

Proposed Development, Sutherland Hospital


Statement of Heritage Impact

Report to Health Infrastructure

Sutherland Shire Council

January 2021



 artefact

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EXECUTIVE SUMMARY

Health Infrastructure NSW (the proponent) lodged an application with the Minister of Planning and Public Spaces for The Sutherland Hospital Operating Theatre Upgrade Project (TSHOTUP) to be considered a State Significant Development (SSD), this was granted on 10 December 2020 (SSD-11099584). Health Infrastructure NSW will prepare an Environmental Impact Statement (EIS) for the project in accordance with the Secretary's Environment Assessment Requirements (SEARs). The SEARs include requirements for both Aboriginal and non-Aboriginal Heritage. The following requirements were provided for the assessment of non-Aboriginal heritage:

8. Heritage

Address any archaeological potential and significance on the site and the impacts the development may have on this significance.

Health Infrastructure NSW have engaged Artefact Heritage to prepare a Statement of Heritage Impact (SOHI) for inclusion in the EIS. Aboriginal Heritage is dealt with separately in an Aboriginal Cultural Heritage Assessment Report.

Overview of findings

- There are no heritage items located within the study area, or in a buffer zone of 250m around the site. A Department of Health s170 listing for the "Main Building" of the Sutherland Hospital exists on the site in the State Heritage Inventory, however this listing is not current or relevant as the building was demolished in 2003-2004. No indicative curtilage is given, however it is assumed from the name that the item related to only the original Main Building (dating to 1958).
- The development and redevelopment of Sutherland Hospital from the 1950s onwards has likely removed or truncated any significant archaeological remains from early phases of occupation of the site.
- The proposal is unlikely to impact significant archaeological remains, and as there are no listed heritage items within the vicinity impacts to built heritage, views and settling will be nil.

Recommendations

- If unexpected archaeological finds are discovered during the proposed work advice a qualified archaeologist should be sought to determine whether they are relics. Heritage NSW must be notified of the discovery of a relic in accordance with Section 146 of the NSW Heritage Act 1977 and further assessment and consultation may be required.
- Consultation should take place with the administrator of the Department of Health s170 register to confirm the former nature of the listing. If only related to the now demolished Main Building, the item should be formally delisted and removed from the State Heritage Inventory.

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1.0 INTRODUCTION

1.1 Background

Health Infrastructure NSW (the proponent) lodged an application with the Minister of Planning and Public Spaces for The Sutherland Hospital Operating Theatre Upgrade Project (TSHOTUP) to be considered a State Significant Development (SSD), this was granted on 10 December 2020 (SSD-11099584). Health Infrastructure NSW will prepare an Environmental Impact Statement (EIS) for the project in accordance with the Secretary's Environment Assessment Requirements (SEARs). The SEARs include requirements for both Aboriginal and non-Aboriginal Heritage. The following requirements were provided for the assessment of non-Aboriginal heritage:

8. Heritage

Address any archaeological potential and significance on the site and the impacts the development may have on this significance.

Health Infrastructure NSW have engaged Artefact Heritage to prepare a Statement of Heritage Impact (SOHI) for inclusion in the EIS. This report includes an assessment of archaeological potential and heritage significance and therefore meets the requirements of the SEARs.

1.2 Study area

The study area covers approximately 11.9 ha and is identified as the Sutherland Hospital (Lot 1, DP 119519, Lot DP 398975 and Lot 1, DP 432283) (Figure 1). The study area is within the Parish of Sutherland and County of Cumberland. The study area falls within the Sutherland Shire Local Government Area (LGA) and the boundaries of La Pouse Local Aboriginal Land Council (LALC).

This report will remark on both the wider study area (the Sutherland Hospital site) and the specific project area (the location of the Operating Theatre Upgrade where works will take place).

1.3 Report structure

The structure and content of this report is as follows:

- **Chapter 1** (this chapter) – Project background and description
- **Chapter 2** – An overview of report methodology
- **Chapter 3** – The heritage management framework including the legislative and policy context, and relevant criteria applicable to the proposal
- **Chapter 4** – An overview of the historical context of the study area
- **Chapter 5** – A description of the site and findings from the previous site inspection
- **Chapter 6** – An assessment of archaeological potential and significance within the study area
- **Chapter 7** – Assessment and overview of heritage significance
- **Chapter 8** - An overview of impacts to heritage items and archaeology arising from the proposal

- **Chapter 9** – Conclusions and recommended measures to mitigate and manage potential impacts
- **Chapter 10** – References of sources used in the preparation of this report

Figure 1: Location of the study area and project area



2.0 METHODOLOGY

2.1 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
- Commonwealth Heritage List
- National Heritage List
- State Heritage Register
- Sutherland Shire LEP 2015
- Section 170 Heritage and Conservation Registers for Sydney Water, Roads and Maritime, Railcorp, Ausgrid, and Department of Health
- NSW State Heritage Inventory database.

Items listed on these registers have been previously assessed against the NSW Heritage Assessment guidelines (as outlined in Section **Error! Reference source not found.**). Statements of heritage significance, based on the NSW Heritage Assessment guidelines, as they appear in relevant heritage inventory sheets and documents, are provided in this assessment.

No relevant Conservation Management Plans or heritage management documents were located at the time of writing.

2.2 Archaeological assessment

An overview approach to the identification of potential archaeological resources has been adopted in this SoHI. Historical archaeological potential is defined as the potential of a site to contain historical archaeological relics, as classified under the NSW Heritage Act 1977. The assessment of historical archaeological potential is based on the identification of former land uses and evaluating whether subsequent actions (either natural or human) may have impacted on archaeological evidence for these former land uses. Knowledge of previous archaeological investigations, understanding of the types of archaeological remains likely to be associated with various land uses, and the results of site inspection are also taken into consideration when evaluating the potential of an area to contain archaeological remains.

Assessments of significance are preliminary in nature and, where possible, significance has been assessed against the NSW Heritage Assessment Criteria. The assessment is informed by the NSW Heritage Division's 2009 guidelines *Assessing Significance for Historical Archaeological Sites and Relics*.

2.2.1 NSW heritage assessment guidelines

Determining the significance of heritage items or a potential archaeological resource is undertaken by utilising a system of assessment centred on the *Burra Charter* of Australia International Council on Monuments and Sites (ICOMOS). 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* and the *Archaeological Assessment Guidelines*.¹

If an item meets one of the seven heritage criteria, and retains the integrity of its key attributes, it can be considered to have heritage significance. The significance of an item or potential archaeological site can then be assessed as being of local or state significance. If a potential 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.²

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

Table 1: 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).

2.2.2 Research potential

In 1984, Bickford and Sullivan examined the concept and assessment of archaeological research potential; that is, the extent to which archaeological resources can address research questions. They

¹ NSW Heritage Office 1996; 25-27

² This section is an extract based on the Heritage Office Assessing Significance for Historical Archaeological Sites and Relics 2009:6.

developed three questions which can be used to assess the research potential of an archaeological site:

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

In the 2009 guidelines *Assessing Significance for Historical Archaeological Sites and 'Relics'*, the NSW Heritage Division has since provided a broader approach to assessing the archaeological significance of sites, which includes consideration of a site's intactness, rarity, representativeness, and whether many similar sites have already been recorded, as well as other factors. This document acknowledges the difficulty of assessing the significance of potential subsurface remains, because the assessment must rely on predicted rather than known attributes.³

A site can have high potential for archaeological remains, and yet still be of low research potential if those remains are unlikely to provide significant or useful information.

2.3 Assessment of heritage impact

This SoHI has been prepared using the document *Statement of Heritage Impact 2002*, prepared by the NSW Heritage Office, contained within the *NSW Heritage Manual*, as a guideline.

Impacts on heritage are identified as either:

- Direct impacts, resulting in the demolition or alteration of fabric of heritage significance
- Indirect impacts, resulting in changes to the setting or curtilage of heritage items or places, historic streetscapes or views
- Potential direct impact, resulting in impacts from vibration and demolition of adjoining structures.

Specific terminology and corresponding definitions are used in this assessment to consistently identify the magnitude of the project's direct, indirect or potentially direct impacts on heritage items or archaeological remains. The terminology and definitions are based on those contained in guidelines produced by ICOMOS⁴ and are shown in Table 2. It is assumed that all direct and potential direct impacts are a result of construction. Indirect impacts are assumed to be operational unless specified as temporary in which case they are related to construction.

³ NSW Heritage Branch 2009

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

Table 2: Terminology for assessing the magnitude of heritage impact.

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

2.4 Limitations

This report provides an assessment of non-Aboriginal (historical) heritage values only.

2.5 Authorship and acknowledgements

This report was prepared by Olivia Turner (Heritage Consultant, Artefact Heritage). Dr Sandra Wallace (Managing Director, Artefact Heritage) provided management input and review.

3.0 HERITAGE MANAGEMENT FRAMEWORK

3.1 Introduction

There are several items of legislation that are relevant to the current study. A summary of these Acts and the potential legislative implications follow.

3.2 Environmental Protection and Biodiversity Conservation Act 1999

The *Environment Protection and Biodiversity Conservation Act 1999* (Commonwealth) (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 be referred to the Minister.

3.2.1 Commonwealth Heritage List

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

No sites within or in the vicinity (up to 250m) of the study area are included on the Commonwealth Heritage List.

3.2.2 National Heritage List

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

No sites within or in the vicinity (up to 250m) of the study area are included on the National Heritage List.

3.3 Heritage Act 1977

The Heritage Act is the primary item of State legislation affording protection to items of environmental heritage in NSW. The Heritage Act is designed to protect both listed heritage items, such as standing structures, and potential archaeological remains or relics. Under the Heritage Act, 'items of environmental heritage' include places, buildings, works, relics, moveable objects and precincts identified as significant based on historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic values. State significant items are listed on the NSW SHR and are given automatic protection under the Heritage Act against any activities that may damage or affect its heritage significance.

3.3.1 The 2009 'Relics provisions'

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

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

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

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

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

A relic has been further defined as:

Relevant case law and the general principles of statutory interpretation strongly indicate that a 'relic' is properly regarded as an object or chattel. A relic can, in

*some circumstances, become part of the land be regarded as a fixture (a chattel that becomes permanently affixed to land).*⁵

Minor works that will have a minimal impact on archaeological relics may be granted an exception under Section 139 (4) or an exemption under Section 57 (2) of the Heritage Act.

3.3.2 Archaeological 'works' versus 'relics'

The Heritage Act provides additional protection for archaeological remains through the operation of the 'relics' provisions. The primary aim of an archaeological significance assessment is to identify whether an archaeological resource, deposit, site or feature is of cultural value and therefore, considered to be a 'relic'.⁶ Historical archaeological sites typically contain a range of different elements as vestiges and remnants of the past. Such sites will include 'relics' of significance in the form of deposits, artefacts, objects and usually also other material evidence from demolished buildings, works or former structures which provide evidence of prior occupations but may not be 'relics'.⁷

The Heritage Act places 'works' in a separate category to archaeological 'relics'. 'Works' are typically remnants of historical structures that are considered to be items of environmental heritage but are not associated with artefact bearing material. Impacts to a 'work' do not require approval from the NSW Heritage Council or its delegate. The following examples of remnant structures have been considered to be 'works' by the NSW Heritage Council:

- Evidence of former infrastructure, where there are no historical artefacts in association with the item
- Historical building footings where there are no historical artefacts in association with the item.

Where buried remnants of historical structures are located in association with historical artefacts in controlled historical contexts (such as intact historic glass, ceramic or bone artefacts), which have the potential to inform research questions regarding the history of a site, the above items may not be characterised as 'works' and may be considered to be 'relics'. The classification of archaeological resource as a 'work' therefore is contingent on the predicted remains being associated with historical structures as well as there being no prediction of the recovery of intact artefactual deposits which may be of research interest. Archaeological works must be managed in accordance with their significance.

3.3.3 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, DPC. This 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.

To carry out activities within the curtilage of an item listed on the SHR, approval must be gained from the Heritage Council by securing a Section 60 permit. In some circumstances, under Section 57(2) of the Heritage Act, a Section 60 permit may not be required if works are undertaken in accordance with the NSW Heritage branch document *Standard Exemptions for Works Requiring Heritage Council*

⁵ *Assessing Significance for Archaeological Sites and 'Relics'*, Heritage Branch, Department of Planning, 2009:7.

⁶ Office of Environment and Heritage (OEH), Heritage Division, 2009. *Assessing Significance for Archaeological Sites and 'Relics'*, p. 4

⁷ Office of Environment and Heritage (OEH), Heritage Division, 2009. *Assessing Significance for Archaeological Sites and 'Relics'*, p. 7.

*Approval*⁸ or in accordance with agency specific exemptions. This includes works that are only minor in nature and will have minimal impact on the heritage significance of the place.

No sites within or in the vicinity (up to 250m) of the study area are included on the State Heritage Register.

3.3.4 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 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 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.

One site within the study area is included on a s170 register:

- 'Main Building' (Department of Health s170 register).
Address: Cnr of Kingsway, Kareena Road, Miranda, NSW 2228 (No Lot/DP or indicative location).

It should be noted that whilst current in the State Heritage Inventory database, this item was demolished after the Sutherland Shire Hospital redevelopment in 2003. Accordingly, it is recommended that the Main Building heritage listing within the study area be examined and formally delisted, as well as removed from the State Heritage Inventory Database. The listing for this item is provided in Appendix 1.

3.4 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (NSW) (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 requires that Local Governments prepare planning instruments (such as Local Environmental Plans [LEPs] and Development Control Plans [DCPs]) in accordance with the Act, to provide guidance on the level of environmental assessment required.

The current study area falls within the boundaries of the Sutherland Shire LGA and is subject to the Sutherland Shire LEP 2015. This includes a schedule of local heritage items and planning controls related to development in the vicinity of heritage items.

3.4.1 The Sutherland Shire Local Environment Plan 2015

The Sutherland Shire LEP 2015 aims to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views; and to protect archaeological sites. The LEP stipulates development controls in relation to development proposed on or near heritage listed properties, archaeological sites, or Aboriginal places of heritage significance. The Sutherland Shire Development Control Plan (DCP) 2015 details the standards,

⁸ Heritage Council of New South Wales 2009

policies and guidelines related to construction and development for the Sutherland Shire and is consistent with the Sutherland Shire LEP 2015.

The following clauses apply to places of heritage significance within the Sutherland Shire LGA, under Part 5 Clause 5.10 of the Sutherland Shire LEP 2015:

Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Sutherland Shire,*
 - (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabrics, settings and views,*
 - (c) to conserve archaeological sites,*
 - (d) to conserve Aboriginal objects and Aboriginal places of heritage significance*
-

Before granting consent under this clause in respect of a heritage item or conservation area, the consent authority, Sutherland Shire Council, must consider the effect of the proposed development on the heritage significance of the item or area concerned (5.10(5)), notably if the development is on land:

(5) Heritage assessment

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

- (a) on land on which a heritage item is located; or*
- (b) on land that is within a heritage conservation area;*
- (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.

No sites within or in the vicinity (up to 250m) of the study area are included on the Sutherland Shire Local Environmental Plan 2015.

3.5 Non-statutory registers

3.5.1 The Register of the National Estate

The Register of the National Estate is a list of natural, Aboriginal and historic heritage places throughout Australia. It was originally established under the *Australian Heritage Commission Act 1975*. Under that Act, the Australian Heritage Commission entered more than 13,000 places in the register. Following amendments to the *Australian Heritage Council Act 2003*, the RNE was frozen on 19 February 2007 and ceased to be a statutory register in February 2012. The RNE is now maintained on a non-statutory basis as a publicly available archive and educational resource.

No sites within or in the vicinity (up to 250m) of the study area are included on the Register of the National Estate.

3.5.2 Register of the National Trust

The National Trust of Australia is a community-based, non-government organisation committed to promoting and conserving Australia's Indigenous, natural and historic heritage. The Register of the National Trust (RNT) was established in 1949. It is a non-statutory register.

No sites within or in the vicinity (up to 250m) of the study area are included on the Register of the National Trust.

3.6 Summary of heritage listings

No current heritage listings have been identified within the study area or within an additional 250m buffer.

One s170 listing from the Department of Health register was identified, however it refers to a specific building which is now demolished and is no longer applicable or current to the site. To ensure compliance with the SEARS, the proponent will need to consult the administrator of the Department of Health s170 register and confirm that the listing related to the now-demolished main building. Following this, the item will have to be formally delisted and removed from the State Heritage Inventory Database.

4.0 HISTORICAL CONTEXT

4.1 Aboriginal history

The area now known as the Sutherland Shire is the traditional land of the Gweagal people of the Dharawal language group.⁹ The Gweagal people nurtured and cultivated their coastal environment for many thousands of years prior to European colonisation. Groups utilised both saltwater environments in areas like Kurnell and freshwater environments in the upper Hacking River, Heathcote Creek and Woronora River as key resources to sustain their social, cultural and economic systems. The long history of the Gweagal people is evident in the array of rock paintings, engravings, stencils, grinding grooves, shell middens and rock shelters throughout the area.

4.2 Early European settlement and land grants (1830s-1890s)

The territory that was to become the modern day Sutherland Shire was separated from the Sydney and George District by the Georges River and Botany Bay. This physical barrier combined with tense relations between the Aboriginal peoples of the region and white settlers significantly hindered the expansion of settlement south of the Georges River.¹⁰

The first landowner in the shire was Captain James Birnie who established 'Alpha' Farm on Portion 1 of 700 acres on the Kurnell Peninsula. Birnie obtained the land through a grant by promise, which was the conventional way of acquiring land prior to 1830 in the colony. In order to promote farming by emancipated convicts and others in these early years post-settlement, the Governor promised a certain number of acres to an individual. To gain a deed of title on any 'promise' the land had to be surveyed under the direction of the Surveyor General.

The study area originally belonged to two individuals prominent in the early settlement of the Sutherland, with the approximate northern half being part of the holding of Gregory Blaxland, and the southern portion part of land owned by the Honorable Thomas Holt. Blaxland's grant by promise was shortly thereafter sold to John Connell, though the title was not officially granted until 1834 following the official survey of the land.¹¹ Both Connell and Holt were free settlers who emigrated in the first decades of the nineteenth century, with Connell a merchant and ironmonger, and Holt a wool merchant, later financier and politician.¹² In the late 1830s John Connell passed away, with much of his land being transferred to John Connell junior, a timbergetter who harvested and cleared much of the estate.¹³

The first release of land for sale by the Crown within the Sutherland Shire area occurred in 1856. The aforementioned John Connell Junior purchased several large parcels of property in the Caringbah/Burraneer Bay areas, in addition to the substantial estate he inherited in Kurnell which included Alpha Farm. From 1860 onwards, following the purchase of newly released land and the acquisition of land from bankrupt estates, the above-mentioned Thomas Holt built a substantial property portfolio across the Sutherland Shire and beyond into Sydney, Liverpool and as far north as Queensland.¹⁴ During this period, he also acquired the southern portion of the study area from

⁹ Sutherland Shire Council, "Aboriginal History," (2020). Accessible online at: <http://www.sutherlandshire.nsw.gov.au/Community/Community-Support-Services/Aboriginal-and-Torres-Strait-Islander-Communities>

¹⁰ M Larkin, 1998. Sutherland Shire: A History to 1939. Sutherland History Press. P10.

¹¹ M Hutton Neve, 2000. A brief history of Sutherland Shire. Sutherland Shire Studies –No. 1. P2.

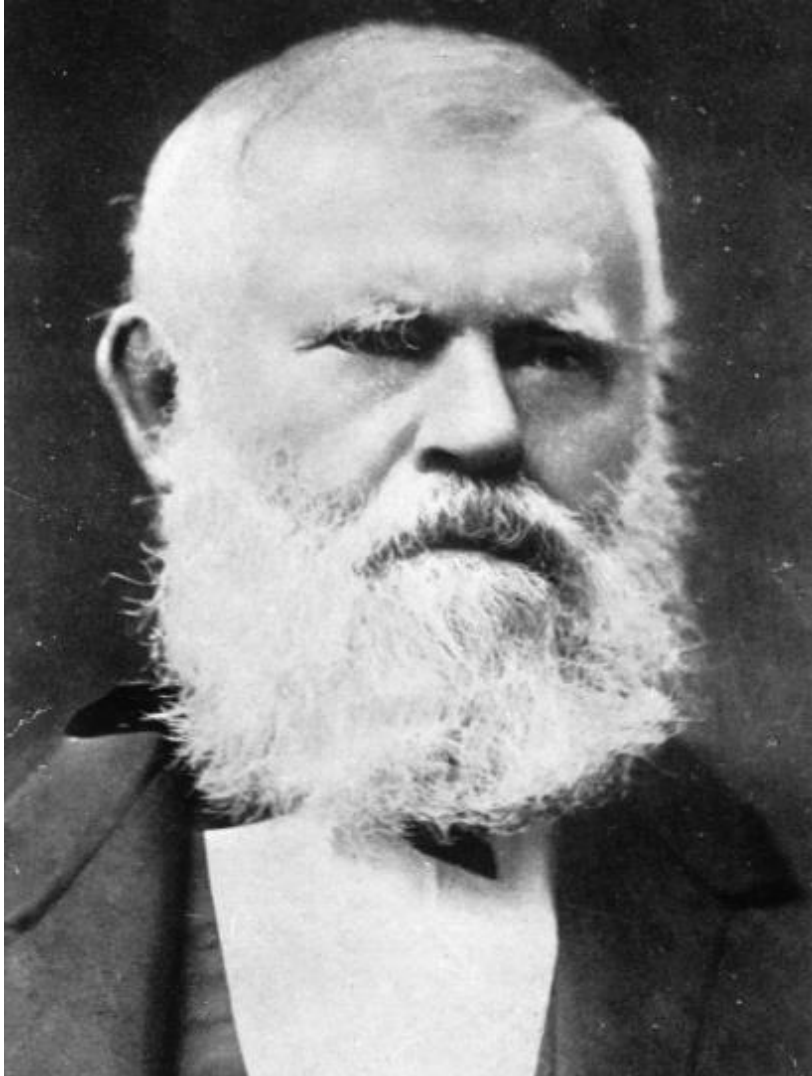
¹² Philip Geeves, 'Holt, Thomas (1811–1888)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <https://adb.anu.edu.au/biography/holt-thomas-3786/text5987>

¹³ National Portrait Gallery, 2018. "John Connell," <https://www.portrait.gov.au/people/john-connell-1759>

¹⁴ Larkin, 1998, p10.

Connell as he expanded the boundaries of his immense landholding.¹⁵ By the 1880s, he had acquired almost 12,000 acres of land in New South Wales. His legacy and prominence is seen throughout the Sutherland Shire including on Kurnell Headland, where Holt erected an obelisk to commemorate Cook's landing in 1888.

Figure 2. Portrait of Thomas Holt. Source: Sutherland Shire Local History Centre



Thomas Holt's vast estate, within which the study area was contained, was subleased to the Holt-Sutherland Estate in 1881, which had been formed to coordinate the subdivision and settlement of his land which comprises much of the present Sutherland Shire. Owing to drought, poor economic conditions and depression of the 1880s and 1890s, much of the land was not formally subdivided until around 1900, though some purchases did take place. Following this, many of the small, rural parcels were used to grow fruit or raise poultry, whilst larger holdings were used for orchards, market gardening and farming. In its earliest decades, the suburb of Caringbah had been known as Highfield. Following the growth of the area, it became formally known as Caringbah in 1912 when the first Post Office was established for the area.¹⁶

¹⁵ Certificate of Title 2314-22, LPI NSW.

¹⁶ Hutton Neve, 2000, p 9.

The area which was to become the Sutherland shire was opened up by the coming of the railway to Sutherland in 1885.¹⁷ This milestone opened up the land for residential and commercial settlement, where the land had previously been sparsely developed due to it being too rocky or unproductive for agriculture. The migration of labouring men inland, many involved in agriculture and timbergetting, led to the establishment of schools, hospitals, stores and police stations throughout the shire in the late 1880s and 1890s.¹⁸ The economic depression of the 1890s amplified these trends due to the cheaper cost of living and the availability of work. Centres like Menai grew, but those around the study area like Miranda and Caringbah were slower to settle.¹⁹ These suburbs still retained a rural and pastoral character at the time of the declaration of the Sutherland Shire as a local government area in 1906, with limited road and bus connections compared to other parts of the shire, a trend which was to continue until the post-WWII boom.²⁰

4.3 *Lehane's Paddock and cattle ranch (1890s-1946)*

Given the ownership of the study area within an immensely large landholding spanning several suburbs, the history of the site is difficult to trace through the land title. However, local and oral histories provide invaluable detail which allows the early ownership and use of the site to be clearly established.

As noted above, Holt had extensive interests across New South Wales which were predominately regional and pastoral in nature at the time. In line with his ownership of substantial pastoral properties, Holt relied on lessees and employees to tend to these large tracts of land and conduct agriculture throughout them. Two of Holt's early employees in the Sutherland region were William Simpson and John Lehane, the latter of which operated a cattle paddock known as "Lehane's paddock" in the study area.²¹ Lehane was an overseer for Holt's company, and travelled to Sutherland in 1867 to begin work on one of Holt's properties known as "Old Farm" in Miranda.²² It is not known exactly when Lehane moved to the property representing the study area on the Kingsway, but he is known to have been there from at least 1890. It is also known that Holt built houses for his managers.²³ Lehane's Paddock was bound by the Kingsway to the north, Hinkler Avenue to the east, the railway line to the south, and Kareena road to the west. Lehane's Paddock represented the entire study area which is now the site of the present Sutherland Hospital.

Oral history sources first reference the presence of a cattle ranch on Lehane's Paddock, owned by Mr and Mrs John Lehane in 1897, which is consistent with 1920 obituaries for the couple which place their emigration to Australia and subsequent settlement in Sutherland around the 1870s.²⁴ His house was said to be a large stone and timber house with "vine covered verandas," known formally as The Homestead but to residents as Lehane's paddock.²⁵ Lucerne hay was also cultivated at the site during Holt's attempt to raise sheep in the area, and a vineyard was cultivated to the Kingsway boundary of the site.²⁶ Lehane is considered one of the districts pioneers, and is known to have lived and worked across land now known as Kurnell, Como, Sylvia, Cronulla and

¹⁷ Helen McDonald, 2008. "Sutherland," *Dictionary of Sydney*. Accessible online at: <https://dictionaryofsydney.org/entry/sutherland>

¹⁸ Paul Ashton, Jennifer Cornwall and Annette Salt, 2006 "Sutherland Shire: A History." (UNSW Press: Sydney). p46.

¹⁹ Ibid, p49.

²⁰ Ibid, p46.

²¹ Sutherland Shire Historical Society Inc, 2006, Bulletin. Volume 7: No 1. p12.

²² Maree McKinley and Sue Hewitt, 2007, *Sutherland Shire: Some Early residences*. (Botany Bay Family History Society: Sydney). p81-82.

²³ Ashton, Cornwall and Salt, "Sutherland Shire: A History." p49.

²⁴ Sutherland Shire Historical Society Inc, 1974, Bulletin. Issue 32. p51.; "Death of Mrs John Lehane," *The Catholic Press*. 21 October 1920. Accessible online at <https://trove.nla.gov.au/newspaper/article/105969628>

²⁵ Maree McKinley and Sue Hewitt, 2007, *Sutherland Shire: Some Early residences*. (Botany Bay Family History Society: Sydney). p81-82.

²⁶ Ibid.; M Hutton Neve, 2000. A brief history of Sutherland Shire. *Sutherland Shire Studies* –No. 1, p9.

Miranda/Caringbah.²⁷ The absence of formal lease or transfer of the site to the Lehane family in the land title records may be explained by Lehane's employment by Holt and his company. Lehane is said to have retired to the ranch at the study area in 1899 before his death in 1905.

The use of the land as farmland is consistent with the relatively isolated and distant nature of the site from the more developed townships in the Shire which grew following the formal proclamation of the Sutherland Shire in 1906. The documented subdivisions of the area occurring in the first decades of the twentieth century were located further to the north and east.²⁸ These subdivisions appear to have reached the study area around 1916, when land at the junction of Port Hacking and Kareena Roads were subdivided under the "Kareena Estate" (Figure 3). The plans clearly indicate a residence at the corner of Kareena Road and the Kingsway, on the corner of the Lehane's landholding, which was likely erected in the late 19th century in line with their occupation of the land for cattle farming. In 1920, when Mrs Lehane dies, her late residence is described as "The Homestead," Kingsway, Miranda.²⁹ It is highly likely this refers to the residence illustrated in the 1916 sale plan.

These sale plans also confirm the greater subdivision and taking-up of land to the north and east. By the 1920s, aerials show that land further east of the study area at the junction of Port Hacking Road and Kingsway (near the site of the future Caringbah Station) contained the fledgling township of Caringbah, with shops and a cluster of residences (Figure 4). The Kareena estate, by contrast, was still sparsely developed by 1943 as later aerials show (Figure 5).

Following the death of the Lehane matriarch in 1920, it is assumed that her children Thomas, Delia, Bridget, Mary, and Annie Lehane took over the property. It is the children, on behalf of the Holt Sutherland Estate Land Company Limited, that later enter into an agreement to convey the site to The Sutherland Shire District Hospital Inc.³⁰ The Lehane children were engaged in various pursuits throughout the district; Thomas Lehane was a pastoralist like his father, and an expert in tending to milch cows and pit ponies, both which became desired across the Shire (and the latter in mines like Helensburgh Coal mine).³¹ He became a councillor for the A Riding District with the first election in 1906 and served the area for two decades.³² His sister Annie (or Johanna) was the owner and landlady of a building which operated as the first Council Chambers building in 1906.³³ Delia was a postmistress and grocer in Sylvania.³⁴

By the time 1930 aerials were captured of the Sutherland area, the residence on the corner of the study area had been demolished, and a new residence had been erected in the approximate centre of the site.³⁵ Available evidence suggests the study area continued to be known as Lehane's Paddock at the time and continued to be used as a cattle ranch throughout Lehane family's long tenure.³⁶ It would appear that Thomas Lehane was the main occupant, who is described as residing in the "barn-

²⁷ Sutherland Shire Historical Society Inc, 1978, Bulletin. Issue 48. P190.

²⁸ Ibid.

²⁹ "Death of Mrs John Lehane," *The Catholic Press*. 21 October 1920. Accessible online at <https://trove.nla.gov.au/newspaper/article/105969628>

³⁰ "Public Hospitals Act, 1929-1940," *Government Gazette of New South Wales*, 18 June 1946 (Issue No 6). Accessible online at <https://trove.nla.gov.au/newspaper/article/224760579>

³¹ Sutherland Shire Historical Society Inc, 1987, Bulletin. Issue 83. p288; Sutherland Shire Historical Society Inc, 2006, Bulletin. Volume 7: No 1. p12.

³² Sutherland Shire Historical Society Inc, 1978, Bulletin. Issue 48. P190; Sutherland Shire Historical Society Inc, 2006, Bulletin. Volume 7: No 1. p12.

³³ Sutherland Shire Historical Society Inc, 1974, Bulletin. Issue 30 p2.

³⁴ Sutherland Shire Historical Society Inc, 1974, Bulletin. Issue 33 69.; Sutherland Shire Historical Society Inc, 2006, Bulletin. Volume 7: No 1. p12.

³⁵ Sutherland Shire Council aerial mapping, provided to Artefact, 2015.

³⁶ Sutherland Shire Historical Society Inc, 2006, Bulletin. Volume 9: No 3. p18.

like" residence on the site by 1930.³⁷ Bridget and Delia Lehane are also known to have retired to the family property in 1943.³⁸

Sometime during the early 1940s, likely around 1944, the study area on Kareena Road was resumed for use Army Detention Barracks, in connection with the Army Training Camp at Loftus.³⁹ it is assumed the land was either leased from Holt's estate or compulsorily acquired, though the available certificate of title information does not indicate the exact timing.

1943 aerials show that the residence erected c1920s, evident by the time of 1930s aerials, was still extant at the time and likely incorporated into the Barracks. Additional outbuildings had been erected in the south-western corner of the site. Oral histories of the site relay that the "southern half of the camp ran to the railway, and was surrounded with barbed wire entanglements, with military guards strolling the four sides of the area."⁴⁰ The camp operated from at least 1944-1946.⁴¹ A major incident occurred in February 1944 when 19 Australian soldiers escaped from the camp.⁴² In December 1946, Commonwealth Disposals commissions offered at Auction Sale "Buildings and Fittings for removal at No 19 Army Detention Barracks (intersection Kareena Road and Kingsway, Miranda)."⁴³ Aerial imagery suggests all of the additional outbuildings were removed and the c1920s homestead retained.

³⁷ Sutherland Shire Historical Society Inc, 1983, Bulletin. Issue 68, p47.

³⁸ Maree McKinley and Sue Hewitt, 2007, *Sutherland Shire: Some Early residences*. (Botany Bay Family History Society: Sydney). p81-82.

³⁹ Sutherland Shire Historical Society Inc, 2006, *Bulletin*. Volume 9: No 3. p17.

⁴⁰ Sutherland Shire Historical Society Inc, 1983, Bulletin. Issue 68, p47.

⁴¹ "Army Defaulters: Detention Camp Break," *The West Australian*, 15 February 1944. Accessible at: <https://trove.nla.gov.au/newspaper/article/46784751>; "Investigation on Bashing reports in Detention Camps," *The Daily Telegraph*, 17 July 1945. Accessible at: <https://trove.nla.gov.au/newspaper/article/247636584>

⁴² "Army Defaulters: Detention Camp Break," *The West Australian*, 15 February 1944. Accessible at: <https://trove.nla.gov.au/newspaper/article/46784751>

⁴³ "Advertising," *The Sydney Morning Herald*, 21 December 1946. Accessible at: <https://trove.nla.gov.au/newspaper/article/18012236>

Figure 3. "Kareena Estate between Sutherland and Cronulla" sale poster. Source: SLNSW.

What do you think of this ?

KAREENA ESTATE

BETWEEN SUTHERLAND & CRONULLA

FRONTING THE TRAM LINE, WITH TRAM STOP ON THE ESTATE.

LOOK AT THE POSITION !!
SEE THE MAGNIFICENT VIEW !!
WHAT LIBERAL BLOCKS !!
THESE ARE THE LOTS TO BUY !!

Handy to Public School, Stores & Post Office.

The Estate is only 5 minutes walk from Yowie Bay Port backing a handy to Cronulla Surf Beach.

Magnificent Panoramic Views of all the Eastern Suburbs, Illawarra, Georges River, Botany Bay & Murrumbidgee.

Kareena Road leads down to the new Stream Road connection between Sans Souci & Taren Point being the new direct route to Sydney from the Cronulla District.

ON THE GROUND

START THE NEW YEAR WELL
 By securing one of these beautiful high healthy Level Home Sites which must become very valuable on account of the big development that is taking place along the CRONULLA TRAM ROUTE.

MONRO
 Auctioneer.
 Phone 475 Kings
 Cronulla.
 & Miranda.

Note the Easy Terms
 Lot 1 (Cottage)
 £25 Deposit, balance at the rate of 16/- per week with 6% interest on quarterly balances.
 OTHER LOTS.
 Only £1 per lot Deposit, balance £1 per month with 5% interest on quarterly balances.
 Purchasers may have the right to pay off at any time.

MILFORD ROAD

On LOT 1, is a comfortable 5 roomed cottage in splendid repair with wide verandahs, towel press & and securely fenced.

TORRENS TITLE

From Taren Point Road

PORT

From Sutherland

KINGS WAY

House

J. G. GRIFFIN & HARRISON.
 Licensed Surveyors under N.P.S.
 Members of the Institute of Surveyors N.S.W.
 Equitable Building
 350 George St. Sydney.

KAREENA ROAD

From Taren Point Road

From Sutherland

HACKING LINE ROAD

House

From Cronulla

Walter Simpson & Co
 Union Bank Chambers
 Hunter Street
 Solicitors to the Estate

All Dimensions subject to Deposition Plan.

Figure 4. "Aerial view of the intersection of Port Hacking Road and Kingsway, Caringbah, ca. 1920s" Note – near later site of Caringbah Station, NOT at junction near study area. Source: Sutherland Shire Council Local History Centre.



Figure 5. 1943 aerial image of study area. Source: SiXMaps, NSW Government Spatial Services.



4.4 Sutherland District Hospital (1946-present)

The study area remained in the hands of the Holt-Sutherland estate, and under the occupation of the Lehan family into the mid twentieth century. The concept of a district hospital for Sutherland had first been seriously raised in 1942, as a growing population began to overwhelm existing regional facilities. In 1944, the Board of Sutherland District Hospital was formed through the efforts of Director Mr Andy Gray and the hospital auxiliaries, whilst the population of Sutherland Shire numbered a substantial 27,500.⁴⁴ As a result the work of the Board and the growing pressure from the community, the Board officially acquired 10 acres of land representing the northern portion of Lehan's Paddock to the Kingsway in 1946.⁴⁵

Years of continued lobbying and fundraising led to the State Government signing a contract with builders FCW Powell and Son in 1950, for the construction of a 288-bed hospital on part of the old paddock site.⁴⁶ In April 1950, local member AJ Williams turned the first sod for the new hospital, but post-war steel shortages and cuts to Hospital Commission budgets delayed the laying of the foundation stone until September 1955 when it was laid by JJ Cahill, then Premier of New South Wales.⁴⁷ Steel was eventually sourced from the UK to carry out the project.⁴⁸ The foundation stone of the new Nurses home building was laid at the same time by Andrew Gray, Chairman of the Board.

Mounting pressure from the ever-growing community led to the later acquisition of the remaining 13 acres representing the southern part of the study area by 1964, originally by the Council of the Shire of Southerland (later transferred to the Board) and a small portion to the western boundary by the New South Wales Ambulance Transport Service Board, for the site of their new premises.⁴⁹ Arguments from the community were that the planned facilities on the 10 acre site would barely accommodate the existing population, which had grown to 50,000 in 1955, let alone be sufficient to serve the growing shire into the future.⁵⁰

In March 1958 the hospital was officially opened by Minister for Health Hon WF Sheahan, QC, MLA.⁵¹ The opening was attended by thousands who took part in parades leading from Miranda and Caringbah and merging at the site, which were participated in by the local RSL, Surf Club, Girl Guides and Scouts, the attendance indicative of the importance of the event to the community. The substantial stone Nurses home building was also unveiled. Modelled on the recently opened Bankstown Hospital, the building was four-storeys and constructed of cream brick and steel with cantilevered concrete balconies and quickly became a local landmark.⁵² Designed by the government architect and built by FCW Powell master builders, the hospital was a "satellite hospital" part of a broader scheme by the NSW Hospital Commission to decentralise Sydney Hospitals and provide quality care to those outside of the city.⁵³

⁴⁴ Sutherland Shire Historical Society Inc, 2006, *Bulletin*. Volume 9: No 3. p17.; Sutherland Shire Historical Society Inc, 1972, *Bulletin*. No 23. p4.

⁴⁵ Public Hospitals Act, 1929-1940, "Government Gazette of New South Wales, 18 June 1946 (Issue No 6). Accessible online at <https://trove.nla.gov.au/newspaper/article/224760579>

⁴⁶ Sutherland Shire Historical Society Inc, 2006, *Bulletin*. Volume 9: No 3. p18.

⁴⁷ South Eastern Sydney Local Health District (SESLHD), "Sutherland Hospital – History." N.D. Accessible online at: <https://www.seslhd.health.nsw.gov.au/sutherland-hospital/about-tsh>; "Continued protests" *The Land*, Friday 24 October 1952, p 34-35

⁴⁸ Sutherland Shire Council Local History Vertical File – Sanders Property Advertisement for Sutherland Hospital (N.D.).

⁴⁹ Sutherland Shire Historical Society Inc, 1972, *Bulletin*. No 23. p4. Certificate of Title 6684-135, 6684-136, 7326-14. "Hospital Land Purchase," *The Observer*. 24 September 1964.

⁵⁰ Sutherland Shire Historical Society Inc, 2009, *Bulletin*. No 12, No 1. p28.; Article in *The SCAM*, 9 April 1958.

⁵¹ South Eastern Sydney Local Health District (SESLHD), "Sutherland Hospital – History." N.D. Accessible online at: <https://www.seslhd.health.nsw.gov.au/sutherland-hospital/about-tsh>

⁵² "Sutherland Shire District Hospital opens Saturday," *The Observer*. 27 March 1958.

⁵³ Ibid; "Sutherland Shire District Hospital," *Building, lighting and engineering*, 24 July 1958, p23.

It would appear that the Lehane's homestead survived the initial hospital construction and was to be reused in the new development, as indicated in 1955 aerials during construction. However, the cottage burnt down on the 7th April 1958 shortly after the opening.⁵⁴ Recollections of the fire describe the Lehane's cottage as a large and old weatherboard construction which made a "spectacular fire." It is assumed was wholly destroyed and the ruins cleared from the site.

The continued efforts and interests of the community and hospital auxiliary committees led to the gradual expansion of the facilities over time, as well as the acquisition of new and innovative technologies. From the work of the Cronulla Auxiliary, Sutherland Hospital was the second hospital in the state to acquire an ultrasonic machine in January 1969, which allowed mothers to hear the heartbeat of their children.⁵⁵

A series of additions and modifications unfolded in the decades following the opening of the building, as it continued to evolve to meet the needs of the Shire. As aforementioned in 1964, the rear southern half of the site, which had been in the hands of Sutherland Shire Council, was finally purchased by the hospital and used to add buildings for teaching and extensions to the hospital.⁵⁶ Workshop facilities and a swimming pool were also opened in 1965.⁵⁷ In 1968, a program of major extension was initiated above the casualty section of the hospital, with a four-storey extension planned in two stages, which would greatly increase the orthopaedic, coronary, maternity and surgical capacities of the hospital, as well as new road access through the site.⁵⁸ In 1969, a new cardiac ICU was added, and in 1979 a new hospital chapel, boiler house and carpark.⁵⁹ In 1984, a building project was initiated to expand children and psychiatric services and new operating theatre suites. In the 1990s, a new Child Care Centre was opened which catered for working parents and hospital staff, as well as an extension to the Pathology building.⁶⁰

In 2003, a new Clinical Services Building was opened, which led to the final closure of the original 1958 main building, which was subsequently demolished. It is stated that the northern end of the new building "contains remains of the old hospital."⁶¹

⁵⁴ Sutherland Shire Historical Society Inc, 1981, *Bulletin*. No 37. p57.

⁵⁵ "Heartbeat Device Saves Worry about Unborn babies." *St George and Sutherland Shire leader*. 8 Jan 1969.

⁵⁶ "Hospital Land Purchase," *The Observer*. 24 September 1964.

⁵⁷ 1964 and 1965 Sutherland Shire District Hospital Annual Reports, held in the Sutherland Shire Council Library, Local Studies Collection.

⁵⁸ "Sutherland hospital Extensions" *The Pictorial*. 11 December 1968.; 11th Annual Sutherland Shire District Hospital Report 1968.

⁵⁹ "New Deal for heart cases," *The Pictorial*. 6 August 1969.; Annual Report: Sutherland Shire District Hospital, 1968.

⁶⁰ More About Sutherland Health (MASH) September 1989 (Issue 5 1989) and March 1990 (Issue 1 1990)

⁶¹ Sutherland Shire Council Local History Vertical File – Sanders Property Advertisement for Sutherland Hospital (N.D.).

Figure 6. "Opening of Sutherland Hospital, 2 April 1958" Source: Sutherland Shire Council Local History Centre (online).



Figure 7. "Opening of Sutherland Hospital, 2 April 1958." Note surrounding residential development shown to be detached single-storey houses on small lots. Source: Sutherland Shire Council Local History Centre (online).



Figure 8. "Sutherland District Hospital" (Nurses Home c1969). Source: Sutherland Shire Council Local History Centre (online).



5.0 ASSESSMENT OF HISTORICAL ARCHAEOLOGICAL POTENTIAL

5.1 Approach

The following assessment has focused on those portions of the study area with the potential to contain archaeological remains. The potential for the survival of archaeological remains in a particular place is affected by activities which may have caused ground disturbance. These processes include the physical development of the site (for example, phases of building construction) and the activities that occurred there. The likelihood for the survival of these relics (i.e. their archaeological potential) is distinct from the archaeological/heritage significance of these remains, should any exist. For example, there may be 'low potential' for certain relics to survive, but if they do, they may be assessed as being of State significance.

Identification of the potential historical archaeological resource of the study area is based on the review and understanding of its land use and development (site formation processes) through historical research and evaluating whether subsequent actions (either natural or human) may have impacted on evidence of former land use phases.

'Archaeological potential' refers to the likelihood that an area contains physical remains associated with an earlier phase of occupation, activity or development of that area. This is distinct from 'archaeological significance' and 'archaeological research potential'. These designations refer to the cultural value of potential archaeological remains and are the primary basis of the recommended management actions included in this document.

The following grading of archaeological potential has guided the assessment of archaeological potential in this report (Table 3):⁶²

Table 3. Grades of archaeological potential

Grading of potential	Assessment
High	Archaeological resource is known to exist and/or has strong potential for intactness/survival
Moderate	Reasonable potential for archaeological resource intactness/survival
Low	Limited potential for archaeological resource intactness/survival
Nil	No archaeological resource is anticipated

⁶² NSW Heritage Office, 2009. *Guidelines for the Preparation of Archaeological Management Plans*, p. 31.

5.2 Historical land use

Table 4. Historical land use of study area

Phase	Date	Use
1	1830s-1890s	<p>The earliest land grants in the Sutherland area were granted in the 1830s, though the study area was held within much larger landholdings across the region.</p> <p>It is possible the study area was fenced in this period, though the present roads post-date 1890, and this fencing may have been through the study area where it straddled the boundaries of two grants, later bought by Holt. It is likely the site was cleared as a result of timber getting in the area.</p> <p>It is also possible that the former cattle ranch residence on the site was erected during this period; however there is no concrete evidence for this, apart from sources which place Mr Lehane, the later overseer and occupier of the subject property, in the Sutherland District in the 1870s.</p>
2	1890s-1946	<p>Historical evidence confirms the existence of a timber and stone residence on the site by 1897, and the operation of the study area as a cattle ranch under Mr John Lehane, an overseer for Thomas Holt's Company.</p> <p>Whilst existing in the study area, the known site of this homestead is located a substantial distance to the east of the project area where works will take place. It is unlikely that any evidence of the structure or associated outbuildings, cisterns or privies would be this far from the location of the house.</p> <p>The specific study area was likely fenced during this time and there may have been informal access roads through the property. Outbuildings associated with the keeping of cattle, including sheds and shelters, are likely to have been a feature of the site. Milch cows and pit ponies may have been reared at the site after John Lehane's death by Thomas Lehane, altering the outbuildings or requiring new ones.</p> <p>For a short period at the end of this phase (1944-1946), the site operated as a WWII Army detention camp. It is likely that temporary buildings were erected for this usage, as described in a tender for their removal. Other site modifications included barbed wire.</p>
3	1946-present	<p>From 1946 onwards, the site was gradually acquired to become the future site of Sutherland Hospital, officially opened in 1958. Original hospital buildings included the Main Building and Nurses Home. The Lehane's cottage was originally kept as part of the complex but burnt down in 1958. From 1958 onwards, a plethora of extensions, additions, modifications and new buildings sprawled across the site.</p>

5.3 Known disturbance

The entirety of the study area is known to have undergone high levels of ground disturbance in line with the progressive redevelopment of the hospital. Sutherland Shire Council's archaeological mapping for Aboriginal heritage sensitivity classes the site as predominately "Disturbed land, [which] is generally urbanized, industrialized areas which have been highly disturbed and there is no original land surface or subsurface." This also applies to historical archaeological potential, as it has likely been affected by the same disturbance.

Aerial imagery clearly shows that almost the entire ground surface of the study area has been redeveloped since early 1930s and 1940s aerial images, with coverage in buildings, carparking or roads, with little evidence of undisturbed pockets of land. The utilities associated with these buildings (sewerage, water, electricity) have likely required further progressive disturbance of any subsurface resources.

Whilst previous buildings existed in the study area, there is no evidence that there was any structure or building ever erected in the approximate location of the project area where works are proposed to take place.

It is unclear whether any of the present or past buildings incorporated below-ground spaces or carparking. Regardless of this, the site has been highly disturbed in line with the need to expand and modify the hospital over time, which has likely substantially impacted any historical archaeological evidence of the past.

5.4 Assessment of archaeological potential

The following discussion of archaeological potential is focused on those areas identified as having the potential to contain archaeological resources. A detailed breakdown of the types of archaeological remains that may survive within the study area is summarised in Table 5.

5.4.1 Assessment

It is highly likely that Phase 3 of the development of the site, associated with the construction and operation of Sutherland Hospital, has substantially removed or truncated any evidence associated with Phase 1 or Phase 2.

Evidence from Phases 1 and 2 was likely to include early ephemeral evidence of farming, and structural remains of outbuildings and the Lehanes homestead. However, the homestead burnt down during Phase 3, so it is extremely unlikely any evidence of that structure would survive. The progressive site modification and building program of the hospital is likely to have required levelling or building up of the land. It is evident remains would be highly disturbed by the excavation and disturbance required for subsequent concreting and carparking throughout the site.

There does not appear to be any portion of the site that was not entirely redeveloped in Phase 3 – excepting the retention of some plantings that appear mature or to pre-date 1943, but have likely been subject to landscaping. The high level of disturbance at the site means that any significant remains associated with Phases 1 and 2 are unlikely to survive within the study area. Moreover, no buildings or structures were ever erected in the specific project area where works are proposed to take place, further reducing the likelihood they would be encountered.

5.5 Assessment of significance of remains

An assessment of the archaeological significance for potential remains within the study area is assessed below in **Error! Reference source not found.5.**

Table 5. Assessment of Archaeological Significance against the NSW Heritage Act criteria

Criterion	Discussion
A) Historical	<p>Potential archaeological remains contained within the study area may have historical significance for their ability to shed light on the earliest phase of development in the Sutherland Shire, and of its rural and agricultural beginnings in suburbs like Miranda and Caringbah. The Lehane residence is likely to be one of the earliest in the area, and thus would shed light on the early pioneering history of the district.</p> <p>Archaeological evidence located in the study area is likely to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and it is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).</p>
B) Associative	<p>Potential archaeological remains contained within the study area may have historical significance for their connection with the company of Thomas Holt and the Holt Sutherland Company. Holt was a locally significant personality who played an important role in the settlement and development of the area. The study area was used by one of his overseers to keep cattle and grow lucerne hay, both associated with Holt's business ventures.</p> <p>Archaeological evidence located in the study area is likely to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and it is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).</p>
C) Aesthetic	<p>Archaeological remains from the former buildings (chiefly the homestead) in the study area have the potential to be intact and highly legible. These remains may have distinctive/attractive visual qualities, that are considered to be 'important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW.'</p> <p>Archaeological evidence located in the study area is <u>not</u> likely to reach the local significance threshold under this criterion, given the fire which destroyed the homestead in 1958, the high level of disturbance to the site, and the fact that no documented structures were ever built in the project area a substantial distance from the main homestead.</p>
D) Social	<p>Potential archaeological remains associated with the short-lived WWII Army Detention Camp may have social significance amongst members of the community who are descendants of men who spent time in the camp, as well as individuals of associations interested in the early and pioneering history of Sutherland. Any remains of the earliest stage of the Phase 3 Sutherland Hospital Development may also have social significance</p>

Criterion	Discussion
	<p>to those involved in campaigning for the hospital, or those who worked or visited the hospital in its early operation.</p> <p>Archaeological evidence located in the study area has the potential to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and its is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).</p>
E) Research Potential	<p>Potential archaeological remains contained within the study area may have research potential for their ability to shed light on early construction techniques in a rural/agricultural context if structural remains or underfloor deposits survive, as well as information on the earliest settlement of the area.</p> <p>Archaeological evidence located in the study area is likely to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and its is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).</p>
F) Rarity	<p>Potential archaeological remains contained within the study area may be rare in a local context due to their age and early nature in the history of settlement and development in the Sutherland Shire.</p> <p>Archaeological evidence located in the study area is likely to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and its is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).</p>
G) Representativeness	<p>Potential archaeological remains contained within the study area may be representative in a local or regional context of the type of early development in Sutherland Shire or in other areas which were rural and agricultural at the time.</p> <p>Archaeological evidence located in the study area is likely to reach the local significance threshold under this criterion.</p> <p>However, no significant archaeological remains are anticipated within the specific project area boundaries where impacts will take place. No documented structures were ever built in the project area, located to the west of the homestead site, and its is unlikely any associated outbuildings would be located at this distance. In addition, the site has undergone a high level of disturbance which has likely removed or truncated any evidence</p>

Criterion	Discussion
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associated with these phases in both the project area and the wider study area (Phase 1 and Phase 2).

5.6 Summary of potential archaeological remains within the study area

Table 5 provides an overview of potential for archaeological material to be located within the study area.

Table 5: Potential archaeological remains within the study area

Phase	Known structures	Potential archaeological remains	Archaeological potential in project area	Potential Significance
1	No structures; possibly fencing; possibility the homestead was constructed pre-1890s.	<ul style="list-style-type: none"> Early evidence of fencing such as postholes or organic matter Structural remains of homestead or early accommodation 	Nil	Local
2	Homestead; associated outbuildings for cattle and horses; outbuildings associated with the WWII Detention Camp.	<ul style="list-style-type: none"> Evidence of more formal fencing, structurally and where it may have been inserted Structural remains of the homestead and outbuildings, well, cisterns, rubbish pits and privies. Structural remains of outbuildings and barbed wire fencing associated with the Detention Camp Evidence of early road construction from the late 1890s to early twentieth century 	Nil	Local
3	Sutherland Hospital; original Main Building and Nurses Home and associated outbuildings; subsequent redevelopment	<ul style="list-style-type: none"> Evidence of demolition activities of earlier buildings Structural remains of original hospital buildings and site layout 	Low	Nil

6.0 IMPACT ASSESSMENT

The following section provides an assessment of the impacts that proposed development will have on potential archaeological remains and heritage items within the study area, though it is noted that no heritage items are located in the study area or within a 250m buffer .

6.1 Proposed works

Health Infrastructure propose to increase the capacity of Sutherland Hospital from five to eight operating theatres and from one to two endoscopy suites, as well as recovery and other perioperative supporting spaces. The project will be constructed utilising a combination of newly constructed and refurbished areas. The project is not expected to have significant subsurface impact.

Concept design option 1D (Figures 9-11) has been endorsed, which involves the western expansion of the structure towards the Ambulance Station and Carpark 3 site. The development will maintain Ambulance access to the road below.

Figure 9. Proposed design option, Plan 1



Figure 10. Proposed design option, Plan 2



[illegible]

6.2 Assessment of archaeological impact

The study area has been assessed as having nil potential to contain significant archaeological remains associated with Phase 1 and 2, and low potential to contain Phase 3 remains, which would not meet the threshold for local significance on the basis of their contemporary and ubiquitous nature.

In addition to this, the location of the project area is constrained to land which is not known to have ever been built upon with any form of structure or outbuilding during phases 1 and 2.

There is nil potential to contain archaeological remains of any earlier phases due to the high level of site disturbance. Therefore, it is unlikely that proposed works will impact significant archaeological remains that meet the threshold for local significance. It is recommended that the works operate under an Unexpected Finds procedure in the event that unexpected archaeological remains are encountered.

6.3 Summary of archaeological impacts

The proposal has nil potential to impact remains associated with phases 1 and 2 of the occupation of the site, which would meet the threshold for local significance. The proposal has low potential to impact remains associated with phase 3 of the site's development, which would not meet the threshold for local significance due to their ubiquitous and contemporary nature.

6.4 Assessment of heritage impact

No heritage listed items were identified within the 250 metre buffer of the study area. During the site visit and desktop research on surrounding properties, no heritage listed items were visible from the study area, nor any potential heritage items. Therefore, the proposed works will not have any impact on any identified heritage items.

6.5 Statement of heritage impact

The proposed works will have no impact on any listed heritage items within a 250 metre buffer of the study area.

7.0 CONCLUSIONS AND RECOMMENDATIONS

Overview of findings

- There are no heritage items located within the study area, or in a buffer zone of 250m around the site. A Department of Health s170 listing for the “Main Building” of the Sutherland Hospital exists on the site in the State Heritage Inventory, however this listing is not current or relevant as the building was demolished in 2003-2004. No indicative curtilage is given, however it is assumed from the name that the item related to only the original Main Building (dating to 1958).
- The development and redevelopment of Sutherland Hospital from the 1950s onwards has likely removed or truncated any significant archaeological remains from early phases of occupation of the site.
- The proposal is unlikely to impact significant archaeological remains, and as there are no listed heritage items within the vicinity impacts to built heritage, views and settling will be nil.

Recommendations

- If unexpected archaeological finds are discovered during the proposed work advice a qualified archaeologist should be sought to determine whether they are relics. Heritage NSW must be notified of the discovery of a relic in accordance with Section 146 of the NSW Heritage Act 1977 and further assessment and consultation may be required.
- Consultation should take place with the administrator of the Department of Health s170 register to confirm the former nature of the listing. If only related to the now demolished Main Building, the item should be formally delisted and removed from the State Heritage Inventory.

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9.0 APPENDICES

9.1 Appendix 1: State Heritage Inventory Database Entry for *Main Building* at Sutherland Hospital

29/01/2021

Main Building | Heritage NSW

Main Building

Item details

Name of item:

Main Building

Type of item:

Built

Primary address:

Kingsway Cnr Of, Miranda, NSW 2228

Local govt. area:

Sutherland

Property description

Lot/Volume Code	Lot/Volume Number	Section Number	Plan/Folio Code	Plan/Folio Number

All addresses

Street Address	Suburb/town	LGA	Parish	County	Type
Kingsway Cnr Of	Miranda	Sutherland			Primary Address
Kareena Road	Miranda	Sutherland	SUTHERLAND	CUMBERLAND	Alternate Address

Owner/s

Organisation Name	Owner Category	Date Ownership Updated
Health	State Government	20 Jul 05

Statement of significance:

Of Historical Significance.

Note: The State Heritage Inventory provides information about heritage items listed by local and State government agencies. The State Heritage Inventory is continually being updated by local and State agencies as new information becomes available. Read the Department of Premier and Cabinet [copyright](#) and [disclaimer](#).

Description

Construction years:

1950-

Physical description:

The main building is substantial brick of several storeys. Construction: Brick and reinforced concrete slabs.

Current use:

Wards

Former use:

Hospital

History

<https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=3540235>

1/2

Historical notes:

The original 10 acre site was acquired in 1948. On 21 April, 1950, a further 13 acres were resumed and vested in Sutherland Council. Building began in April 1950.

Historic themes

Australian theme (abbrev)	New South Wales theme	Local theme
3. Economy-Developing local, regional and national economies	Health-Activities associated with preparing and providing medical assistance and/or promoting or maintaining the well being of humans	(none)

Recommended management:

As per Preliminary Heritage and Conservation Register - Subject to further investigation. Requires reasonable care to protect external architectural integrity and the character of key internal spaces and structural systems.

Listings

Heritage Listing	Listing Title	Listing Number	Gazette Date	Gazette Number	Gazette Page
Heritage Act - s.170 NSW State agency heritage register	Dep. Of Health s.170 Register				

References, internet links & images

Type	Author	Year	Title	Internet Links
Written	Schwager Brooks and Partners Pty Ltd		Study	

Note: internet links may be to web pages, documents or images.

Data source

The information for this entry comes from the following source:

Name:

State Government

Database number:

3540235

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