southwards to the north shore of Botany Bay, was the forerunner of Botany Road'. Aboriginal people would have walked along what became the road to Botany Bay just west of the study area at Waterloo for thousands of years.⁴⁵

⁴² Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', p. vi.

⁴³ Hunter, *An Historical Transaction*, 1793, p. 361; Tench, *An Account*, 1789, p. 284.

⁴⁴ Currie *Bo-ra-ne Ya-goo-na Par-ry-boo-go*, 2008, pp. 10-15.

⁴⁵ Meadows, 'Aboriginal History of the Waverley Area', p. 2; Smith, Keith Vincent. "Moorooboora's Daughter ". National Library of Australia News 16.



Figure 12: Group of Aboriginal women fishing, attributed to Phillip Gidley King, c. 1790⁴⁶



Figure 13: Aboriginal groups night fishing and making fire, c. 1817⁴⁷

⁴⁶ Mitchell Library, State Library of New South Wales, BP Safe 1/457.

⁴⁷ National Library of Australia, Aboriginal Australians night fishing by fire torches, New South Wales, ca. 1817 [picture] / [Joseph Lycett].

3.1.4 1788 – British invasion and colonisation

The Gadigal would undoubtedly have heard of if not seen the ship HMB *Endeavour* when it stayed in Kamay-Botany Bay for several days in 1770. Perhaps they viewed the ship from the high points near present-day Waterloo. However, the tall ships that arrived in 1788 did not continue to travel onwards like Cook's *Endeavour* – they arrived in Warrane (Sydney Cove) to stay – changing the Gadigal and all the Sydney groups' lives forever.

The colonisers arrived with pre-conceptions about Aboriginal society, often believing it to be static and unchangeable, unable to adapt to colonisation, and highly territorial. However, the network of social, ceremonial and family relations that existed among clans right across the Sydney region and beyond meant that in fact, the Sydney people were highly mobile and adaptable. At any one time, people from various clan groups could be living in another group's Country, people could have family networks over great distances and a clan group might have several different languages spoken. This adaptability, based in a strong central core of the clan's heartland, was to shape how Aboriginal people survived the decimation of disease and the massive impact of colonisation.⁴⁸

Lieutenant William Bradley's diary of the first year of the British outpost in the middle of Gadigal land shows a pattern of increasing conflict between the colonisers and the Sydney people during 1788. At first, in late January, Bradley reported how the people they met at Botany Bay were 'Well disposed to us' and for two days 'our People & the Natives were mixed together'. In the first two weeks at Warrane (Sydney Cove), he said 'Men, Women & Children' were 'very friendly'. At the 'Middle Branch', they 'met us in the most cheerful manner' and 'danced with us' and at Spring Cove on the north shore Bradley met 'several canoes' and the people 'had so much confidence in us' they 'mixed together and were quite sociable'.⁴⁹

Bradley also noted how the men were reluctant to allow the Europeans near women. He admired their tactical good sense, as even when 'socialising' they 'had Arms ready to protect them' {women}, or had someone guarding their weapons, which 'increased my favourable opinion of them'. In the last few days of January Bradley recorded nine instances of communication that he witnessed, and only one of conflict (a spear thrown), and that was reported to him.

But as the days turned to months, conflict increased. During February Bradley recorded several times where 'the natives would not come nearer the camp' or 'ran off in great confusion'. On the 9th of February he wrote that the French under La Perouse at Botany Bay 'had been obliged to fire on the Natives' 'to keep them quiet' and at Garden Island how some Sydney men stole axes and shovels, 'but not without their skin being well pepper'd with small shot'. Still, he recorded personally observing ten instances of 'communication' and only two of conflict.

In late May, Bradley noted that Captain Campbell went to the 'SW arm' (present day Iron Cove) to where two convicts had been left to gather rushes. Campbell found a trail of blood from their tent leading to the mangroves, where he found the mutilated bodies of the convicts William Okey and Samuel Davis – the first known European deaths at the hands of the Sydney people.

Tension between the Sydney people and the colonisers grew. As Tench and Dawes noted, there was an association made between all the colonists and firearms – 'gooroobeera' according to Tench was the name given to the colonists as 'those who carry guns' and according to Dawes 'djerebar', the name given to the musket and which 'the natives frequently called us by'. Bradley noted at North Head he met three men and two boys who 'made signs for us not to fire our Musquets'.⁵⁰

⁴⁸ Irish, *Hidden in Plain View*, pp. 16-17.

⁴⁹ Bradley, W., 'A Voyage to New South Wales', pp. 61-66.

⁵⁰ Gapps, "They have attack'd almost every person who has met with them" – Re-reading William Bradley', online.

By September, Bradley's initial idea 'of their being Friendly disposed' had changed. He was now convinced the Sydney people were only friendly when 'we have them in our power' or they 'are well prepared by being armed'. He noted that lately "they have attack'd almost every person who has met with them that has not had a musquet & have sometimes endeavoured to surprise some who had'. Indeed, he writes 'the Musquet now seems to be the only thing to keep them in Awe' and that some of them have been killed by Musquet balls ... I have not the least doubt'. At this point, no Aboriginal people living around Sydney Harbour would approach the British encampment at Warrane (Sydney Cove). The Gadigal now refused to communicate with those occupying their lands.⁵¹

3.1.5 Prisoners and the deadly Galgala

Governor Phillip had been ordered by King George III to 'endeavour by every possible means to open an Intercourse with the Natives and to conciliate their affections, enjoining all Our Subjects to live in amity and kindness with them.' But not since February 1788 had any Aboriginal person been into the encampment at Sydney Cove. Phillip decided to capture some by force hoping to 'reconcile' Aboriginal people to the occupation of their country and to persuade them to come and live with the colonists. In December, a man named Arabanoo was captured and kept prisoner.⁵²

In April 1789, what Sydney Aboriginal people called galgala or smallpox broke out and more than half - possibly even 80 percent - of the population around Sydney Harbour were dead within a month. While there is no historical evidence to suggest smallpox was intentionally released by the colonists, it has been strongly associated with them by Aboriginal people ever since.

With Warrane as in effect the 'ground zero' point of the British invasion and occupation of Aboriginal lands, the Gadigal stood little chance. Bennelong, a Wangal man from west of Gomora (including his 'estate' of Me-mel or Goat Island), told the colonists that his Gadigal friend Colebee's 'tribe' (as David Collins put it) was reduced by smallpox to just three people.⁵³

Captain John Hunter wrote that 'it was truly shocking to go round the coves of this harbour [seeing] men, women and children, lying dead'. David Collins wrote that those who witnessed Arabanoo's grief and agony could never forget either – on being taken on a boat around the harbour Arabanoo 'lifted up his hands and eyes in silent agony [and exclaimed] "All dead! All dead!"'.⁵⁴

After being kept a prisoner at Sydney Cove, Arabanoo succumbed to smallpox and died in May 1789. Governor Phillip immediately ordered that another 'native' be taken at the first opportunity. It was not until November 1789 that Bennelong and Colby were seized at Manly in a manner similar to that of Arabanoo. Colby (Colebee), a Gadigal man from the southern side of the harbour, escaped two weeks later, leaving the Wangal man Bennelong alone at Sydney Cove. By April 1790, the trust between Governor Phillip and Bennelong had grown and Bennelong was released from his shackles and allowed to walk freely around the settlement. The colonists learned a great deal from Bennelong about the Sydney people, and vice versa.

Bennelong's wife Barangaroo was a Cammeragaleon – a woman from the Cammeraygal on the north side of the harbour. As David Collins noted, wives 'are always selected from the women of a different tribe, with whom they are at enmity'. Barangaroo often travelled to the north shore with her husband Bennelong. Watkin Tench described how Bennelong openly stated his hatred of the Cammeraygal - perplexing the colonists by his visits to Cammeray whilst at the same time encouraging the Governor to send soldiers to kill all the Cammeraygal, and at other times saying they were 'good men'.⁵⁵

⁵¹ Bradley, W., 'A Voyage to New South Wales', pp. 112-127

⁵² King George III, Instructions to Governor Arthur Phillip, 27 April 1787, in Smith 'Arabanoo' online.

⁵³ Collins 1798, *An Account*, p. 497

⁵⁴ Karskens, *The Colony*, p. 50; Gapps, *The Sydney Wars*, pp. 55-56

⁵⁵ Tench, *A Complete Account*, p. 118; Collins, *An Account of the English Colony*, p. 362; Hunter, *An Historical Journal*, p. 327.

Barangaroo was known to be constantly at odds with Bennelong's interaction with the colonists. Historian Grace Karskens suggests this could have emanated from the increasing loss of Aboriginal women's status as their role in food providing of the staples (fish and plants – perhaps 80 percent of their peoples' diets) was diminished by the colonisers fishing and farming. So too, the colonisers would only deal with men, not women, which was at odds with traditional Aboriginal practices.⁵⁶

3.1.6 Spearing the Governor – 1790s

The choices were stark for survivors. Some, like Pemulwuy the Bidjigal warrior from the Georges River area, chose to fight back against the colonists. Pemulwuy was to lead a fierce resistance war during the 1790s, mostly on the fringes of the expanding colony (though at one time attacking the town of Parramatta in 1797). Others like Bennelong chose to live with the colonists and move in and out of the townships. After being held a captive in leg irons, these were taken off in April 1790 and he walked about freely with the governor. He shared an upstairs room with a servant in Governor Phillip's house, built on the present site of the Museum of Sydney on the corner of Bridge and Phillip Streets, Sydney. But soon after, in May, he left to go back to his people.

In September, Bennelong and Colebee were among some 200 Aboriginal people feasting on a stranded whale on the beach at Kayeemy (Manly Cove) Bennelong promised to return to Sydney Cove if Governor Phillip, who was at South Head, would come to see him. When Phillip landed from his boat Bennelong shook his hand warmly and called him *beanga* (father). Keith Vincent Smith and others have regarded what occurred next as what 'seems in retrospect to be a ritual spearing or 'payback' arranged by Bennelong and Colebee for the deprivation of their liberty', though a misunderstanding at a time of armed tension has also been suggested. A *carradhy* or 'clever man' named Willemering from the Carigal (Garigal) from Broken Bay speared the governor and the party came under attack and took to their boats.⁵⁷

Phillip recovered from his wound and on 17 September 1790 went by boat to meet Bennelong and in October 1790, Bennelong and several other people returned to visiting the Sydney settlement. Bennelong and Colebee began to visit Governor Phillip regularly for dinner (a midday meal) and at Bennelong's request, Phillip built him a brick hut 'on a point of land fixed upon by himself' on the headland at Tubowgulle, now Bennelong Point and the site of the Sydney Opera House.⁵⁸

While visits to the township continued, many Sydney Aboriginal people regrouped to form new communities. Bennelong's last wife Boorong's clan lands around Kissing Point, further up the Parramatta River, proved to be a safe place for what was an amalgamated extended family group. Bennelong died in 1813 and was buried in the grounds of the beer brewer James Squire's Kissing Point estate.⁵⁹

Few Sydney Aboriginal people can be followed through the historical record as people moved around and colonists rarely noted their names. One exception was Bennelong's sister Carangarang who outlived her more famous brother by 25 years. Born about 1771, Carangarang was a notable figure around Sydney and Kissing Point until the late 1830s, when she was in her sixties. In 1821 Lieutenant Allen Francis Gardiner described her at Kissing Point wearing an 'Opposum Cloake' and carrying a net bag over her shoulders. Her hair was a mass of 'Gorgon locks', decorated with eel bones, the 'brush of a native dog's tail, and a bunch of Emu feathers' behind'.⁶⁰

⁵⁶ Karskens, 'Barangaroo and the Eora Fisherwomen', online.

⁵⁷ Smith 'Willemering' 2016, online; Gapps *The Sydney Wars*, pp. 74-78.

⁵⁸ Smith 'Willemering', online.

⁵⁹ Smith 'Willemering', 2016; Irish, *Hidden in Plain View*, p. 23.

⁶⁰ Vincent Smith, Keith, 'Carangarang', Dictionary of Sydney, 2016, <https://dictionaryofsydney.org/entry/carangarang>, viewed 16 Jan 2024.



Figure 14: The British colony at the entrance of Port Jackson, 1788⁶¹



Figure 15: Governor's House at Sydney, 1791⁶²

⁶¹ State Library New South Wales, William Bradley drawings from his journal 'A Voyage to New South Wales', ca. 1802.

⁶² State Library New South Wales, William Bradley drawings from his journal 'A Voyage to New South Wales', ca. 1802.

3.1.7 Surviving, farming and fishing – 1810s

During the early 1800s Aboriginal people still continued to visit and camp for periods either with sympathetic colonists such as Captain John Piper in the present-day Eastern Suburbs or in such places as the public common that was to become Hyde Park. Others camped in the coves of today's Eastern Suburbs that were still undeveloped and offered refuge and fishing, gathering and hunting opportunities. Traditional dispute resolution combat was often conducted in the streets of Sydney township and the unofficial sporting ground of Hyde Park was often used. The *Sydney Gazette* newspaper reported in October 1803 that;

'On Sunday last a number of Natives assembled on a ground at the upper end of Pitt's Row [Pitt Street, then on the outskirts of the township], with a design of inflicting punishment on two men who were directly or indirectly concerned in the assassination of two others who died of their spear wounds.'

One of them was 'Musquetto' and the *Gazette* was much surprised at his dexterity in defending against '64 spears, all thrown with rancour and malignity, and 17 of which went through the target [shield], some to a depth of nearly two feet. The 65th and last thrown at him entered the calf of his right leg, and penetrated six inches through.'⁶³

Bungaree (Boongarie) was born around 1775 and was a Garigal man from Broken Bay. He took up a role as a mediator between the colonists and Aboriginal people, often working as a guide with various colonial expeditions including Matthew Flinders circumnavigation of the continent in 1803. He was a diplomat, and also a skilled entertainer who impersonated the governors and other local figures. Bungaree came to live in Sydney in the 1810s when he married Matora, whose family appears to have been from Port Jackson.⁶⁴

Governor Macquarie decided to take active measures and attempt to 'civilise' the Aboriginal people living in and around Sydney. After establishing the Native Institution (a school for Aboriginal children) at Parramatta in 1814, in 1815 Macquarie made Bungaree 'Chief of the Broken Bay Tribe' and set aside land at Georges Head on the north side of Sydney Harbour. He allocated Bungaree and his family huts, farming equipment and a boat for fishing.⁶⁵

The families lived at Georges Head for several years, however, the attempt to farm land not suited to farming quickly fell into disarray, with crops abandoned for the more traditional methods of fishing and hunting.⁶⁶

While some camps and settlements were formally established, others were not. At Point Piper, Captain John Piper's estate bordered a small creek where, from at least 1819, a group of Aboriginal people were camped. In 1822 Piper supported them by writing a petition to the new Governor Sir Thomas Brisbane, stating that they 'have no other residence but their natural woods near Sydney, and at this ... season of the year are almost in a state of nudity, suffering Cold and hunger in the extreme.' He asked the new governor for some blankets.⁶⁷

⁶³ *Sydney Gazette*, 16 October 1803, p.2.

⁶⁴ Irish, *Hidden in Plain View*, 2017, pp. 9-11.

⁶⁵ *Sydney Gazette*, 4 February 1815.

⁶⁶ Smith 'Cora Gooseberry' 2011a, online.

⁶⁷ Colonial Secretary Reel 6052 State Records New South Wales, 4/1753:159.

Another settlement for Aboriginal people living in Sydney was established at Elizabeth Bay in the early 1820s. Governor Macquarie had huts built and provided a fishing boat and tackle for 42 'settlers' at the 'Native Village'.⁶⁸

According to Obed West writing in the 1880s, the land running down to Rushcutters Bay (Barcom Glen) was 'a great camping place for the blacks' and West recalled in the 1830s and 1840s watching 'them in their canoes in the bay, the gins fishing with the line while their sable lords used their spears to get the fish that swam beneath them'.⁶⁹

Importantly, West also recalled campsites and meeting grounds at present-day Redfern:

Boxley's Clear [Redfern] was a great rendezvous of the blacks and was one of their great feasting grounds as well as the scene of many a hard-fought battle. The clearing at Redfern, being nicely adjacent, was chosen by the natives as the place of meeting for the settlement of disputes, in lieu of the Racecourse. This also was the spot where the blacks were punished by their comrades for breaches of their tribal laws...

West also noted why the location at the clear ground around present-day Redfern was important for resources:⁷⁰

....Boxley's Lagoon these days was the home of vast numbers of red-bills, wild ducks, snipe, landrail and other game now rarely seen anywhere near Sydney. Eels were also plentiful in the water, and in the bush were bandicoots, possums and native cats which the youths of the time would chase with dogs when the nights were favourable....

In many ways, Sydney was still very much an Aboriginal place for a long period during the 19th century, particularly as people came to the city from other areas. During the 1830s to 1860s there was a surprising number of camps around Sydney Harbour and in the broader area, hundreds of Aboriginal people were a regular sight paddling their nawi (bark canoes), guiding foreign visitors, selling fish to people and travelling the roads and tracks. The coves and creeks around the more rugged areas of today's eastern suburbs were still very much undeveloped bushland, offering fishing and other resources.

Only a few names of the people who were known as the 'Sydney tribe' are known. One was Cora Gooseberry, who outlived her more well-known husband Bungaree for 20 years. Her Aboriginal name was recorded as 'Carra or Kaaroo' and Europeanised to 'Cora'. She was known as 'Queen of Sydney and Botany' and 'Queen of Sydney to South Head'. She was often seen wrapped in a government issued blanket, her head covered with a scarf and a clay pipe in her mouth, as depicted in portraits by Charles Rodius and W H Fernyhough in the 1830s. Cora found a sympathetic hotel owner Edward Borton and with her family and other Aboriginal people often camped on the footpath outside the 'Cricketer's Arms' on the corner of Pitt and Market Streets. Borton later owned the 'Sydney Arms' Hotel in Castlereagh Street where he allowed Cora to sleep at nights, and where she was eventually found dead at the age of 75. Borton paid for a gravestone and her burial in the Presbyterian section of

⁶⁸ Smith, 2011b, 'Aboriginal life around Port Jackson after 1822', online.

⁶⁹ West, *Sydney Morning Herald*, 12 October 1882, p. 9.

⁷⁰ Marriot, E. W., , *The Memoirs of Obed West. A Portrait of Early Sydney*, Barcom Press, 1988, pp. 45-46.

the Devonshire Street Cemetery (now covered by Central Railway). Her gravestone was transferred to the Pioneers Cemetery at Botany.⁷¹

Many Aboriginal people came into Sydney from other areas. One report from 1838 noted 'sundry' Aboriginal people performing a corroboree in George Street. Bridget Riley was charged and 'ordered to betake herself' to Broken Bay, where she said she came from. In March, a group of people from the Illawarra arrived in Sydney, apparently 'to fight the Broken Bay tribe'. The *Sydney Monitor* newspaper suggested 'their fights are now practiced as much to please the whites as the blacks' and the paper called 'the attention of the Police to the subject', who were widely criticised for the 'sufferance which is given to the aboriginals'. The *Sydney Gazette* newspaper suggested they should be 'thrown back upon their native wilds'.⁷²

Meanwhile, some Aboriginal people were quietly going about their business working in the city. In early 1838, *The Sydney Monitor* noted that 'a dray loaded with wool was seen proceeding the other day, down George street, in charge of a black native, who appeared to understand his business equally as well as the best European driver, and smacked his whip with as becoming a grace'.⁷³



Figure 16: Portrait of Bungaree, a native of New South Wales, with Fort Macquarie, Sydney Harbour, in background 1826, Augustus Earle⁷⁴

⁷¹ Smith 'Cora Gooseberry' 2013 online.

⁷² *Sydney Gazette*, 13 January 1838, p. 3; *Sydney Gazette*, Thursday 2 February 1837, p. 2; *Sydney Monitor*, 6 February 1837, p. 2, 3 March 1837, p. 2; *Sydney Gazette*, 4 March 1837, p. 2, 13 March 1838, p. 2.

⁷³ *The Sydney Monitor*, 26 January 1838, p. 2.

⁷⁴ National Library of Australia, nla.pic-an2256865.



Figure 17: Henry Campbell, 'Scene on Double Bay Sydney N.S.W. 1840-1842'⁷⁵



Figure 18: Pencil sketch by Charles Rodius of Cora Goosberry in April 1844⁷⁶

⁷⁵ SLNSW, PXC 291.34.

⁷⁶ Mitchell Library, State Library of NSW - PXA 1005.

3.1.8 The Protection Era

By the 1890s, most Aboriginal people had either moved away from the city or had been forced to move to reserves and missions. Some few managed to survive in camps along creeks and rivers to the south and west such as at the Hawkesbury and Georges River, but as the city rapidly expanded from the 1880s it became almost impossible to live close to the city.

The access to fishing and traditional foods at La Perouse, as well as being far enough away from the city to be relatively 'out of sight' from the authorities - but also close enough to southern Sydney for work opportunities - meant it had become a focal point for the southern coastal Aboriginal people of Sydney who had survived invasion and dispossession.⁷⁷

But in the 1880s, there was a major – and devastating - shift in government policy. The Parkes government was under increasing pressure to take action on Aboriginal affairs and in 1882 George Thornton was appointed as Protector of Aborigines. Thornton promoted removing Aboriginal people from urban areas, but he did allow five families to stay at La Perouse, suggesting that their 'camp' was 'economically viable' via fishing in the main. Elsewhere around Sydney, other camps were seen as 'parasitic' and a 'nuisance to society'. Thornton had some huts built at La Perouse for the community there, which in 1881 was 50 people around Kamay-Botany Bay (35 at La Perouse and 15 in the area of Kamay).⁷⁸

In 1883, Thornton's role was replaced by the Aborigines Protection Board. The Board wanted to segregate Aboriginal people onto small areas of land and by 1885, seven acres of land at La Perouse was declared a 'Reserve for the use of Aborigines' – the only one at this stage in the Sydney region.

As the city of Sydney grew, in the 1880s, numbers Sydneysiders were taking day trips to the seaside. Many went to Kurnell and Botany and others to La Perouse, curious to see the Aboriginal people who lived there. This caused concern for the Aborigines Protection Board who wanted to keep the La Perouse community segregated and led to further restrictions. In 1895, the reserve was enclosed by a fence and only the local constable and the resident missionary had keys. Aboriginal people were prevented from selling fish at the markets and restrictions placed upon boat and rail travel. In 1897 the Aborigines Protection Board rejected requests by missionaries for more huts and increased rations for the La Perouse community because the board believed this would encourage more people to move from the south coast to La Perouse. The late 19th and early 20th centuries were a grim period of Australian racism.⁷⁹

But the strength of the La Perouse community was astounding. After concerns about white tourists mingling with the community, in 1900, the Aborigines Protection Board decided to relocate Aboriginal people from La Perouse to Wallaga Lake on the south coast. But they refused to move - despite the fact that the Aborigines Protection Board reduced, and eventually ceased supplying rations. By 1902, it seems that the Aborigines Protection Board had given up and resumed supplying rations to those on the reserve. In 1908 there were 73 people living on the reserve. During 1908, new houses were built and by 1912, the population on the reserve had grown to 106. In 1915 there were 124 people living on the reserve.⁸⁰

3.1.9 A new era – Community and activism

From the early 1900s, the Aboriginal population in the Sydney city area began to grow. The working class suburb of Redfern became a hub for Aboriginal people to live and work. Jobs on the railways at

⁷⁷ Irish, 'Woolhara Aboriginal Heritage Study', p. 59.

⁷⁸ Kensy, Julia, 'La Perouse', *Dictionary of Sydney*, 2008, http://dictionaryofsydney.org/entry/la_perouse; Watt, *Dharawal. The first contact People. 250 years of Black and White relations*, p. 97.

⁷⁹ Kensy, Julia, 'La Perouse', *Dictionary of Sydney*, 2008, http://dictionaryofsydney.org/entry/la_perouse.

⁸⁰ Kensy, Julia, 'La Perouse', *Dictionary of Sydney*, 2008, http://dictionaryofsydney.org/entry/la_perouse.

the Eveleigh Railway Workshop in particular, offered an opportunity for people to move away from missions and reserves and the control of the Aborigines Protection Board. A strong community began to develop in the Redfern, Everleigh and the Waterloo area. The opportunity to work was one factor – other people came to 'reconnect with family'. Very soon the area became known as 'Aboriginal Redfern'. It also became the most recognised and significant urban Aboriginal place in Australia.⁸¹

During the Great Depression of the early 1930s, many Aboriginal people sought refuge with relatives in and around Redfern as work in rural areas became scarce. During WWII people came from western NSW in particular, as there were increasing job opportunities during the war. Everleigh Railway Yards was Sydney's largest employer from the time it opened in 1886. It was also one of the biggest employers of Aboriginal people living in Sydney in the second half the 20th century. Aboriginal men also worked in the Alexandria goods yard loading trains with kegs and potatoes and on the waterfront docks at Walsh Bay and Darling Harbour.⁸²

After WWII there was a large influx of Aboriginal people from western NSW into Redfern-Waterloo. Reserves, missions and camps were increasingly crowded and conflict and racism in rural areas meant many young Aboriginal people came to Sydney escaping this and to find work and opportunity.⁸³

Many women worked for the Federal Match Factory in Alexandria, which was known as 'Wellington Matches' because so many of the Aboriginal workers were originally from the NSW country town of Wellington. Other local industries where Aboriginal people worked were the Henry Jones & Co IXL Jam Factory on Golden Grove Street in Chippendale, Francis Chocolates on Stirling Street in Redfern, and the Australian Glass Manufacturers on South Dowling Street at Waterloo.⁸⁴

As activist Gary Foley recalled, the Redfern area was an important place of social connection where Aboriginal children and adults were welcome and safe.⁸⁵

The one thing we all had in common, was that we were all poor. Redfern was regarded, by the rest of Sydney I suppose, as the slums, and despite there being some fairly dodgy landlords, it was a place where Aboriginal people could actually get somewhere to stay.

Redfern had become a focal point for political activism long before the more well-known movements of the 1960s and 70s. William (Bill) Ferguson, the founder of the Aborigines Progressive Association, and the leader of important civil rights actions such as the 1938 National Day of Mourning, held a number of meetings at Redfern Town Hall, and the former Boot Trade Union Hall at 122 Eveleigh Street.⁸⁶

When Aboriginal people began to organise politically from the 1920s, there were often sympathetic white people to help in the struggle, many of them trade unionists. During the period from 1950 to 1967, unions and Aboriginal organisations worked closely to build momentum to the 1967 Referendum on Citizenship Rights and Commonwealth control of Aboriginal affairs.

⁸¹ Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', Report for the City of Sydney Council, 2021, p. v.

⁸² Heiss, 'Aboriginal labour in Sydney', Barani, City of Sydney, online.

⁸³ George Morgan in Cinetel Productions, 'Waterloo Stories', Report for Land and Housing and Family and Community Services, 2017, p. 28.

⁸⁴ Heidi Norman Interview on ABC 'Speaking Out', 23 August 2009.

⁸⁵ Gary Foley, interview in The Redfern Story (2014) documentary, quoted in Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', Report for the City of Sydney Council, 2021, p. xi.

⁸⁶ Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', Report for the City of Sydney Council, 2021, p. xii.

In 1944, Bill Onus co-founded the Redfern All-Blacks Rugby League team. By 1946 they had made the finals. Redfern All Blacks has been central to the social, cultural and political history of Aboriginal Redfern. Throughout the 1950s and 1960s the Redfern All-Blacks also played a role in political activism and community organisation, notably by the activist Ken Brindle. Ken was involved in a range of community activities, including proposals to the Council for Aboriginal Affairs for a community centre. Similarly, Brindle, in organising the New Zealand tours, saw them as cultural exchanges and community development. Ken Brindle saw Redfern All Blacks as a means to build community and cultural capacity and pride. The football teams carried with them far greater significance – they were vehicles for community development and the re-forming of new communities. After the 1967 Referendum, people were more able to travel and came to Redfern, many searching for relatives taken during the period of the Stolen Generations. Many men could arrive and pick up some part time employment playing rugby league.⁸⁷

By the 1960s, the Aboriginal population around Redfern numbered over 12 000, swelling to 35,000 in the 1970s. From the 1960s, Redfern was the centre of the urban Aboriginal civil rights movement in Australia. The establishment of Aboriginal-founded and controlled services in the 1970s, such as the Aboriginal Medical Service, the Aboriginal Legal Service and the Aboriginal Housing Company, provided inspiration for self-determination for many Aboriginal communities nationwide.⁸⁸

A collection of streets opposite Redfern Station known as ‘the Block’ became the site of the first Aboriginal housing companies in NSW. The Block included Caroline, Eveleigh, Vine and Louis Streets. It was where a number of Aboriginal extended families had moved during the 1930s Depression. It became the subject of large protests, starting in the early 1970s, when landlords in the area conducted a campaign of evicting all Aboriginal residents.

A group of campaigners, led by Bob and Kaye Bellea, successfully lobbied the Whitlam government for a grant which allowed the Aboriginal Housing Company (AHC) to commence purchasing houses in 1972. Police harassment and violence was a key driver behind the establishment of the Aboriginal Legal Service and other community-controlled organisations, and Aboriginal activism generally.⁸⁹

Redfern served as inspiration for self-determination among other Indigenous communities around Australia. In 1972 a group of Redfern-based Aboriginal activists established a protest camp for justice and land rights, on the lawns of Parliament House in Canberra. This ‘Aboriginal Tent Embassy’ was a critical political action in the broader Aboriginal struggle.

Other arts and cultural organisation began to flourish. In 1978, Radio Redfern, housed at the Black Theatre (now Gadigal House) provided a voice for Aboriginal people in Redfern. Aboriginal Redfern was a key birthplace of important contemporary artistic and cultural movements including Aboriginal theatre, dance, music, art, radio and film. It was the place where Aboriginal people came together to hold significant meetings, such as the first NSW Aboriginal Land Council meeting, and attend large social events, such as the Koori Knockout.⁹⁰

⁸⁷ Hoff, ‘Redfern Oral History’, A History of Aboriginal Sydney, online; Norman, Aboriginal Rugby League in Sydney, Dictionary of Sydney, 2011.

⁸⁸ Na., ‘This is the story of Redfern’, NIAA online; Artefact Heritage, ‘Central Renewal Project – Aboriginal Cultural Heritage Study’, 2022, p. 32.

⁸⁹ Cox, Inall, Ridgeway, ‘Brief Aboriginal history of the Botany Road Corridor and Surrounds’, pp, xii-xiii

⁹⁰ See Johanna Perheentupa, *Redfern: Aboriginal Activism in the 1970s*.

3.1.10 Public Housing and gentrification

During the 1960s the Housing Commission started addressing the problem of inner-city 'slums', which involved evicting and knocking down existing low-quality housing, rezoning or sub-dividing land to attract private development, and establishing new high-rise, higher-density public housing. The construction of the 29-storey Matavai and Turanga towers in Waterloo in 1977 was part of this 'urban renewal' process.⁹³

Throughout the 1980s and 1990s there was intense police harassment of Aboriginal people in Redfern-Waterloo. Many Aboriginal people tell stories of being constantly watched and stopped by police just because they were black. Police would wait outside pubs and arrest people en-masse for 'drunkenness'. With many people in Redfern-Waterloo part of the Stolen Generations who were removed from their families by police, there was a great distrust in them.⁹⁴

With an economic downturn in the late 1980s, by the 1990s, a vicious cycle drugs and crime took hold in The Block. Many drug dealers from outside the area targeted the Community. Government policies had little effect. Community rallies against police crackdowns and government intervention occurred. Tensions grew when young Aboriginal men were killed by police. Things came to a head in the Redfern Riots in 2004 with images broadcast across the nation. At this point Aboriginal Community leaders came together and demanded their involvement in making change in the community. REDWatch was formed (Redfern-Eveleigh-Darlington-Waterloo) from Community members both to monitor the situation for Aboriginal people, as well as the police and government actions in the area.⁹⁵

From the early 2000s, the Aboriginal and Torres Strait Islander population of the area began to decrease, as new residential development replaced industrial land uses. Aboriginal people began to move further to the inner west and southwest and western Sydney – sometimes by choice, but more often forced through state social housing policy, as well as looking for work and the increasing cost of living in the city area. As the inner city became increasingly gentrified, Redfern and Waterloo housing and rent prices grew and the number of Aboriginal families living in the area continued to decline. A 2021 Census estimate for the Waterloo and Redfern areas was 834 people.⁹⁶

Public spaces around the Redfern area have played key roles in Aboriginal protests in Sydney. Redfern Oval marked the beginning point of the 1988 Bicentenary demonstration, which saw thousands of Australians marching to protest the colonial origins of Australia Day. Prime Minister Paul Keating chose Redfern as the location for his famous Redfern Speech in 1992. Belmore Park was also frequently utilised as a gathering place for protests and marches, with the last major events held in relationship to the Apology to Australia's Indigenous Peoples Speech by Prime Minister Kevin Rudd in 2008 and the Black Lives Matter protests in 2020.⁹⁷

Redfern and surrounds still remain important to Aboriginal people. Radio Redfern is now Koori Radio, based out of the same building, but now a voice to more than 100,000 Aboriginal people across greater Sydney (Figure 21). The annual Yabun Festival celebrates Indigenous culture, music and community in a hugely successful event (Figure 22). Today Aboriginal Redfern continues to be a key urban centre of Aboriginal and Torres Strait rights and identity. Aboriginal and Torres Strait Islander people live, work, study in or visit the area. Important Aboriginal and Torres Strait Islander organisations, services, cultural bodies and businesses continue to be based in the area, including those that grew from the historic first organisations formed there. Many Aboriginal people continue to travel to Redfern

⁹³ Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', p. xv.

⁹⁴ Will Gordon and Jinny-Jane Smith in Cinetel Productions, 'Waterloo Stories', Report for Land and Housing and Family and Community Services, 2017, pp. 31-32.

⁹⁵ Geoffrey Turbull in Cinetel Productions, 'Waterloo Stories', Report for Land and Housing and Family and Community Services, 2017, p. 61.

⁹⁶ Cox, Inall, Ridgeway, 'Brief Aboriginal history of the Botany Road Corridor and Surrounds', p. xvii.

⁹⁷ Artefact Heritage, 'Central Renewal Project – Aboriginal Cultural Heritage Study', 2022, p. 32.

to access Community-controlled organisations, attend events, connect with family and friends, and to maintain and pass on connections with the history and significance of the area.⁹⁸



Figure 21: View of terrace houses along Cope Street, Redfern 1989. Note the graffiti showing the Aboriginal flag and sign for Radio Redfern⁹⁹



Figure 22: Crowd watching the performances at Yabun, Redfern Park 2005¹⁰⁰

⁹⁸ Murawin, 'Waterloo Estate Connecting with Country Framework', 2023 p. 21.

⁹⁹ View looking east to terrace houses, Cope Street Redfern, 1989 (19/10/1989), [A-00020805]. City of Sydney Archives.

¹⁰⁰ Crowd watching the performances at Yabun, Redfern Park Redfern, 2005 (01/01/2005 - 31/12/2005), [A-00065503]. City of Sydney Archives.

3.2 European histories

3.2.1 Early European exploration of Waterloo

European exploration of Gadigal Country, including the lands of Redfern and Waterloo, occurred a short time after British colonisation and invasion of *Warrane* (Sydney Cove—modern Circular Quay) in 1788 by Captain Arthur Phillip. Aboriginal people and communities were periodically displaced from their land following this illegal invasion and violent occupation of sovereign land during the frontier wars. They had a deep connection with the land and engaged in sustainable hunting of the wildlife and regenerative agricultural practices to conserve and maintain the natural resources of the land. By contract, early European explorers described the land around the Waterloo region as being very poor and not suitable for settlement or industrial development due to the swampy land and limited transport development in the area.¹⁰¹

3.2.2 The establishment of Botany Road

Aboriginal pathways were often turned into roads by colonisers from the 1790s. Pathways crisscrossed the entire Sydney region and often followed the best travel routes. These pathways were often maintained by Aboriginal people through burning practices. Aboriginal people would have walked along what became the road to Botany Bay just west of the study area at Waterloo for thousands of years.¹⁰² Botany Road, one of the colony's earliest major routes, was originally a dirt track that was established from c.1799 and commonly used by government parties, hunters, and fisherman. The dirt track was formalised and renamed Botany Road in the 1840s. Botany Road was likely the only indication of European settlement in this region as it traversed the wilderness, marked by a sparse distribution of small industries along the edge of the swamps.¹⁰³ The road provided access to a water-powered flour mill erected by William Hutchinson, Daniel Cooper, and others in Waterloo in the 1810s.

3.2.3 William Hutchinson and the Waterloo Estate, John Thomas Campbell and the Mount Lachlan Estate, and Daniel Cooper and the Cooper Estate

The earliest detected land grant within the study area was granted unto William Hutchinson on 27 May 1823 and included a 1,400 acre land package which was named the Waterloo Estate (Figure 23). A short time after, John Thomas Campbell was granted a land package of 185 acres on 30 June 1825 which was named the Mount Lachlan Estate (Figure 24). The land grants of Hutchinson and Campbell were issued and signed by the Governor of NSW at the time Thomas Brisbane – the successor of Governor Lachlan Macquarie. The Undated Parish of Alexandria plan shows that the larger western portion of the study area was located in the Hutchinson grant and the smaller eastern portion was located in the Campbell grant (Figure 25). Daniel Cooper, a former convict-turned businessman, acquired the Waterloo and Mount Lachlan Estate which totalled around 1,585 acres of land. Daniel Cooper's consolidated land package became known as the Cooper Estate and was retained by the Cooper family until the 1890s.¹⁰⁴

¹⁰¹ Cinetel Productions Pty Ltd (2017).

¹⁰² Meadows, 'Aboriginal History of the Waverley Area', p. 2; Smith, Keith Vincent. "Moorooboora's Daughter". National Library of Australia News 16.

¹⁰³ Karskens and Rogowsky (2004): P. 55, 57.

¹⁰⁴ Cinetel Productions Pty Ltd (2017); Daniel Cooper, Australian Dictionary of Biography, Daniel Cooper; Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement.

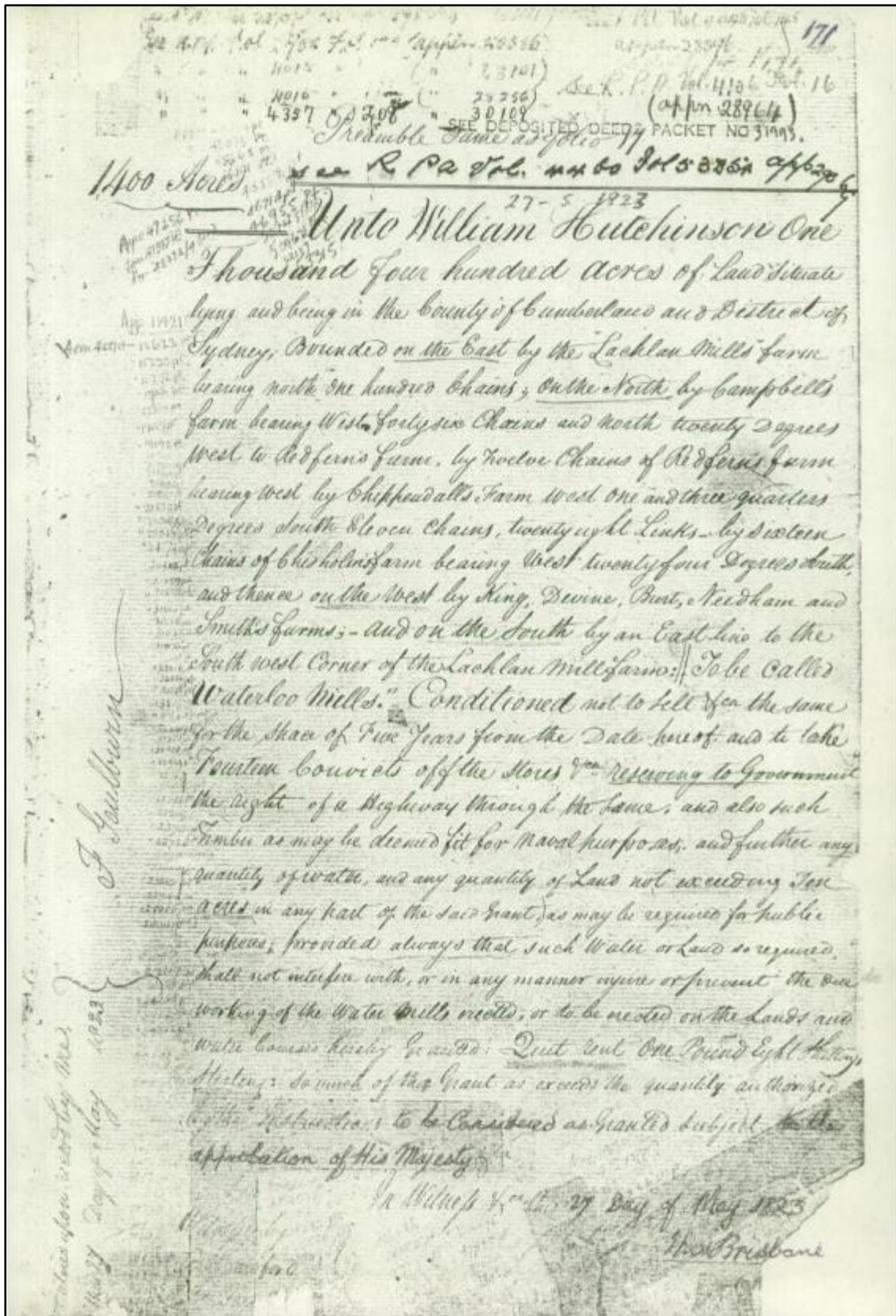


Figure 23: Land grant unto William Hutchinson for 1,400 acres of land¹⁰⁵

¹⁰⁵ Historical Land Records Viewer.

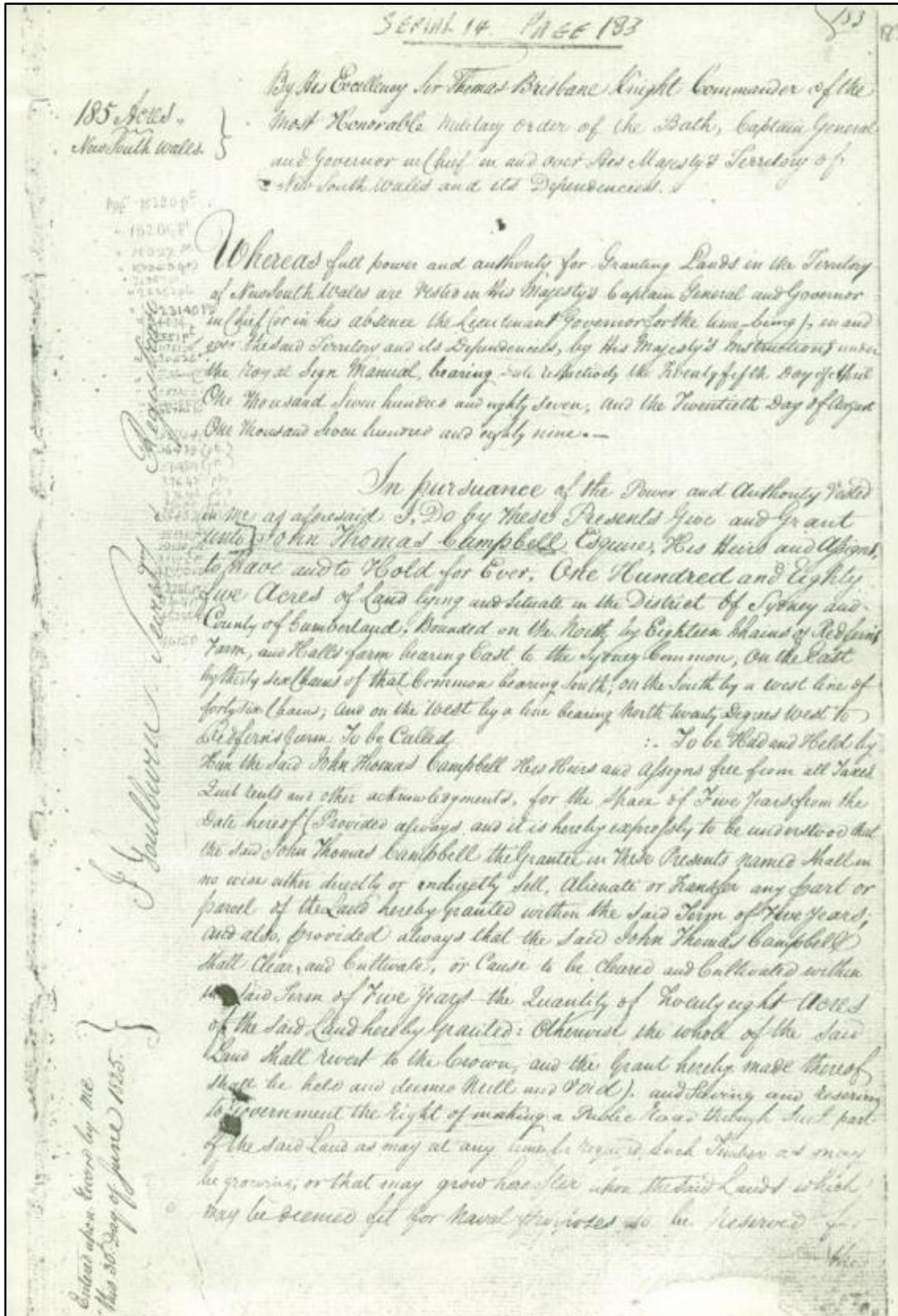


Figure 24: Land granted unto John Thomas Campbell for 185 acres of land¹⁰⁶

¹⁰⁶ Historical Land Records Viewer.

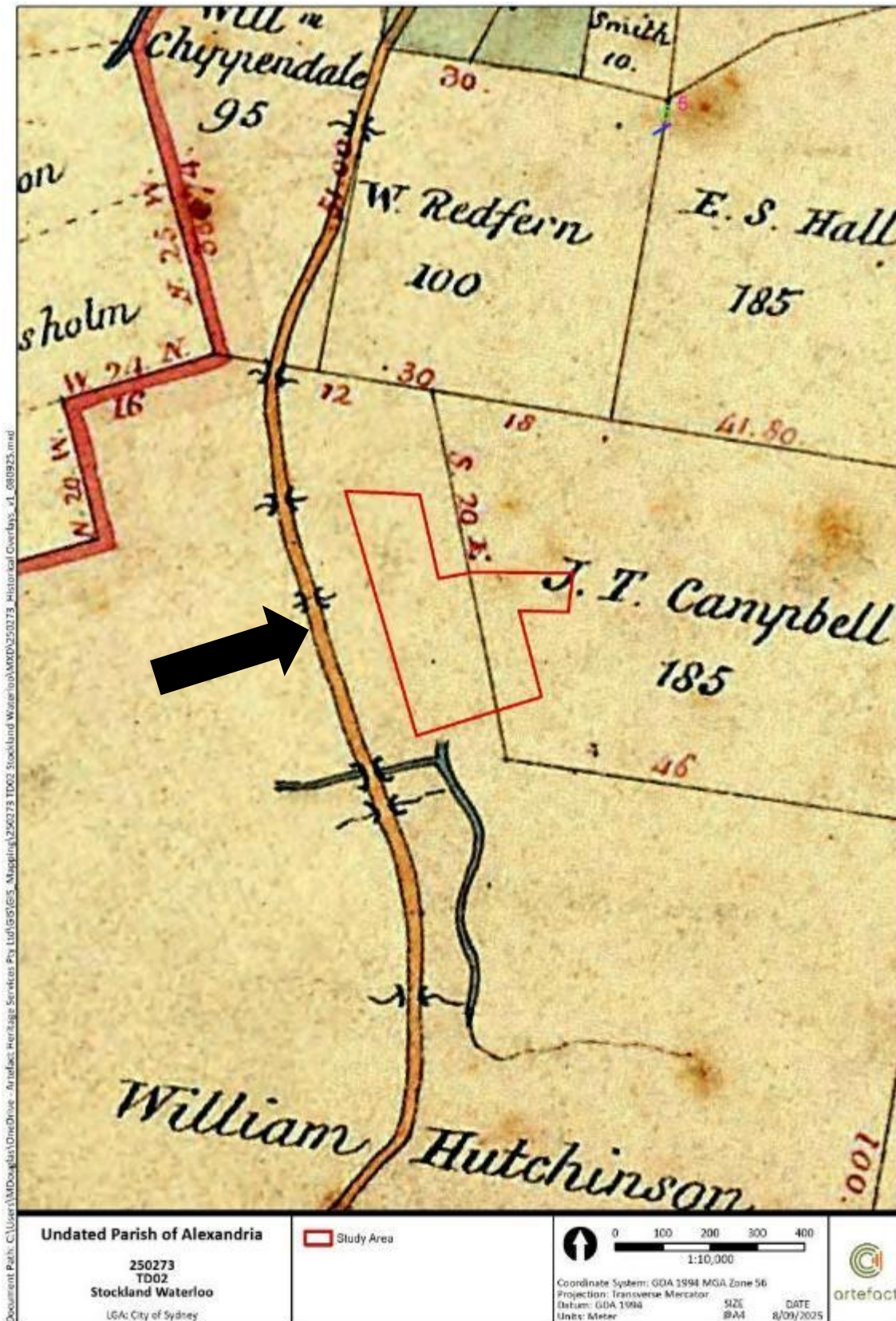


Figure 25: Undated Parish of Alexandria plan with the study area in red. Note that the Botany Road corridor is identified by the black arrow to the west of the study area¹⁰⁷

¹⁰⁷ Historical Land Records Viewer.

3.2.4 Early to mid-nineteenth century industrial development in Waterloo

During the nineteenth century, the Waterloo area was positioned on the periphery of the expanding city of Sydney and was perceived as a wilderness and wasteland. For this reason, early-nineteenth century industrialists established industries in this area including, but not limited to, tanneries, brickworks, soap works, candle making, fellmongeries, and wool washing and spinning. These labour-intensive industries required a sizable workforce supplied by people living nearby in working class villages and small cottages.¹⁰⁸

Wool washing and fellmongering were operational in the Waterloo Swamps area, which had outlets into Shea's Creek, from the early nineteenth century.¹⁰⁹ As early as 1815, the ample water supply from ponds and swamps in the Waterloo area attracted industries that required substantial quantities of water, such as grain grinding, cloth milling, wool preparation, and tanning (Figure 26-Figure 29). In 1821, Daniel Cooper, William Hutchinson, and Samuel Terry formed the firm Hutchinson, Terry & Co. (also known as the Waterloo Co.). Each of these individuals had arrived in the colony as convicts but became prosperous businessmen and landowners after receiving pardons. In 1820, the Waterloo Co. established a water-powered flour mill on Crown land in Waterloo; however, in 1825, the company was acquired by Daniel Cooper and Solomon Levey, subsequently becoming known as Cooper & Levey.¹¹⁰

Following the enactment of the English Public Health Act of 1848, the NSW Parliament introduced legislation in the same year to prohibit noxious industries and trades within the city. From this period, additional industries began relocating to the Waterloo and Alexandria region, adding to their reputation as a polluted industrial working class areas. One such establishment was Hinchcliff's Waterloo Mills Wool washing industry that was established in 1848 to the south of the study area (Figure 29-Figure 31). The earlier establishment of Botany Road also opened up further access to the industry boom in this region, which already had some noxious industries established earlier in the century.¹¹¹



Figure 26: Swampland with early industrial development, Waterloo¹¹²

¹⁰⁸ Cinetel Productions Pty Ltd (2017).

¹⁰⁹ Karskens & Rogowsky 2004: 33-34; AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹¹⁰ AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹¹¹ Karskens & Rogowsky 2004: 33-34; AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹¹² State Library of NSW; Cinetel Productions Pty Ltd (2017).



Figure 27: 1820-1840 Plan of the Waterloo Estate with the study area outlined in red. Note that Hinchcliff's Waterloo Mills Wool Washing is identified by the black arrow and the Mount Lachlan Estate is identified by the yellow arrow¹¹³

¹¹³ National Library of Australia.



Figure 28: 1850s sketch shewing the water reserve and the country between Sydney and Botany with the study area outlined in red¹¹⁴

¹¹⁴ National Library of Australia.

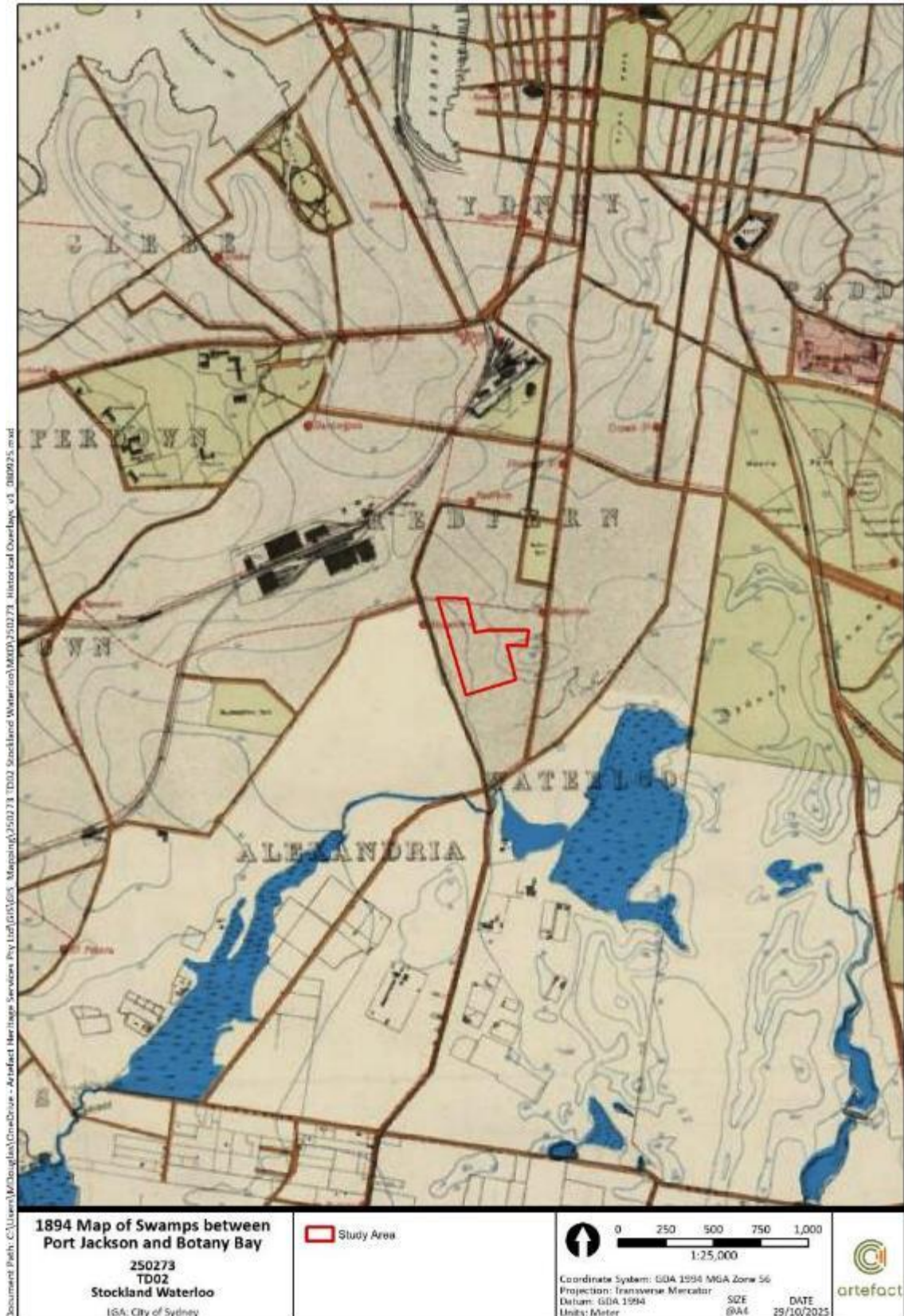


Figure 29: 1894 Map of Swamps between Port Jackson and Botany Bay with the study area outlined in red¹¹⁵

¹¹⁵ State Library of NSW.

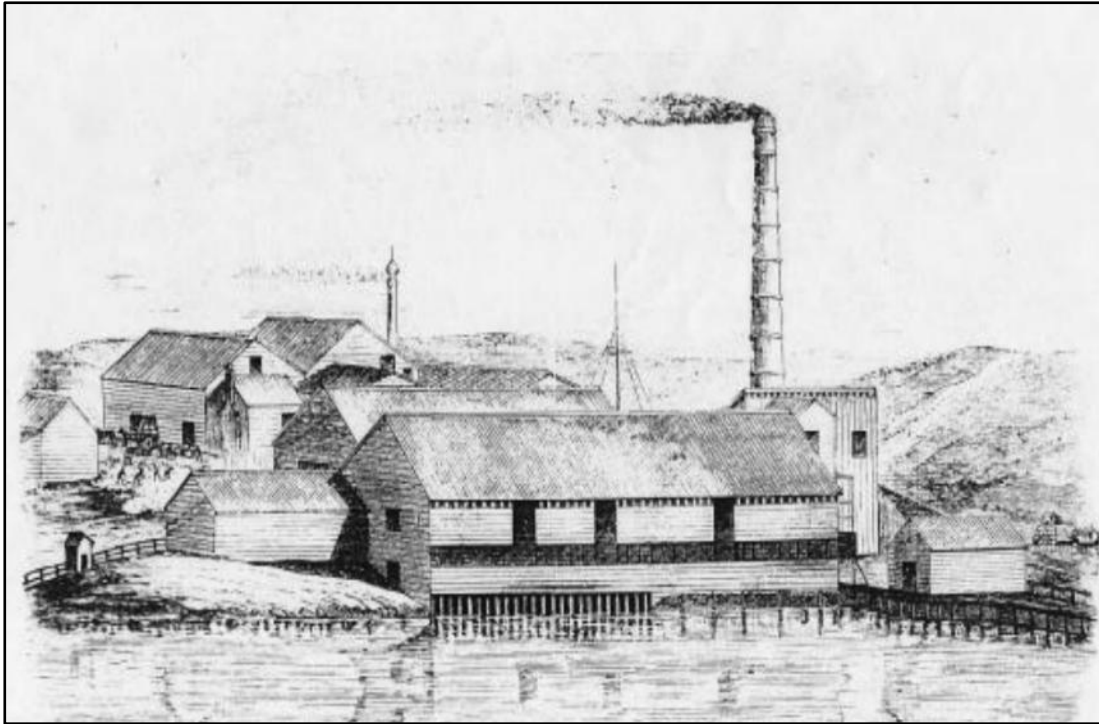


Figure 30: 1877 sketch of Hinchcliff's Waterloo Mills establishment at the Upper Dam¹¹⁶

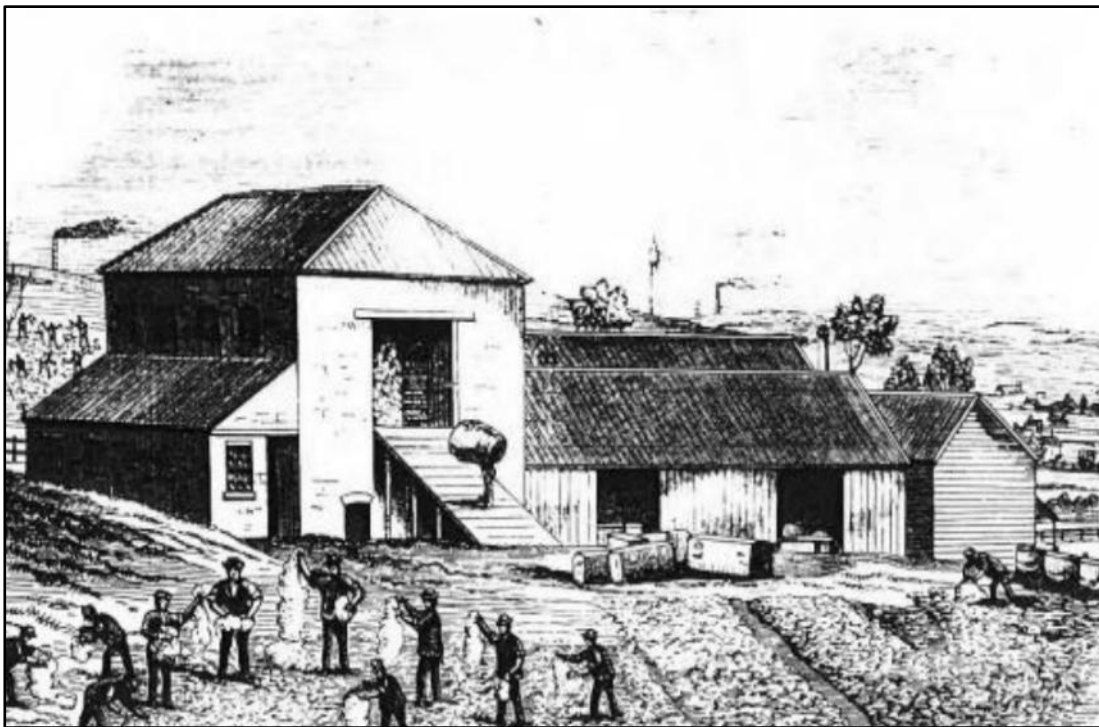


Figure 31: 1877 sketch of Hinchcliff's Waterloo Mills establishment at the Lower Dam¹¹⁷

¹¹⁶ The Waterloo Mills Woolwashing Establishment. (1877, June 16). *Australian Town and Country Journal* (Sydney, NSW : 1870 - 1919), p. 20. Retrieved October 29, 2025, from <http://nla.gov.au/nla.news-article70602088>.

¹¹⁷ The Waterloo Mills Woolwashing Establishment. (1877, June 16). *Australian Town and Country Journal* (Sydney, NSW : 1870 - 1919), p. 20. Retrieved October 29, 2025, from <http://nla.gov.au/nla.news-article70602088>.

3.2.5 The Waterloo municipality from the mid to late-nineteenth century and the Chinese population

With the introduction of a Municipalities Act in 1858 through the colonial government, there was a great push to amalgamate Redfern and Waterloo Estate. In 1859 the Redfern Municipality was established which spanned from Redfern to Waterloo Dam. However, members soon became frustrated as no improvements were made in the Waterloo area with all the monetary funds spent in Redfern. In 1860 a break occurred, and a separate Waterloo Municipality was established by Governor Sir William Thomas Denison with around 1,500 residents.¹¹⁸ The Waterloo municipality was the area essentially bounded by Philip Street in the north, South Dowling Street in the east, Gardeners Road in the south, and Botany Road in the west.¹¹⁹ Some of the first Waterloo municipality meetings were in a building on the corner of Wellington Street and Botany Road – the site of the Cauliflower Hotel – and in a cottage opposite the hotel.¹²⁰

The major subdivisions in Waterloo began to develop from this mid-nineteenth century period onwards, with Daniel Cooper selling leases of sections on his land. These parcels of land were leased or purchased by land and investment banking companies. These companies acquired the land to resell it as housing, primarily to poor, unskilled working families and individuals of Chinese and other ethnic backgrounds for small rent fees (Figure 32).¹²¹

The formation of a council, equipped with the authority to levy rates and enhance the overall infrastructure of Waterloo, prompted the Cooper family to further subdivide the Waterloo Estate. While a significant portion of the land was initially offered as leasehold, from the latter half of the 1880s through the 1890s, considerable sections of the estate were made available (Figure 33). Numerous subdivisions continued to be overseen by Building and Land Investment companies, which provided land with minimal deposit requirements and interest-bearing loans.

During the 1870s, Chinese market gardens also emerged along the southern sections of Botany Road and around the Waterloo Swamps.¹²² The Cauliflower Hotel, situated on the east side of Botany Road at the southern corner of Wellington Street, purports to have been a local establishment since this period (Figure 34). This Georgian style building is believed to have been constructed on the site of a former market garden where cauliflowers were cultivated, further illustrating the area's early use for market gardening.¹²³

Chinese grocers and butchers established a significant presence in the area from the late-nineteenth century, contributing to a strong Chinese community. They also constructed their own temple on Retreat Street in the 1900s, which is currently listed as an item of State significance under the SHR (Figure 35).¹²⁴ Initially, the community consisted largely of Chinese men, but over time, they were joined by their families. As a result, local residents became familiar with Chinese traditions and practices. Events such as Chinese New Year were significant celebrations in Waterloo and Alexandria during the early twentieth century. Local newspapers reported that the Dragon Parade would bring traffic to a halt, with Botany Road bustling with people eager to witness the spectacle.¹²⁵

¹¹⁸ Australian Dictionary of Biography, Sir William Thomas Denison.

¹¹⁹ Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹²⁰ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40.

¹²¹ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40.

¹²² Fitzgerald 1987:29, Karskens & Rogowsky 2004:50; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹²³ NSW Government, State Heritage Inventory, Cauliflower Hotel including interior, LEP no. I2070.

¹²⁴ NSW Government, State Heritage Inventory, Yiu Ming Temple, SHR no. 01297.

¹²⁵ Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

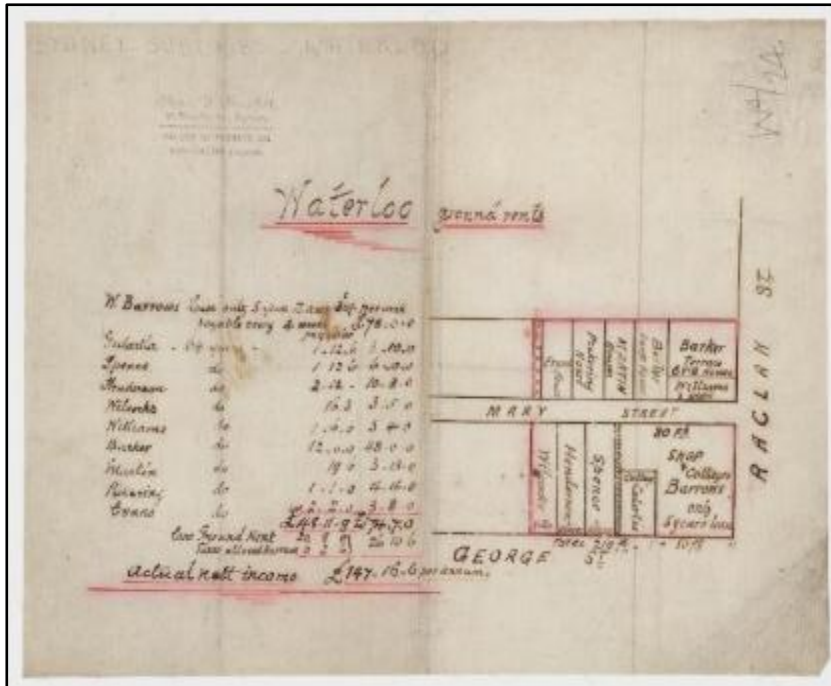


Figure 32: Waterloo subdivision plan showing the plan of allotments and rents charged. Mary Street was located immediately to the east of the study area and was closed and removed as part of the twentieth century social housing developments¹²⁶

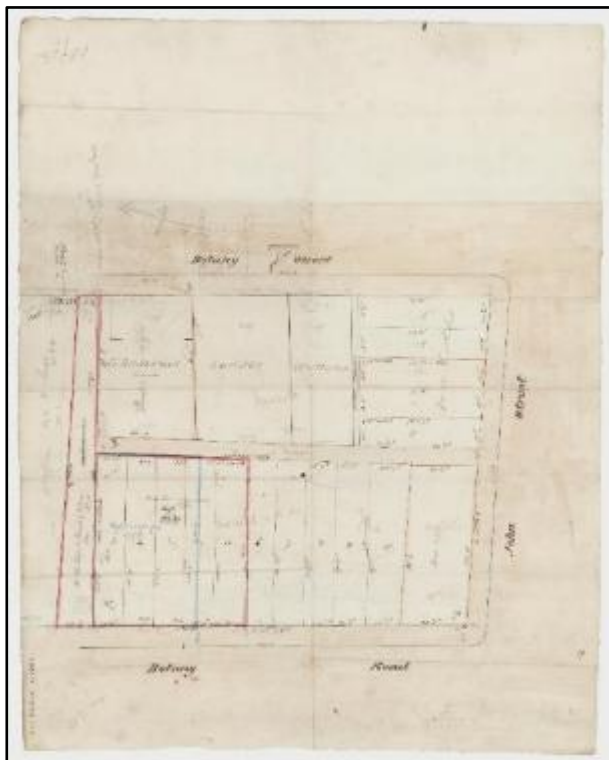


Figure 33: Waterloo subdivision plan showing the late-nineteenth century subdivisions immediately to the west of the study area. Botany Street in the plan is now known as Cope Street¹²⁷

¹²⁶ State Library NSW, Waterloo Subdivision Plans, 021 – Z/SP/W4/24.

¹²⁷ State Library NSW, Waterloo Subdivision Plans, 022 – Z/SP/W4/25.



Figure 34: 1936 image of the Cauliflower Hotel which is located on the corner of Botany Road and Wellington Street, immediately to the west of the study area¹²⁸



Figure 35: Yiu Ming Chinese Temple located to the southwest of the study area¹²⁹

¹²⁸ Time Gents, Australian Pub Project, Established 2013, Market gardener established Waterloo's Cauliflower Hotel.

¹²⁹ NSW Government, State Heritage Inventory, Yiu Ming Temple, SHR no. 01297.

3.2.6 Subdivision and development in Waterloo in the late-nineteenth and early-twentieth century

3.2.6.1 Residential, commercial, industrial, and religious development in the late-nineteenth century

By 1890, the majority of the area enclosed by McEvoy Street, Pitt Street, Raglan Street, and Botany Street (now Cope Street) had been subdivided and developed. The subdivided blocks were labelled as an escape from the surrounding 'slums' of Sydney and were aimed towards the working class of Sydney. However, some vacant plots remained on Wellington Street and within the block bordered by McEvoy, Pitt, John, and Mead Streets. The parcels of land along Botany Road, which now is the site for the Waterloo Metro station, were also fully occupied at this time (Figure 36 and Figure 37). The growth of Waterloo was evident in the population increase from 1,222 in 1861 to 5,762 in 1881, reaching 8,701 by 1891, with approximately 1,700 houses.¹³⁰

Late-nineteenth century historical plans of the area show terraces and standalone cottages throughout the study area, most of which included outbuildings including sheds and backyard toilets. Stables were dispersed across the region, with three substantial stable complexes located between Cooper Street and Botany Street (now Cope Street). A Primitive Methodist Church and School had been constructed at the intersection of Raglan and Botany Street (now Cope Street), and the former Waterloo School for the impoverished (Waterloo Ragged School) was established in 1886 on Botany Street (now Cope Street). The Congregational Church, which still stands today, was situated along Botany Road between Raglan and Wellington Street (Figure 38 and Figure 39).¹³¹ Victorian terrace housing and land division were also prevalent in Waterloo during this period.¹³²

Several hotels were operational in the suburb, including the Prince of Wales, Old Beehive Hotel, Middleborough, Evening Star, and the Cottage of England Hotels, all located on Raglan Street at the corners of Cooper, George, and Pitt Streets, respectively. The Australian Hotel was positioned at the corner of Botany Street (Cope Street) and Buckland Street (Wellington Street), the Duke of Wellington was at the corner of George and Buckland (Wellington) Streets, the Duke of Denmark at the corner of Buckland (Wellington) and Pitt Streets, and the Cheerful Home Hotel at the corner of George and John Streets. Of these, only the Duke of Wellington Hotel remains extant (Figure 40 and Figure 41).¹³³

The Duke of Wellington Hotel

The Duke of Wellington Hotel is first documented in the Sands Directory in 1876, with Peter Brown listed as the licensee, and it also appears as a notable historical development on the 1890s Parish of Alexandria plan (Figure 41). By 1882, Thomas M. Judd had taken over as the licensee. According to the 1886 Licensed Victualler's Directory, William Roff was the licensee at that time. Edward Francis held the licence in 1892 and 1900, followed by John Cotter in 1910, Herbert Niech in 1920, George Malham in 1927, and E.R. Glasheen in 1948. The Building Inspectors Survey of 1958 still lists E.R. Glasheen as the licensee. Modifications to the hotel were made in 1954, 1962, 1982, and 1983.¹³⁴

¹³⁰ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹³¹ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹³² NSW Government, State Heritage Inventory, Terrace Houses.

¹³³ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹³⁴ NSW Government, State Heritage Inventory, Duke of Wellington Hotel including interior.

The original Duke of Wellington Hotel was constructed on the site in 1876. The current structure, which replaced the original, dates back to 1929 and showcases the inter-war free classic architectural style. Archival records indicate that minor alterations and renovations were made to the hotel from the mid to late twentieth century which included the addition of a beer garden which was added in 1964.¹³⁵

Former Waterloo Pre-School (Waterloo Ragged School)

The building was erected in 1870 as a Congregational Chapel and, within a decade (by 1880), Sand's Directory records it as a Congregational School under the leadership of W.H. Cole, a teacher. By 1886, the property was identified in Sands as a Congregational Meeting House. However, in 1887, it was listed as a school operated by the Sydney Ragged Schools, with Miss Isabella Browne as the teacher. It is worth noting that early church congregations often faced financial constraints and utilised the same building for worship on weekends and as a school during weekdays. The Sydney Ragged Schools collaborated closely with volunteer educators and philanthropic organisations, particularly churches, which were the primary providers of

until the enactment of the Public Instruction Act of 1881, which established the New South Wales state education system. The Ragged Schools continued to offer education to disadvantaged children well into the 20th century.¹³⁶

Towards the end of the 19th century, inner suburbs of Sydney, such as Waterloo, were predominantly populated by the working poor, mainly factory workers. Child labour was inexpensive and widespread, and the necessity for children to contribute financially to their families often discouraged formal education. Even following the 1881 Public Instruction Act, many inner-city children remained uneducated, working instead in factories and shops. The Sydney Ragged Schools, with the Governor as patron, were established in impoverished areas to provide free education to children from the poorest districts of Sydney. In 1890, Sand's Directory listed three Ragged Schools: the Waterloo School, and schools on Harrington Street and Kent Street in Sydney's Rocks area (Figure 39 and Figure 41).¹³⁷

By 1918, the property and school at Waterloo were managed by William McNeill as the Kindergarten School. By 1928, McNeill was still recorded as the occupant, although ownership had transferred to the Sydney City Mission. The building continued to serve as a Kindergarten under the Sydney City Mission until December 1997. It was subsequently purchased by a new owner in July 1998 and is now utilised as a private residence and home business premises.¹³⁸

¹³⁵ NSW Government, State Heritage Inventory, Duke of Wellington Hotel including interior.

¹³⁶ NSW Government, State Heritage Inventory, Former Waterloo Pre-School (225 Cope Street) Including interior; Eureka Henrich, Ragged Schools in Sydney.

¹³⁷ NSW Government, State Heritage Inventory, Former Waterloo Pre-School (225 Cope Street) Including interior; Eureka Henrich, Ragged Schools in Sydney.

¹³⁸ NSW Government, State Heritage Inventory, Former Waterloo Pre-School (225 Cope Street) Including interior; ; Eureka Henrich, Ragged Schools in Sydney.

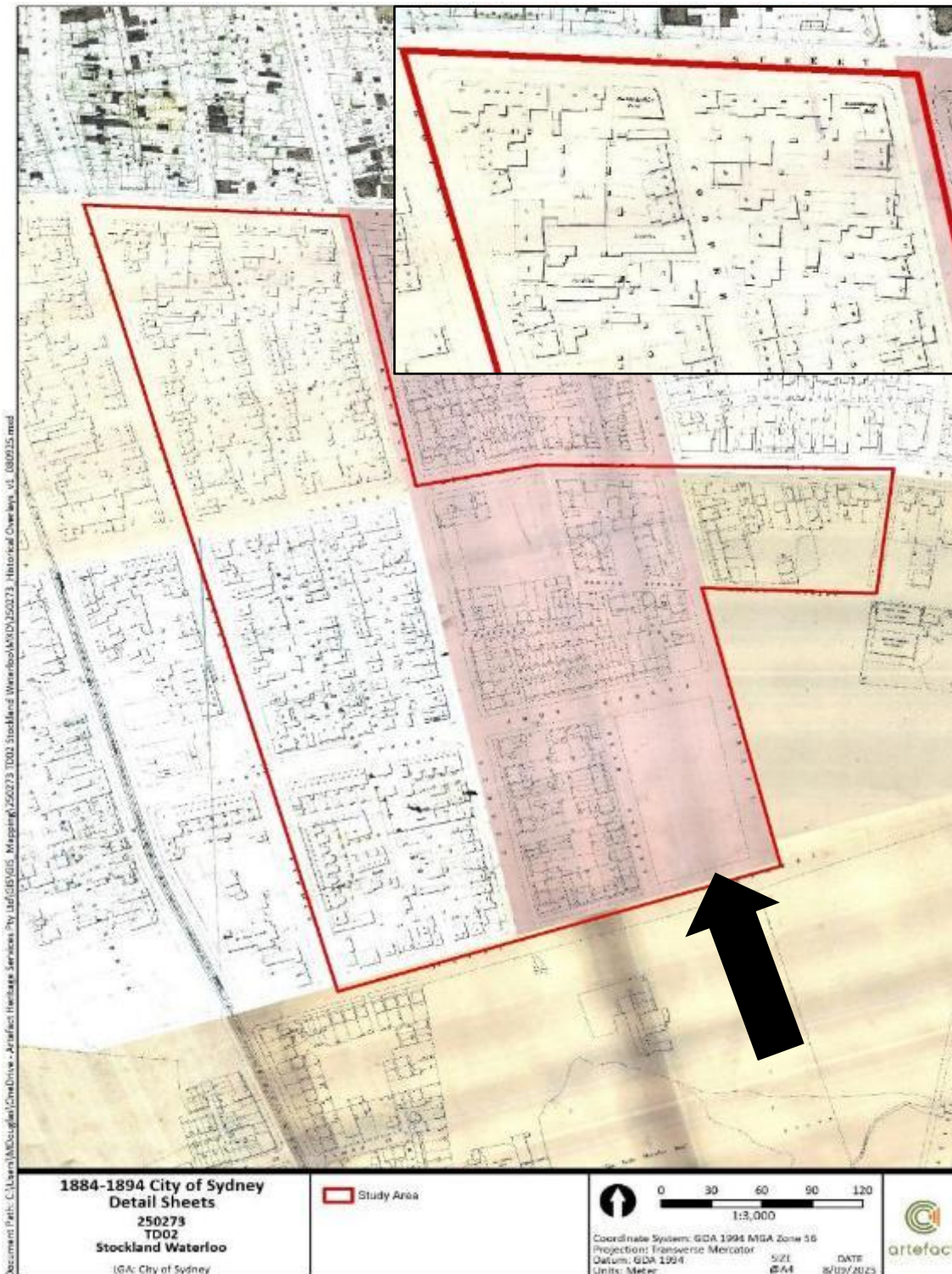


Figure 36: 1884–1894 City of Sydney Detail Sheets with the study area outlined in red. Note the substantial development along Botany Street (now Cope Street), Cooper Street, and George Street, and the limited development in the southeast corner of the study area (shown by the black arrow). The northern portion of the study area shows the cottages and terraces with outbuilding and backyard toilets¹³⁹

¹³⁹ City of Sydney Archives.

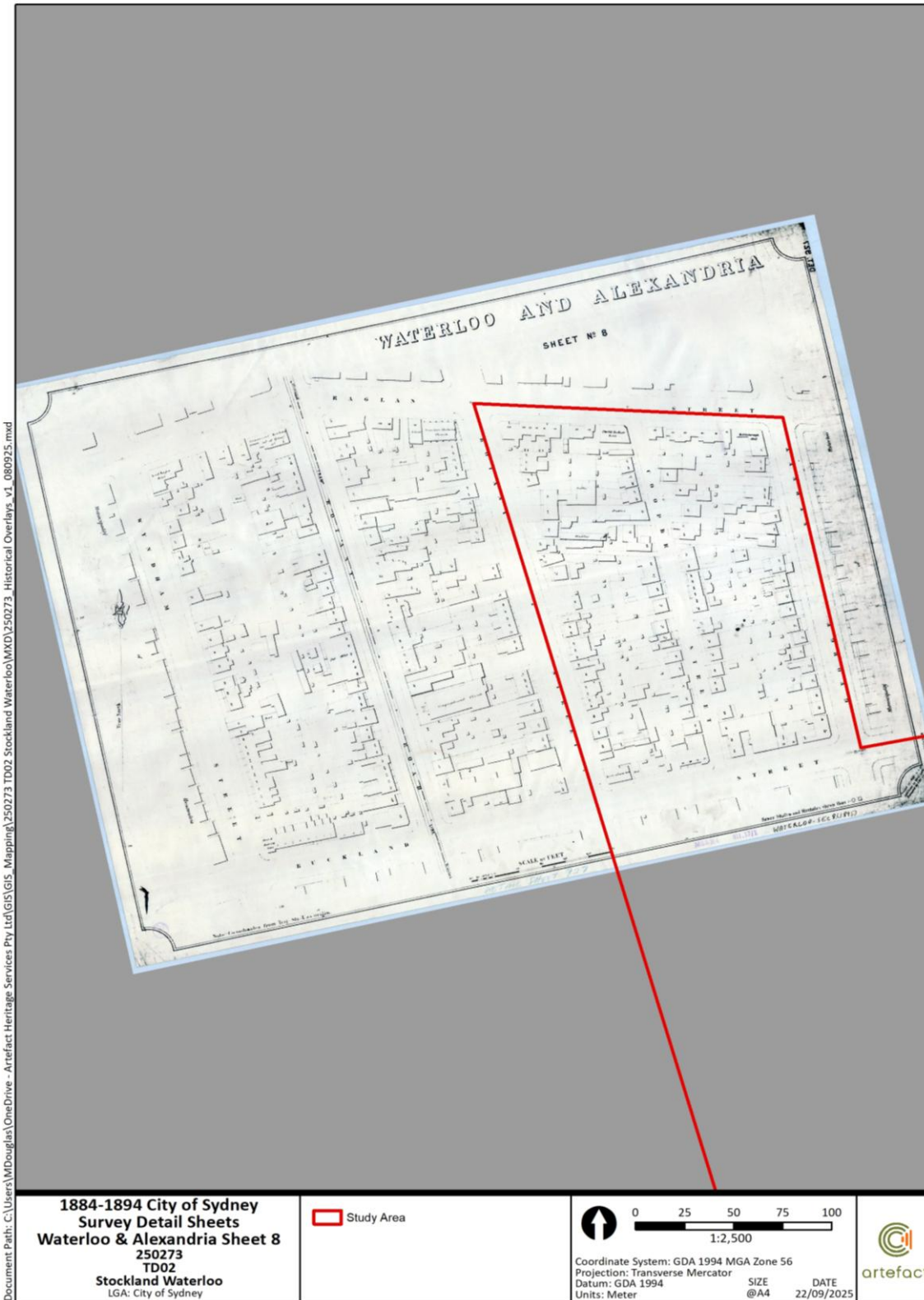


Figure 37: 1884–1894 City of Sydney Detail Sheets with the northern portion of the study area outlined in red. Note the number of residential and commercial buildings with outbuildings in the study area¹⁴⁰

¹⁴⁰ City of Sydney Archives.

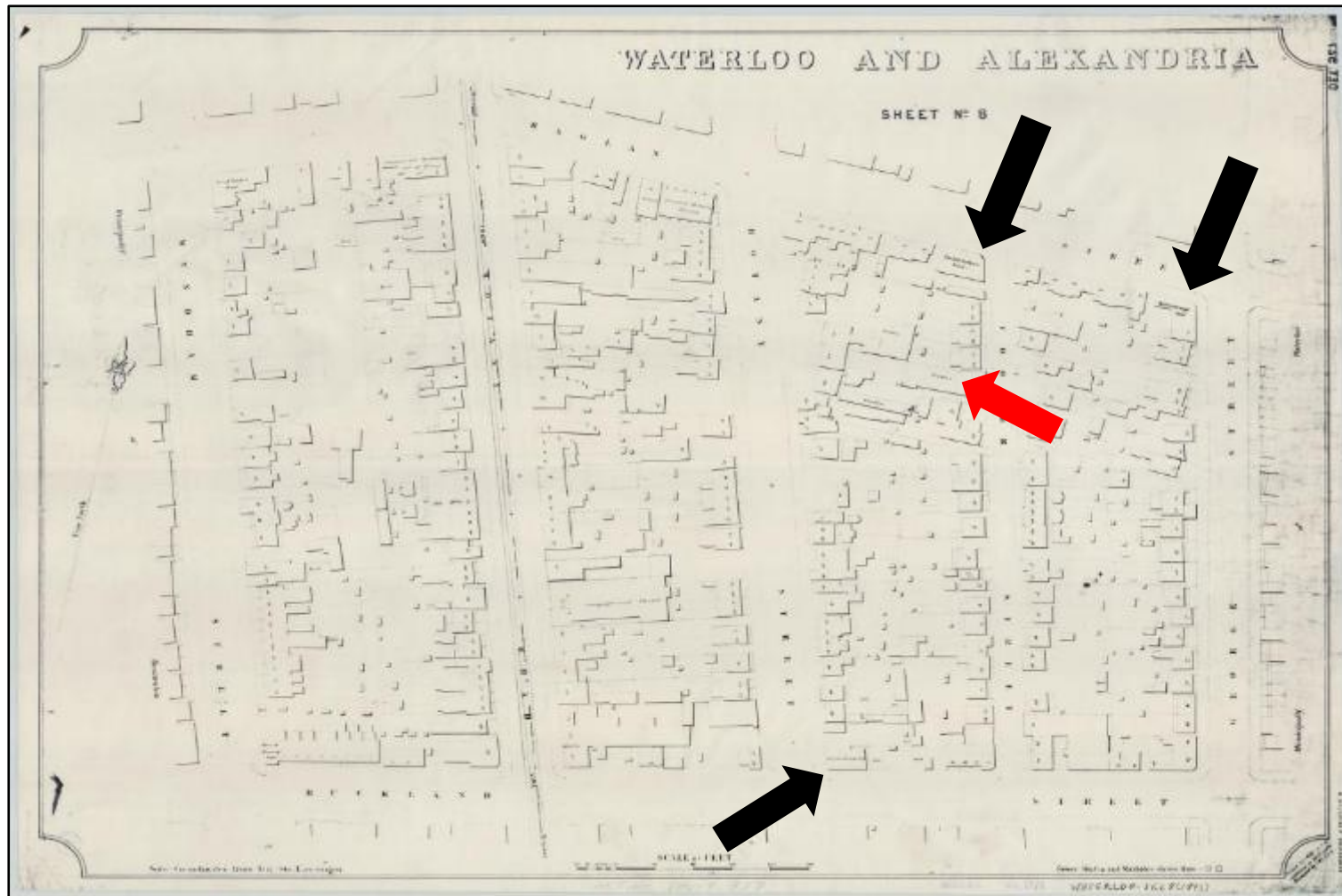


Figure 38: 1880s–1890s Metropolitan Detailed Series Sheet no 8 showing the hotels (identified by the black arrows), stables (identified by the red arrow), and developments within the northern portion of the study area¹⁴¹

¹⁴¹ State Library, NSW.



Figure 39: 1880s–1890s Metropolitan Detailed Series Sheet no 8 showing the developments within the southern portion of the study area. Note the former Waterloo School identified by the black arrow¹⁴²

¹⁴² State Library, NSW.



Figure 40: 1887 Map of Sydney with the study area outlined in blue¹⁴³

¹⁴³ John Sands & Company, *City of Sydney & Suburbs, 1887: Single sheet (01/01/1887 - 31/12/1887)*, [A-00880474]. City of Sydney Archive.

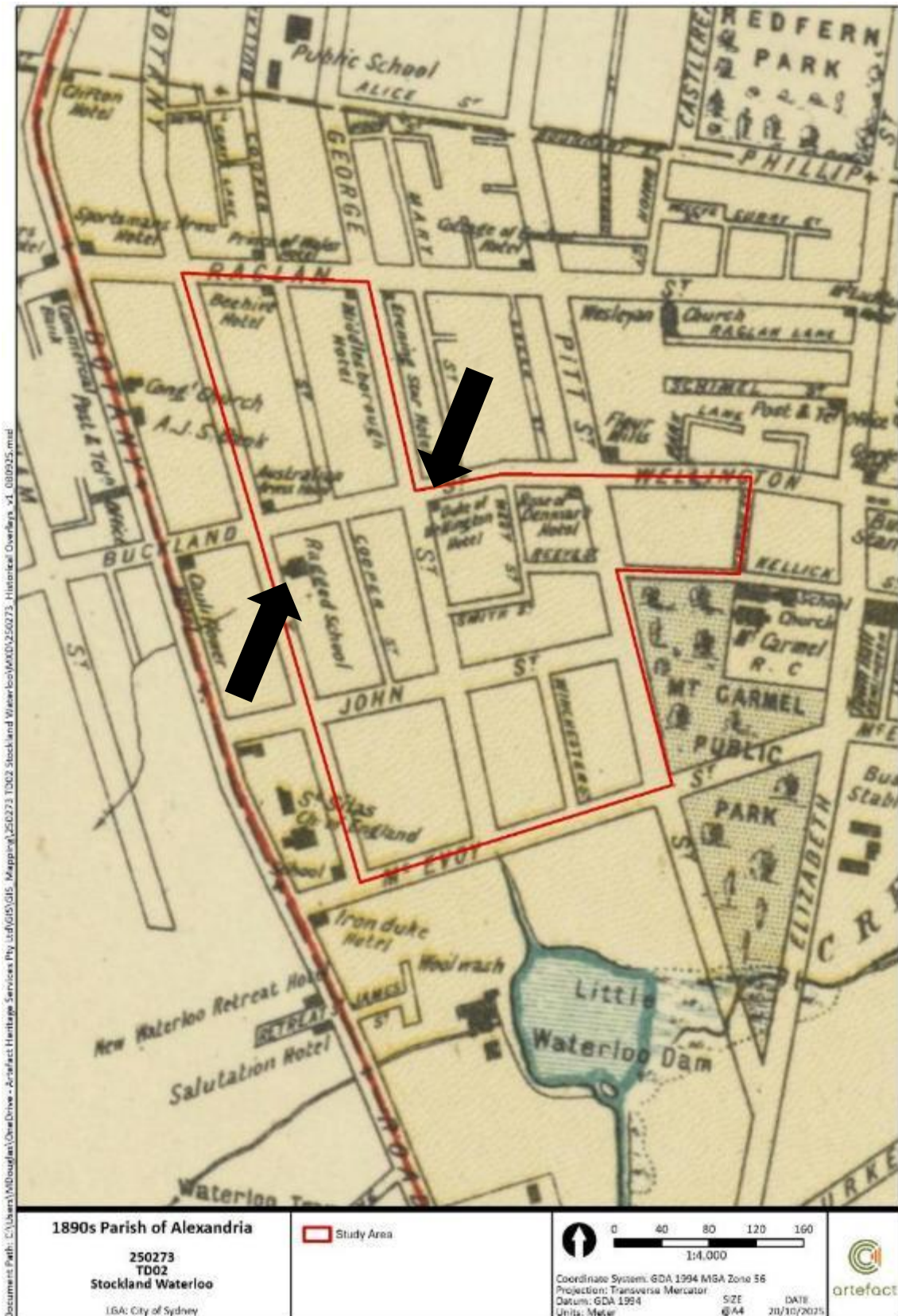


Figure 41: 1890s Parish of Alexandria plan with the study area outlined in red. Note the Duke of Wellington Hotel and the Waterloo Ragged School identified by the black arrows¹⁴⁴

¹⁴⁴ National Library of Australia.

3.2.6.2 Waterloo in the early-twentieth century

By the dawn of the twentieth century, Waterloo had firmly established itself as a working-class suburb, with numerous nearby industries and commercial outlets employing the majority of its residents who mostly worked as factory hands and unskilled labourers. The speculative construction boom of the 1880s and 1890s – due to the improvements in transport and sewage and reticulation of water – had filled much of the open space, although the quality of housing varied significantly. Many of the smaller cottages and early terraces lacked running water in the kitchens, and most had backyard toilets with nightsoil collection still in use, making disease a significant concern. The development in the area was characterised by industry, commercial, terrace housing, and cottage developments.¹⁴⁵ The 1917 Map of Sydney also shows that major developments to the south of the study area were present during this period (Figure 42).

The outbreak of the bubonic plague in Sydney in 1900 highlighted issues with rubbish and rats, with Redfern and Waterloo recording 37 cases and 11 deaths, the second-highest concentration outside the city wharf area.¹⁴⁶ Inspections conducted during the plague clean-up in Waterloo revealed poorly maintained and structurally unsound homes with leaking roofs, inadequate ventilation, poor drainage, and insufficient sanitation, water, and sewerage connections. Like many other parts of the city at the time, these areas were labelled as slums by the authorities, a stigma that proved difficult to shake. As early as 1928, newly appointed City Commissioners began to openly discuss extensive demolitions and renewal projects for Waterloo and surrounding suburbs.¹⁴⁷

The slum reputation was reinforced as a recession in the mid-1920s was followed by the Great Depression from 1929, leading to a sharp rise in unemployment rates in Waterloo as local industries struggled. By the early 1930s, up to 43% of adult males in the Redfern-Waterloo area were unemployed, compared to a Sydney average of 28%, with three-quarters of potential wage earners earning either no wage or less than the basic wage.¹⁴⁸

In the 1920s, Waterloo and Alexandria had emerged as the epicentre of Chinese community life in Sydney, although the area was not always hospitable. An article from the Evening News in 1882 described an incident on Botany Road near Raglan Street, where a group of boys were throwing stones at an unfortunate Chinese man. This incident was observed by several men who lacked the courage to intervene and protect a foreigner from being harassed by a group of troublemakers. This xenophobic behaviour was exacerbated by the racist legislation including the White Australia Policy introduced at the start of the century. The furniture manufacturing industry became the most prominent and successful enterprise among Chinese workers and entrepreneurs, despite facing opposition from the Labour movement and others including unprovoked violent attacks on Chinese business. Waterloo became the hub of this industry, with businesses operated and staffed by both Chinese and non-Chinese individuals.¹⁴⁹

¹⁴⁵ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁴⁶ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁴⁷ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹⁴⁸ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹⁴⁹ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

Evictions of families from rental properties became commonplace in the late 1920s and increased throughout the 1930s. Unfortunately, measures implemented by the NSW Government to prevent widespread evictions, through a series of fair rent bills and tenant protection legislation, discouraged landlords from investing in properties where they could neither evict tenants nor raise rents. This led to a gradual decline in the quality and maintenance of many rental properties, continuing into the 1950s and reinforcing the area's slum reputation.¹⁵⁰

Pressure Tunnel and Shafts, and the Electricity Substation

The electricity substation along George Street and McEvoy was established in the interwar period. The electricity substation was built within this industrial area to address the increased consumption of electricity by the manufacturing outlets. This was one of many electricity substation established in industrial estates throughout Sydney.¹⁵¹

The investigation into the construction of a substantial pressure tunnel, which still lies beneath the study area, commenced in 1914, with plans for the tunnel to span approximately 16 kilometres from Potts Hill Reservoir to the Waterloo Pumping Station (located to the east of the study area) which continued under the study area (Figure 43 and Figure 44). Approval was granted by the Parliamentary Standing Committee on Public Works in 1919. Initial exploratory bores were drilled in 1921 and 1922. The first series of tests, conducted over a 4-kilometre stretch between Potts Hill No.1 and No.5, revealed significant rupturing of the tunnel lining. Additional fractures were identified during tests between shafts 6 and 9. Due to an urgent demand for water, the segment of the Pressure Tunnel between shafts 1 and 5 was put into service in 1929.¹⁵²

In 1930, the Board sanctioned the installation of a steel tube lining along the entire tunnel length, which facilitated the internal securing of the tube sections. However, financial constraints led to a suspension of the lining process until 1933, when sufficient funds were secured to complete the project. The lining was finalised by 1935, with the internal surfaces of the pipes coated with bitumen during the manufacturing process. In 1933, the Government commissioned a Royal Commission to investigate the failure of the internal lining. Although the lining work was already in progress, the Royal Commission was tasked with identifying the causes of these failures. The Commission's report provided comprehensive insights into pressure tunnels and similar failures globally, resulting in an influx of skilled engineers joining the Water Board at that time.¹⁵³

¹⁵⁰ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 40-43; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro, P. 20.

¹⁵¹ NSW Government, State Heritage Inventory, Electricity Substation No. 174.

¹⁵² Sydney Water, Heritage S170 Register, Pressure Tunnel and Shafts.

¹⁵³ Sydney Water, Heritage S170 Register, Pressure Tunnel and Shafts.



Figure 42: 1917 Map of Sydney with the study area outlined in red. Note the infrastructural development to the south of the study area as identified by the black arrow¹⁵⁴

¹⁵⁴ National Library of Australia.



Figure 43: Pressure Tunnel formwork¹⁵⁵

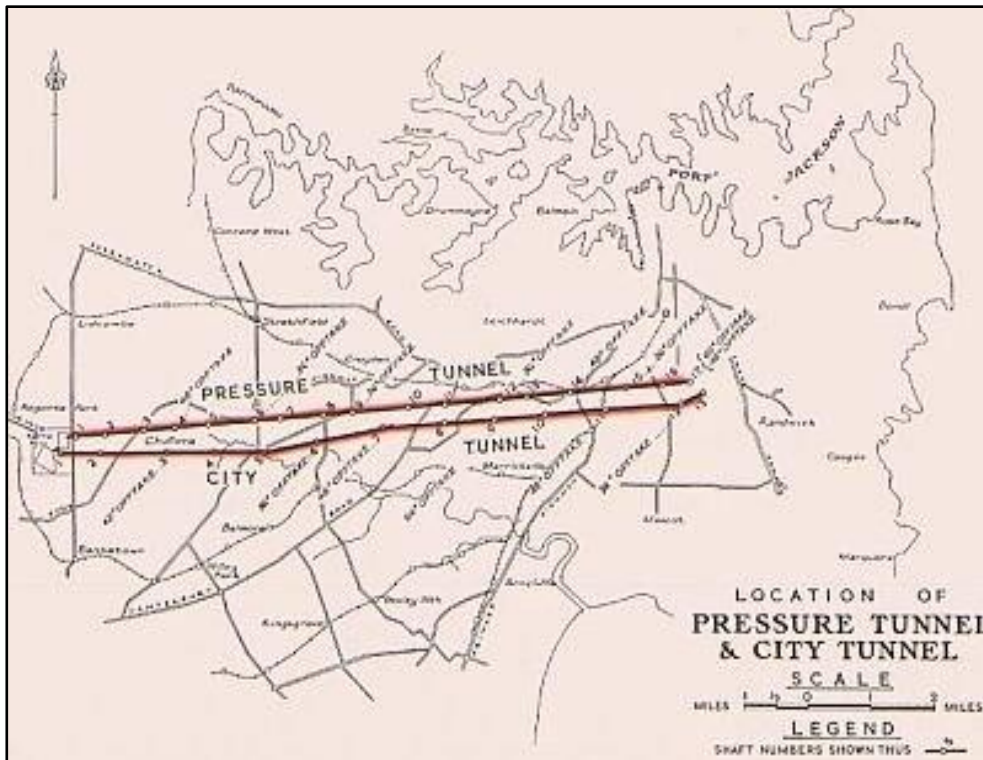


Figure 44: Location of the Pressure Tunnel and Shafts¹⁵⁶

¹⁵⁵ Sydney Water, Heritage S170 Register, Pressure Tunnel and Shafts.

¹⁵⁶ Sydney Water, Heritage S170 Register, Pressure Tunnel and Shafts.

3.2.7 The mid to late-twentieth century Waterloo Projects

From the late nineteenth century until the 1940s, the built environment of Waterloo experienced minimal change, especially when compared to the extensive new developments occurring elsewhere. 1930 aerial imagery of the study area shows the area with dense residential, industrial, and commercial infrastructure. However, similar to plans from the 1884–1894 City of Sydney Detail Sheets, the block along McEvoy Street within the southeast portion of the study area remain largely undeveloped. In fact, when compared, the 1884–1894 City of Sydney Detail Sheets and mid-twentieth century aerial imagery, including 1930 and 1943, show a similar building footprint (Figure 36 and Figure 45-Figure 47).¹⁵⁷

During this period, Waterloo became closely associated with slum housing conditions, and industrial and commercial use. A health officer from the Waterloo council reported that 500 out of the 2,000 dwellings in the area were deemed unfit for habitation. Bill McKell, a local member and the Premier of New South Wales, attributed the poor quality of housing to the 99-year leases issued by the Cooper estate in Waterloo. He stated:

“The depressed district is mostly in the Daniel Cooper estate. Sir Daniel Cooper, almost a century ago, had big property holdings...He didn't sell his land. He leased it on 99 year leases. Landlords built the cheapest possible type of house on these leaseholds. Nevertheless, a century ago they were considered pretty good residences. Today they are substandard. Landlords won't even splash a tin of paint on them because in a few years the properties (including the sub-standard homes) revert back to the Daniel Cooper Estate.”¹⁵⁸

As the founder of the NSW Housing Commission, Bill McKell played a pivotal role in the post-war redevelopment of Waterloo and Redfern. This redevelopment included the demolition and reconstruction of the eastern side of Botany Street, which was transformed into public housing.¹⁵⁹

In 1941, the New South Wales Government established a Housing Commission to address the demand for affordable and adequate housing for the working population of NSW. During World War II, the Commission primarily focused on providing accommodation for munitions workers and other war-related personnel. However, by 1945, as the war was drawing to a close, the Commission shifted its attention towards planning new housing projects to replace areas in Sydney that had been designated as slums. It also encouraged local councils to support land subdivision and development. The NSW Government was eager to proceed with 'slum clearance' initiatives and utilise the Housing Commission to revitalise the inner city. The suburbs of Redfern, Waterloo, Surry Hills, and Glebe were chosen as the initial areas for redevelopment in the late 1940s- the time during which Waterloo became part of Sydney City Council.¹⁶⁰

During the late 1940s, the initial site within the Waterloo Urban Renewal area was identified, and the Housing Commission informed Sydney City Council of their plan to construct three blocks of flats on the land bordered by George, Raglan, and Cooper Streets. Each block was designed to be three storeys high, comprising a total of 20 two-bedroom flats and four one-bedroom flats across the three

¹⁵⁷ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁵⁸ Truth, 19 January 1947: 33; AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁵⁹ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁶⁰ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement.

structures. The design also included open spaces, flower boxes, landscaping, and communal laundry drying areas.¹⁶¹

The 1948 plan shows the original layout of these buildings, 1949 aerial imagery shows the clearance of the area for the development, and the three blocks of flats can be seen in the 1938–1950 City of Sydney Civic Survey and 1955 aerial imagery (Figure 48, Figure 49-Figure 51). These blocks have since undergone significant external modifications. Although the three blocks on Raglan Street were completed in the early years of the project, little progress was made in Waterloo during the remainder of the 1950s, except for a few additional housing units.¹⁶² 1960s photos and the 1949-1972 City of Sydney Building Surveyors Detail plan show the development of the social housing in this area and in 'Vacant' lots and the commercial outlets which included the Australian Hotel along Wellington Street (Figure 52-Figure 56).

From the 1960s to the late 1970s, a number of resumptions and demolitions of the existing infrastructure was undertaken to clear the area in preparation for the new social housing projects including along John Street. There were also a number of high-rise social developments constructed in this period immediately to the north of the study area which were part of the Endeavour Project. These high-rise buildings vastly increased the number of social housing residents in the area and can be clearly seen in the viewlines to the north of the study area. A number of housing developments were also undertaken in the 1980s and 1990s around McEvoy, Wellington and Pitt Street (Figure 57-Figure 62).¹⁶³

¹⁶¹ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement.

¹⁶² Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement.

¹⁶³ Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement, P. 59.



Figure 45: 1930 aerial imagery with the study area outlined in red. Note the dense infrastructural layout of the area¹⁶⁴

¹⁶⁴ Spatial Records Historical Aerial Imagery Viewer.

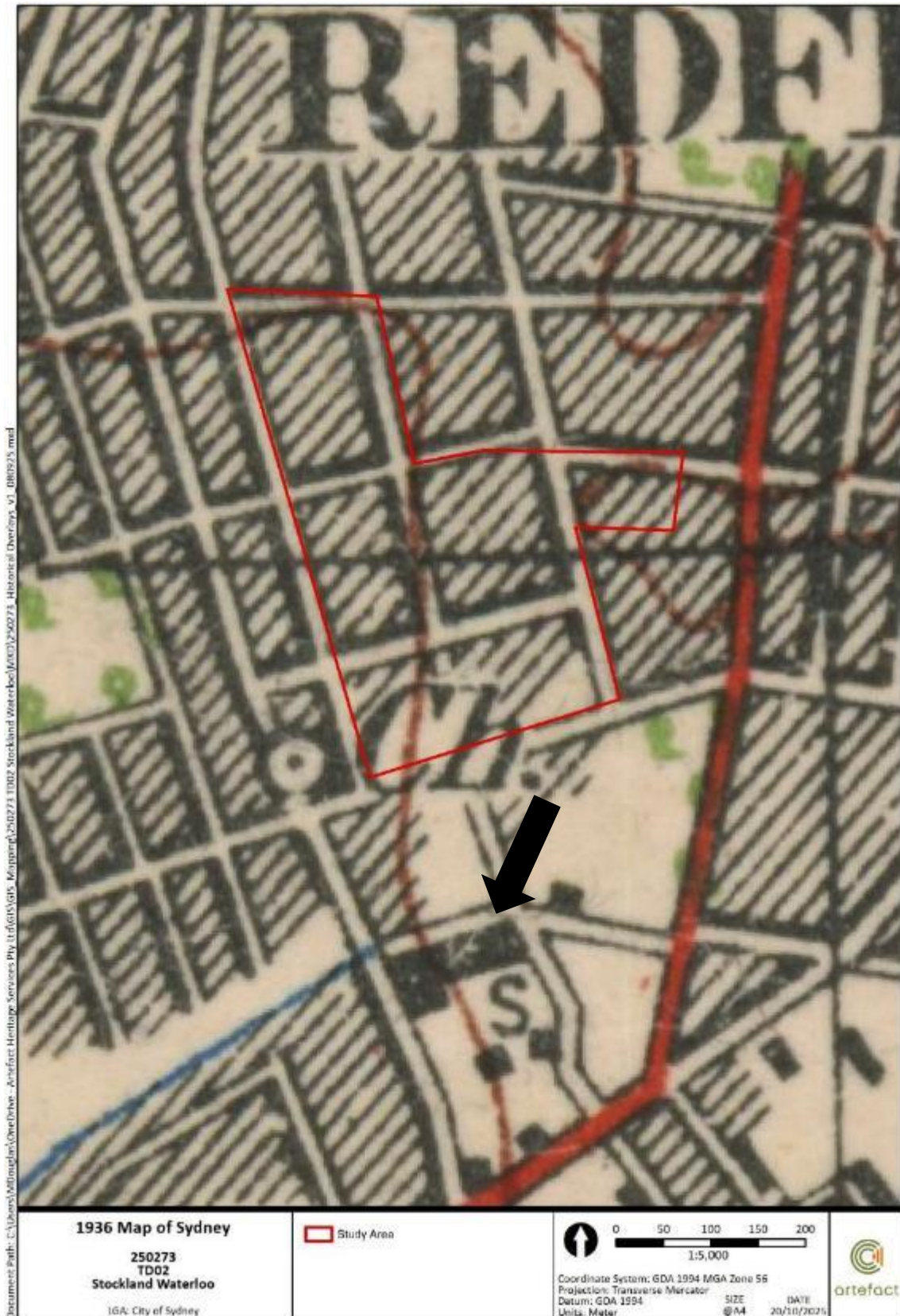


Figure 46: 1936 Map of Sydney with the study area outlined in red. Note the infrastructural development to the south of the study area as identified by the black arrow¹⁶⁵

¹⁶⁵ National Library of Australia.



Figure 47: 1943 aerial imagery with the study area outlined in red. Note the limited development within the southeast portion of the study area which is identified by the black arrow¹⁶⁶

¹⁶⁶ Spatial Records Historical Aerial Imagery Viewer.



Figure 49: 1949 aerial imagery with the study area outlined in red. Note the area bounded by Raglan, George and Cooper Street cleared for construction of the social housing units identified by the black arrow. Also note the new development within the southeast portion of the study area as identified by the red arrow¹⁶⁸

¹⁶⁸ Spatial Records Historical Aerial Imagery Viewer.



Figure 50: 1938–1950 City of Sydney Civic Survey Map 24 with the study area outlined in red. Note the social housing units bounded by Raglan, George and Cooper Street identified by the black arrow¹⁶⁹

¹⁶⁹ City of Sydney - City Engineer's Department, Town Planning Branch, *City of Sydney - Civic Survey, 1938-1950: Map 24 - Zetland* (01/01/1938 - 31/12/1950), [A-00880362]. City of Sydney Archives.



Figure 51: 1955 aerial imagery with the study area outlined in red. Note the social housing bounded by Raglan, George and Cooper Street identified by the black arrow¹⁷⁰

¹⁷⁰ Spatial Records Historical Aerial Imagery Viewer.



Figure 52: 1961 photo of the view north along Cooper Street showing the dilapidated buildings demolished for construction of social housing¹⁷¹



Figure 53: 1961 photo of the view along the corner of Wellington and Cope Street, with the Australia Hotel identified by the black arrow¹⁷²

¹⁷¹ *Housing Commission Area, Cooper Street Waterloo, 1961 (19/07/1961), [A-00012484]. City of Sydney Archives.*

¹⁷² *Street view, Wellington Street Waterloo, 1961 (19/07/1961), [A-00044149]. City of Sydney Archives.*



Figure 54: 1964 photo of the view west along John Street showing the clearance of land in preparation for the development of social housing¹⁷³



Figure 55: 1960s plan showing the proposed social housing developments along Cooper Street and George Street¹⁷⁴

¹⁷³ Demolition site, John Street Waterloo, 1964 (22/10/1964), [A-00046449]. City of Sydney Archives.

¹⁷⁴ City of Sydney Archives.

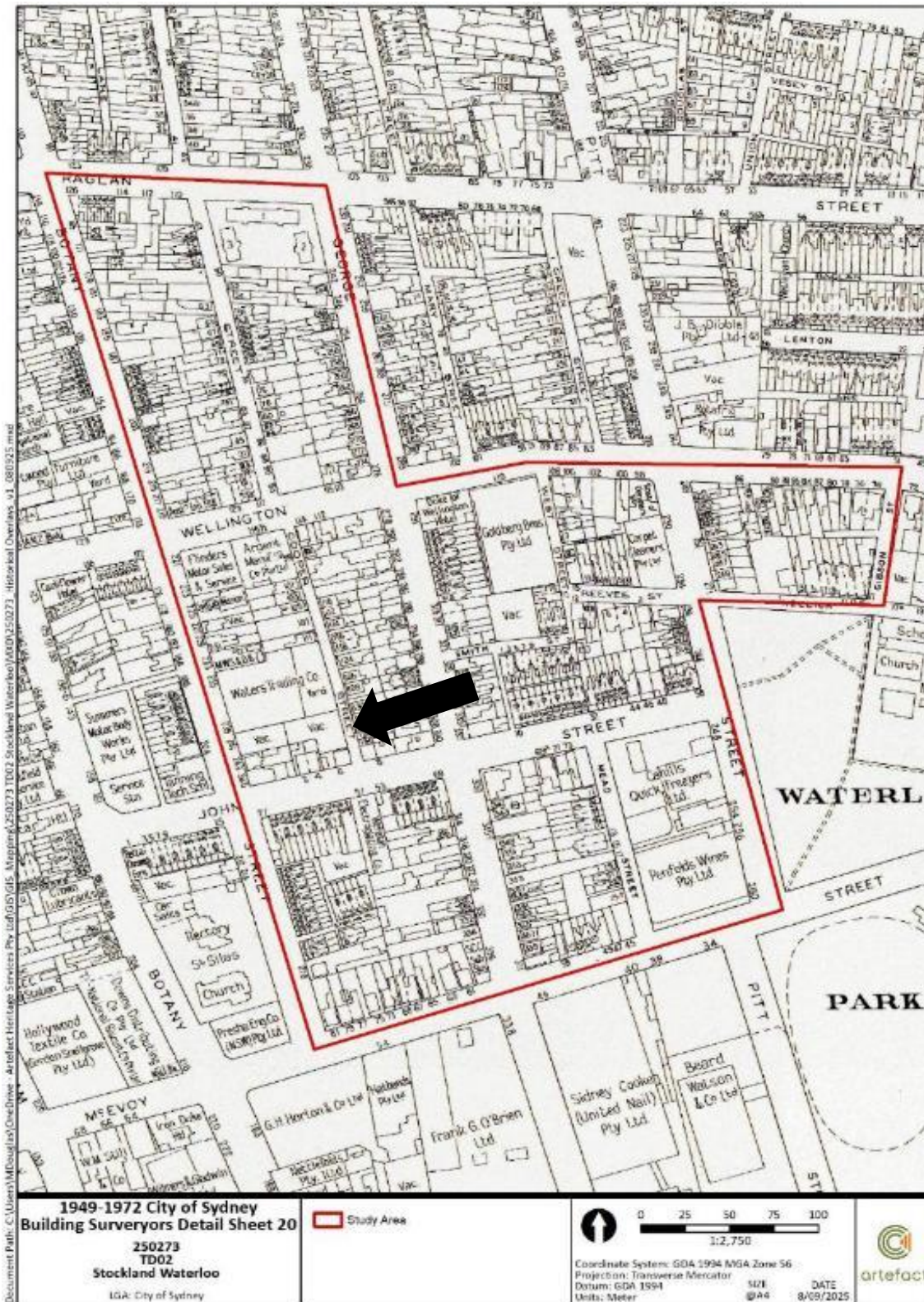


Figure 56: 1949-1972 City of Sydney Building Surveyors Detail sheet 20 with the study area outlined in red. Note the ‘Vacant’ lots which would be converted into public housing which are identified by the black arrow¹⁷⁵

¹⁷⁵ City of Sydney - City Building Surveyor’s Department, *City of Sydney - Building Surveyor’s Detail Sheets, 1949-1972: Sheet 20 - Waterloo* (01/01/1949 - 31/12/1972), [A-00880196]. City of Sydney Archives.



Figure 57: 1971 aerial imagery with the study area outlined in red. Note the presence of social housing which is consistent with the extant infrastructure in the study area as identified by the black arrow. The red arrow identifies the area used for the development of the high-rise social housing buildings¹⁷⁶

¹⁷⁶ Spatial Records Historical Aerial Imagery Viewer.



Figure 58: 1975 aerial imagery with the study area outlined in red. Note the high-rise social housing development to the north of the study area as identified by the red arrow¹⁷⁷

¹⁷⁷ Spatial Records Historical Aerial Imagery Viewer.



Figure 59: 1982 aerial imagery with the study area outlined in red.¹⁷⁸

¹⁷⁸ Spatial Records Historical Aerial Imagery Viewer.



Figure 60: 1986 aerial imagery with the study area outlined in red¹⁷⁹

¹⁷⁹ Spatial Records Historical Aerial Imagery Viewer.



Figure 61: 1991 aerial imagery with the study area in red¹⁸⁰

¹⁸⁰ Spatial Records Historical Aerial Imagery Viewer.



Figure 62: 1994 aerial imagery with the study area in red¹⁸¹

¹⁸¹ Spatial Records Historical Aerial Imagery Viewer.

3.2.8 Waterloo in the twenty-first century

Since the early-2000s, Waterloo has undergone a substantial process of gentrification with the influx of young city professionals and the rise of technology business and green spaces, including the development of Green Square to the south of the study area. Despite this, the social housing projects from the late-twentieth century has remained a fixture in the development history of Waterloo (Figure 64 and Figure 65). They have been used to house low income people and a large population of the local Aboriginal people for decades and remained an important part of the local culture. Private residential, industrial, and commercial development also remain present in the area to this day.

Waterloo Metro Station was constructed immediately to the west of the study area and was opened in 2024 (Figure 66 and Figure 67). The Metro substantially shortened the travel times to the city and wider Sydney, and as a result, housing in Waterloo is in high demand.¹⁸² The Waterloo Estate South concept plans to address this demand by delivering new private and social housing, green spaces, and community spaces to the area to improve liveability and access to the area.¹⁸³ As part of the new development proposals, local people have been handed eviction notices and this has been largely resisted by housing activists and the residents themselves (Figure 63).



Figure 63: Housing activists and residents protesting against the removal of social housing in the Waterloo area¹⁸⁴

¹⁸² Urbis (2020), Waterloo South Planning Proposal, Heritage Impact Statement; Cinetel Productions Pty Ltd (2017); AMBS Ecology and Heritage, Excavation Directors Report Sydney Metro, City and Southwest Waterloo Station, Report prepared for Sydney Metro.

¹⁸³ Beam (2025), Scoping Report, Rezoning and Concept SSSA Waterloo Estate (South), Prepared for Stockland and Homes NSW.

¹⁸⁴ City of Sydney Archives.



Figure 64: 2005 aerial imagery with the study area in red¹⁸⁵

¹⁸⁵ Spatial Records Historical Aerial Imagery Viewer.



Figure 65: 2016 aerial imagery with the study area in red¹⁸⁶

¹⁸⁶ Spatial Records Historical Aerial Imagery Viewer.



Figure 66: 2018 aerial imagery with the study area in red with the Waterloo Metro Station development identified by the black arrow¹⁸⁷

¹⁸⁷ Spatial Records Historical Aerial Imagery Viewer.



Figure 67: 2021 aerial imagery with the study area in red with the Waterloo Metro Station development identified by the black arrow¹⁸⁸

¹⁸⁸ Spatial Records Historical Aerial Imagery Viewer.

4.0 PHYSICAL CONTEXT

4.1 Site Inspection

A physical inspection and survey of the study area was undertaken on 24 September 2025 by Lily Hackett (Heritage Consultant) and Jonny Love (Senior Heritage Consultant) to record the site from a historical and built heritage perspective. Will Middleton (Aboriginal Engagement Manager, Stockland) was also in attendance. The area proposed for development was inspected to inform the assessment of built heritage that may be affected by the project. The inspection was undertaken on foot and a photographic record was made.

4.1.1 Site survey limitations

Due to the large size of the study area, the site survey was divided by landform, identified as Survey Units 1 to 5. The survey units and the total area walked is shown in Figure 68. During the archaeological survey, overall visibility of exposed ground surfaces was low throughout the study area due to concrete and paved surfaces, grass coverage, and the extant social housing infrastructure. Portions of the study area were not able to be surveyed and accessed as they contained residential dwellings.



Figure 68: Survey units and tracks

4.2 Description of survey units and heritage items

4.2.1 Survey Unit 1 (Social Housing – North West)

Survey Unit 1 (SU1) was located in the northern portion of the study area, adjacent to the Waterloo Metro Station, and is approximately 28,919 m² (2.89 hectares) in size. This survey unit contained two blocks of existing residential social housing apartment buildings. Survey Unit 1 is bounded by Cope Street to the west, Raglan Street to the north, George Street to the east, Wellington Street to the south, and bisected by Cooper Street. The survey unit features a flat landform with a very gentle slope towards the eastern boundary. The majority of the ground was obscured by concrete driveways, bitumen, and grass vegetation, however, patches of exposed soil were observed within landscaped gardens including raised garden beds and around tree trunks (Figure 69-Figure 73).

A number of underground services, such as drainage infrastructure, NBN conduits, and electrical services were observed indicating localised high levels of ground disturbance (Figure 74). The footings of the existing buildings and any grading that had occurred for their construction also likely caused significant ground disturbances.

Heritage items

No built heritage listed items are located in SU1 and no heritage fabric was identified during the site inspection.

The survey unit and the listed heritage items within its vicinity are separated by active roadways (including Raglan, Cope, and Wellington Street), the Waterloo Metro Station, residential and social housing, and tree coverage. Consequently, the view lines and vistas to and from the heritage items to the study area were only partly obscured. However, this survey unit would be converted into the 'Waterloo Green' open space and would not be subject to any infrastructural development which would visually impact the surrounding heritage items. The 'Waterloo Green' open space would provide clear view lines from SU1 towards several of the surrounding heritage items including the Duke of Wellington Hotel (SLEP no. I2085), as the viewlines to and from these heritage items is currently obscured the extant social housing (Figure 75-Figure 78).



Figure 69: SU1 – concrete path with social housing, view north towards Waterloo Metro Station



Figure 70: SU1 – concrete pathway between social housing, view east



Figure 71: SU1 – social housing along Cope Street with backyard, view southeast



Figure 72: SU1 – Cooper Street road corridor with extant concrete pathways and social housing, view north. Note the high-rise buildings to the north obstructing the viewlines



Figure 73: SU1 – social housing with garden beds and grassed backyard spaces, view southeast



Figure 74: SU1 – subsurface services along concrete footpath



Figure 75: View southeast from SU1 towards Duke of Wellington Hotel (SLEP no. I2085)



Figure 76: View northwest from the Duke of Wellington Hotel (SLEP no. I2085) towards SU1. Note the obscured viewlines due to the extant social housing



Figure 77: View west from SU1 towards the Waterloo Metro Station

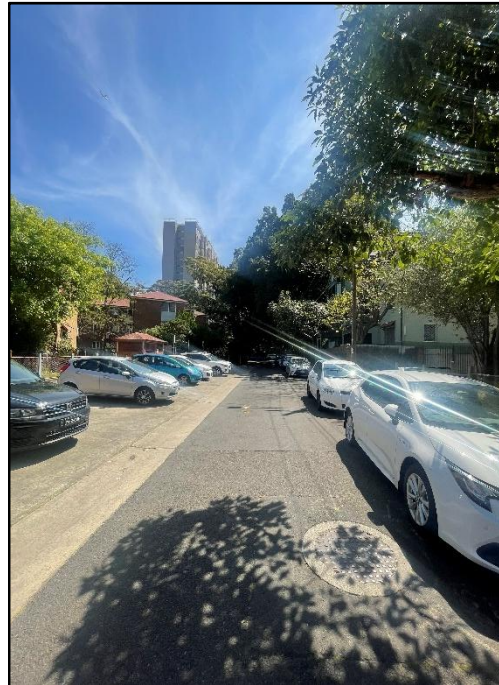


Figure 78: SU1 – view north along Cooper Street. Note the obscured viewlines due to the extant social housing

4.2.2 Survey Unit 2 (Social Housing – Centre West)

Survey Unit 2 (SU2) was located in the centre west portion of the study area and is approximately 21,303 m² (2.13 hectares) in size. This survey unit comprised two blocks of social housing north of John Street that continued to the eastern and southern portions of the study area (Figure 79-Figure 81). In the northwestern corner of SU2, more modern, larger commercial buildings alongside some historical late 1800s and early Victorian terrace houses were located (Figure 82). The same flat landform from SU1 continued into SU2. Similar levels of ground disturbance from underground services and landscaping were also observed. As a result, it was assessed that historical archaeological resources may be present within this survey unit, including in areas under the extant infrastructure and in areas with limited historical disturbance such as the backyards (Figure 82-Figure 84).

Comparatively, the larger commercial buildings comprised the entirety of the lot up to the pedestrian pathway as opposed to the social housing lots which had landscaped gardens surrounding them. As such, no visible ground surface or soil exposures were observed surrounding the commercial buildings in the west. A potential underground car park was also identified suggesting greater disturbance in this area (Figure 85).

Heritage items

There are two heritage listed items within SU2, identified as the Former Waterloo Pre-School (SLEP no. I2077) and the 2-storey Victorian terrace houses (circa 1880) (SLEP no. I2078). The continuation of the Pressure Tunnel and Shafts (SHR no. 01630) also runs under the surface of the survey unit and is not visible above ground. No additional heritage fabric was identified during the physical inspection of this survey unit.

The two heritage items within SU2 would have no physical impact as a result of the proposal. The viewlines and vistas to and from the heritage items to the remaining area of the survey unit were only partially obscured by the extant residential and social housing and tree coverage, and the space above the survey unit in which the development proposal would be constructed has clear view lines (Figure 86-Figure 89).

The survey unit and the listed heritage items within its vicinity are separated by active roadways (including Cope, George, and John Street), high-rise residential and social housing, tree coverage, and commercial and industrial infrastructure. Consequently, the view lines and vistas to and from the heritage items to the survey unit were only obscured particularly to the north and west where high-rise development was present, and to the east where the land sloped upwards. Views from this survey unit towards heritage items in its immediate vicinity, including Terrace Group "Gordon Terrace" (SLEP no. I2087) and Terrace Group (SLEP no. I2296) were clear (Figure 90).



Figure 79: SU2 – Wellington Street and George Street intersection with social housing, view west



Figure 80: SU2 – Wellington Street and Cope Street intersection with commercial buildings, view east



Figure 81: SU2 – Road corridor and commercial buildings along Cope Street, view south



Figure 82: SU2 – view southeast of heritage items along Cope Street, including the Former Waterloo Pre-School (LEP no. I2077) and 2-storey Victorian terrace houses (LEP no. I2078)



Figure 83: SU2 – John Street with built up social housing, view northwest

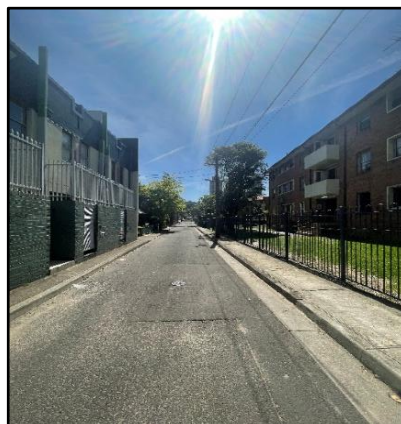


Figure 84: SU2 – view north of road corridor, concrete footpaths, and social and residential housing along Cooper Street



Figure 85: SU2 – potential basement carpark along Cope Street



Figure 86: SU2 – view east towards the Former Waterloo Pre-School (SLEP no. I2077) (left) and the 2-storey Victorian terrace houses (SLEP no. I2078) (right)

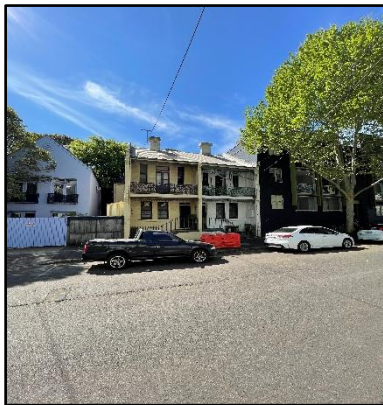


Figure 87: SU2 – view east towards the 2-storey Victorian terrace houses (SLEP no. I2078)



Figure 88: SU2 – view south from the 2-storey Victorian terrace houses (SLEP no. I2078) towards SU3. Note the obscured viewlines due to the extant residential and social housing and tree coverage



Figure 89: SU2 – view north from the Former Waterloo Pre-School (SLEP no. I2077) towards SU1. Note the obscured views due to the high-rise building



Figure 90: View southwest from SU2 towards Terrace Group (SLEP no. I2296)

4.2.3 Survey Unit 3 (Social Housing – South West)

Survey Unit 3 (SU3) is approximately 17,355 m² (1.74 hectares) in size and consisted of a single block of social housing bounded by John Street to the north, George Street to the east, Cope Street to the west, and McEvoy Street to the south. The flat landform from SU1 and SU2 continued into SU3. This block comprised larger gardens and grassed areas which also contained fewer ground services with less ground disturbance, except for in areas where the extant social housing was present (Figure 91-Figure 95).

Heritage items

There is one heritage listed item within SU3, identified as the Electricity Substation (LEP no. I2086). No additional heritage fabric was identified during the physical inspection of this survey unit.

The heritage item, Electricity Substation (LEP no. I2086), within SU3 would have no physical impact as a result of the proposal. The viewlines and vistas to and from the heritage items to the remaining area of the survey unit were only partially obscured by the extant residential and social housing and tree coverage, and the space above the survey unit in which the development proposal would be constructed has clear view lines (Figure 96-Figure 98).

The survey unit and the listed heritage items within its vicinity are separated by active roadways (including Cope, George, John, and McEvoy Street), high-rise residential and social housing, tree coverage, and commercial and industrial infrastructure. Consequently, the view lines and vistas to and from the surrounding heritage items to the survey unit were only obscured. However, as the land within this survey unit and its vicinity is relatively flat and contains medium-density residential and social properties with no major high-rise developments, there are limited viewlines to the north, south, and west. Views from this survey unit towards heritage items in its immediate vicinity, including Terrace Group “Gordon Terrace” (SLEP no. I2087) were clear.



Figure 91: View southeast towards SU3 showing the tree coverage



Figure 92: SU3 – social housing with limited disturbance in the front yards, view north



Figure 93: SU3 – social housing with limited disturbance in the front yards, view north



Figure 94: SU3 – grassed area within social housing, view north



Figure 95: SU3 – road access to Social housing along John Street, view south



Figure 96: SU3 – Electricity Substation (LEP no. I2086) along McEvoy Street, view northwest



Figure 97: SU3 – Electricity Substation (LEP no. I2086) along McEvoy Street, view northwest



Figure 98: SU3 – view north along George Street showing the obstructed viewlines due to the extant social housing and tree coverage

4.2.4 Survey Unit 4 (Social and Residential Housing, and Commercial Development – East)

The flat landform continued east into Survey Unit 4 (SU4) which was located between George Street and Pitt Street. SU4 is approximately 38851.9 m² (3.89 hectares in size). From Mead Street eastward, the survey unit sloped with increasing steepness progressively towards the eastern boundary along Pitt Street. The flat portion of SU4 continued in the west with extant social housing and subsurface services, landscaping and similar disturbances observed in the previous survey units with the exception of greater ground disturbance through basement carparks in the northern portion along Wellington Street (Figure 99-Figure 105).

Comparatively greater ground disturbance than the social housing areas were observed within the elevated slope. The same brown, grey sandy soil was also present within large exposures sporadically observed along the sloped landform however with significant cuts and terracing into the slope for the construction of pedestrian pathways, roads and extant apartments.

Heritage items

There is one heritage item within SU4, identified as The Duke of Wellington Hotel (LEP no. I2085). No additional heritage fabric was identified during the physical inspection of this survey unit.

The heritage item, The Duke of Wellington Hotel (LEP no. I2085), within SU4 would have no physical impact as a result of the proposal. The viewlines and vistas to and from the heritage items to the remaining area of the survey unit were only partially obscured by the extant residential and social housing and tree coverage, and the space above the survey unit in which the development proposal would be constructed has clear view lines. As SU1, which is located immediately to the northwest of The Duke of Wellington Hotel, would be converted into the 'Waterloo Green' open space and would not be subject to any infrastructural development, this would provide clear view lines to and from The Duke of Wellington Hotel (Figure 106 and Figure 107).

The survey unit and the listed heritage items within its vicinity are separated by active roadways (including Pitt, George, Wellington, and Mcevoy Street), high-rise residential and social housing, tree coverage, and commercial and industrial infrastructure. Consequently, the view lines and vistas to and from the surrounding heritage items to the survey unit were partially obscured. However, as the land within this survey unit, particularly in the eastern portion of the survey unit, and its vicinity is relatively steep and overlooks the flat landform in SU1-3, there are limited viewlines to the east, south, and west. Views from this survey unit towards heritage items in its immediate vicinity, including Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) were clear (Figure 108 and Figure 109).



Figure 99: SU4 – Concrete footpaths and front yards of social housing, view east along McEvoy Street



Figure 100: SU4 – Concrete footpaths and front yards of social housing, view west along McEvoy Street showing declining slope

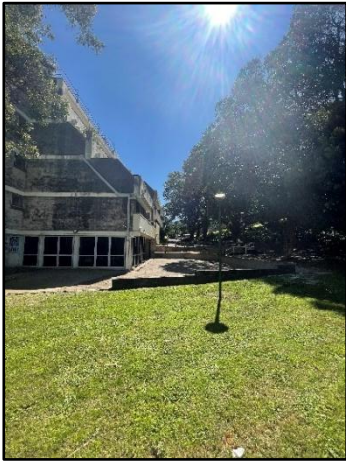


Figure 101: SU4 – social housing cut into natural slope, view north



Figure 102: SU4 – social housing cut into natural slope, view south



Figure 103: SU4 – social housing cut into natural slope, view west

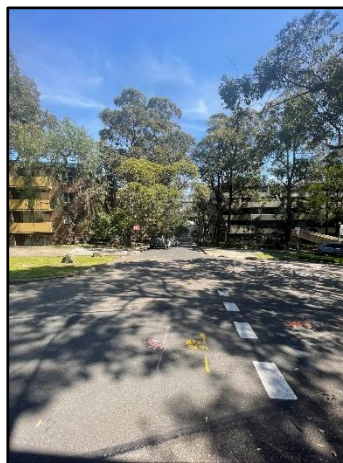


Figure 104: SU4 – slope along Reeve Street with social housing, view west



Figure 105: SU4 – basement carpark along Wellington Street, view south



Figure 106: SU4 – Duke of Wellington Hotel (LEP no. I2085), view southeast from SU1



Figure 107: SU4 – view northwest from the Duke of Wellington Hotel (SLEP no. I2085) towards SU1. Note the obscured viewlines due to the extant social housing



Figure 108: SU4 – view southeast towards Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079)



Figure 109: SU4 – view east towards Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079)



Figure 110: SU4 – view north along George Street showing the obstructed viewlines due to the extant social housing and tree coverage and high-rise buildings in the distance

4.2.5 Survey Unit 5 (Social Housing – North East)

Survey Unit 5 (SU5) is approximately 15208.6 m² (1.52 hectares in size) and is located within the steepest portion of the entire study area. The slope continued to ascend to the east with the southeastern corner rising to a crest (the majority of the crest was located outside of the study area). SU5 was similar in landform to the eastern half of SU4 in that it had also been heavily modified through cutting, grading and terracing of the natural slope (Figure 111).

Heritage items

No built heritage listed items are located in SU5 and no heritage fabric was identified during the site inspection. The survey unit and the listed heritage items within its vicinity are separated by active roadways (including Pitt and Wellington Street), high-rise residential and social housing, and tree coverage. Consequently, the view lines and vistas to and from the surrounding heritage items to the survey unit were partially obscured. However, as the land within this survey unit and its vicinity is relatively steep and overlooks the surrounding flat landform, there are limited viewlines to the north and west. Views from this survey unit towards heritage items in its immediate vicinity, including Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079), Our Lady of Mt Carmel Church and School buildings including interiors and grounds, and Waterloo HCA (SLEP no. C70) were clear (Figure 112).



Figure 111: SU5 – steep slope along Gibson Street, view north



Figure 112: SU5 – view south towards Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) and Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088)

5.0 SIGNIFICANCE ASSESSMENT

5.1 Methodology

Determining the significance of heritage items or a potential archaeological resource is undertaken by utilising a system of assessment centred on the *Burra Charter* (Australia ICOMOS 2013). The principles of the charter are relevant to the assessment, conservation and management of sites and relics. The assessment of heritage significance is outlined through legislation in the *Heritage Act* and implemented through the *NSW Heritage Manual*, the *Archaeological Assessment Guidelines*¹⁸⁹ and the document *Assessing Significance for Historical Archaeological Sites and 'Relics'*.¹⁹⁰

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 (see Table 6). The significance of an item or potential archaeological site can then be assessed as being of local or State significance. If a potential archaeological resource does not reach the local or state significance threshold, then it is not classified as 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.¹⁹¹

Table 6: NSW heritage assessment criteria

Criteria	Description
A – Historical Significance	An item is important in the course or pattern of 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 the local area's cultural or natural history.
C – Aesthetic or Technical Significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.
D – Social Significance	An item has strong or special association with a particular community or cultural group in 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 the local area's cultural or natural history.
F – Rarity	An item possesses uncommon, rare or endangered aspects of 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 cultural or natural places of cultural or natural environments (or the cultural or natural history of the local area).

¹⁸⁹ NSW Heritage Office 1996, 25-27.

¹⁹⁰ NSW Heritage Branch 2009.

¹⁹¹ This section is an extract based on the Heritage Office Assessing Significance for Historical Archaeological Sites and Relics 2009:6.

5.2 Integrity

Integrity relates to whether all the attributes that convey heritage significance are extant within the subject site and not eroded or under threat.¹⁹² Integrity is a measure of the wholeness and intactness of the place and its attributes. Examining the conditions of integrity, therefore requires assessing the extent to which the subject site or element:

- a. includes all elements necessary to express its heritage significance
- b. is of adequate size to ensure the complete representation of the features and processes which convey the property's heritage significance
- c. suffers from adverse effects of development and/or neglect.

Table 7: Levels of Integrity

Level	Definition
High	The physical fabric of the property and/or its significant features is in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the heritage significance conveyed by the property is included. ¹⁹³
Moderate	The physical fabric of the property and/or its significant features have undergone some modifications. The changes may be reversible.
Low	The physical fabric of the property and/or its significant features have undergone substantial modifications and the original is irretrievable
N/A	Modern and / or intrusive fabric
Unknown	Elements that cannot be evaluated (i.e. natural ventilation systems where their continued operation cannot be determined, fabric that cannot be inspected)

5.3 Existing heritage assessments

The following heritage assessments are limited to items within the study area.

5.3.1 Pressure Tunnel and Shafts (SHR no. 01630, s170 no. 4570942, and RNE Place ID. 19884)

5.3.1.1 Statement of significance

The following Statement of Significance has been extracted from the SHR listing for the heritage item:

The Pressure Tunnel is of high historical and technical significance as it represents a successful engineering response to the difficulties of increasing the volume of water from the Potts Hill Reservoir to the Pumping Station at Waterloo, a historically critical link in the water supply of Sydney. It is the third largest pressure tunnel in the world, representing a significant achievement in the provision of a

¹⁹² Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, ICOMOS 2011, p10.

¹⁹³ Sheridan Burke, The long and winding road: a challenge to ICOMOS members, in *Changing World, Changing Views of Heritage: heritage and social change* ICOMOS, 2010.

*dependable water supply by the Government and Water Board during the inter-war period.*¹⁹⁴

Summary for significant criteria

The Pressure Tunnel and Shafts has heritage significance at the State level for its historic, aesthetic, social, research, rarity and representative values.

5.3.1.2 Assessment of significance

The following Assessment of Significance has been extracted from the SHR listing for the heritage item:

Table 8: Heritage significance assessment for the Pressure Tunnel and Shafts¹⁹⁵

Criteria	Discussion
A) Historical Significance	<i>The Pressure Tunnel is a key component of Sydney's water supply system whose function has remained unchanged since it was constructed.</i>
B) Associative Significance	Does not meet the threshold for this criterion.
C) Aesthetic Significance	<i>The tunnel is underground and can only be observed from the inside when dewatered.</i>
D) Social Significance	<i>The Pressure Tunnel and shafts are socially significant as they provided large volumes of water to the growing population of Sydney and surrounding suburbs. It provided water to the population during periods of drought and is likely to be held in high regard by the community for the function it plays.</i>
E) Research Potential	<i>The construction of the tunnel was delayed when the two tunnelling machine imported from England were unable to tunnel through the sandstone bedrock. The sandstone was far too hard for the cutting tools and manual labour was used instead. The fractures that resulted under full head provided a better understanding of the substrata and its properties.</i>
F) Rarity	<i>This item is rare in NSW. It is the third largest pressure tunnel in the world.</i>
G) Representativeness	<i>It is representative of the successful engineering response to the difficulties of increasing the volume of water from Potts Hill to Waterloo, and the provision of a dependable water supply during the inter-war period.</i>

5.3.2 Duke of Wellington Hotel including Interior (LEP no. I2085) (Local)

The following Statement of Significance has been extracted from the SHI listing for the heritage item:

The Duke of Wellington Hotel has local historic, aesthetic and social significance. It is a good representative example of an Inter-war Free Classical style hotel in a prominent corner location. There has been a hotel of the same name in the site since 1876 and the hotel has had close associations with the development of the

¹⁹⁴ Pressure Tunnel and Shafts, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5053868>.

¹⁹⁵ Pressure Tunnel and Shafts, State Heritage Inventory, https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=5053868_

*Waterloo area. It is held in high esteem as a social and recreational venue for nearby workers and residents.*¹⁹⁶

Summary for significant criteria

The Duke of Wellington Hotel has heritage significance at the Local level for its historic, associative, aesthetic, social, and representative values.

5.3.2.1 Assessment of significance

The following Assessment of Significance has been extracted from the SHR listing for the heritage item:

Table 9: Heritage significance assessment for the Duke of Wellington Hotel¹⁹⁷

Criteria	Discussion
A) Historical Significance	<i>There had been a hotel of the same name existing on the site since 1876. It was one of a number of Victorian pubs established in the Redfern/Waterloo area, following the land subdivision and housing development. The current hotel was built in 1929 after the demolition of the former hotel. It is one of the inter-war corner hotels surviving in the Redfern Waterloo area</i>
B) Associative Significance	<i>The hotel was designed by the prominent architect Sidney Warden, who designed a number of hotels for Tooth & Co.</i>
C) Aesthetic Significance	<i>A good representative example of an Inter-war Free Classical style hotel that makes a fine contribution to the streetscape. Though the terrace housing around the hotel has been replaced with multi-storey public housing, the hotel is still visually prominent and is a local landmark.</i>
D) Social Significance	<i>The hotel is held in high esteem as a social and recreational venue for nearby workers and residents. It was a public venue for entertainment, social and political activities.</i>
E) Research Potential	Does not meet the threshold for this criterion.
F) Rarity	Does not meet the threshold for this criterion.
G) Representativeness	<i>Representative example of an intact Inter-war Free Classical style hotel found in inner Sydney.</i>

5.3.3 Former Waterloo Pre-School (225 Cope Street) including interior (I2077) (Local)

The following Statement of Significance has been extracted from the SHI listing for the heritage item:

The Waterloo Congregational Chapel - Waterloo Ragged School - Sydney City Mission Waterloo Kindergarten building has clear historic, social and aesthetic significance. The building is of historical and social significance as it provided moral support and education for the underprivileged local residents, particularly the

¹⁹⁶ Duke of Wellington Hotel including interior, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420823>.

¹⁹⁷ Duke of Wellington Hotel including interior, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420823>.

children of the poor, during a period when Waterloo was one of the most disadvantaged areas of Sydney. The original architectural simplicity and lack of architectural detail or pretension of the building are a clear reflection of the original use of the building and the social conditions in which it was built and operated. The building is historically significant as a relatively early religious building in the Waterloo area, as a Congregational Chapel built in 1870, and as an early religious school for the area (operating as a Congregational School by 1880); important for historical association with the Congregational Church, the Sydney Ragged School movement and the Sydney City Mission; socially significant as an early religious establishment and school for the area, and due to its operation as a "Sydney Ragged School" from 1887 to provide education for the children of the poor, and then subsequently (from 1928 till 1997) as a kindergarten run by the Sydney City Mission. The building has aesthetic significance as a simple gabled brick Victorian building, simple in its detail indicating its non-conformist religious and utilitarian function.¹⁹⁸

Summary for significant criteria

The Former Waterloo Pre-School has heritage significance at the Local level for its historic, associative, aesthetic, social, and rarity values.

5.3.3.1 Assessment of significance

The following Assessment of Significance has been extracted from the SHI listing for the heritage item:

Table 10: Heritage significance assessment for the Former Waterloo Pre-School¹⁹⁹

Criteria	Discussion
A) Historical Significance	<i>Historically significant as a relatively early religious building in the Waterloo area, as a Congregational Chapel built in 1870, and as an early religious school for the area (operating as a Congregational School by 1880).</i>
B) Associative Significance	<i>Association with the Congregational Church, Sydney Ragged School movement and Sydney City Mission.</i>
C) Aesthetic Significance	<i>The building has aesthetic significance as a simple gabled brick Victorian building, simple in its detail indicating its non-conformist religious and utilitarian function.</i>
D) Social Significance	<i>Social significance as an early religious establishment and school for the area, and due to its operation as a "Sydney Ragged School" from 1887 to provide education for the children of the poor, and then subsequently (from 1928 till 1997) as a kindergarten run by the Sydney City Mission.</i>
E) Research Potential	Does not meet the threshold for this criterion.
F) Rarity	<i>One of only three buildings operating as "Sydney Ragged Schools" in the inner suburbs of Sydney in the late 19th century.</i>

¹⁹⁸ Former Waterloo Pre-School including interior, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420596>.

¹⁹⁹ Former Waterloo Pre-School including interior, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420596>.

G) Representativeness Does not meet the threshold for this criterion.

5.3.4 2-storey Victorian terrace houses (circa 1880) (LEP no. I2078) (Local)

The following Statement of Significance has been extracted from the SHI listing for the heritage item:

An intact terrace pair representing Victorian land subdivision and residential development c1880. A good example of terrace housing in Waterloo area. The pair may also have associations with the former Waterloo School at 225 Cope St which dates from c1850.²⁰⁰

Summary for significant criteria

The 2 storey Victorian terrace houses have heritage significance at the Local level for its historic, aesthetic, social, and rarity values.

5.3.4.1 Assessment of significance

The following Assessment of Significance has been extracted from the SHI listing for the heritage item:

Table 11: Heritage significance assessment for the 2 storey Victorian terrace houses

Criteria	Discussion
A) Historical Significance	<i>A late Victorian moderate scale residence derived from Waterloo estate subdivision.</i>
B) Associative Significance	Does not meet the threshold for this criterion.
C) Aesthetic Significance	<i>The residence demonstrate typical Victorian house character and details.</i>
D) Social Significance	<i>The residence is believed to has close association with the adjacent public school.</i>
E) Research Potential	Does not meet the threshold for this criterion.
F) Rarity	<i>The residence with similar scale rear buildings is rare and represent high density housing development in the local area.</i>
G) Representativeness	Does not meet the threshold for this criterion.

5.3.5 Single-storey interwar building, Electricity Substation No 174 (LEP no. I2086 and s170 no. 3430543) (Local)

5.3.5.1 Statement of significance

The following Statement of Significance has been extracted from the SHI listing for the heritage item:

²⁰⁰ Terrace Houses, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=2420597>.

The George Street substation is a modest purpose designed and built Interwar structure. It was built by the Municipal Council of Sydney during the period of rapid expansion of the electricity network into the suburbs.²⁰¹

Summary for significant criteria

The Electricity Substation no. 174 has heritage significance at the Local level for its historic, aesthetic, social, and representative values.

5.3.5.2 Assessment of significance

The following Assessment of Significance has been extracted from the SHI listing for the heritage item:

Table 12: Heritage significance assessment for the Electricity Substation no. 174

Criteria	Discussion
A) Historical Significance	<i>Historically important as an example of the infrastructure constructed by the Municipal Council of Sydney during the rapid expansion of the electricity network into the suburbs.</i>
B) Associative Significance	Does not meet the threshold for this criterion.
C) Aesthetic Significance	<i>The George Street substation is a modest purpose designed and built Interwar structure.</i>
D) Social Significance	Does not meet the threshold for this criterion.
E) Research Potential	Does not meet the threshold for this criterion.
F) Rarity	Does not meet the threshold for this criterion.
G) Representativeness	<i>Typical in terms of scale, function and technical arrangement to many electrical distribution substation located throughout Sydney.</i>

²⁰¹ Electricity Substation no. 174, State Heritage Inventory, <https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=3430543>.

6.0 THE PROPOSED WORKS

6.1 Project Vision and Intended Outcomes

The vision for the site is to create a unique and vibrant mixed-tenure housing precinct that supports the needs of the community and delivers much needed housing in response to National and State Government priorities. Through consultation with Homes NSW, the concept SSDA aims to deliver a project that:

- High quality mixed tenure housing in context of a rapidly transforming area
- Approximately 3,300 new dwellings, of which a minimum 30% will be social housing, approximately 20% will be affordable housing, and a maximum of 50% will be market housing (measured as a percentage of the total residential gross floor area)
- Publicly accessible open space and public realm activation
- An authentic mixed-use precinct, with housing co-located with non-residential uses, community uses, essential services and access to public transport.

The proposed redevelopment seeks to create a unique and vibrant destination that can deliver significant social benefits to residents, visitors, and workers in the Waterloo area and broader City of Sydney LGA. The co-location of community uses with housing and employment uses will ensure the redevelopment is an integrated, accessible and connected precinct that supports the social needs of community.

6.2 Proposed Concept SSDA

The concept SSDA seeks concept approval in accordance with section 4.22 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) for the comprehensive redevelopment of the Waterloo South site. The concept proposal, if approved, will guide the detailed design of future buildings, public open spaces, and the public realm within Waterloo South. It will seek concept development consent for key planning metrics for the precinct as generally described in Table 13 (indicative figures) (see Figure 113-Figure 115).

Table 13: Key development metrics

Descriptor	Project Details
Project Area	<ul style="list-style-type: none"> • Waterloo South has a developable site area of 114,822sqm / 11.5ha • The Waterloo South Precinct Area, including all LAHC owned and privately owned properties and roads within the precinct, has a site area of 123,149sqm / 12.3ha.
Project Description	<ul style="list-style-type: none"> • Maximum building envelopes, including maximum building heights, street-wall heights and setbacks • Distribution of gross floor area across the Waterloo South development blocks • Indicative allocation of floor space between social housing, affordable housing, community uses, and other non-residential uses across the Waterloo South Precinct Area • Loading, vehicular, pedestrian, and active transport access arrangements

	<ul style="list-style-type: none"> • Public domain upgrades and new public domain and publicly accessible areas • Indicative subdivision plan, staging plan and delivery sequencing for development • Approval of the following management plans and strategies to inform future stages of the development: <ul style="list-style-type: none"> ▪ Updated Design Excellence Strategy ▪ Preliminary Public Art Strategy ▪ Contamination Strategy ▪ Flood Management Strategy ▪ Stormwater Management and Drainage Strategy ▪ ESD Strategy ▪ Strategies for utilities and service provision including service infrastructure lead-in enabling works ▪ Tree Retention Strategy.
Land Uses	<ul style="list-style-type: none"> • Social housing: no less than 30% of residential GFA • Affordable housing: ~20% of residential GFA (balance between the delivery of minimum 30% social housing, and the maximum 50% market housing) • Market housing: no greater than 50% of residential GFA • Community facilities: 5,000sqm • Non-residential floor space: 10,000sqm.
Gross Floor Area	Up to 282,485 m ² .
Building Heights	Between 2 and 33 storeys.
Car Parking	Approximately 1,500 spaces (across all land uses), excluding on-street car parking spaces.
Staging/ Phasing	The indicative staging of the redevelopment is outlined in the concept SSDA. It is expected that the redevelopment will occur in seven (7) stages (inclusive of the delivery of the large park on Block 1).

6.3 State Assessed Rezoning Proposal (SARP)

The proposed scope seeks changes to the Sydney LEP 2012 and the Waterloo Estate (South) Design Guide dated November 2022, which is referenced in clause 7.29(5) of the Sydney LEP 2012.

It is proposed to seek an LEP Amendment, which would align the Sydney LEP 2012 and Design Guide controls such that development within the precinct can be accommodated within the permissible LEP controls and design guide envelopes rather than relying on substantial clause 4.6 variations for each stage.

The maximum height of building maps in the Sydney LEP 2012 are proposed to be revised, in addition to the Sydney LEP 2012 maximum FSR maps to reflect a revised allocation of floor space across the precinct. It is noted that the rezoning **will not** seek to increase the maximum GFA currently permissible across the Waterloo South Estate.

6.3.1 Project justification

The Department's State Significant Rezoning Evaluation Panel found that the proposal satisfies the eligibility criteria under the 'Prioritising rezoning that delivers social and affordable housing program guideline' and approved the rectification planning proposal to progress as a state-assessed rezoning

proposal on 10 June 2025. As such, the Department will consider the rectification planning proposal and the concept SSSA concurrently.

The purpose of the rectification rezoning is to rectify discrepancies within the Sydney LEP 2012 and the Waterloo Estate (South) Design Guide (Design Guide) dated November 2022, that currently limit the delivery of new homes on the site. Minor variations to the current planning controls are also required to reflect the latest commitments made by the NSW Government in relation to the tenure mix across the precinct resulting in changes to the distribution of built form across the precinct.



Figure 113: Aerial render showing the proposed future development

Base 01

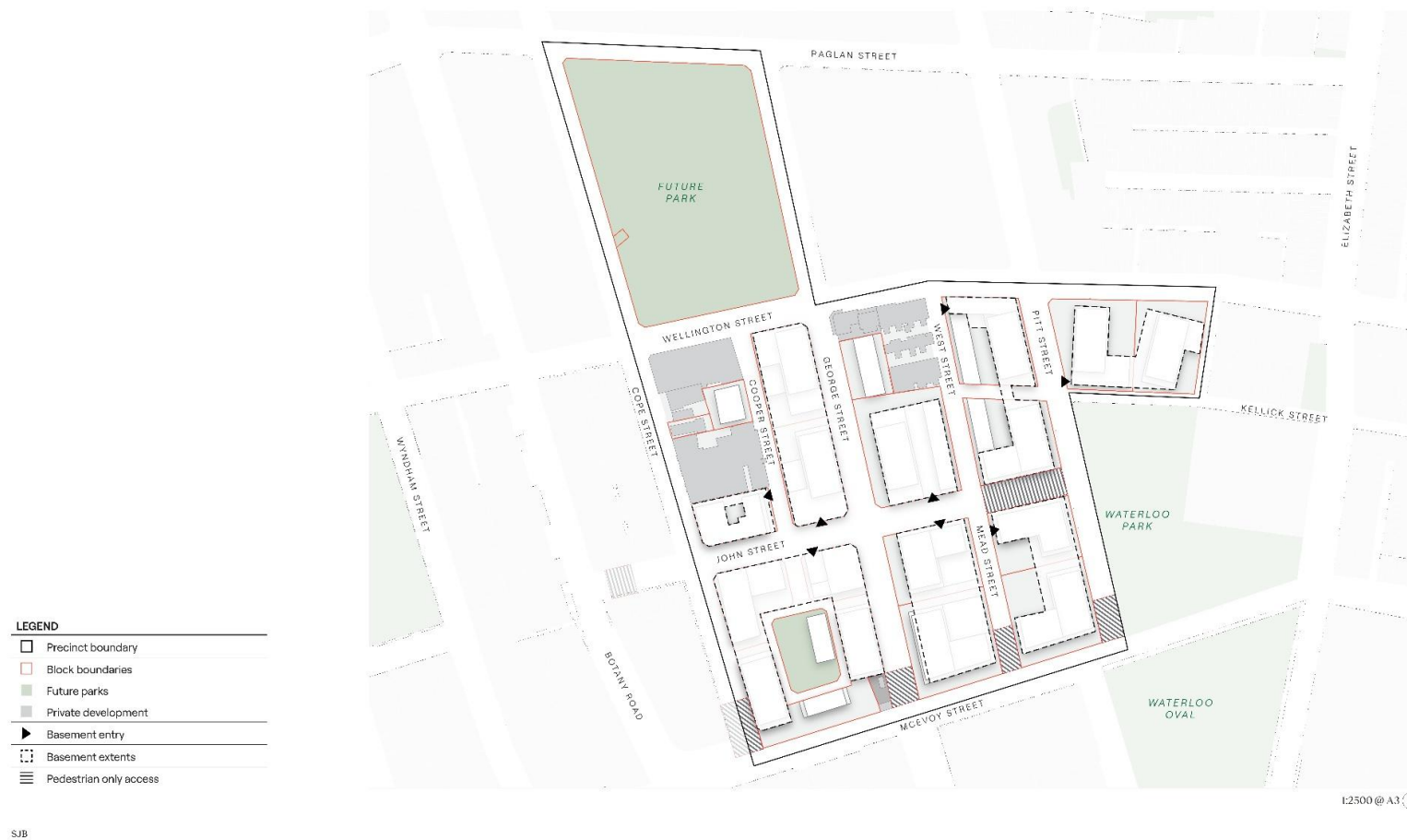


Figure 114: Location of concept proposal basement extents

Base 02



SJB

Figure 115: Location of concept proposal built development

7.0 HERITAGE IMPACT ASSESSMENT

7.1 Overview

This section assesses the potential heritage impact of the proposed concept design on listed heritage items within the study area, and within 250m of the study area.

Within this approach, the objective of a heritage impact assessment is to evaluate and explain how the proposed works will affect the heritage value of the study area and/or place. This heritage impact assessment also addresses how the heritage value of the site/place can be conserved or maintained, or preferably enhanced by the proposed works.

In order to consistently identify the impact of the proposed works, the terminology contained in the following table has been references throughout this document. The terminology and definitions are based on those contained in guidelines produced by Heritage NSW²⁰² and are shown in Table 14.

Table 14: Terminology for assessing the magnitude of heritage impact.

Grading	Definition
Total loss of significance	Major adverse impacts to the extent where the place would no longer meet the criteria for listing on the heritage register.
Adverse impact	Major (that is, more than minor or moderate) adverse impacts to heritage significance, defined as removing significant features, obscuring key views, or removing evidence of significant historical associations, which require substantial changes to the scope of works or design to sufficiently reduce those impacts. The material threshold applies when substantial changes to the application are required to reduce the adverse impacts to a moderate or minor level.
	Moderate adverse impacts to heritage significance. Actions in this category would include removal of an important part of a heritage item's setting or temporary removal of significant elements or fabric. The impact of these actions could be reduced through appropriate mitigation measures.
	Minor adverse impacts to heritage significance, defined as impacts to heritage significance that are minor enough that they are outweighed by other benefits of the application, for example sympathetic alterations to an original non-compliant balustrade to enable continued public use.
Little to no impact*	An alteration to heritage significance that is so minor that it is considered negligible. * Little to no impact (as opposed to no impact) acknowledges that any change will result in some level of impact/alteration to heritage significance.
Positive impact	Alterations that enhance the ability to demonstrate the heritage significance of an listed place.

²⁰² Heritage NSW, *Material Threshold Policy*, 2020.

Table 15: Terminology for heritage impact types

Impact	Definition
Physical	Impacts resulting from works located within or outside the curtilage boundaries of the heritage item, caused by removing or altering the item or fabric of heritage significance.
Visual	Impact to views, vistas and setting of the heritage item resulting from proposed works within or outside the curtilage boundaries of the heritage item.
Potential	Impacts resulting from increased noise, vibrations and construction works located within or outside the curtilage boundaries of the heritage item.
Archaeological	Impacts to potential archaeological remains located within the curtilage boundaries of the heritage item.

7.2 Heritage Impacts to Waterloo Estate South

7.2.1 Pressure Tunnel and Shafts (SHR no. 01630, s170 no. 4570942, and RNE Place ID. 19884)

The Concept SSDA and concurrent SARP application proposes to introduce new buildings in the Waterloo South area. Works in the area of the State significant Pressure Tunnel and Shafts would be undertaken as part of development blocks 2, 3, 4 and 6. The Pressure Tunnel and Shafts are a significant and currently in service piece of water infrastructure. Rare in NSW, it is the third largest pressure tunnel in the world and technically significant for its engineering.

As the Pressure Tunnel and Shafts are located underground, the SARP application would have no heritage impacts to the item, as the SARP would be focused on amendments to legislation regarding inconsistencies with building heights and design guidelines. In much the same way, due to the visual disconnect between the proposed development and the heritage item, the proposed Concept SSDA design would have **no visual** heritage impacts.

The Pressure Tunnel and Shafts are located approximately 30m below ground level. As such, the proposed new buildings as documented in the Concept SSDA design would have the potential to physically impact the heritage item through building basements, footings and services for these buildings. However, ground-disturbing activities for investigation and construction in development blocks 2, 3, 4 and 6, such as geotechnical investigation, service relocation, piling works etc. are unlikely to impact the Pressure Tunnel and Shafts, as these are located at RL -34.278, and the lowest basement RL is above RL 0.

In an assessment of the proposed Concept SSDA and SARP, overall, the proposed built form would have little to no physical impacts to the significant fabric of the Pressure Tunnel and Shafts. As the item is underground, there is **no potential for visual impacts**, and **no additional impacts as a result of the SARP**.

Concept SSDA: Little to no physical and potential impacts, no visual impacts.

SARP: No impacts.

7.2.2 Duke of Wellington Hotel including Interior (LEP no. I2085) (Local)

The Concept SSDA and concurrent SARP application proposes to introduce new buildings in the Waterloo South area. Works in the vicinity of the locally significant Duke of Wellington Hotel would be

undertaken as part of development blocks 3 and 4. The Duke of Wellington Hotel is a significant landmark building on a prominent corner location within the Waterloo South precinct.

There are no works proposed to the heritage item as part of the Concept SSDA or SARP, and therefore would result in **no physical** impact to the Duke of Wellington Hotel. Whilst there are no works to the item itself, the Concept design includes the development of a 11-storey building adjacent to the south along George Street. Opposite the Duke of Wellington Hotel, a 13-storey and an 11-storey building are proposed on George Street.

Works associated with demolition and excavation may have the potential to impact the Duke of Wellington Hotel and cause **minor adverse** damage due to vibration and settlement. The magnitude of this damage and potential mitigation measures would require further assessment during detailed design.

Despite the SARP application seeking amendments to building heights, in this location the proposed buildings are generally consistent with the existing SLEP maximum height requirements. As such, the SARP application would not have the potential for any additional visual impacts on the heritage item.

The 11-storey building to the south of the Duke of Wellington Hotel has been proposed in the Concept design with three distinct setbacks in height. The building would have a 4-storey podium, rising to a 9-storey building, with the highest portions of the building reaching 11-storeys. The stepped building height as documented in the Concept design would help to minimise the visual impact and overshadowing caused by a large tower adjacent to the small-scale Duke of Wellington Hotel. An existing 4-storey building is located adjacent to the Duke of Wellington Hotel to the east, and 3-storey across the road on George Street. However, despite massing and scale considerations which would help to minimise some of the visual impacts of the proposed development, the overall proposed redevelopment of the Waterloo South precinct, in particular the proposed developments in blocks 3 and 4 would alter the physical and visual setting of the Duke of Wellington Hotel.

The proposed demolition and redevelopment of the area to the north of Wellington Street (known as development block 1) as an open public space has the potential to provide new or reclaim previously lost vistas towards the Duke of Wellington Hotel.

In an assessment of the proposed Concept SSDA and SARP, overall, the proposed built form would have the **no potential for physical impacts** to the significant fabric of the Duke of Wellington Hotel. The Concept SSDA would have the potential for **moderate adverse visual impacts** due to the substantial alteration of the physical and visual setting of the heritage item. As the proposed building height and mass are generally in keeping with the existing SLEP provisions, it is **not considered that the SARP would result in any additional impacts.**

Concept SSDA: No physical impacts, Minor adverse potential impacts, Moderate adverse visual impacts.

SARP: No impacts.

7.2.3 Former Waterloo Pre-School (225 Cope Street) including interior (I2077) (Local)

Works in the area of the locally significant Former Waterloo Pre-School would be undertaken as part of development block 2. The Former Waterloo Pre-School is significant for the aesthetic contribution to Cope Street as an example of a Victorian ecclesiastic building. The Former Waterloo Pre-School is further significant for its rarity, historic, associative and social connections to the 'Sydney Ragged School' movement and later as a kindergarten run by philanthropic organisation Sydney City Mission.

There are no works proposed to the Former Waterloo Pre-School as part of the Concept SSDA or SARP, and would therefore result in **no physical** impact. Whilst there are no works to the item itself, the Concept design includes the development of 4-storey buildings to the east along Cooper Street.

Works associated with demolition and excavation may have the potential to impact the Duke of Wellington Hotel and cause **minor adverse** damage due to vibration and settlement. The magnitude of this damage and potential mitigation measures would require further assessment during detailed design.

Despite the SARP application seeking amendments to building heights, in this location the proposed building are generally consistent with the existing SLEP maximum height requirements. As such, the SARP application would not have the potential for any additional visual impacts on the heritage item.

The proposed 4-storey building to the east of the Former Waterloo Pre-School would be physically and visually separated from the heritage item. The existing context of the Former Waterloo Pre-School to the east is obscured by mature vegetation, and existing buildings are of low scale 2-4 storeys high. The Public Domain and Landscape Report submitted as part of the Concept SSDA identifies that the majority of the existing vegetation on site would be removed, replaced with private open space. Whilst the loss of screening vegetation would increase visibility of the surrounding buildings, the construction of a new 4-storey building to the east, is of a similar scale to the existing buildings and would not create additional visual heritage impacts to the heritage item. However, the overall proposed development of the Waterloo South precinct would alter the physical and visual setting of the Former Waterloo Pre-School.

In an assessment of the proposed Concept SSDA and SARP, overall, the proposed built form would have the **no potential for physical impacts** to the significant fabric of the Former Waterloo Pre-School. The Concept SSDA would have the potential for **minor adverse visual impacts** due to the substantial alteration of the physical and visual setting of the heritage item. As the proposed building height and mass are generally in keeping with the existing SLEP provisions, it is **not considered that the SARP would result in any additional impacts**.

Concept SSDA: No physical impacts, Minor adverse potential impacts, Minor adverse visual impacts.

SARP: No impacts.

7.2.4 2-storey Victorian terrace houses (circa 1880) (LEP no. I2078) (Local)

Works in the area of the locally significant 2 Storey Victorian terrace houses would be undertaken in as part of development block 2. The 2 storey Victorian terrace houses are significant for their aesthetic contribution to Cope Street as an example of Victorian residential buildings.

As part of the Concept SSDA, the 2 storey Victorian terrace houses would be converted to 'mixed use', with a new 2-storey building to the south of the heritage item. Details regarding the function of the 2 storey Victorian terrace houses have not been provided as part of the concept design. An adaptation of the buildings for new functions has the potential to have physical impacts on the heritage fabric and overall significance of the heritage item.

Works associated with demolition and excavation may have the potential to impact the Duke of Wellington Hotel and cause **minor adverse** damage due to vibration and settlement. The magnitude of this damage and potential mitigation measures would require further assessment during detailed design.

Despite the SARP application seeking amendments to building heights, in this location the proposed 2-storey community building to the south of the 2 storey Victorian terrace houses is generally

consistent with the existing SLEP maximum height requirements. As such, the SARP application would not have the potential for any additional visual impacts on the heritage item.

The existing adjoining building to the south of the 2 storey Victorian terrace houses are 3 storeys high. The surrounding existing building context is of a similar low scale 2-4 storeys high. The construction of a new 2-storey community building to the south, is of a similar scale to the existing buildings and would not create additional visual heritage impacts to the heritage item. However, the overall proposed development of the Waterloo South precinct would alter the physical and visual setting of the 2-storey Victorian terrace houses.

In an assessment of the proposed Concept SSDA and SARP, overall, the proposed built form would have the **no potential for physical impacts** to the significant fabric of the Former Waterloo Pre-School. The Concept SSDA would have the potential for **minor adverse visual impacts** due to the substantial alteration of the physical and visual setting of the heritage item. As the proposed building height and mass are generally in keeping with the existing SLEP provisions, it is **not considered that the SARP would result in any additional impacts**.

Concept SSDA: No physical impacts, Minor adverse potential impacts, Minor adverse visual impacts.

SARP: No impacts.

7.2.5 Single-storey interwar building, Electricity Substation No 174 (LEP no. I2086 and s170 no. 3430543) (Local)

The Concept SSDA and concurrent SARP application proposes to introduce new buildings in the Waterloo South area. Works in the area of the locally significant Electricity Substation No. 174 would be undertaken as part of development blocks 8 and 9. Electricity Substation No. 174 is a historically significant piece of infrastructure which is representative of the interwar period and makes an aesthetic contribution to George Street.

There are no works proposed to the heritage item as part of the Concept SSDA or SARP, and would therefore result in **no physical** impact to the Electricity Substation No. 174. Whilst there are no works to the item itself, the Concept design includes the development of 7-storey buildings adjacent to the west along McEvoy Street and a 13-storey building to the north along George Street. Opposite the Electricity Substation No. 174, a 7-storey and a 33-storey building are proposed on George Street.

Works associated with demolition and excavation may have the potential to impact the Duke of Wellington Hotel and cause **minor adverse** damage due to vibration and settlement. The magnitude of this damage and potential mitigation measures would require further assessment during detailed design.

Despite the SARP application seeking amendments to building heights, in this location the proposed buildings are generally consistent with the existing SLEP maximum height requirements. As such, the SARP application would not have the potential for any additional visual impacts on the heritage item.

The Electricity Substation No. 174's existing setting is surrounded by a number of open green public spaces and mature street trees, the surrounding built structures are of low-scale 3-4 storeys in height. As such the proposal to develop the adjacent areas to the west and north with a 7-storey and 13 storey buildings would constitute a large increase in building mass and height within the vicinity of the 1-storey heritage item, causing an encroachment on the physical and visual buffer of the building and greater overshadowing. This visual impact would be compounded further by the proposed developments across the road on George Street which would be 7-storeys and 33-storeys respectively. The proposed development of the immediate surrounding area, whilst generally consistent with the SLEP, is a substantial change from the heritage item's existing and historic

setting. It is however consistent with many historic (and modern) substations which are generally located within higher density urban areas.

In an assessment of the proposed Concept SSDA and SARP, overall, the proposed built form would have **no potential for physical impacts** to the significant fabric of the Electricity Substation No. 174. The Concept SSDA would have the potential for **moderate adverse visual impacts** due to the substantial alteration of the physical and visual setting of the heritage item. As the proposed building height and mass are generally in keeping with the existing SLEP provisions, it is **not considered that the SARP would result in any additional impacts**.

Concept SSDA: No physical impacts, Minor adverse potential impacts, Moderate adverse visual impacts.

SARP: No impacts.

7.3 Heritage Impacts to items in the vicinity

7.3.1 Summary of impacts to relevant heritage items

This section summarises the assessment of physical and visual impacts of the proposal on heritage items within 250 m of the study area. The heritage impacts of the proposed works are outlined in Table 16.

Table 16: Assessment of heritage impact on heritage items within 250 m of the study area

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
<i>State Heritage Register</i>			
Yiu Ming Temple	SHR no. 01297 SLEP no. I28	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 8 and 9. This block includes proposed buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the two 33-storey buildings would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 33-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings in development blocks 8 and 9 would have a minor adverse visual impact on the heritage item.
<i>Sydney Local Environmental Plan 2012: Heritage items</i>			
Terrace Group including interiors	SLEP no. I1319	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
			increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
'Clyde House' including interiors	SLEP no. I1320	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Terrace house/shop including interior	SLEP no. I1345	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Former Somerset Hotel including interior	SLEP no. I1346	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Terrace group including interiors	SLEP no. I2090	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
House including interior	SLEP no. I2091	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Terrace house including interior	SLEP no. I2092	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Terrace group including interiors	SLEP no. I2093	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Uniting Church buildings including interiors and grounds	SLEP no. I2097	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
			storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Terrace group including interiors	SLEP no. I2096	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Terrace group including interiors	SLEP no. I2095	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 5 and 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
“Grosvenor Terrace” including interiors	SLEP no. I2089	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development block 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Terrace group including interiors	SLEP no. I2101	The works have been assessed as having no	The proposed works in closest vicinity of the heritage item are buildings in development block 7. These blocks include proposed

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
		<p>physical impacts to the item.</p>	<p>buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.</p>
<p>Terrace group including interiors</p>	<p>SLEP no. I2102</p>	<p>The works have been assessed as having no physical impacts to the item.</p>	<p>The proposed works in closest vicinity of the heritage item are buildings in development block 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.</p>
<p>Waterloo Town Hall including interior and former air raid shelter</p>	<p>SLEP no. I2080</p>	<p>The works have been assessed as having no physical impacts to the item.</p>	<p>The proposed works in closest vicinity of the heritage item are buildings in development block 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.</p>
<p>Terrace group including interiors</p>	<p>SLEP no. I2081</p>	<p>The works have been assessed as having no physical impacts to the item.</p>	<p>The proposed works in closest vicinity of the heritage item are buildings in development block 7. These blocks include proposed buildings ranging in height from 4-storeys to 27-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 27-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 27-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would</p>

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
Our Lady of Mt Carmel Church and School buildings including interiors and grounds	SLEP no. I2088	The works have been assessed as having no physical impacts to the item.	<p>have a minor adverse visual impact on the heritage item.</p> <p>The proposed works in closest vicinity of the heritage item are buildings in development blocks 5, 6, 7 and 10. These blocks include proposed buildings ranging in height from 4-storeys to 30-storeys. Whilst the lower scale buildings would be generally consistent with the mass and scale of existing buildings in the surrounding context, the proposed 27-storey building to the north-west, and 33-storey building to the west would substantially alter the existing visual setting, the skyline and views from the heritage item. The two tall buildings would also have the potential to create a substantial increase in overshadowing of the heritage item, adversely impacting natural light amenity. Whilst the 27-storey and 30-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings they would have a major adverse visual impact on the heritage item. Recommended mitigation measures around outlined in Section 8.3.</p>
Waterloo Park & Oval including grounds and landscaping	SLEP no. I2079	The works have been assessed as having no physical impacts to the item.	<p>The proposed works in closest vicinity of the heritage item are buildings in development blocks 5, 6, 7 and 10. These blocks include proposed buildings ranging in height from 4-storeys to 30-storeys. Whilst the lower scale buildings would be generally consistent with the mass and scale of existing buildings in the surrounding context, the proposed 27-storey building to the north-west, and 33-storey building to the west would substantially alter the existing visual setting, the skyline and views from the heritage item. The two tall buildings would also have the potential to create a substantial increase in overshadowing of the heritage item, adversely impacting natural light amenity. Whilst the 27-storey and 30-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings they would have a major adverse visual impact on the heritage item. Recommended mitigation measures around outlined in Section 8.3.</p>

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
Former “Chubb Pty Ltd” including interiors	SLEP no. I2082	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development block 10. This block includes proposed buildings ranging in height from 4-storeys to 30-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 30-storey building would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 30-storey building is generally consistent with the SLEP height (therefore SARP would not cause additional impact), the proposed building would have a minor adverse visual impact on the heritage item.
Glenroy Hotel including interior	SLEP no. I6	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 8 and 9. This block includes proposed buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the two 33-storey buildings would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 33-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings would have a minor adverse visual impact on the heritage item.
Terrace group (17A–29 Retreat Street) including interiors	SLEP no. I29	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 8 and 9. This block includes proposed buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the two 33-storey buildings would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 33-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings would have a minor adverse visual impact on the heritage item.
Former Electric Light Substation No 89 including interiors	SLEP no. I2240	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 8 and 9. This block includes proposed buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
Terrace group “Gordon Terrace” including interiors	SLEP no. I2087	The works have been assessed as having no physical impacts to the item.	would have limited visibility from the heritage item, the two 33-storey buildings would alter the skyline and views from the heritage item in the middle ground and distance. Whilst the 33-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings would have a minor adverse visual impact on the heritage item.
Alexandria Park including entrance gates, landscaping and grounds	SLEP no. I11	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development blocks 8 and 9. This block includes proposed buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings would have limited visibility from the heritage item, the 33-storey building on Cope Street would substantially alter the skyline and views from the heritage item in the foreground. The 33-storey building has the potential to create a substantial increase in overshadowing of the heritage item, adversely impacting natural light amenity. Whilst the 33-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings would have a major adverse visual impact on the heritage item. Recommended mitigation measures around outlined in Section 8.3.
Terrace Group	SLEP no. I2296	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development block 2. These blocks include proposed buildings ranging in height from 2-storeys to 8-storeys. The lower scale buildings would have limited visibility from the heritage item, and are generally consistent with the existing scale in the surrounding area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Terrace Group	SLEP no. I2296	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development block 2. These blocks include proposed buildings ranging in height from 2-storeys to 8-storeys. The lower scale buildings would have limited visibility from the heritage item, and are generally consistent with the existing scale in the surrounding area. As such it is considered

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
			that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Cauliflower Hotel including interior	SLEP no. I2070	The works have been assessed as having no physical impacts to the item.	The proposed works in closest vicinity of the heritage item are buildings in development block 2. These blocks include proposed buildings ranging in height from 2-storeys to 8-storeys. The lower scale buildings would have limited visibility from the heritage item, and are generally consistent with the existing scale in the surrounding area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Congregational Church including interior	SLEP no. I2069	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Lord Raglan Hotel including interior	SLEP no. I16	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Former CBC Bank including interior	SLEP no. I5	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Cricketers Arms Hotel including interior	SLEP no. I4	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance,

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
			<p>minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.</p>
<p><i>Sydney Local Environmental Plan 2012: Heritage Conservation Areas</i></p>			
Redfern Estate	SLEP no. C56	The works have been assessed as having no physical impacts to the item.	<p>The proposed works in the closest vicinity of the heritage item is development block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create on the heritage items and heritage conservation area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage conservation area.</p>
Waterloo	SLEP no. C70	The works have been assessed as having no physical impacts to the item.	<p>The proposed works in closest vicinity of the heritage item are buildings in development blocks 5, 6, 7 and 10. These blocks include proposed buildings ranging in height from 4-storeys to 30-storeys. Whilst the lower scale buildings would be generally consistent with the mass and scale of existing buildings in the surrounding context, the proposed 27-storey building to the north-west, and 33-storey building to the west would substantially alter the existing visual setting, the skyline and views from the heritage conservation area.</p> <p>The two tall buildings would also have the potential to create a substantial increase in overshadowing of the adjacent areas of the heritage conservation area, adversely impacting natural light amenity. Whilst the 27-storey and 30-storey buildings are generally consistent with the SLEP height (therefore SARP would not cause additional impact), and consistent with the City of Sydney controls for overshadowing of public open spaces, due to the substantial changes to the existing setting and context of the item, and the scale of the proposed buildings they would, depending on the position within the heritage conservation area, have a moderate to major adverse visual impact on the heritage conservation area.</p>
Zetland Estate	SLEP no. C73	The works have been assessed as having no	The proposed developments would be further in the distance, minimising the potential visual

Item Name	Item/Listing Number	Potential physical impacts	Potential visual impacts
		physical impacts to the item.	impact the increased massing and scale would create on the heritage items and heritage conservation area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage conservation area.
North Alexandria Industrial	SLEP no. C74	The works have been assessed as having no physical impacts to the item.	The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create on the heritage items and heritage conservation area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage conservation area.
Alexandria Park	SLEP no. C1	The works have been assessed as having no physical impacts to the item.	The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create on the heritage items and heritage conservation area. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage conservation area.
<i>State Environmental Planning Policy (Precincts–Eastern Harbour City) 2021</i>			
Former Redfern Public School – Two Buildings on George and Phillip Streets	SEPP (Precincts-Eastern Harbour City) 2021 no. 12	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item are development Block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.
Former Redfern Public School – Five Storey Surgery Building and Part of Two Storey Colonnade Building	SEPP (Precincts-Eastern Harbour City) 2021 no. 13	The works have been assessed as having no physical impacts to the item.	The proposed works in the closest vicinity of the heritage item are development Block 1 which would form part of the proposed new open public green area. The proposed developments would be further in the distance, minimising the potential visual impact the increased massing and scale would create. As such it is considered that the proposed concept SSDA and SARP would result in little to no visual impact on the heritage item.

7.3.2 Cumulative impacts

Cumulative impacts refer to the combined or overlaid or added actions and interactions within a particular place associated with the past, present and the reasonably foreseeable future.

The area in which the Waterloo South precinct is proposed to be developed has seen little change since the 1970s when the social housing complexes were constructed. Despite this development in the 1970s, the area has remained low-scale and retained many buildings of former residential and warehousing functions, many of which are not heritage listed, but contribute to the overall setting and context of the area.

The proposed redevelopment of the area and construction of large scale tower buildings would have a cumulatively negative heritage impact on the significant heritage values of the area. Whilst there would be generally no physical impacts, there would be substantial adverse visual impacts and alteration of the setting of remaining heritage buildings and fabric within this area, and surrounding areas.

Nearby, the Waterloo South precinct the Waterloo Metro site which has been approved and is under construction has already made substantial physical changes to the local setting, and would have the potential for additional adverse visual impacts.

Overall, the proposed Concept SSDA and SARP would have a **cumulatively moderate adverse visual impact** to the heritage items and conservation areas within the Waterloo South precinct and in the immediate surrounds. Recommendations to mitigate some of these adverse impacts are outlined in Section 8.3.

Cumulative impact: Moderate adverse.

7.4 Questions to be considered in a statement of heritage impact

Heritage guidelines²⁰³ prepared by Heritage NSW outline design considerations for projects that involve works with heritage items. Design considerations are discussed in Table 17.

Table 17: Heritage considerations for Waterloo South precinct (Source: NSW DPE, 2023).

Heritage Consideration	Discussion
General considerations for the proposal	
<i>Do the proposed works include removal of unsympathetic alterations and additions? How does this benefit or impact the heritage item and its significance?</i>	No, the proposed Concept SSDA and SARP do not involve the removal of unsympathetic alterations and additions.
<i>Do the proposed works affect the setting of the heritage item, including views and vistas to and from the heritage item and/or a cultural landscape in which it is sited? Can the impacts be avoided and/or mitigated?</i>	Yes, the proposed Concept SSDA and SARP would impact the setting of heritage items within the Waterloo South precinct and within a 250m buffer. The proposed concept design involves the introduction of new building sin the Waterloo South precinct. Whilst these buildings vary in mass and scale, the proposal includes multiple large scale tower buildings of between 27-33 storeys high. Whilst some modulation in the proposed building height would serve to help mitigate some of the visual impacts and overshadowing caused by large towers adjacent to small-scale buildings and within a low-scale context, these modulations would not be sufficient enough to mitigate some of the larger scale visual impacts on the following heritage items:

²⁰³ 'Guidelines for preparing a statement of heritage impact', Department of Planning and Environment, 2023

- Duke of Wellington Hotel including interior (SLEP no. I2085) (Local)
- Single-storey interwar building, Electricity Substation No. 174 (SLEP no. I2086 and s170 no. 3430543) (Local)
- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)
- Waterloo HCA (SLEP no. C70).

Are the proposed works part of a broader scope of works? No, however the proposed Concept SSDA would be undertaken in 7 stages.

Does this proposal relate to any previous or future works? No
If so, what cumulative impact (positive and/or adverse)
will these works have on the heritage significance of the
item?

Are the proposed works to a heritage item that is also significant for its Aboriginal cultural heritage values? If so, have experts in Aboriginal cultural heritage been consulted? Impacts to Aboriginal cultural heritage values have been assessed as part of the Archaeological Cultural Heritage Assessment Report (ACHAR) prepared by Artefact in December 2025.

Has the applicant checked if any other approvals or a separate process to evaluate the potential for impacts is required? Yes

Do the proposed works trigger a change of use classification under the National construction code that may result in prescriptive building requirements? If so, have options that avoid impact on the heritage values been investigated? No

If the proposed works are to a local heritage item, are the requirements of the development control plans or any local design guidelines that may apply to the site considered? Yes, these have been considered in Section 7.5.

Will the proposed works result in adverse heritage impact? If so, how will this be avoided, minimised or mitigated? Yes, the proposed Concept SSDA and SARP would result in an adverse heritage impact to the setting and views of heritage items within the Waterloo South precinct and within a 250m buffer. The proposed concept design involves the introduction of new buildings in the Waterloo South precinct. Whilst these buildings vary in mass and scale, the proposal includes multiple large scale tower buildings of between 27-33 storeys high. Whilst some modulation in the proposed building height

would serve to help mitigate some of the visual impacts and overshadowing caused by large towers adjacent to small-scale buildings and within a low-scale context, these modulations would not be sufficient enough to mitigate some of the larger scale visual impacts on the following heritage items:

- Duke of Wellington Hotel including interior (SLEP no. I2085) (Local)
- Single-storey interwar building, Electricity Substation No. 174 (SLEP no. I2086 and s170 no. 3430543) (Local)
- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)
- Waterloo HCA (SLEP no. C70).

A statement of heritage impact has been prepared according to Heritage NSW guidelines for assessing specific types of works in Table 18 below.

Table 18: Considerations for specific types of works

Development	Discussion
Works adjacent to a heritage item or within the heritage conservation area (listed on an LEP)	
<i>Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?</i>	Whilst the proposed Concept SSDA and SARP would have an adverse heritage impact, it would not affect the overall heritage significance of adjacent heritage items or the heritage conservation areas.
<i>Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?</i>	<p>Yes, the proposed Concept SSDA and SARP would result in an adverse heritage impact to the setting and views of heritage items within the Waterloo South precinct and within a 250m buffer. The proposed concept design involves the introduction of new building sin the Waterloo South precinct. Whilst these buildings vary in mass and scale, the proposal includes multiple large scale tower buildings of between 27-33 storeys high. Whilst some modulation in the proposed building height would serve to help mitigate some of the visual impacts and overshadowing caused by large towers adjacent to small-scale buildings and within a low-scale context, these modulations would not be sufficient enough to mitigate some of the larger scale visual impacts on the following heritage items:</p> <ul style="list-style-type: none"> • Duke of Wellington Hotel including interior (SLEP no. I2085) (Local) • Single-storey interwar building, Electricity Substation No. 174 (SLEP no. I2086 and s170 no. 3430543) (Local)

- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)
- Waterloo HCA (SLEP no. C70).

Will the proposed works impact on the integrity of the streetscape of the heritage conservation area? The proposed development at Waterloo South precinct is not within a heritage conservation area, and would therefore not impact on the integrity of the streetscape of the heritage conservation area.

7.5 Assessment against relevant policies

7.5.1 Waterloo Estate (South): Design Guide 2022

The following table records the relevant principles and guidelines from the Design Guide and assesses the proposed Concept SSDA and SARP against these policies.

Table 19: Assessment of proposal against Design Guide principles and guidelines

Principles	Principle detail	Are works consistent (Yes/No?)	Comments
Locality Statement			
12	Heights of buildings are to minimise overshadowing in both the public and private spaces and are not to generate uncomfortable wind effects at street level. Awnings and colonnades are to be incorporated along retail frontages to increase pedestrian amenity and help to minimise sunlight, rainfall and wind impacts.	Yes	<p>The proposed Concept SSDA design introduces the development of new buildings in the Waterloo South precinct. The concept design proposes buildings ranging in height from 3-storeys to 33-storeys. Whilst the lower scale buildings would be generally consistent with the mass and scale of existing buildings in the surrounding context, and the proposed new tower buildings are consistent with the Design Guide, the tower buildings would range from 27-storeys to 33-storeys would substantially alter the existing visual setting and create substantial overshadowing of the adjacent public and private spaces. It would have significant impacts on the visual and natural light amenity of the following heritage items:</p> <ul style="list-style-type: none"> • Duke of Wellington Hotel including interior (SLEP no. I2085) (Local) • Single-storey interwar building, Electricity Substation No. 174 (SLEP

- no. I2086 and s170 no. 3430543)
(Local)
- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local)
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local)
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local)
- Waterloo HCA (SLEP no. C70).

Urban Strategy: Principle 2 – They right type, height and scale of buildings for Waterloo

3	Tower forms are limited to the southern part of the precinct near McEvoy Street, and the corner of Kellick and Gibson streets, to minimise overshadowing impacts to open space and surrounding residential properties	Yes	The tower forms are located near McEvoy Street, corner of Kellick and Gibson streets.
4	To ensure an appropriate setting for heritage items on Cope Street, heights are limited to two storeys between Cope and Cooper Streets closer to these items	No	<p>The Concept SSDA design does not limit new buildings to 2-storeys between Cope and Cooper Streets. The proposed building heights in the area around the heritage items on Cope Street within the precinct are between 2-8 storeys.</p> <p>Some heritage items immediately adjacent to the precinct on Cope Street are also subject to impact from the proposed development, particularly impacting views and setting. The Terrace group ‘Gordon Terrace’ located on Cope Street are adjacent to the proposed buildings in development block 8, which includes a 33-storey tower. The 33-storey building has the potential to create a substantial increase in overshadowing of the heritage item, adversely impacting natural light amenity, and substantially altering the skyline, views and setting for the item.</p>

Building layout, form and design: Building Heights

(a)	Ensure buildings are predominantly low to medium rise across the precinct, with tall buildings located in the south along McEvoy Street and to the corner of Kellick and Gibson Streets	Yes	The buildings proposed as part of the Concept SSDA are generally low-medium rise across the precinct with tall towers limited to the south of the precinct. However, other tall buildings can be found in Blocks 4, 6 and 7, ranging in heights from 19 to 26 storeys.
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8.0 CONCLUSION

8.1 Approval pathway

The concept proposal has been declared SSD (SSD-93222706) under the EP&A Act. The SEARs issued on 8 October 2025 outline that a SoHI would be required to inform the EIS for the concept proposal. This report meets the SoHI requirement for Item 19 of the project SEARs:²⁰⁴

SEAR	Supporting Documentation	Response
<p>19. Environmental Heritage</p> <ul style="list-style-type: none"> Provide a Statement of Heritage Impact and Archaeological Assessment (where required), in accordance with the relevant guidelines. 	<ul style="list-style-type: none"> Statement of Heritage Impact Archaeological Assessment 	<p>This report meets the SoHI requirement for Item 19 of the SEARs.</p>

This SoHI is submitted to the Department of Planning, Housing and Infrastructure on behalf of Stockland and NSW Land and Housing Corporation (the Applicant) in support of the SSDA for the redevelopment of the study area.

8.2 Summary of findings

This SoHI has made the following conclusions regarding the potential heritage impact of the proposed Concept SSDA in the Waterloo Estate South study area on listed heritage items within the study area:

- Pressure Tunnel and Shafts (SHR no. 01630, s170 no. 4570942, RNE ID: 19884)
 - Little to no physical impacts
 - No visual impacts
 - Little to no potential impacts
- Duke of Wellington Hotel including interior (SLEP no. I2085) (Local)
 - No physical impacts
 - Moderate adverse visual impacts
 - Minor adverse potential impacts
- Former Waterloo Pre-School (225 Cope Street) including interior (SLEP no. I2077) (Local)
 - No physical impacts
 - Minor adverse visual impacts
 - Minor adverse potential impacts
- 2 storey Victorian terrace houses (circa 1880) (SLEP no. I2078) (Local)
 - No physical impacts
 - Minor adverse visual impacts
 - Minor adverse potential impacts
- Single-storey interwar building, Electricity Substation No. 174 (SLEP no. I2086 and s170 no. 3430543) (Local)

²⁰⁴ NSW Government, Planning Secretary's Environmental Assessment Requirements, Application number: SSD-93222706.

- No physical impacts
- Moderate adverse visual impacts
- Minor adverse potential impacts

The SoHI has also assessed the potential heritage impacts of the proposed Concept SSDA on heritage items within a 250 m buffer of the study area. There would be no physical impacts on any of these items. Whilst many items in the vicinity have been assessed as having **little to no visual impact** or **minor adverse visual impacts**, there are a number of items which have been assessed as having the potential to have **moderate** or **major adverse visual impacts**. These items have been identified below:

- Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local): major adverse visual impact
- Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local): major adverse visual impact
- Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local): major adverse visual impact
- Waterloo Heritage Conservation Area (SLEP no. C70): moderate to major adverse visual impact (depending on the position within the HCA).

This SoHI has assessed that the proposed Concept SSDA would have a **cumulatively moderate adverse visual impact** to the heritage items and conservation areas within the Waterloo Estate South and in the immediate surrounds.

The proposed SARP has been assessed as having no potential for additional impacts to heritage items within the Waterloo South precinct and in surrounding 250 m buffer area.

8.3 Recommendations and mitigation measures

Based on the development proposal and the findings of this SoHI, it is recommended that the following mitigation measures are implemented prior to and during the development proposal which requires bulk excavation works.

Table 20: Recommendations and mitigation measures for the project

Heritage Management Ref.	Mitigation Measure	Description
General		
NAH1	Heritage Induction	<p>A heritage induction must be prepared for the project:</p> <ul style="list-style-type: none"> • All staff involved in the proposed works, including design professionals and tradespeople, must receive a heritage induction prior to the commencement of works. The heritage induction should cover the historical values of the site and the potential for the project to encounter significant archaeological resources, and its potential impact on the surrounding heritage items including visual impacts

- The induction should make contractors aware of the recommendations and mitigation methods included in this report, including the procedure to follow in the event that an unexpected archaeological find is encountered. Clear lines of communication must be established for the reporting of any such finds and for procedures to be rapidly implemented.

Built heritage		
NAH2	Vibration mitigation	The vibration assessment for the project should take into consideration the German Standard DIN 4150 – Part 3 guidelines regarding expected peak particle velocity ²⁰⁵ and establish if there is potential for effects of vibration to built heritage items in the surrounding area. If there is potential for vibration to affect built heritage items, further advice from a Heritage Consultant must be sought regarding requirements for vibration monitoring and condition checks.
NAH3	SoHI	A Statement of Heritage Impact should be prepared for each stage of development to assess the impacts of detailed design on the heritage items within the study area, and in the surrounding 250 m buffer.
NAH4	Detailed design: Pressure Tunnel and Shaft	Detailed design should seek to minimise or mitigate physical and visual impacts to heritage items. Basement, footings and services designs should seek to avoid intersection with the Pressure Tunnel and Shafts (SHR no. 01630).
NAH5	Detailed design: scale and mass	<p>Detailed design should seek to minimise the impacts of scale and mass on heritage items and open spaces, to help mitigate the adverse impacts of overshadowing and alteration to setting and skyline. The following heritage items have been assessed as having the potential for moderate adverse visual impacts or greater as a result of the proposed Concept Design:</p> <ul style="list-style-type: none"> • Duke of Wellington Hotel including interior (SLEP no. I2085) (Local) • Single-storey interwar building, Electricity Substation No 174 (SLEP no. I2086 and s170 no. 3430543) (Local) • Our Lady of Mt Carmel Church and School buildings including interiors and grounds (SLEP no. I2088) (Local) • Waterloo Park & Oval including grounds and landscaping (SLEP no. I2079) (Local) • Terrace group “Gordon Terrace” including interiors (SLEP no. I2087) (Local) • Waterloo Heritage Conservation Area (SLEP no. C70) (Local).
NAH6	Consultation	A copy of this report should be provided to the City of Sydney Council and Heritage NSW to inform them of the development proposal and the potential impacts to heritage items in the vicinity of the study area which are listed on the Sydney Local Environmental Plan 2012 and the State Heritage Register.

²⁰⁵ DIN 4150-3:2016-12, Vibration in buildings – Part 3: Effects on structures.

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